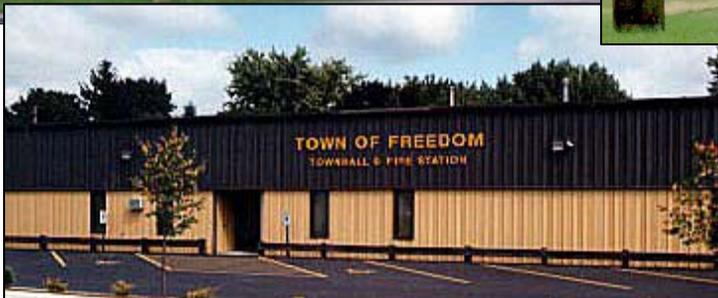




Town of Freedom Comprehensive Plan



Planning for 2020 and Beyond
Adopted June 2003
Amended August 12, 2009

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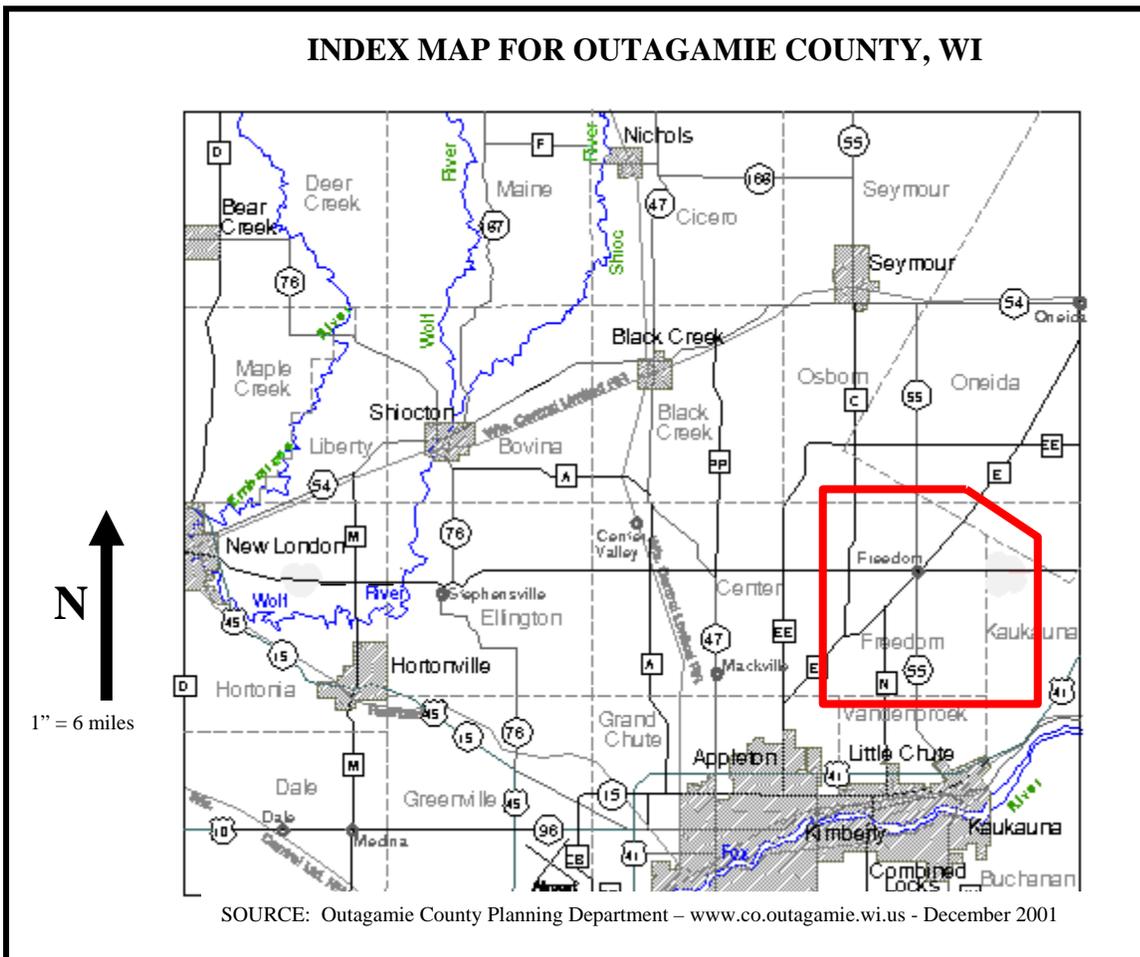
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Where is the Town of Freedom?

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. The urbanized area served by the Freedom Sanitary District 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 5,000 people.

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, and the Town of Grand Chute and Town of Vandenberg to the south.



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 9% average annual growth rate between 1990 and 2000. Just as importantly, the town faces issues with respect to groundwater quality, preservation of rural character and agricultural operations. The development of a comprehensive plan 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 set its own ground rules for the types of development that will benefit the town, maintain a rural atmosphere and still provide flexibility for landowners.

To develop an effective comprehensive plan within 15 months, town leaders sought assistance from OMNNI Associates, a consulting firm based in Appleton, WI. OMNNI's staff of certified



planners facilitated an extensive program, including visioning, a community survey, and the development of GIS-based maps. This process helped the town to identify and address important land use, resource protection and development issues facing the Town of Freedom.

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;*
- *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. 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:

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. Intergovernmental Cooperation (Chapter 11)
9. Implementation (Chapter 12)

In addition, the state requires that these elements be developed in concert with Wisconsin’s 14 goals for local planning, which are:

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.



- 1) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- 2) Encouragement of neighborhood designs that support a range of transportation choices.
- 3) Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
- 4) Protection of economically productive areas, including farmland and forests.
- 5) Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- 6) Preservation of cultural, historic and archeological sites.
- 7) Encouragement of coordination and cooperation among nearby units of government.
- 8) Building of community identity by revitalizing main streets and enforcing design standards.
- 9) Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
- 10) Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- 11) Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
- 12) Balancing individual property rights with community interests and goals.
- 13) Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- 14) Providing an integrated, efficient and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit-dependent and disabled citizens.

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 several meetings and activities, including a community survey. 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.

KICK-OFF MEETING

The Town of Freedom “kick-off” meeting was held on January 22, 2002 at the Freedom Town Hall. At that meeting, OMNNI Associates presented an overview of the planning process, and provided general information to the public about smart growth planning and its importance to the Town of Freedom. In addition, demographic, housing and economic information was presented to the Plan Commission and public. The meeting concluded with a discussion of area values (presented at the end of this chapter). Interested residents were advised on how they can keep informed about and become involved with the comprehensive planning process.

MONTHLY PLANNING ADVISORY COMMITTEE MEETINGS

The Plan Commission met almost every month to review draft text, maps, establish goals and establish priorities for plan implementation. Each of these meetings was duly posted open to the public.



COMMUNITY ISSUES WORKSHOP (SWOT)

This workshop provided the Plan Commission an opportunity to identify and evaluate community strengths, weaknesses, opportunities and threats; 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 a community survey as part of the planning effort in the spring of 2002. 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.

MID-COURSE MEETING

At the mid-point of the planning process, the Plan Commission hosted an informational meeting to share with the public what had been happening in the planning program and what was yet to be done. At the meeting, OMNNI presented an overview of progress on the planning program, shared the vision statements developed by the Plan Commission and invited the public to participate in the process to provide additional input.



MAP FORUM

At the map forum, a preliminary set of plan maps were displayed for residents, property owners and business owners to review and comment upon. This opportunity allowed residents to find “their property” and comment upon what they liked or didn’t like about the maps they saw. This was also the first opportunity the Town Board and Plan Commission had to see the first *Draft Future Land Use Map* based on the results of the cognitive mapping exercise (described in the Issues and Opportunities Chapter).

OPEN HOUSE

The purpose of the plan “open house” was to display the plan maps and text in an informal setting. At the “open house,” there were no formal presentations, minutes, or voting. Rather, the maps and plan text were on display for interested residents to review at their own pace. The atmosphere was as casual as possible. Members of the Plan Commission were available to answer questions as needed. This meeting was a success in that it allowed the participants to share their ideas in a setting that was much less formal than the public hearing. As a result, more people were able to react to the plan than would have otherwise done so if their had only been a formal public hearing.

INTERNET WEB PAGE

The planning program was profiled on an interactive web page hosted on the OMNNI Associates Web Site. The page included meeting schedules, summaries of past meetings, draft maps and plan chapters, and general education materials about the Smart Growth law. The site was updated on a monthly basis to ensure that the information was current and would effectively inform the public.

INTERGOVERNMENTAL MEETINGS

As part of the planning program, the Plan Commission hosted two (2) intergovernmental meetings. At the first meeting, the Plan Commission met with representatives from neighboring units of government, the Oneida Nation, Freedom School District, Outagamie County, the East Central Wisconsin Regional Plan Commission, WDNR and WisDOT to discuss the existing plans of these neighboring jurisdictions and agencies to

identify potential conflicts that may exist with the proposed *Town of Freedom Comprehensive Plan*.

At the meeting, participants from the neighboring units of government, county, state agencies, regional planning and school district were given the opportunity for mutual exchange of ideas and recommendations to address any conflicts. Based on the conversations and suggestions received at this meeting, the *Town of Freedom Comprehensive Plan* includes recommendations to continue to resolve intergovernmental planning issues and conflicts over the 20-year planning period.

Town Values

During the Kick-Off Meeting, residents in attendance were asked to identify the values that influence residents to remain, take pride in, and become actively involved in the community. The complete list of those values is provided below. These value statements provided a clear direction for the development and implementation of the *Town of Freedom Comprehensive Plan*. Moreover, these values clearly indicate that residents of the Town of Freedom share a strong sense of community identity and pride closely associated with the rural character and natural areas that make the Town of Freedom a desirable place to live.

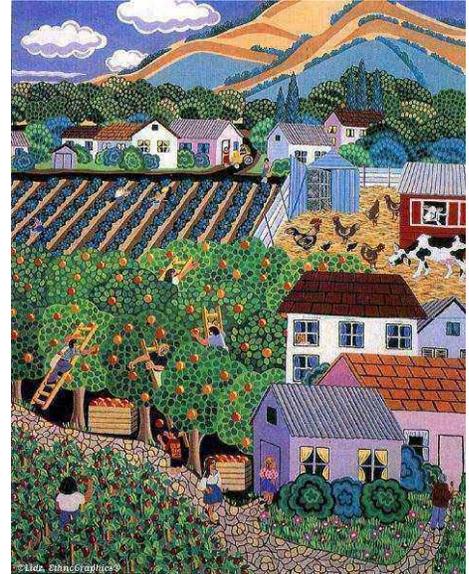
- Agricultural Land / Rural Setting
- Location between Green Bay and Appleton
- Quiet Neighborhoods
- Down to Earth Values
- Freedom School System
- Private Schooling Choices
- Opportunities to become involved in the community
- The “Small Town” Atmosphere / “Small Town” Charm
- Low Crime Rate
- Fire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

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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

As part of the public involvement efforts, the Plan Commission conducted a survey to gather public input on local priorities and planning options. The survey questionnaire was developed with extensive input from the Plan Commission and residents during meetings in March and April of 2002. The survey was designed to obtain input about existing conditions in Freedom, desired future development (or lack of), and opinions about various implementation tools (i.e. transfer of development rights, purchase of development rights, zoning, boundary agreements, etc.).

The survey was distributed in a one-time mailing to every address (1,776) in the Town of Freedom in April 2002. Completed surveys were to be returned by May 6, 2002. Due to the length of the survey (more than 40 questions), and limited survey budget, return postage could not be provided. Moreover, the survey required more than 1 stamp to mail. To help minimize the impact of not providing return postage, the Plan Commission coordinated with local banks, schools, and the town hall to have “drop-off” boxes available for residents to deposit completed surveys. The survey response rate was 23.5%.

Generally speaking, 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 90% of respondents indicated they were satisfied or very satisfied with the Town of Freedom as a place to live.

Community Survey results are provided throughout this plan to illustrate resident opinion with respect to various development, preservation, and implementation ideas.

Visioning Process

To identify community issues and opportunities, a three-step process was utilized, which resulted in the development of individual vision statements for each of the nine required smart growth planning elements. This process included: community SWOT meetings, cognitive mapping and element vision development. What follows is a description of the activities and the major issues and opportunities identified through the issues and opportunities process.

SWOT MEETING

What follows is a brief definition of a strength, weakness, opportunity, and threat as used in a SWOT exercise.

- 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.*
- Threat** *A threat may be internal or external. A threat can be anything that could jeopardize the future success of a community.*

A SWOT meeting 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.

On **January 2, 2002**, the Town of Freedom Plan Commission participated in a **SWOT exercise**. The objective of the exercise was to find out how the Plan Commission members viewed various aspects of the town. This could include their feelings on physical things such as roads, utilities, etc., and “quality of life” issues. OMNNI Associates, the town’s comprehensive planning consultant, facilitated the exercise.

At the meeting, each member of the Town of Freedom Plan Commission was asked to write down what he or she thought were the town’s strengths, weaknesses, opportunities and threats. Each member could list as many items as he/she wished under each category. When the commissioners had finished writing down their answers, the facilitator recorded their responses on an issue-by-issue basis.

After the responses were recorded, the facilitator combined like responses. Each commissioner was then asked to “vote” for the one response on each list that he or she believed to be the most

important. Voting was conducted by placing a dot alongside the selected responses. The table on the next few pages contains the responses given and the number of votes each received, by category.

The Plan Commission agreed that the Town of Freedom has four (4) primary **strengths**:

- Location
- Affluent, Educated Population
- Reasonable Land Prices
- High Quality of Living

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 **opportunity** 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

The Plan Commission identified annexation as the most pressing **threat** facing the Town of Freedom.

Strengths	<p>Responses (Votes)</p> <ul style="list-style-type: none"> • Family farms • School District • Park system • Location (4) • Single family homes on large lots • No one dominant industry • Population mix of families and ages • Highly educated, affluent population (1) • Real estate taxes are comparatively reasonable • Land costs for building sites are reasonable compared to Appleton and Green Bay (1) • Quality of living (2) • Rural, small town atmosphere • Lots of volunteerism • Progressive attitude • Flexible land use • Safety • Quiet • Summer activities for children • Good fire, police and first responder services • Bowling alley and places to socialize • You know your neighbors
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<h1>Weaknesses</h1>	<p style="text-align: center;">Responses (Votes)</p> <ul style="list-style-type: none"> • Lack of citizen participation at Town Board meeting (1) • Maintaining development in sewer district • No public swimming pool (1) • Not attracting development from outside of the town • Loss of farmland due to sprawl (2) • Residential development is scattered (3) • No public transportation for elderly to get to the city • Not enough local control – town county conflicts • Lack of winter activities • Lack of public sidewalks • No medical facilities • No street lights in subdivisions • Lack of local shopping • No public water system • Lack of industry • Lack of philanthropists (1) • No public library • No post office
<h1>Opportunities</h1>	<p style="text-align: center;">Responses (Votes)</p> <ul style="list-style-type: none"> • Expand and diversify economic development (1) • In-migration potential – numbers and diversity • Space for growth • Service businesses to support population growth (2) • Good planning potential (1) • Explore border agreements • Second sanitary district • Nice, low income housing development • Development based on wise land use planning (2) • Joint service agreements (2)

<h1>Threats</h1>	<p>Responses (Votes)</p> <ul style="list-style-type: none"> • Poor water quality • Residential, agricultural and quarries land use conflicts • Annexation (5) • County zoning (1) • Loss of family-oriented atmosphere (uncontrolled growth) • Loss of farmland • Loss of sense of neighborhood • Scattered development • Mega farms - CAFOs (2) • Pressure from developers on agricultural land • Increased taxes impacting older residents • Increased traffic (volume and loads) on roads that cannot handle it
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COGNITIVE MAPPING

A cognitive map, or mental map, is a map drawn by a person that geographically locates his or her memories, ideas and thoughts of a particular place. Since cognitive maps are based on individual's preferences and opinions there are no "right" or "wrong" maps. Cognitive maps are used to delineate geographic areas of a community people like, dislike, frequently visit, feel are important, travel through regularly, feel safe, etc.

At the meeting on **August 7, 2002**, the Plan Commission members were provided 2 maps of the Town of Freedom. On the **first map**, the individual committee members outlined portions of the town based on their opinion of aesthetic appeal or special memories or experiences they have had. The most attractive places were colored in one shade and not attractive in another color. Areas with special meaning or memories were circled.

On the **second map**, the individual committee members outlined those areas where they would like to see new commercial/industrial development, new residential subdivision development, new recreation areas, open space and farmland in the Town of Freedom.

Participants then worked in small groups to discuss their second map. Common areas, agreed by all group participants, were illustrated on a collective group map. At the conclusion of the meeting, each group presented these maps to all in attendance.

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

VISION DEVELOPMENT

In **January 2002**, a vision assignment was distributed to the Plan Commission. The assignment asked the commissioners to individually answer a series of questions about what they would like to see in the Town of Freedom in 20 years.

At the **February 2002** meeting, the commissioners worked in small groups to review their individual answers to each of the questions and arrive at a single best answer for each. These answers were then shared with the entire Plan Commission to arrive at a consensus-based answer to each question. OMNNI then used these collective responses to draft vision statements, which the Plan Commission reviewed in **March 2002**. Each of the final vision statements is provided at the end of this chapter.

Visions

Rather than develop a series of policy statements, the Plan Commission participated in an extensive visioning process to establish a framework from which to make future land use decisions in the Town of Freedom. The result of this process was a vision statement for each of the nine required plan elements, including an overall vision statement. This process was critical to establish a unified vision for the Town of Freedom and provide a direction and focus for the planning effort.

Below are the community vision statements, which represent the broad interests of town residents, elected/appointed officials, business leaders and property owners. These visions establish the planning framework and a direction for subsequent planning efforts and decisions in the town.

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

ISSUES AND OPPORTUNITIES (OVERALL VISION)

In 2020, the Town of Freedom provides residents with a high quality of life while maintaining its “small town” charm and rural character. The town enjoys a mix of commercial and residential development within the sanitary district. Its industrial park is thriving and supports the local economy and provides a wide variety of employment opportunities. Farming remains an integral part of the rural landscape – blending harmoniously with its surroundings. Development options are available to preserve and protect farm areas from incompatible development and annexation pressures. The town continues to provide quality, limited municipal services (i.e. police, fire protection, etc.) to its residents.

HOUSING VISION

In 2020, 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 conservation 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.

TRANSPORTATION VISION

In 2020, a network of well-maintained local roads, county trunk and state highways designed to accommodate automobile needs, truck needs and farm 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 natural areas, schools, recreational facilities, and other trail networks. Sidewalks provide connections throughout the "village" area. Rural public transit service is available on a limited basis. Private transportation is more commonly used.

UTILITIES & COMMUNITY FACILITIES VISION

The Town of Freedom coordinates with Brown County, 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 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 "village" area. Rural residents rely on on-site wastewater systems and monitored private well water.

Residents of all ages enjoy year-round access to abundant recreational opportunities, accessible via trails.

AGRICULTURAL, NATURAL & CULTURAL RESOURCES VISION

Primary agricultural areas, woodlands, wetlands and other natural areas in the Town of Freedom are protected from development pressure. Farming operations in the town consist of: traditional family farms, several smaller niche farms, rented cropland, and a few zoned and well-buffered 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 “village” area. 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.

ECONOMIC DEVELOPMENT VISION

Commercial and industrial businesses are thriving in the Town of Freedom, concentrated in the “village” area, where services are most easily accessible.

Economic development is in harmony with the Town’ natural environment and residential areas, this includes farming operations of all scales.

Employment opportunities for town residents can be easily found within 15 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 and City of Kaukauna 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.

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.

LAND USE VISION

Concentrated development in the “village” area provides the town with a center of activity. Development in the “village” 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 “village” area, the landscape presents a balance of farming, scenic natural areas, and rural residential development.

IMPLEMENTATION VISION

By 2020, 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), and provides adequate financial planning for capital improvements.

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

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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.

TABLE 1 HISTORIC POPULATION TRENDS						
Location	1970	1980	1990	2000	Actual Chg 1970-2000	% Change 1970-2000
<i>Town of Freedom</i>	2,926	3,746	4,114	5,241	2,315	79%
Share of County Population	2.5%	2.9%	2.9%	3.3%	NA	NA
Outagamie County	119,398	128,730	140,510	160,971	41,573	35%

Source: WI Dept. Administration, Demographic Service Center and 2000 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 7th out of 20**, with Bovina, Buchanan, Dale, Grand Chute, Greenville and Osborn each having higher growth rates.

TABLE 2 OUTAGAMIE COUNTY TOWN POPULATION CHANGES 1990-2001				
Town Name	1990 Population	2000 Population	2001 Population Estimate	% Change 1990 – 2001
Town of Freedom	4,114	5,241	5,308	29.0%
Town of Black Creek	1,169	1,268	1,276	9.0%
Town of Bovina	822	1,130	1,142	39.0%
Town of Buchanan	2,484	5,827	6,177	149.0%
Town of Center	2,716	3,163	3,186	17.3%
Town of Cicero	1,126	1,092	1,094	-2.8%
Town of Dale	1,818	2,288	2,353	29.4%
Town of Deer Creek	724	682	680	-6.0%
Town of Ellington	2,099	2,535	2,558	21.9%
Town of Grand Chute	14,490	18,392	18,739	29.3%
Town of Greenville	3,806	6,844	7,017	84.4%
Town of Hortonia	883	1,063	1,072	21.4%
Town of Kaukauna	939	1,142	1,159	23.4%
Town of Liberty	702	834	848	20.8%
Town of Maine	791	831	849	7.3%
Town of Maple Creek	695	687	685	-1.0%
Town of Oneida	3,858	4,001	4,017	4.1%
Town of Osborn	784	1,029	1,045	33.3%
Town of Seymour	1,217	1,216	1,223	0.4%
Town of Vandebroek	1,291	1,315	1,361	5.4%
All Towns in Outagamie County	46,528	60,580	61,789	32.8%

Source: 1990 and 2000 U.S. Census

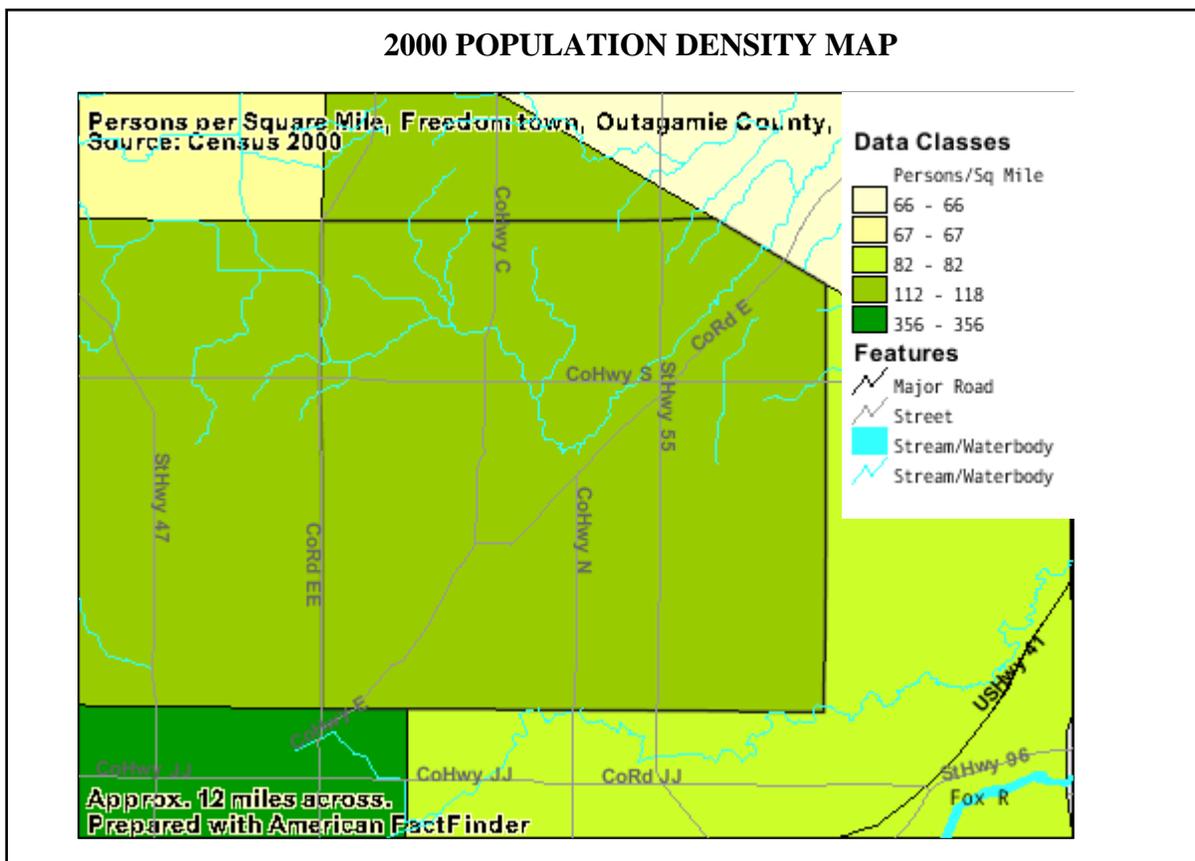
Table 3 projects the population of the Town of Freedom through 2020. Included in the table is a breakdown of persons per household and total household figures. Information about the Freedom Sanitary District area is also provided.

TABLE 3 POPULATION PROJECTIONS 2000 – 2020				
Year	Town of Freedom	Persons Per Household, Town of Freedom	Freedom Sanitary District	Total Households (Sanitary District)
2000	5,241	3.04	2,769	1,700 (912)
2005	5,455	2.96	2,926	1,846 (990)
2010	5,731	2.87	3,074	1,994 (1,069)
2015	6,001	2.81	3,219	2,139 (1,147)
2020	6,252	2.74	3,353	2,285 (1,226)
Percent Change 2000-2020	1,089	-0.30	584	585 (314)

SOURCE: Freedom Sewer Service Area Plan, ECWPRC, April 2001

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. Also 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 only expected to increase to 54%. These figures clearly indicate that rural development, beyond the sanitary district, will be important through 2020.

The map below illustrates the persons per square mile based on the results of the 2000 U.S. Census in the Town of Freedom. Based on this map, the overall population per square mile in the town is between 112 and 118 persons. This information is a bit misleading since it averages the population by square mile. In reality, the population is denser 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.

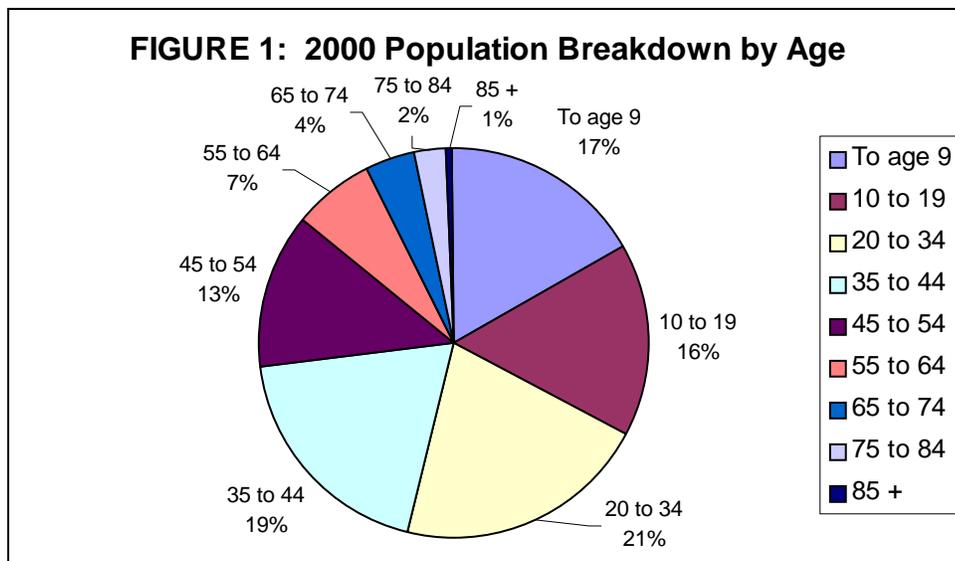


POPULATION CHARACTERISTICS

Population figures and growth rates do not provide any insight about the characteristics of the population. To learn more about the people of the Town of Freedom, information about the race, sex, and age of the population must be examined.

In 2000, there were **2,678 males and 2,563 females** living in the Town of Freedom. Nearly 100% of the residents reported their race as white in 2000 U.S. Census.

The **median age of a Town of Freedom resident in 2000 was 33.4**. This average is slightly lower than the Outagamie County median age (34.4) and the State of Wisconsin median age (36.0). However, this average is significantly higher than the median age of a Town of Freedom Resident in 1980 (23.6) and 1990 (28.8). Figure 1 examines the age distribution of town residents in 2000. According to the chart, the population was fairly evenly distributed by age groupings. This distribution is very similar to the age-distribution in 1990. Not surprisingly, the smallest population groups are over age 65, while the largest population group was between the ages of 20 and 34 (21%).



Source: 2000 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 527 households since 1990. However, during this same period the number of persons per housing unit has decreased significantly. In 1990, there were 3.47 persons per household in the Town of Freedom, compared to 2.86 persons per household in 2000. Outagamie County also experienced an increase in the number of households between 1990 and 2000 and a decrease in the number of persons per household. Projections done by the East Central Wisconsin Regional Planning Commission indicate that by 2020, the number of persons per household in the Town of Freedom will decrease from 2.86 (2000) to 2.74 persons (Freedom Sewer Service Area Plan, 1997).

According to the 2000 U.S. Census, there were 1,833 households in the Town of Freedom. The vast majority of these households (79.2%) are family households (families). Of these family households the most common type was married-couple family households (70.0%) and the remaining were female-headed family households. Non-family households represented 20.8% of all households in the Town of Freedom in 2000.

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 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 and Green Bay), 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 1990 U.S. Census, 1992 U.S. Economic Census, 1997 U.S. Economic Census,

2000 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 1995 and 2000.

	1995	1996	1997	1998	1999	2000
Labor Force	96,200	100,000	100,800	101,500	99,800	102,105
Employed	93,400	97,100	97,800	98,700	97,300	99,393
Unemployed	2,830	2,850	3,070	2,800	2,490	2,712
Unemployment Rate	2.9%	2.9%	3.0%	2.8%	2.5%	2.7%

Source: WI DWD, Bureau of Workforce Information. Local Area Unemployment Statistics Program, 1999 & 2000 U.S. Census

In October 2001, the unemployment rate in Outagamie County was 3.3%, which represented an increase from October 2000 (2.8%). (WI Dept of Workforce Development, 2001). As the U.S. economy continues to struggle, after what has been the longest period of sustained economic growth in modern history, the unemployment rate will likely continue to increase. Local economic indicators support the predicted recession-like economic cycle as local factories and retailers continue to reduce staff and close facilities.

*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 80 percent. The United States' participation rate is only around 70 percent, while the overall State of Wisconsin participation rate is approximately 75 percent. **The 2000 participation rate in the Town of Freedom was 77.9 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

Outagamie County workers are very mobile. **Almost 45 percent of all employed county residents work outside of the county.** Winnebago County is the destination for two-thirds of outbound commuters. The majority of those commuting to Winnebago County work in the paper industry in the Neenah/Menasha area. Nearly 3,000 Outagamie County residents commute to jobs in Brown County. Most of these workers go to the Green Bay area, and are usually professional, technical and skilled workers. They commute to jobs in the Green Bay's paper, health care and insurance industries.

Table 5 provides a more detailed breakdown of commuting patterns in Outagamie County. The main commuter route through the county is USH 41. USH 41 is easily accessible to residents of the town via STH 55. Though this information is from 1994, the overall patterns are still believed to be accurate.

County	Commute Into	Commute From	Net Commute
Winnebago	11,413	8,942	-2,471
Brown	2,989	1,171	-1,818
Waupaca	1,052	2,711	1,659
Calumet	817	4,691	3,874
Elsewhere	1,120	1,229	109
Total	17,391	18,744	1,353
Work in Outagamie	52,744		

Source: WI DWD, Bureau of Workforce Information. Wisconsin Commuting Patterns, 1994.

The Town of Freedom has a minimal amount of commercial and industrial development located within the town limits (Refer to *Existing Land Use Map* in Chapter 9). This is related to limited infrastructure services (i.e. water and sewer). However, the potential for additional development exists, particularly in the sanitary district and industrial park.

According to the 2000 U.S. Census, a full quarter of town residents (25%) were employed in management, professional and related occupations. Slightly more (26.1%) were employed in sales and office occupations and slightly less than a quarter of residents (24.1%) were employed in production, transportation and material moving occupations. The balance of residents reported service occupations (9.8%), construction, extraction and maintenance occupations (13.7%) and farming occupations (1.2%). These statistics reveal that although farming is a major land use in the Town of Freedom, it accounts for relatively few workers.

Tables 6 and 7 highlight the top 10 industry groups and employers in Outagamie County in 2000. There were 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. However, only three of the ten largest industry groups are in manufacturing.

Educational services (schools) represent the largest industry employment in Outagamie County. Business Services is the largest private industrial sector in the county. Business services include services such as personnel services (temporary help agencies), and a host of consulting services in the areas of accounting and auditing, legal services, engineering, and training services.

TABLE 6		
TOP 10 INDUSTRY GROUPS IN OUTAGAMIE COUNTY		
Industry Group	Employers	Employment
Educational Services	29	6,293
Business Services	214	6,061
Paper and Allied Products	26	5,832
Health Services	212	5,786
Eating and Drinking Places	250	5,559
Special Trade Contractors	376	5,378
Food and Kindred Products	27	4,892
Industrial Machinery and Equipment	72	4,113
Wholesale Trade-Durable Goods	227	3,490
General Merchandise Stores	16	2,742

Source: Outagamie County Workforce Profile. Employment Figures from March 2000.

TABLE 7		
TOP 10 EMPLOYERS IN OUTAGAMIE COUNTY		
Industry Group	Product or Service	Size
Appleton Area School District	Public School System	1000+
Aid Assn. For Lutherans	Insurance Services	1000+
Thedacare Inc.	Health Care Services	1000+
Sara Lee Corporation	Meat Processing	1000+
Appleton Papers Inc.	Coated Paper Production	500-999
Anchor Food Products Inc.	Frozen Food Products	500-999
Miller Electric Mfg. Co.	Welding Machine Manufacturing	500-999
Fox Valley Technical College	Education Services	500-999
St. Elizabeth Hospital Inc.	Health Care Services	250-499
Outagamie County	County Government Services	250-499

Source: Outagamie County Workforce Profile, 1999

INCOME & WAGES

Average annual wages paid in Outagamie County were 98.8 percent of the average state wages in 1999. The greatest differential in average wages between Outagamie County and statewide levels in 1999 was in wholesale trade (94.3 percent of the state average). Close to the wholesale sector, was the lower than state average wages in service

industries (94.8 percent of the state average). Outagamie County’s annual average wages in both of these sectors are lower than the state average simply because of the numerous larger wholesale and service companies in areas such as Milwaukee and Madison. Service industries account for the largest number of workers in any industrial sector in Outagamie County and they pay 18.3 percent of all wages paid in the county.

In service industries, Outagamie County has a lot of business services employing lower wage workers, such as custodial and unskilled temporary workers. Clerical workers are also a large part of the local service sector. Statewide, there are more professional workers in healthcare, law practices and higher education, all of which are dominated by higher pay levels. As a result, when compared to Outagamie County, the percentage of state income is less.

Manufacturing industries in the county pay an annual average wage of \$37,873 (100.3 percent of the state average for manufacturing wages in 1999). This is due to the large number of jobs in the paper industry, as well as the large number of skilled workers in machine and equipment manufacturing industries.

There are many different breakdowns of income. For example, 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 2000 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.

TABLE 8				
INCOME COMPARISON				
	2000 Per Capita Income	2000 Median Household Income	2000 Median Family Income	2000 Adjusted Gross Income
Wisconsin	\$21,271	\$43,791	\$52,911	\$40,570
Outagamie Co.	\$21,943	\$49,613	\$57,464	\$42,803
T. Freedom	\$22,462	\$57,868	\$60,587	\$45,127

Source: U.S. Department of Commerce, Bureau of Economic Analysis, Regional Economic Information System, 2000 U.S. Census, and Wisconsin Department of Revenue.

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 2000 U.S. Census data, the Town of Freedom ranked 10th in per capita income compared to the other 20 towns in 2000. This represents a slight decrease from its 1990 rank of 7.

**TABLE 9
OUTAGAMIE COUNTY TOWN INCOME CHARACTERISTICS, 2000**

Town Name	1990 Median Household Income	1990 Rank	2000 Median Household Income	Difference Between 1990 & 2000	2000 Rank
<i>Town of Freedom</i>	\$37,576	7	\$57,868	\$20,292	10
Town of Black Creek	\$35,431	11	\$53,472	\$18,041	13
Town of Bovina	\$36,298	8	\$54,453	\$18,155	11
Town of Buchanan	\$41,790	2	\$65,410	\$23,620	1
Town of Center	\$39,650	5	\$58,092	\$18,442	9
Town of Cicero	\$32,794	16	\$49,625	\$16,831	16
Town of Dale	\$35,000	13	\$60,152	\$25,152	7
Town of Deer Creek	\$30,833	19	\$44,853	\$14,020	19
Town of Ellington	\$34,890	14	\$53,750	\$18,860	12
Town of Grand Chute	\$39,683	4	\$50,772	\$11,089	15
Town of Greenville	\$40,608	3	\$61,381	\$20,773	5
Town of Hortonia	\$36,187	9	\$59,904	\$23,717	8
Town of Kaukauna	\$38,187	6	\$61,696	\$23,509	3
Town of Liberty	\$34,531	15	\$60,167	\$25,636	6
Town of Maine	\$29,286	20	\$46,058	\$16,772	18
Town of Maple Creek	\$32,639	17	\$43,472	\$10,833	20
Town of Oneida	\$31,316	18	\$51,275	\$19,959	14
Town of Osborn	\$35,893	10	\$64,375	\$28,482	2
Town of Seymour	\$35,417	12	\$48,264	\$12,847	17
Town of Vandebroek	\$41,875	1	\$61,845	\$19,970	4
All Towns in County	\$35,994	NA	\$55,344	\$19,350	NA

Source: 1990 & 2000 U.S. Census

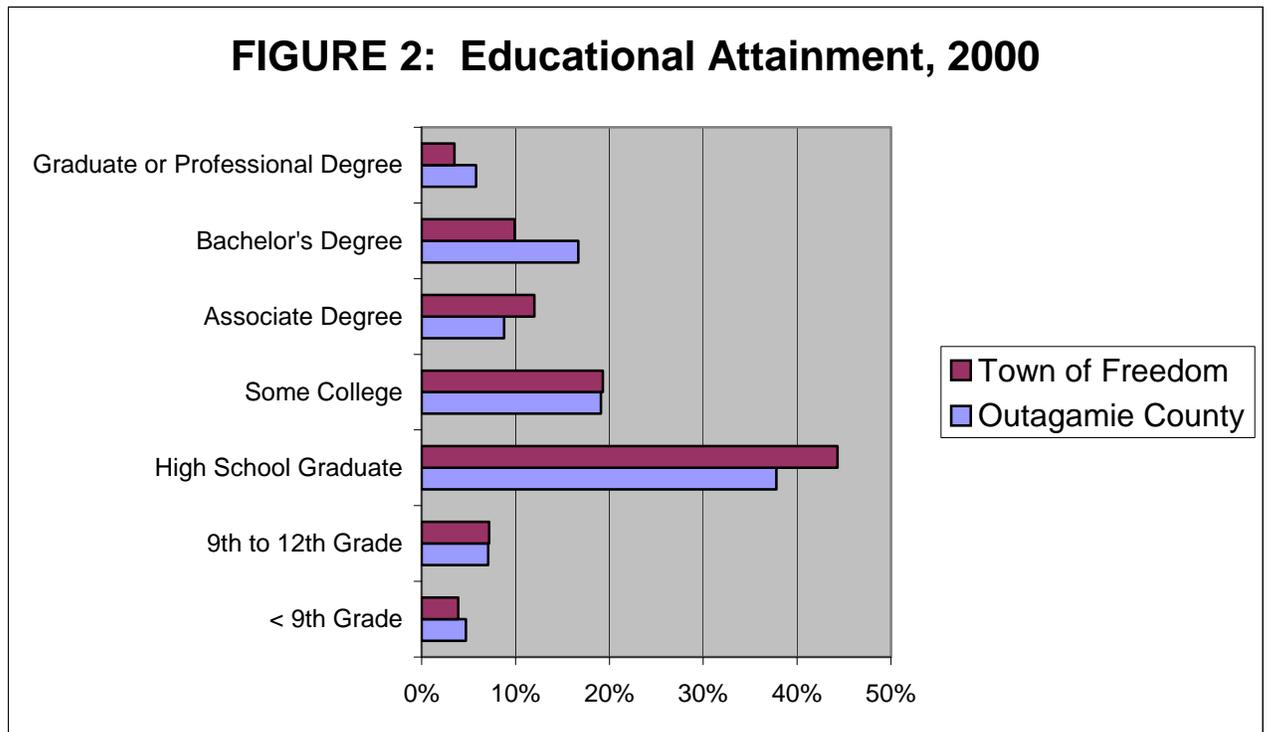
EDUCATION LEVELS

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 2000. From the information for the town and county it is apparent that the population is very well educated. In fact, 89% of town residents and 88.1% of county residents have earned a high school diploma.

FIGURE 2: Educational Attainment, 2000



POVERTY STATUS

Less than five percent of the Town of Freedom's population was living below the poverty level in 1989, compared to 6.07 percent in Outagamie County and 10.40 percent in the state. The poverty level is determined for each household size. For a family of four persons, the average poverty threshold was \$12,674 in 1989. Less than one percent of all town residents living below the poverty level in 1989 were elderly (age 65 and over).

By 2000, the situation had improved slightly for town and county resident. **In 2000, only 3.3 percent of town residents were living below the poverty level** and 4.7 percent of county residents were living below the poverty level.

EMPLOYMENT AND ECONOMIC FORECASTS¹

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.

¹ Much of the information used to develop this section was from the Wisconsin Department of Revenue Long-Term Economic Forecast, 2001.

The labor force is the primary beneficiary of the strong economy. Unemployment rates in Outagamie County are very low, but they have started to rise as the economy has slowed.

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 the U.S. economic forecast are based on the U.S. Census Bureau's "middle" projection for the U.S. population. This projection is based on specific assumptions about immigration, fertility, and mortality rates. The national fertility rate (the average number of births per woman upon completion of childbearing) is expected to rise from its current level of 2.0 to about 2.2 in 2025. Life expectancy for men and women will rise steadily from 74.1 and 79.8 years in 1999 to 77.6 and 83.6 years in 2025, respectively. Net immigration (including undocumented immigration) is estimated to fall from 960,000 persons in 1999 to 918,000 in 2025.

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 13% in 2010 to nearly 19% by 2025, 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 16 to 64 will grow 0.8% per year during 1999-2014 and just 0.2% per year thereafter.

Wisconsin total population growth is expected to average 0.4% annually from 2001 to 2025, a rate slightly below the 0.6% average from 1975-2000. Compared to the U.S. projected growth of 0.8% over the same period, Wisconsin is expected to continue the long-term trend of slower population growth than the nation as a whole. The adult population (those over the age of 17) in Wisconsin grew at an average annual rate of 1% over the past 25 years, but is expected to grow by 0.5% per year from 2001 to 2025. Also similar to U.S. demographic trends, the aging population in Wisconsin (those 65 and over) is projected to grow at an average annual rate of 2% for the next 25 years, including 3% per year after 2010. The aging population in Wisconsin grew at an annual rate of 1.3% per year from 1975 to 2000.

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 after 2011. Statewide, the population aged 16 to 64 is projected to grow at an annual rate of 0.6% from 2000 to 2011, but will then decline at an annual rate of 0.4% from 2012 to 2025. The working age population grew at an annual rate of 0.9% from 1974 to 1999. 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. Also, over time, a growing

share of the population will reach retirement age, when the participation rate falls to about 12%. As a result, the Wisconsin labor force is expected to expand by 1.3% per year between 2000 and 2005, 0.8% per year from 2005 to 2014, and by only 0.4% per year from 2015 to 2025. Overall labor-force participation is expected to fall as the population progressively moves into age groups with lower participation rates.

The overall dependency ratio (the ratio of those not in the labor force to those who are) will continue to decline for most of the next quarter-century, falling from 1.00 in 1989 to 0.91 by 2010, before rising to 1.01 by 2025. This ratio peaked at 1.65 in 1962, just after the crest of the baby boom. Clearly, the working population will *not* have to support proportionately more non-workers in the next 25 years than it has in the past. However, this assessment does not account for workers who support elderly parents and other retired workers.

There will be a change in the mix of non-workers, however, especially towards 2025. While the share of the population aged 65 and over has risen dramatically over the last two decades, the ratio of the number of elderly to the number of workers has so far remained stable. There were 24.4 persons aged 65 and over for every 100 persons in the labor force in 1971, versus 24.8 in 2000. This ratio should decline to 24.3 by 2006, but then jump to 27.9 in 2014 and to 37.6 by 2025, by which time most baby boomers will be of retirement age.

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. To help ensure this, implementation strategies are provided to protect farm areas in the town. Additional commercial and industrial growth is also expected. New industrial growth will occur in 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.

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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

In 2020, 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 conservation 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

In 1990, there were 1,218 housing units in the Town of Freedom. Based on the **2000** U.S. Census information, the total number of **housing units increased to 1,859**. This translates to a 52.6 percent increase in the total housing stock in the last 10 years. By comparison, over the same period, the supply of housing in Outagamie County increased by only 20.6%.

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, **14.6 percent** of the Town of Freedom housing supply is considered as rental-occupied housing units, including apartments (2000 Census). This translates into **268 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. 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 **no senior care facilities, nursing homes or other residential care facilities for the elderly in the Town of Freedom**. However, there is one apartment building, **Country View**, located on CTH S, across from the Town Hall. As a result, residents in need of these types of living environments must currently seek housing opportunities elsewhere. However, the town would encourage these types of facilities to locate in the community to serve local resident needs.

In fact, according to the Town of Freedom Community Planning Survey, 85% of respondents indicated that the town should encourage or strongly encourage new housing development for seniors in the town. Likewise, 75% of respondents indicated the town should encourage housing opportunities for people with disabilities.

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 422 housing units that were built before 1960 (40 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.

TABLE 10 AGE OF HOUSING STOCK		
Year Structure Built	# of Units in Town of Freedom	% of Total Town of Freedom Housing Stock
1990 to 2000	541	29.0%
1980 to 1989	336	18.1%
1970 to 1979	403	21.7%
1960 to 1969	157	8.4%
Pre 1960	422	22.7%
Total	1,859	100.0%

Source: 2000 U.S. Census

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.

Apartments and Duplexes. A few apartment buildings, particularly near the STH 55 and CTH E intersection, are located in the Town of Freedom. Duplex development is more scattered. Several new duplexes are being constructed in the Washington Square Development and two twelve-plexes were also approved.

- **Established Housing.** Quality examples of established housing developed between the 1950s and 1980s are concentrated in the “village” 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.
- **New Construction.** New housing development is occurring throughout the town. The vast majority of the new housing being developed is in excess of \$150,000 in value.



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% (1.5% for the owner-occupied portion of a housing stock and 5.0% for the rented portion) is required to allow for an adequate housing choice among consumers. The overall available vacancy rate for Wisconsin is 4.75% for rentals and 1.14% for owner occupants (WI Dept. of Commerce, 2000 Consolidated Plan). 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 2000, the vacancy rate for owner-occupied housing units in the Town of Freedom was 0.6%. The rental vacancy rate was 1.5%. These figures are quite comparable to the vacancy rates in 1990. 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 experiencing a building boom (as demonstrated in Table 11) that is increasing housing availability and choices in the town.



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 1990 U.S. Census indicated that the median value of an owner-occupied home in the Outagamie County was \$64,400 and the median value in the Town of Freedom was \$70,000. Table 11 compares the 2000 median home values in all towns of Outagamie County. The housing value in the Town of Freedom ranked 10th of the 20 towns in Outagamie County.

TABLE 11 MEDIAN HOME VALUES IN OUTAGAMIE COUNTY TOWNS		
Town	2000 Median Home Value	Rank
<i>Town of Freedom</i>	\$130,000	10
Town of Black Creek	\$120,500	15
Town of Bovina	\$125,900	11
Town of Buchanan	\$149,400	2
Town of Center	\$142,900	5
Town of Cicero	\$95,400	18
Town of Dale	\$123,400	12
Town of Deer Creek	\$73,900	20
Town of Ellington	\$132,100	8
Town of Grand Chute	\$131,900	9
Town of Greenville	\$143,900	3
Town of Hortonia	\$143,800	4
Town of Kaukauna	\$139,800	6
Town of Liberty	\$123,300	13
Town of Maine	\$92,500	19
Town of Maple Creek	\$105,700	16
Town of Oneida	\$121,100	14
Town of Osborn	\$150,300	1
Town of Seymour	\$104,500	17
Town of Vandenbroek	\$137,700	7
Town Average	\$124,400	NA

Source: 2000 U.S. Census

In the Town of Freedom Community Planning Survey, when asked about the desired value of future housing in the Town of Freedom, 76% of respondents would encourage or strongly encourage housing choices between \$100,000 and \$150,000 in the town. This is comparable the 2000 median housing value and reflects resident desires to maintain quality affordable housing opportunities in Freedom.

Table 12 provides a detailed breakdown of the 2000 Census information pertaining to the value of owner-occupied housing units in the Town of Freedom.

TABLE 12 2000 TOWN OF FREEDOM OWNER-OCCUPIED HOUSING VALUE		
Cost Range	Number of Units	% of All Housing
\$50,000 to \$99,999	245	20.5%
\$100,000 to \$149,999	586	48.9%
\$150,000 to \$199,999	259	21.6%
\$200,000 or more	108	9.1%

Source: 2000 U.S. Census – based on 1,198 owner-occupied units reporting

With respect to rental housing, there were **268 renter-occupied housing units** in the Town of Freedom in 2000. The **median contract rent rate** in the town was **\$516** in 2000. This rate does not include utilities. This rate is competitive with the 2000 median contract rent rate for Outagamie County (\$534). 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.



Additional information about housing prices in the Town of Freedom was obtained from the Realtors Association of Northeast Wisconsin (RANEW). Based on information available, the **average selling price** of a single-family home in the town has **increased steadily** over the last five years. Specifically, the average selling price of a single-family home listed with RANEW’s Multiple Listing Service in 1997 was approximately \$121,800. In 2001, the average selling price had increased to about \$145,000. The information from the RANEW also indicated that, the average days a property spends on the market is fairly significant. In 1997, the average was 147 days. By 2001, this figure had increased to 221 days. If this information is a true indication of market trends over the last five years, homes in the Town of Freedom are gaining value, but also taking longer to sell. Of the properties listed with RANEW between 1997 and 2001, the vast majority of the units were duplex and multiple family properties located in the sanitary district. ¹

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

¹ The information provided by the Realtors Association of Northeast Wisconsin only includes properties listed through the Multiple Listing Service (MLS).

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 2000, the median annual household income in the Town of Freedom was \$57,868 and the median monthly income was \$4,822. Thirty-percent (30%) of median monthly income yields \$1,447 or less to be used for housing costs. The median value of a home in the Town of Freedom in 2000 was \$130,000 with the median rent contract at \$516 and the median mortgage payment at \$333. Based on these figures, **the housing supply is very affordable in the town.**

The 2000 Census information specifically breaks-out housing costs as a percentage of household income. According to the information, only 15.9 percent of resident were paying more than 30% of their monthly household income on housing costs. Most residents (34.4%) were paying less than 15 percent of their monthly household income on housing costs. The figures are quite comparable for the renter populations as well, with slightly more residents paying more than 30% of their total household income on rental costs (17.8%).

The availability of affordable housing in the town (based on median income) was also reflected in the Town of Freedom Community Survey 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, 57% of respondents indicated that the availability of affordable rental housing was adequate or very adequate in the town and 65% of respondents indicated affordable owner-occupied housing was adequate or very adequate 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 no assisted living or nursing facilities located in the town. However, there is one **senior apartment building (Country View** located on CTH S) and one **low-income handicapped apartment building (located on Liberty Lane)** for disabled residents.

Seniors and disabled persons who reside in the Town of Freedom must be able to either live independently in these apartments, have assistance available to them in their own homes, or seek residency in the Fox Cities or Green Bay where needed services are available. Available space and waiting lists in area nursing and other care facilities located in the Fox Cities and Green Bay depend on the location and cost of the facility and can fluctuate regularly. Senior housing providers regularly assess local market conditions to determine if additional facilities or expansion is needed based on local population demands.

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 2.42 units per acre in the

sanitary district (ECWRPC Freedom Sewer Service Area Plan, 2001). The town has less than 8 acres of multifamily residential development and some scattered duplex units.

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. 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 CTY S and CTY 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.

It is **recommended that 15 percent of the new residential development in the Town of Freedom consist of alternative housing**. The specific location of these alternative developments should be directed to those areas shown on the *Future Land Use Maps* 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 6,252 in the year 2020. Of this amount, the projected population in the sanitary district will be 3,353 persons². If current trends continue, it is estimated that an additional 380 dwelling units will be needed by the year 2020 in the sanitary district and 72 beyond the district boundaries (See Table 13). 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 farmland preservation is desired in the Town of Freedom. The construction of 72 additional housing units beyond the sanitary district will likely jeopardize some farmland. To mitigate this impact, the town will seek to direct the vast majority of these units to conservation subdivisions and areas adjacent to the sanitary district, consistent with the *Future Land Use Maps* and growth management policies presented in this plan.

² Based on estimates provided in the Freedom Sewer Service Area Plan provided by the 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.

TABLE 13: HOUSEHOLD PROJECTIONS			
Year	Total Households in the Town of Freedom	Households in the Sanitary District *	Households in the Sanitary District**
2000	1,833	912	942
2005	1,846	990	1,037
2010	1,994	1,069	1,132
2015	2,139	1,147	1,227
2020	2,285	1,226	1,322

Source: *Freedom Sewer Service Area Plan*, 2001 & 2000 U.S. Census

* Figures provided in *Freedom Sewer Service Area Plan*, 2001

** Revised Projections to reflect recent information from Sanitary District & Census

According to the *Freedom Sewer Service Area Plan*, over the next 20 years the town’s total population will increase by 452 households. These projected household growth rates translate into roughly 7 new units per year beyond the sanitary district and 16 new units per year within the sanitary district. The estimates within the sanitary district provided in the *Freedom Sewer Service Area Plan* are low. As of December 31, 2001, there were 964 households in the sanitary district. Updated projections are provided in the third column in the table above. These projections reflect an increase of approximately 19 new units per year within the sanitary district (380 new units between 2000 and 2020).

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 must rely on groundwater, which may have quality issues. The future land use plan maps try to mitigate these potential impacts by encouraging subdivision, cluster subdivision and conservation subdivision techniques.

Housing Issues and Concerns

APPLE HILL FARM DEVELOPMENT AND ANNEXATION

The Town of Freedom has experienced steady housing growth over the last several decades as the population has increased. The potential for future growth is high. One anticipated area for future housing was the Apple Hill Farm development, which includes several hundred acres in sections 30 and 31 of the town. The development has been annexed into the City of Appleton.

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 if Concentrated Animal Feeding Operations (CAFOs) are located in the Town of Freedom (See Agricultural, Natural and Cultural Resources Element for additional information about CAFOs), affordable housing should be provided for workers at these facilities. With this concern it should be understood that local dairy operations with a herd of two thousand cows, milking 22 hours a day, will only require a staff of perhaps 7-10 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. It is not feasible, from an economic perspective, for the Town of Freedom 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.

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. The town will continue to use surety bonds to cover the full cost of municipal services to avoid this situation in the future.

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 Department of Housing and Urban Development (HUD) is the federal agency primarily responsible for housing programs and community development. Though many of its programs are directed to larger cities and urban areas, the Town of Freedom does qualify for some available funds. Specifically, HUD provides money to non-entitlement (i.e. communities with populations less than 50,000) communities through grants. In the State of Wisconsin, the

Division of Housing and Intergovernmental Relations (DHIR) within the Department of Administration is responsible for the distribution of these federal funds. It awards these funds through a competitive proposal process.

The United States Department of Agriculture-Rural Development (USDA-RD) provides a variety of housing and community development programs for rural areas. Its programs are generally available to communities with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for homebuyers, and support for self-help and cooperative housing development. Furthermore, the Veteran's Administration also offers low interest loan opportunities for homeowners.

STATE PROGRAMS AND REVENUE SOURCES

Beyond the funds distributed through HUD, the DHIR administers several state funded programs that can potentially be used to finance housing improvements. Money available through the DHIR, because it is funded by general-purpose revenue, cannot be used to invest directly in housing development. However, funds can achieve the desired result by helping organizations develop the capacity to develop houses or by providing various types of financial assistance to homebuyers or renters through grants to local governments or non-profit agencies.

The Wisconsin Housing and Economic Development Authority (WHEDA) is a quasi-governmental agency that finances housing development through the sale of bonds. Unlike the DHIR, it receives no direct state-tax support. 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 (including conservation subdivisions), 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 Use Maps* devote 4,270 acres to residential use 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 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. The most immediate potential impact is the possible annexation of the Purdy property, which is located in sections 30 and 31 of 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. Currently, the Freedom Area School District serves the Town of Freedom. 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.

TRANSPORTATION

The location of housing affects commuting patterns and transportation costs and vice versa. The location of housing influences on 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, workers must commute from elsewhere. These factors were carefully considered in the Transportation Element to ensure compatibility with projected residential development.

ECONOMIC DEVELOPMENT

Housing needs must be linked to a community's economic situation. Specifically, it is important to ensure that the local housing supply is affordable to residents working in the Town of Freedom or elsewhere within Outagamie County. For this reason, an affordability analysis is presented in this chapter. 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.

Goals, Objectives and Policies

Based on the 20-year population projections and the predicted reduction in household size over that same period, it is estimated that there will be 452 (72 beyond sanitary district 380 units w/in 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 an effective planning.

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. 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.

HOUSING OBJECTIVES

1. 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.
2. 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.
3. Encourage “low impact” development within the town that can 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 understand the services that are needed locally.
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 properties are adequately maintained.

5.0

TRANSPORTATION ELEMENT

Introduction

The Town of Freedom's transportation system consists of local roads, collector streets 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. Of immediate concern to the town is traffic increases which present capacity issues on town and county roadways and the lack of transit opportunities for seniors and the developmentally disabled.



Transportation Vision

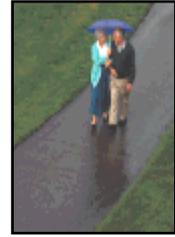
In 2020, a network of well-maintained local roads, county trunk and state highways designed to accommodate automobile needs, truck needs and farm equipment needs serves the Town of Freedom. Residents enjoy easy and direct access to Appleton and Green Bay. Local trails, including snowmobile trails, are an integral part of the transportation network - providing connections to natural areas, schools, recreational facilities, and other trail networks. Sidewalks provide connections throughout the "village" area. Rural public transit service is available on a limited basis. 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 2020 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 Outagamie County Regional 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. 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 in the Freedom Sanitary District.

- Sidewalks serve portions of the district, particularly areas along CTH E, CTH S and McHugh Roads.
- 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, video rental store, 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

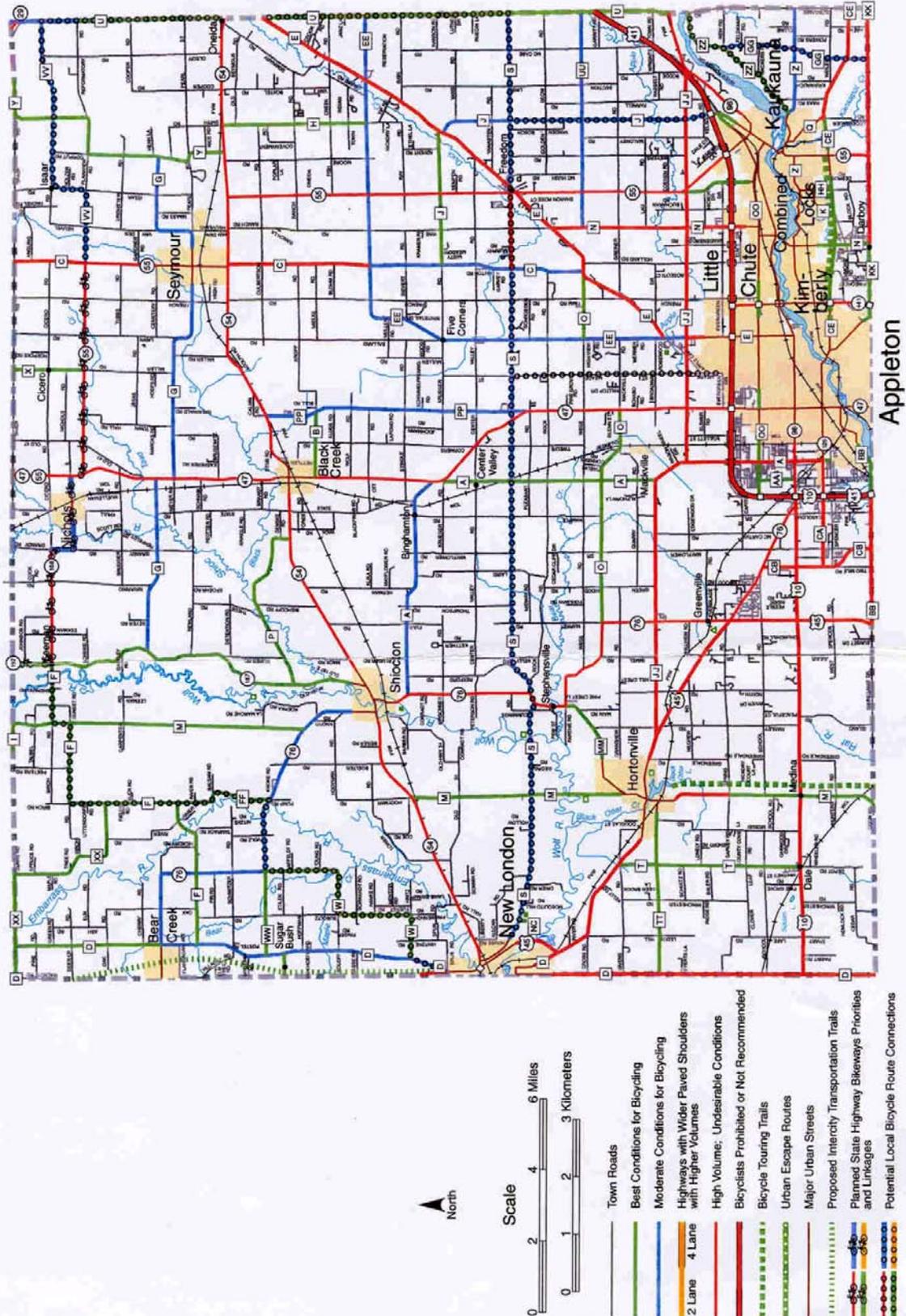
As part of its *State Highway Plan 2020*, the Wisconsin Department of Transportation (WisDOT) completed a bicycling conditions assessment in conjunction with planned state highway priority corridors, to identify key linkages in Outagamie County.

The WisDOT Map provided on the next page only 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 suggests:

- CTH J and CTH S as potential county bicycle routes to provide connections to CTH U and CTH E.
- STH 55, CTH E, and CTH N are not recommended as bicycle routes due to the high daily traffic volumes on these corridors.
- CTH C and CTH UU are planned state highway bikeways, included in the WisDOT *Bicycle Transportation Plan for 2020*.
- CTH O is also identified as a road with excellent conditions for cycling in the Town of Freedom.

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



- Town Roads
- Best Conditions for Bicycling
- Moderate Conditions for Bicycling
- Highways with Wider Paved Shoulders with Higher Volumes
- High Volume; Undesirable Conditions
- Bicyclists Prohibited or Not Recommended
- Bicycle Touring Trails
- Urban Escape Routes
- Major Urban Streets
- Proposed Intercity Transportation Trails
- Planned State Highway Bikeways Priorities and Linkages
- Potential Local Bicycle Route Connections

WisDOT also considers town roads in Freedom based on their appropriateness for bicycle traffic.

- ✓ 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 WisDOT suggestions for bicycle paths along county and town roads are simply suggestions. They are not firm recommendations. The *Outagamie County Greenway Plan* has additional recommendations for bicycle and pedestrian trails in the county. In the Town of Freedom a trail is recommended parallel to CTH E and Duck Creek. The town supports the development of this trail by the county. As such it has been included on the *Transportation Network* and *Future Land Use Maps*. The routes suggested by WisDOT are not currently part of the *Outagamie County Greenway Plan*.

The **Town of Freedom Park and Recreation Committee** is also considering establishing a trail route around the perimeter of the **VFW property** in Freedom. The Town of Freedom owns this property; therefore, easement acquisition is not an issue. This trail would be approximately **1 mile in length** and have access to parking areas on STH 55. This trail is still in the planning and discussion stage. As a result, an official route has not been designated.

The *Transportation Network Map* provided in this chapter 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 March 2001.

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. 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 moderate sized communities and other intra-area traffic generators, and link those generators to nearby larger population centers or higher function routes. County highways C, E, and N 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 village-like area. CTH N runs north to south between the town's southern boundary and CTH E.

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, and higher function roads. There are four minor collectors in the Town of Freedom: French Road, CTH UU (between CTH N and McHugh Road), McHugh Road (between CTH UU and CTH S), Holland Road (between CTH E and Broadway Drive), CTH J (south of CTH S), and CTH EE (south of CTH S).

Local Roads. The remaining roads in the town are local. They provide access to residential, commercial and industrial uses within the Town of Freedom.

WisDOT is upgrading the functional classification of several roads in the Town of Freedom. These new functional classifications have already been approved by the county and will be officially adopted in 2003. All the roads described in this section are illustrated by their proposed functional classification on the ***Transportation Network Map***. Available traffic volume information at key intersections is also provided on the

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.

Transportation Network Map. This information was obtained from the Outagamie County Highway Department. The traffic counts are from 2001. The map also illustrates the location of future roads in the town. The “future roads” appear on the town’s official maps. The “proposed future roads” are needed to connect roadways, but their exact locations have not been officially mapped.

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). 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.

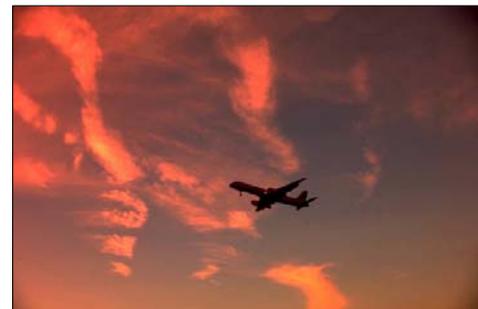


WATER TRANSPORTATION

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. 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. This designation is based on the design of the roadway to withstand truck weight 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 Outagamie County Regional Airport. There is also a private grass airstrip located in the Town of Freedom. The location of this private airstrip is identified on the *Transportation Network Map* provided in this chapter. In addition, another private grass airstrip is located nearby in the Town of Center.

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 90,000 take-off and landings annually serving approximately 720,000 commercial passengers, and thousands of sports and general aviation enthusiasts. The airport is currently served by 5 commercial air carriers, several 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, December 2001). The Austin Straubel International Airport has two runways. Specifications for the runways are provided in Table 14 below.

TABLE 14			
AIRPORT RUNWAY SPECIFICATIONS			
Runway Name	Length	Width	Surface Material
Outagamie County Regional Airport RWY 3-21	7,001 feet	150 feet	Grooved Concrete
Outagamie County Regional Airport RWY 11-29	6,501 feet	150 feet	Grooved Concrete
Austin Straubel RWY 6-24	7,699 feet	150 feet	Grooved Concrete
Austin Straubel RWY 18-36	8,200 feet	150 feet	Grooved Concrete

SOURCE: AirNav.com

In 2000, Austin Straubel International had 368,693 passenger enplanements (WisDOT, 2000). Moreover, in 2000, the airport was responsible for 568,138 pounds of enplaned cargo. In the State of Wisconsin, total enplaned cargo pounds for the year 2000 decreased by approximately 5.9% from the previous year. Only the Green Bay and Outagamie airports reported an increase in enplaned cargo for 2000 (WisDOT, 2000). Currently, officials at Austin Straubel are considering a terminal renovation and expansion project to be completed in the next few years.

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 was slightly behind its forecasted enplanements for 2000 (381,000). 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.

Outagamie County Regional 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 2000, Outagamie County Regional Airport has 279,300 passenger enplanements (WisDOT, 2000). Moreover, in 2000, the airport was responsible for 9,458,136 pounds of enplaned cargo.

Currently, the Outagamie County Regional 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.

As part of improving the terminal’s aesthetic appeal, a local theme was developed which focuses on the Fox River and local natural attributes. This flowing, river-like theme will be carried throughout the architectural design as well as interior design such as lighting, glazing, floor treatment, signage, and other decor.

According to the *WisDOT State Airport System Plan for 2020*, Outagamie County Regional Airport will continue to provide air carrier and air cargo service through 2020 and beyond. 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 2020*, the Outagamie County Regional Airport has already exceeded its forecasted passenger enplanements for 2010 (270,000). By 2020, it has been forecasted that the airport will see 303,000 passenger enplanements. However, this figure is likely far below the actual number of passenger enplanements that will be experienced in 2020, particularly given the expansion plans. Impacts from September 11, 2001 have been minimal at this regional airport.



Artist Renderings of the updated Outagamie County 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, is aging and deteriorating at the same time traffic is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *WisDOT State Highway Plan 2020*, a 21-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, traffic movement, and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

STH 55 is the only corridor in the Town of Freedom impacted by the *WisDOT State Highway Plan 2020*. The plan classifies STH 55 as a corridor that is not expected to become congested by 2020. For this reason, no capacity expansion projects are planned for the corridor. However, this is not to say that WisDOT will not provide general roadway improvements and maintenance on STH 55. In fact, in 2002, WisDOT resurfaced the highway and replaced the Duck Creek Bridge in accordance with the *WisDOT 2002 – 2007 Highway Improvement Program*. In 2003 WisDOT will resurface STH 55 from CTH S to Kaukauna. No other improvements are planned at this time.



OUTAGAMIE COUNTY

The Outagamie County Highway Department does not have an officially adopted transportation plan. Such a plan will likely be developed as part of the Outagamie County “Smart Growth” Comprehensive 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 *2003-2007 Outagamie County Capital Improvements Program*, the following projects are scheduled in the Town of Freedom:

- ✓ CTH C, between CTH E and CTH S – This roadway is scheduled to be reconstructed in 2003. The roadway has deteriorated to the point where reconstruction is required to reduce costly maintenance and provide an economical level of service.
- ✓ CTH EE Bridge – The purpose of this project is to rehabilitate the badly deteriorated bridge over Duck Creek in this portion of the Town of Freedom. This project is scheduled to be completed in 2004.
- ✓ CTH EE, between CTH S and CTH C – This proposed project is to improve the existing asphalt surface by reclaiming the roadbed and surfacing this segment. This project will be completed in 2004.

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 recommendations from this Comprehensive Plan will be incorporated into the Capital Improvements Program as necessary. For example, planned expenditures with respect to trail development will need to be included in the Capital Improvements Program.

MIDWEST REGIONAL RAIL SYSTEMS

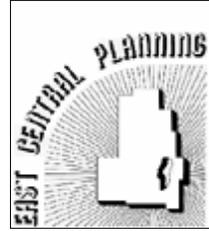
Since 1996, the Midwest Regional Rail Initiative (MWRRI) advanced from a series of service concepts, including increased operating speeds, train frequencies, system connectivity and high service reliability, into a well-defined vision to create a 21st century regional passenger rail system. This vision has been transformed into a transportation plan known as 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 current schedule provided in the MWRRS plan calls for the entire project to be completely on-line by 2012. The first phase of the MWRRS plan in Wisconsin calls for 110 mph rail service between Madison and Milwaukee, and continuing to Chicago by 2003.

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 2001, the Outagamie County Highway Department completed a Pavement Surface Evaluation and Rating (PASER) for all Town of Freedom roads in accordance with WisDOT requirements. 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 PASER RATINGS AND MAINTENANCE NNEDS	
Paved Road Ratings	Need(s)
9 & 10	no maintenance required
7 & 8	routine maintenance, cracksealing and minor patching
5 & 6	preservative treatments (sealcoating)
3 & 4	structural improvement and leveling (overlay or recycling)
1 & 2	reconstruction
Gravel Road Rating	Need(s)
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 60 miles of roads in the Town of Freedom**. In 2001, 3.9 miles were gravel and the remaining roads were paved. A more detailed breakdown of PASER Ratings, by individual road segment, is available from the Town Clerk in the 2001 PASER Table.

TABLE 16 MILES OF ROADWAY BY PASER RATINGS		
PASER RATING	TOTAL MILES OF PAVED ROAD	TOTAL MILES OF UNPAVED ROAD
1	0	0
2	0	0
3	3.29	0
4	2.94	1.89*
5	10.52	1.92*
6	10.67	NA
7	16.12	NA
8	10.11	NA
9	3.11	NA
10	0.99	NA

Source: 2001 PASER Rating System Report, Town of Freedom

* First layer of asphalt has been added to these roads. They will be paved when subdivision development is complete.

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 Community Survey results was that respondents felt existing trail facilities were inadequate and should be expanded. In fact, 20% of survey respondents indicated this was the most immediate transportation concern facing the town.

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.

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.

COMMUNITY SURVEY

In the community survey, 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 Community Survey Results, respondents were overwhelmingly satisfied with town roads (82%), county trunk roads (90%) and State Highway 55 (74%). By comparison, residents were overwhelmingly dissatisfied or very dissatisfied with the availability of bicycling and pedestrian trails. When asked what was the most immediate concern with respect to transportation facilities in the Town of Freedom, slightly more than half of all respondents said “timely road maintenance.” Traffic on town and county roads (12%) and State Highway 55 (6%) was also a concern to some residents.

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 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. 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. Given this concentration 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 farmers. 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. This situation may create temporary traffic delays for other residents traveling through the area. To mitigate this potential conflict, the town could invest in a few passing lanes or turn out lanes where these conflicts are most common. As another strategy, the town could seek to limit the overall number of large-scale farm operations in rural areas of the town to minimize the number of potential conflicts. 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.

Another important question with respect to the Transportation Element and the Agricultural, Natural and Cultural Resources Element is: how will changes to the transportation system impact the preservation /protection of environmental resources? Given that the town only has jurisdiction over town roads, the answer to this question in many areas of the Town of Freedom will likely be dictated by actions of Outagamie County and WisDOT. However, both agencies have policies in place designed to protect the natural environment. It will be incumbent upon town residents and leaders to continue to participate in public hearings and other opportunities for input, to ensure that local interests are realized in these projects as they relate to the natural environment.

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. The local solutions to these issues are reflected on the *Future Land Use Maps*.

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. These may result in positive or negative impacts. Efforts were made to plan accordingly for land uses along STH 55 and the many county roads in the town. The result of these efforts is reflected on the *Future Land Use Maps*.

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.

IMPLEMENTATION

Through the development of a capital improvements plan 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. 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 "Smart Growth" 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 and cycling) 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.

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* 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 *Transportation Network Map* provided in this chapter 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 should be included on the *Transportation Network 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.

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6.0 UTILITIES AND COMMUNITY FACILITIES ELEMENT

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 Maps*.

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 “village” area. Rural residents rely on on-site wastewater systems and monitored private well water.

Residents of all ages enjoy year-round access to abundant recreational opportunities, accessible via trails.

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.

WASTEWATER COLLECTION AND TREATMENT¹

Slightly less than half of town residents (living beyond sanitary district) rely on **individual on-site wastewater treatment systems**. This number is expected to decrease as this plan is implemented in accordance with a local growth management policy (see Chapter 11). Outagamie 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 disposal system is required. The permit process requires that soil tests be conducted to determine the most feasible system to use.



There is **one sanitary district** in Freedom. Although this district provides public sewer, there are several homes in outlying areas of the district, which utilize on-site systems. The Freedom Sanitary District 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 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 2000 population was 2,769** (based on the number of residential sewer connections within the district). The district serves approximately **52% of all town residents**.

The projected population for the Town of Freedom is 6,252 in 2020. Based on the *Future Land Use Maps*, the town anticipates much of its new development will occur in the sanitary district. The district includes 533.53 acres of vacant land.

Based on the projected growth for the Freedom Sewer Service Area, a significant change in flows will result. If **all** 533.53 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 630,000 gallons per day. **Current flows average 200,000 gallons per day** with a design flow of 420,000 gallons per day for the current treatment plant. If new

¹ 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, 2001.

development within the sewer service area occurs at this level, the associated flows **will exceed** the design capacity of the plant. This assumption is based on the breakdown provided in Table 17.

Description (with approx. acreage)	Gallons Per Day
Current Flows	200,000
80.02 Acres of vacant land utilized as right-of-Way & Other Infrastructure	0
383.8 Acres of single and multiple-family residential at an average density of 3.32 units per net acre and 2.74 persons per household and 80 gallons per day per capita	280,000
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
TOTAL	830,000

Source: Freedom Sewer Service Area Plan, 2001 & Telephone Interview with Eric Fowle, July 2002

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: the Freedom Drainage District, the Oneida-Hobart Drainage District and the 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 district 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 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. In response to these concerns, the Outagamie County Land Conservation Department is working to develop a new comprehensive stormwater plan for the county.

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 Resource's (WDNR) 303(e) list.
- **Land Conservation Techniques.** Land conservation techniques include: cluster and conservation subdivisions, setbacks, buffers, land acquisition, and following the development patterns outlined on the *Future Land Use Maps*.
- **Aquatic Buffers.** Aquatic 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 situations. 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.

To capture stormwater, **curb and guttered streets are scattered throughout the “village”** 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.

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 Town of Freedom is currently in the process of providing municipal water to properties within the sanitary district. All property outside of the sanitary district will continue to be served by private wells.

The municipal water system was developed primarily in response to naturally-occurring arsenic and MtBE contamination². The system has two wells. Well #1 is located in the



² The gasoline additive **MtBE** first was introduced into the nation's gasoline supply two decades ago. 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.

First Addition to Western Acres subdivision on Seneca Lane, south of Western Drive. The second well is located at the corner of CTH “E” and Finnegans 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 well 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 Energy 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 Energy serves more than one million electric customers in Wisconsin and the Upper Peninsula of Michigan. In total, WE Energy’s power plants produce 6,000 megawatts of generation from coal, natural gas, nuclear, hydroelectric and renewable energy facilities. WE Energy also purchases, distributes and sells natural gas to nearly one million retail customers in Wisconsin, including residents of the Town of Freedom.

WE Energy 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 “village” 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 are illustrated on the *Utilities and Community Facilities Map* in this chapter.

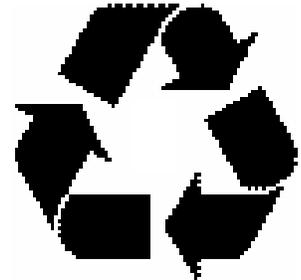
ANR Pipeline Company (ANR) owns and maintains a natural gas transmission pipeline that provides WE Energy natural gas service. ANR was the first interstate pipeline to deliver natural gas supplies to Wisconsin, and it currently delivers most of the natural gas consumed in the state. ANR operates and maintains five compressor stations, four warehouses, 130 meter 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. The ANR pipeline easement is illustrated on the *Utilities and Community Facilities Map*.

SOLID WASTE DISPOSAL AND RECYCLING

In February 2002, the Town of Freedom signed a 3-year contract with **Wittenberg Disposal Services LLC**. The contract includes an option to renew. Under the contract, Wittenberg will collect waste from properties in the town for disposal at the Outagamie County Landfill. Wittenberg anticipates no problems collecting the town's waste.

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 Wittenberg Disposal Services LLC to provide curbside recycling pick-up** in the town. Materials are collected once each week at each property in the town. The town has no immediate plans to change this arrangement. There are no anticipated problems handling the town's recycling needs for the next 20 years.

In 2002, Outagamie, Brown and Winnebago Counties have entered into an intergovernmental agreement - a 25-year contract - 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.

During the first 3 years of the contract, Outagamie County will handle all land filling for the three counties. After that period, Winnebago County will reopen its landfill for the next 7 years until filled (approximately 2012). At that time, all collected waste from Winnebago, Outagamie and Brown Counties will be directed back to the Outagamie County Landfill for the next 7 years. Finally, the last 6-7 years, Brown County will collect all waste collected by the counties. This phased approach will utilize each county landfill until it reaches capacity.

Outagamie, Brown and Winnebago Counties have also entered into a recycling contract. The contract is only for 12 years, not the 25 of the waste management contract because all three counties had 6 years left on recycling contracts with participating municipalities and wanted to provide an option to renew for another 6 years. Also, the long-term status of recycling is not known. The Governor and some legislators are considering eliminating the mandatory recycling program.

Under the contract, all containers and paper products collected in Brown, Outagamie and Winnebago Counties will be processed at the Brown County Facility. This process will improve efficiency to reduce costs.

PARK AND RECREATION FACILITIES

There are several park and recreation facilities located in the Town of Freedom. Specifically, the town maintains three town park facilities³ and there are also two privately owned golf courses located in the town. In total, the town has approximately 43 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 40 acres of land located along STH 55, south of the STH 55/CTH E intersection. The park provides three softball diamonds (two lighted), a baseball diamond, a combination tennis/basketball court, basketball hoops, a sand volleyball court, 2 soccer fields, snowmobile drag area, covered play apparatus areas, picnic facilities, a pavilion, a combination shelter/concession stand and rest rooms. The park also has an area set aside to hold tractor pull competitions. Several additional improvements have been identified in the *Town of Freedom 2002-2006 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.
- **Citizens Park.** In accordance with the recommendations outlined in the *Town of Freedom Open Space and Recreation Plan (1998)*, the town established a downtown mini-park on the corner of CTY S and CTY E. Citizens Park provides a highly attractive and centralized gathering point in the heart of the community. It also helps to enhance the appearance of the downtown area.
- **Irish Waters Golf Course.** Irish Waters Golf Course is a private facility developed in 1992. It is located on CTH C in the northern portion of the Town of Freedom. Irish Waters is a par 72 18-hole course playing 7,100 yards. It is open for general public use.



³ Maintenance activities includes regular planning for improvements through the Town of Freedom Capital Improvements Program

- **Fox Valley Golf Course.** Fox Valley Golf Course encompasses 159 acres and is located in Section 26 of the town. 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.** This club was formed in the fall of 1968. It seeks to provide snowmobile safety and driving etiquette education. The club maintains approximately 20-30 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 Vandebroek.

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 orange 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 5,308 persons (2001 DOA Population Estimate). To meet this standard the town would need to provide at least 44 acres of town parkland (1 more than currently provided). The **East Central Wisconsin Regional Planning Commission (ECWRPC)** recommends 10 acres of local recreation land per 1,000 residents. **Based on this standard, 10 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 75 acres of parkland may be needed, about 32 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 three parks and school sites are all relatively central to most of the town's population and accessible via county and state trunk 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.

Specifically, the *Town of Freedom Open Space and Recreation Plan* recommends:

- The development of a neighborhood park, between three and five acres in size, in the northeastern quadrant of the town, particularly in Section 10. (Boundaries of Section 10 include: STH 55 (east), Center Valley Road (north), Vine Road (west), CTH S (south).)
- A park facility, at least 20 acres in size, be established to serve both neighborhood and community park needs in the southeast quadrant of the town, particularly Section 22 (Boundaries of Section 22 include: CTH N (west), STH 55 (east), CTH UU (south) and Golden Glow Road (north).

The *Town of Freedom Open Space and Recreation Plan* and the *Outagamie County Greenway Plan* both **recommend that trail development be encouraged in the Town** of Freedom to provide additional access and connection to existing park facilities. Both plans recommend that a trail facility be established along Duck Creek for hiking and cross-country skiing. **The Duck Creek Recreational Trail** would be a unique asset for Town of Freedom residents to enjoy. Once completed it would connect to other trail facilities planned in the county and the region. The acreage gained from development of this trail would help the Town of Freedom to adhere to the National Park and Recreation Standards and the recommendations of the ECWRPC. (For additional information about this trail and its proposed route, refer to the Transportation Element and *Transportation Network Map*. As development occurs along the proposed trail, the town will work with developers to establish (and possibly relocate away from the right of way toward Duck Creek) the final trail route.

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 Time Warner Cable. The company offers traditional cable and digital packages. Some residents have also 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.
- **Internet.** The Town of Freedom has its own Internet web page, 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.
- **Town Newsletter.** The Town of Freedom publishes and distributes a quarterly newsletter for all town residents. This publication provides residents with current information about official town business, local activities and other features.
- **Newspapers.** Though the Town of Freedom does not have its own newspaper, residents are served by several area newspapers distributed from Green Bay and the Fox Cities.
- **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. Spectra Site built this tower. It accommodates multiple users (i.e. cell phone, pager, etc.). Since this tower is located on town property, the town receives rent from Spectra Site to pay

for the leased space. The other tower in the Town of Freedom is located off Vine Road in Section 9. This tower only accommodates one cellular provider. This tower is located on private land. As a result, the town receives no revenue from this 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 “village core” 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 seven (7) 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 County 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 County 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), primary care clinic (Prevea) 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 2000 U.S. Census, of the town’s 5,241 residents, 30 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 20.6 percent of the town's population is between the ages of 20 and 34. This is the age group will be likely 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 and Preschool, Inc. and Buddy Bear Group Care.

Adventures Child Care and Preschool, Inc. is located at N3969 Columbia Avenue. The facility welcomes children between ages 6 weeks and 12 years. At present, 63 families bring their children to the Adventures Child Care and Preschool. The facility is licensed to care for up to 75 children and is currently operating at capacity and has a waiting list (10 families). 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 is located at W2088 Industrial Drive. This facility also provides care to children between the ages of 6 weeks and 12 years. Buddy Bear is licensed for 65 children and is operating at capacity with a waiting list (4-5 families). 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. 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	491	630
Freedom Area Middle School	6-8	341	450
Freedom Area Elementary School	K-5	724	800

SOURCE: Freedom Area School District, 2003

The Freedom Area School District completed a construction project in 2002 using funds from a \$5.5 million dollar referendum. The project involved finishing four classrooms at the elementary school, and several general maintenance improvements at the other facilities, including: boilers, exterior lighting, air conditioners, additional parking, a track at the high school, and finishing space left unfinished after the previous referendum.

In September 2004, the Freedom School District published a study on enrollment projections. Based on an analysis of enrollment trends, population projections, and current and proposed residential development, the study concluded enrollments at the elementary and middle schools will exceed capacity between 2010 and 2015 and at the high school between 2005 and 2010.

In October 2005, the Freedom School District published a facilities study. The study did not recommend additions to or the remodeling of existing facilities. It did recommend that the School District purchase land to give it an option to accommodate the projected enrollments. Specifically, the study suggested the construction of a new high school, the conversion of the Middle/High School to an intermediate school with grades 4-8 and converting the Elementary School to a grades Pre-K through 3 facility.

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.

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 School** is located on the south side of CTH S, in the Freedom “village” area. The school provides pre-kindergarten through grade 8 education to its 172 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 no plans for expansion.

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 72 students in the kindergarten through grade 8 and 14 students in the preschool. The capacity of the school is 150 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 Xaviar (1600 W. Prospect Ave) and Fox Valley Lutheran (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.

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 and New London.

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 through 2020.

SENIOR SERVICES

According to the 2000 U.S. Census, 371 people (7.1%) 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

Seniors living in the Town of Freedom must be able to live independently or find 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.

The **Senior Action Council**, a local senior advocacy group, organizes several programs and activities for seniors living in the Town of Freedom. The Senior Action Council coordinates closely with Outagamie County to ensure that county services are available to residents. Specifically, the Senior Action Council organizes the senior meal site (located in the Town Hall), blood pressure clinics and other programs. The group has recently developed a food pantry for any town resident in need and is discussing the potential to develop a senior center in the Town of Freedom.

POLICE PROTECTION

In 1998, the Freedom Town Board established the **Town of Freedom Police Department** and created a commission to oversee the department. Prior to 1998, an elected constable and two part-time contract police officers patrolled the township. **The Outagamie**



County Sheriff's Department provides backup services. The Town of Freedom Police Department is dispatched (including 911 emergency service) by the Outagamie County Sheriff's Department. With 1 full time and two part-time police officers, the Town of Freedom Police Department is able to provide the community with 60 – 65 hours of patrol coverage per week. Response times range between 7 and 10 minutes. The Outagamie County Department also assigns one officer to act as a liaison at the schools.

Given the backup assistance provided by Outagamie County, available police protection exceeds Wisconsin and FBI Standards. The traditional Wisconsin standard for small town/rural police protection is 1.86 officers/1,000 persons. The FBI Standard is 2 officers per 1,000 persons.

The police department annually reviews equipment and vehicle needs as part of the town's Capital Improvements Program. The Town Board approved the purchase of a

new squad car to replace a 1998 cruiser that it would like to use as a back-up or secondary car. Regular vehicle replacement is important to ensure that a dependable vehicle is available to respond to public safety needs. The department has also identified a need for mobile data terminal computers, new radios and a traffic radar device to maintain current technology and improve efficiency.

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** 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 (See Housing Element) is completed. These mutual aid agreements allow the town to call on additional service from neighboring communities should the need arise.

The fire station shares space in the town hall and also has a second truck storage building on the same property. The department has 42 trained volunteer firefighters.

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:

- 3 pumper trucks
- 2 3,000-gallon tankers
- 1 equipment van
- 1 four-wheel drive pickup truck.

The oldest vehicle owned by the department is a 1964 pumper. The most recent department purchase was the third pumper in 2001.

The **Insurance Services Office (ISO) rates fire protection service to the Town of Freedom as a 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 7 rating is average.

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.

As part of the Town of Freedom Capital Improvements Program, the Freedom Fire Department annually evaluates its equipment needs. The current plan indicates that the 1964 pumper truck should be replaced. This truck has only a 500-gallon per minute pumping capacity that is inadequate for fighting fires. Long-term, the Freedom Fire Department would also like to establish a back-up secondary source of water with specialized pumping equipment to fight large fires.

FIRST RESPONDERS

The Town of Freedom also has 12 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 1,154 square miles throughout portions of Outagamie, Winnebago and Calumet counties, serving approximately 230,000 people. GCA operates 14 ambulances. During the fiscal year of 2001, crews responded to 13,110 calls.

In October 2001, two "mobile units" were added to the system. A mobile unit is a designated emergency ambulance that does not have the comforts of a station. The paramedic crew works 12-hour shifts four days on/four days off with a rotation of days and nights. One mobile unit is located in Little Chute on 00 and the



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

other unit is located in Menasha on Racine St.

Kaukauna Rescue also provides paramedic service to the southern part of the Town of Freedom. Kaukauna Rescue has 2 ambulances dispatched by Outagamie County and a staff of 16 paramedics.

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 Theda Clark Medical Center in Neenah. Theda Clark is one of only five American College of Surgeons Verified trauma center in Wisconsin. Since its inception, the helicopters have served more than 4,500 patients in 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), police department 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 police department and fire department have identified additional space needs as priority projects in the Town of Freedom Capital Improvements Program. Several options are being considered to address this problem.

The decision was made in 2008 to remodel and expand the existing Town Hall.

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

The map illustrates utilities and community facilities in the town, including the hall and fire station, police department, 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 Community Survey, residents were specifically asked the following question:

The Town of Freedom and Outagamie County already provide several joint or "regionalized" services, which help to reduce duplication and overall costs associated with various community services. In your opinion, which services should the Town regionalize?

Survey responses indicate that residents generally favor regionalizing services for promote cost effectiveness. However, many respondents cautioned that regionalized services should meet local needs and allow the town to retain local control.

VILLAGE OF FREEDOM

The Town of Freedom provides many services that would be common in a small village (extensive park space, police protection, 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.

From time to time, the Town of Freedom has considered the idea of incorporating as a village. In recent years, several towns in the region have considered this process, some of which have been successful. In the Community Survey, residents were asked if they favored the town becoming a village. Responses were divided in their responses to this very general question. Comments revealed that residents were unsure of the process, advantages, and disadvantages to incorporation. If the Town of Freedom wishes to seriously pursue incorporation, the town must initiate a strong resident education program to gain community support.

WATER QUALITY ISSUES⁴

As previously mentioned in this chapter, the Freedom Sanitary District 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

⁴ The Freedom Water Advisory Committee Presentation from April 5, 2001 and the *Freedom Water Problems and Issues* Report were the primary sources of information used for this section.

significant source of water for residents and businesses outside of the sanitary district. Well owners should be aware of the arsenic issue.

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 MtBE contamination, 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:

- **MtBE.** Continue monitoring of the site and other affected areas.
- **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.
- **Testing.** The Town of Freedom should set-up an annual water testing program to test for arsenic, bacteria and nitrates. The town should promote this effort through its newsletters and web page.

NATURAL GAS PEAKING PLANTS⁵

Electric power demand in northeast Wisconsin has significantly increased over the past decade. In a number of incidents since 1997, various residential and commercial customers have been threatened with blackouts and/or brownouts during peak use periods (usually summer periods). This problem has also been compounded by routine power plant maintenance and unforeseen plant shutdowns. In the fall of 1997, the Public Service Commission determined that there was need to add additional electric power generation in the state by June 1, 2001. WE was ordered to supply 250 megawatts (MW) of power of the projected 550 MW need. The Electric Power Reliability Act (1997 Wisconsin Act 204) supported the PSC plan and provided a schedule for implementation.

In order to comply with this order, WE has been entering into contracts with other energy providers who have constructed natural gas-fired peaking energy facilities. In addition to traditional location requirements (zoning, noise, etc.) two specific questions must be addressed before a plant can be located in the town.

- First, **will the natural gas supply be plentiful enough** to accommodate the needs of existing homes and businesses in addition to a new power plant?

⁵ Much of the information used to develop this section was obtained from a Fox Energy Generation Project DRAFT EIS. The DRAFT EIS is available on-line at www.psc.wi.gov.

- And second, **can the cooling needs of the power plant be supplied** while not adversely affecting groundwater supplies?

Most recently, **Fox Energy Company LLC (Fox Energy)** is proposing to build a new baseload natural gas-fired combined cycle power plant with 530 MW of nominal capacity and 105 MW of additional peaking capacity. Fox Energies will be located in the Town of Kaukauna. The company states that the facility is intended to provide competitively priced electricity to Wisconsin and the Midwest region.

The proposed plant has an anticipated **operational life span of at least 30 years**. Actual operations would depend on market conditions and the market price for natural gas. The entire facility is expected to **occupy approximately 30 acres**.

The **ANR Pipeline Company (ANR)** would transport the natural gas by existing **interstate natural gas transmission pipelines** and build a new metering station to accommodate the Fox Energy facility. From this metering station, Fox Energy would construct, own and operate its own pipeline and related facilities such as heating, odorizing, and overpressure protecting devices. The gas transportation and supply contracts for the proposed project are not yet finalized. Fox Energy is also considering the potential to buy wastewater from the Heart of the Valley Treatment Plant to provide the water supply and wastewater discharge needs for a plant at either site.

The applicant states that the water use at the proposed facility would be, on average, approximately 4.3 million gallons per day (M.G.P.D.), with an estimated maximum usage of approximately 4.9 M.G.P.D. This water would be used for evaporative cooling, demineralizer makeup, and fire protection. The maximum wastewater discharge from the facility back into the Fox River would be 0.6 M.G.P.D., with an estimated average discharge of 0.5 M.G.P.D.

In the Town of Freedom Community Planning Survey some residents took the time to express their concerns about this new facility. Though no specific question was asked, several comments were received about the Fox Energy proposal. All comments received were against this facility locating in the Town of Freedom. A copy of all survey comments received is provided in the Appendix to the plan.

The Town of Freedom Board and Town of Kaukauna Board both support the location of the peaking plant in their communities. The Town of Kaukauna has approved zoning of the site to accommodate its development. Fox Energy has not made a final location decision.

WDNR Stormwater Regulations

In Wisconsin, the WDNR is responsible for issuing stormwater permits. The WDNR has recently adopted a series of stormwater resolutions and requirements.

NR151, Runoff Management– Modified in 2002, to include five resolutions impacting performance standards for agricultural operations, wetlands and in-fill development.

NR 152, Model Ordinances for Construction Site Erosion Control and Stormwater Management – Modified in 2002 to reflect changes to NR 216 and NR 151.

NR 216, Stormwater Discharge Permits – Defines the WDNR stormwater permit requirements. Certain industrial sites are required to obtain discharge permits under this law through the WDNR.

A complete copy of the law is available at:
www.legis.state.wi.us/rsb/cod/e/nr/nr216.pdf

P-8 Urban Catchment Model - Available free of charge from the WDNR, this model is used to evaluate site plans for stormwater performance.

For more information:
Cheryl Bougie, Stormwater Management Specialist
(920) 448-5141

Or check the Internet at:
www.dnr.state.wi.us/org/water/wm/nps/stormwater.htm

STORMWATER REGULATIONS

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 is provided in the box on the right.

In 1999, the EPA finalized its Stormwater Phase II Regulations. The Town of Freedom was not identified as a government entity located in an urbanized area required to obtain a stormwater discharge permit through the WDNR. However, the regulations require construction sites of 1 to 5 acres obtain a permit. Under the EPA regulations, Outagamie County is required to enact an ordinance.

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
- ✓ Municipal water service
- ✓ A new park facility (or two)
- ✓ School expansions
- ✓ A new Town Hall and Community Center
- ✓ New day care facilities
- ✓ New senior care facilities
- ✓ Wireless communication towers and support structures.

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

Based on the information presented in the Community Profile Chapter, the average age of residents of the Town of Freedom is lower than the age of residents of Outagamie County or the State of Wisconsin. 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.

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 youth to cities where jobs 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. Whereas today's digital phone towers require towers every 2-3 miles, wireless Internet service requires towers every ¼ mile. Fortunately, these towers are shorter (typically around 80 feet) and therefore can blend into the landscape in much the same way as utility poles do today. It is also possible that as wireless technologies continue to progress, the need for towers may be reduced.

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 corridors 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.

ENERGY CRISIS – WIND POWER

The recent blackouts and brownouts in California bring to light the energy crisis America is facing. This problem will not fade away and will require every unit of government to address energy needs in a way that is 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 jeopardize public health, safety and welfare. Town policies should 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. One of the nearest successful examples of wind power in Wisconsin is found along Highway 41 south of Fond du Lac. Here, WE has two low-speed wind turbines operating. The turbines began operation June 14, 1999.

Depending on wind speeds, each turbine is designed to produce a maximum flow of 660 kilowatts of electricity, enough electricity to supply about 300 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 should also be considered before placing a windmill 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.



**Wisconsin Electric
Wind Turbines
Fond du Lac County, WI**

INTERNET (CABLE CONNECTION SERVICE)

In the not too distant future, the Town of Freedom may see increasing demand for improved internet speed and connection services, as the internet gains significance in the personal and professional lives of residents. It has been widely predicted that the internet will become a staple in the lives of Americans over the next 10 years in much the same way as the television is a staple in every household. Unlike the television, which is an entertainment device, the internet has the power to change the way people communicate with one another, shop, find entertainment, and work (telecommuting).

WIRELESS INTERNET

Wireless internet access is just beginning to become available in Wisconsin. As this technology becomes more popular, its demand will likely increase. This service will require additional towers and antennas in the Town of Freedom. Some proponents of this technology have gone so far as to predict that in the next 15 years the wireless internet will become as popular as the telephone is today.

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.

STEALTH TOWERS

There are new technologies that allow flagpoles, fence posts, and streetlights to replace traditional cellular towers (see “cell tree” at right). However, these alternative locations are not perfect in every situation and can lead to other problems. For instance, flagpoles can only support one provider. As a result, other companies could request similar flagpole antenna in



“Cell Tree”



Tower “Flag” Pole
Distance & Up- Close
Views

the same area. This could lead to a “picket fence” of flagpoles. Nevertheless, the siting of antennas on water towers, silos, electrical utility poles, and other fixtures, which already exist in a community, is an exciting way to minimize the impact of towers.

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. This program may provide needed assistance to pursue recommendations made by the Water Advisory Committee.

WISCONSIN COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

The Wisconsin Department of Commerce administers the Wisconsin Community Development Block Grant 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 2002 funding year, approximately \$10 million will be available. Successful applications are based on a distress score, documentation of need, ability to repay, matching fund availability and project readiness. Again, this program may provide needed assistance to pursue recommendations made by the Water Advisory Committee.

STATE TRUST FUND LOAN PROGRAM

The Board of Commissioners of Public Lands provides this loan program with terms of up to 20 years and deeply discounted interest rates. Loans may be used for a variety of purposes including: road improvements, community centers/halls, trail development, and property acquisition. The funds available fluctuate annually. The current annual loan

limit is \$3,000,000. The Town of Freedom could utilize these funds for development of additional park facilities in the town.

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) offers over \$100,000,000 in annual grant awards to fire departments in six specific areas: training, fitness programs, vehicles, firefighting equipment, and Fire Prevention Programs. Applicants from communities, which serve a population of less than 50,000, must provide a 10% match.

WISCONSIN FUND

Outagamie County administers this fund. It provides assistance for replacing failing on-site sanitary systems.

STATE STEWARDSHIP FUND

The Stewardship Fund 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 to six 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 Smart Growth 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.

UTILITY DISTRICT

The Town Board has considered establishment of both utility and/or stormwater districts. During the development of this Utilities and Community Facilities Element, the potential for establishing a Town Utility (or Stormwater) District was discussed. What follows is a detailed discussion about such a district.

What is a Town Utility District?

A Town Utility District is created by the Town Board to provide public services within the town. It is not a special purpose unit of government, but rather a "sub-unit" of town government.

How is it Established?

A Town Utility District is established by a majority vote of the Town Board. Prior to creation, a public hearing is held by the town with at least a two-week public notice. If the utility district intends to provide potable water service, authorization is required from the Public Service Commission (PSC).

The utility district can provide a variety of public services and improvements including roads, sewers and water. The utility district establishes a "district fund" to finance district improvements. These funds are obtained through taxation of property within the district. Actual service costs would be obtained through service charges.

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 Maps* as closely as possible and plan for future improvements in the Town's Capital Improvement Plan 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 Maps* were 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 Maps* carefully consider the economic feasibility of utilities and community facility extensions to serve areas planned for future development. Areas where the extension of sewer 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, 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 2020 (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, 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 “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 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.

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 plan and budget.
3. Continue to pursue the objectives outlined in the *Town of Freedom Open Space and Recreation Plan*, including the establishment of at least one new park facility by 2010 and a second by 2020. Update the recommendations in the *Town of*

- Freedom Open Space and Recreation Plan* in 2005 to evaluate progress and consider additional needs.
4. 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 *Outagamie County Greenway Plan*.
 5. Work closely with the Freedom Sanitary District (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 2006. The recommendations included in the update should be reviewed in the context of this comprehensive plan to ensure consistency between these two documents.
 6. 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)
 7. 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 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.
 8. Adopt a policy that would encourage the developer of a subdivision outside of the sanitary district to construct a community well system.
 9. Based on recommendations of the Water Advisory Committee, 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.
 10. 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.

11. 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.
12. 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.
13. 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.
14. 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.
 - a. Provide 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.
15. 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.
16. Continue to utilize the Town of Freedom Capital Improvements Program as a central tool to implement this Smart Growth Comprehensive Plan and develop needed utilities and community facilities.
17. Explore the potential for establishing a Town Utility /Stormwater District. Coordinate this effort with the Sanitary District.

UTILITIES & COMMUNITY FACILITIES

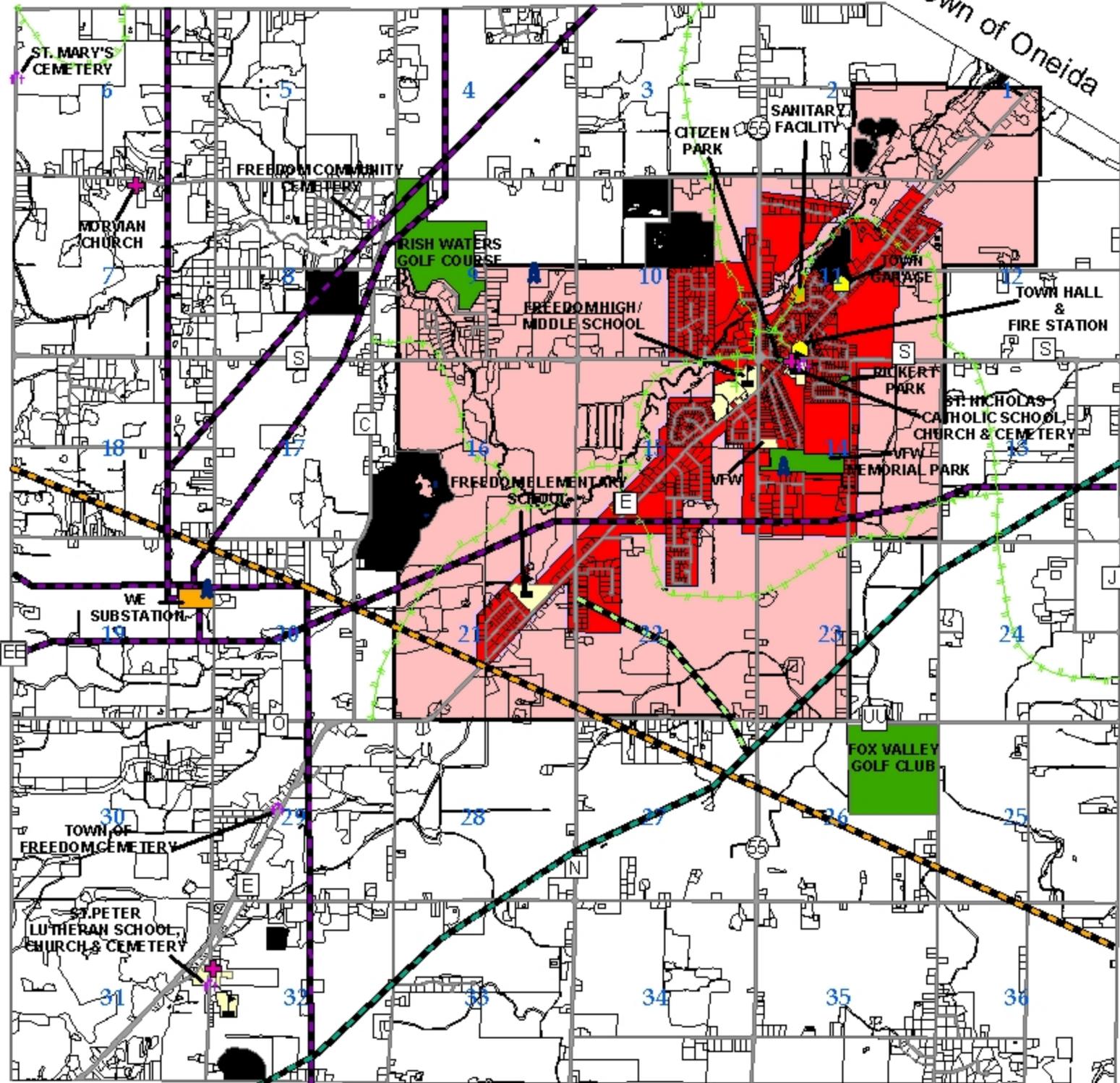
TOWN OF FREEDOM

Town of Osborn

Town of Oneida

Town of Center

Town of Kaukauna



Town of Grand Chute

Town of Vandebroek



PROJECT # M1071A02
DATE: 6/15/02
DRAWN BY: KAL
REVISED: 8/15/2002

ONE SYSTEMS DRIVE • APPLETON, WI 54911
PHONE: (920) 732-6060 FAX: (920) 436-6166

Location: F:\MUNICIPAL\GIS\DATA\GEOINFO\RAVINGEN\Mapes_11x17.mxd
SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
COUNTY OF WAUKESHA

Legend

- Institutional Facilities (Schools, Churches)
- Mining/Quarry Sites
- Parks and Recreation
- Roadways
- Utilities
- Sewer Service Area
- Sanitary District Planning Area (ECWRPC)
- 50' Easement ANR High Pressure Gas Pipeline
- 100' Easement ANR High Pressure Gas Pipeline
- 100' Easement for WE Overhead Power Lines
- 150' Easement for WE Overhead Power Lines
- Snowmobile Trails
- Schools
- Municipal Facilities
- Church
- Cemetery
- Tower



1" = 4000'

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7.0 AGRICULTURAL, NATURAL & CULTURAL RESOURCE

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. Farming operations in the Town consist of: traditional family farms, several smaller niche farms, rented cropland, and a few zoned 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 "village" area. 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 farmland 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, farming operations have been threatened. In many areas of the town, rural residential development is encroaching into farm 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.¹ This trend is of great concern to Freedom residents and farmers.

According to the **community survey results**, residents overwhelmingly indicated that farmland has a positive effect on preservation of natural areas, habitat for fish and

¹ The Program on Agricultural Technology Studies & The College of Agriculture and Life Sciences, Wisconsin Land Use Research Program, July 1, 1999, based on tax record data from WDNR and Tiger Census Files. Information is available on-line at: <http://www.wisc.edu/pats/landuse/rpcmaps/eastcentral/chgtaxag.html>.

wildlife, the local economy, preservation of rural character and the town’s scenic quality. Likewise, 85% of respondents indicated that protection of farmland was an important or very important priority. Furthermore, the majority of respondents indicated that the town should retain between 50% and 69% of its total land area as farmland/undeveloped over the next 20 years.

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 an average of 4 tons per acre per year of grass-legume hay, or 100 bushels per acre of corn. The United States Department of Agriculture Soil Conservation Service 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. Figure 3 illustrates productive agricultural soils in the Town of Freedom.



THE RIGHT TO FARM

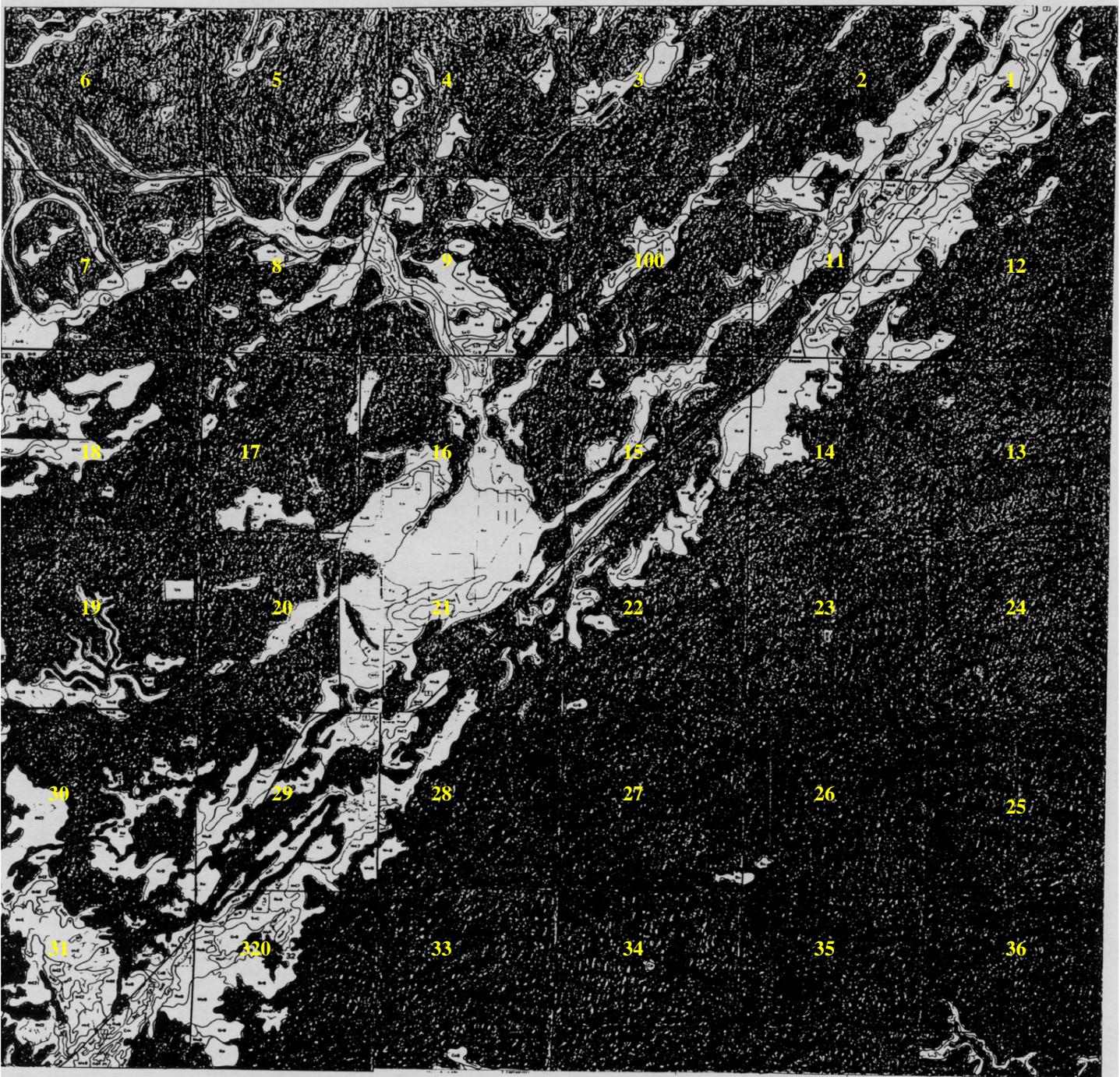
Wisconsin has a right-to-farm law protecting farmers from nuisance lawsuits related to typical farm noise and odors. As residential development expands into farmland areas, it is inevitable that odor issues

develop. Often the issues relate to manure spreading and storage. Another common farm practice is plowing 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 Town of Freedom has an Agricultural Committee to respond to concerns and or complaints of rural residents pertaining to farming operations. As a policy, if a farm operation is adhering to required ordinances and standard operating procedures, the Agricultural Committee will not interfere with said farming operation. For additional information about the Agricultural Committee, see page 126.

**Figure 3: Productive Agricultural Soils
Town of Freedom, Outagamie County, WI**

Source: Outagamie County Soil Survey, 1978



Dark Shaded Areas Indicate Soil Types that are Capable of Producing High Yields of Crops under a high level of management. Lighter areas are not productive agricultural areas.

THE CHANGING FARMING DYNAMIC²

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. Between 1990 and 1997, the Town of Freedom lost between 7% and 10% of farmland from the tax roll. However, Freedom still has an average of 1 dairy farm per square mile (1999). The mean value of agricultural land sold in the Town of Freedom is between \$1,000 and \$1,500 per acre. This is lower than the mean value of farmland sold in the neighboring towns of Center and Kaukauna (\$1,500 to \$2,000 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 emergency 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 farms 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.

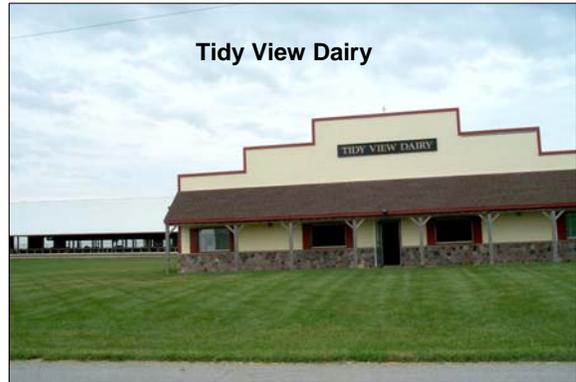
The Town of Freedom understands the challenges associated with modern farming operations. To support a strong local farm economy, the Town of Freedom will:

- ✓ Support the a local farmers “Right to Farm”;
- ✓ Encourage new residential development away from rural farmland areas to the sanitary district 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. The Freedom Agricultural Committee will be the primary contact for distribution of such information.

² This section is based on several studies and documents produced by the Program on Agricultural Technology Studies. The program is a joint program of the Departments of Rural Sociology and Agricultural and Applied Economics at UW-Madison and UW-Cooperative Extension. Additional information is available on-line at www.wisc.edu/pats

CONCENTRATED ANIMAL FEEDING OPERATIONS (CAFOs)

Concentrated Animal Feeding Operations (farms with over 1,000 animal units. An “animal unit” is equivalent to 1,000 pounds.), or “mega farms”, are increasing in number in Wisconsin. In 1985, there was one such operation in the state. By 1990, 24 operations and by 2000 there were 77 mega farms in Wisconsin. 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 and taxes in 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.

During the Strength, Weakness, Opportunity and Threat Assessment (see Chapter 2), various community meetings, and in the community survey, concerns about the development of CAFOs were repeatedly raised. Two 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.

The Town of Freedom prefers that CAFOs be located outside of the sanitary district.

FARMLAND OWNERSHIP AND PRESERVATION

The primary issue with farmland preservation in the Town of Freedom is that aging individual farmers own much of the remaining farmland. 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 development options must be explored.

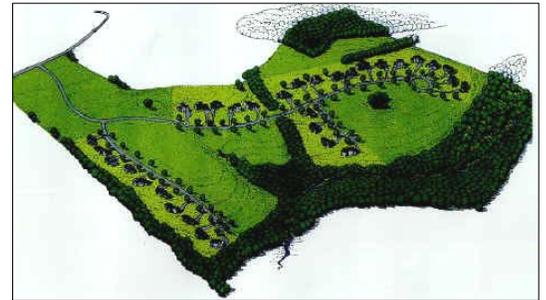


There are many methods to protect farmland. For example, development in rural areas can be strictly restricted by **limiting the number of building permits** issued outside of the sanitary district each year. Another option available to landowners seeking to protect natural areas and farmland is through 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, homeowners 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.



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.

In the **community survey**, residents were asked to provide their opinion about cluster development. Respondents were fairly **evenly divided** on the use of cluster development (i.e. conservation subdivisions) – 11% said this type of development should be strongly discouraged, 22% discouraged, 36% encouraged, 12% strongly encouraged and 19% were undecided. 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 Maps* seek to encourage new residential development to areas within the sanitary district. However, along Duck Creek near the sanitary district, or as a buffer to rural farm areas outside of the sanitary district, conservation or cluster subdivisions will be considered as development options.

Natural Resources and Environmental Concerns³

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 **community survey**, residents were overwhelmingly supportive (86%) of ordinances to protect natural resources. These resources provide recreation opportunities that help to sustain the local economy and enhance the quality of life.

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.

³ Information used to develop this section was obtained from:
Soil Survey of Outagamie County, United States Department of Agriculture Soil Conservation Service, 1978.
Outagamie County Land & Water Resource Management Plan, Outagamie County Land and Water Conservation Department, June 2001.
Town of Freedom Land Use Plan, East Central Wisconsin Regional Planning Commission, 1994.

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.

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.

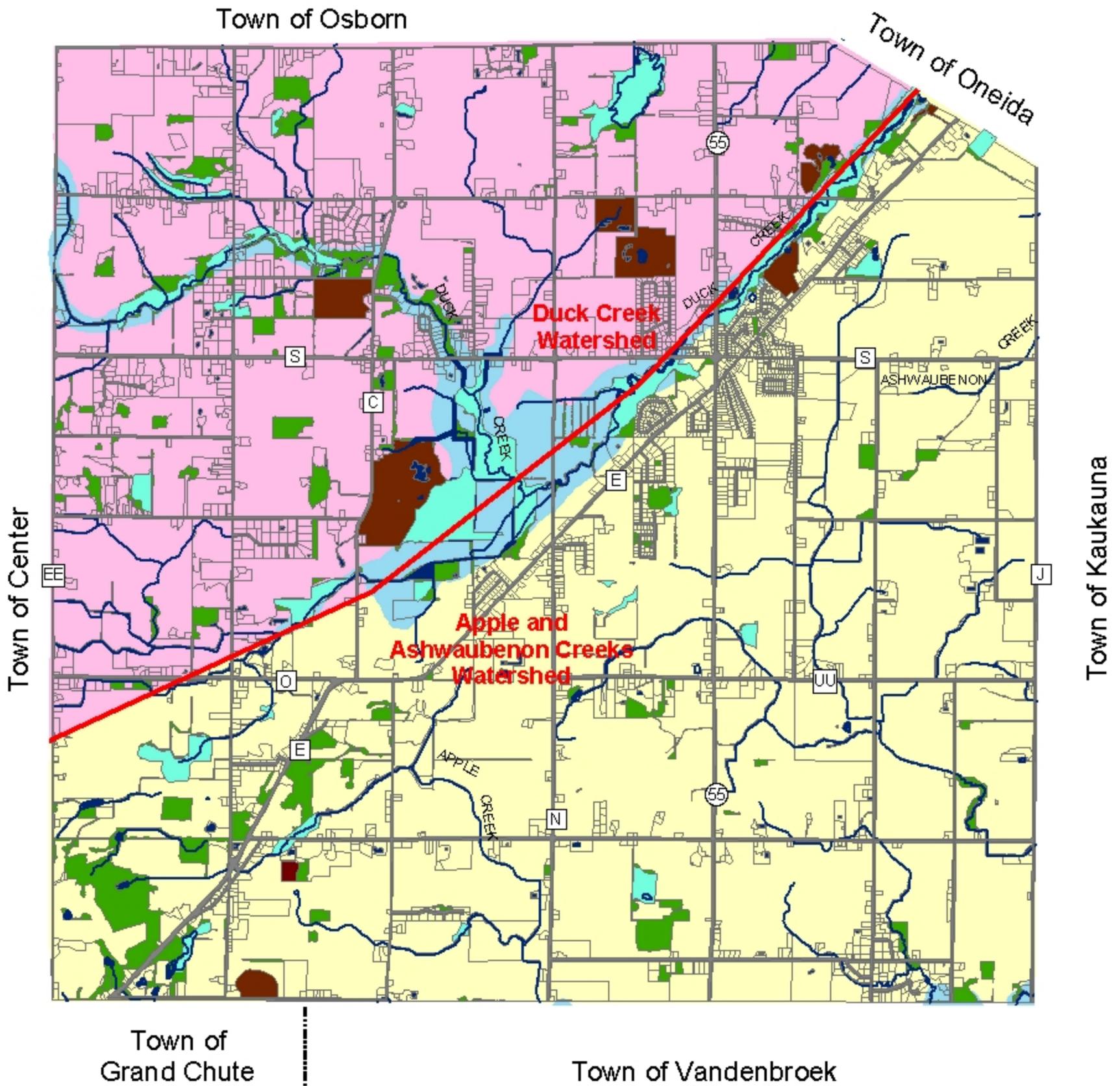
SURFACE WATER (NAVIGABLE WATERS)

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.



NATURAL FEATURES

TOWN OF FREEDOM



Legend

- Roadways
- General Woodlands
- Mining/Quarry Sites
- Water Features
- Floodplain
- Wetlands
- Rivers and Streams
- Watershed Boundary
- Names Indicated in Red
- Duck Creek Watershed
- Appleton / Ashwaubenon Creeks Watershed

N

1"=4000'

PROJECT # M1071402
 DATE: 5/23/2002
 DRAWN BY: KAL
 REVISED: 7/03/2003

ONE SYSTEMS DRIVE APPLETON, WI 54911
 PHONE: (920) 735-6966 FAX: (920) 836-6166

Location: F:\MUNICIPAL\1071402\GIS\RAWING\Site_Natural_11x17.mxd
 SOU RC E: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
 OUTAGAMIE COUNTY LAND & WATER RESOURCE MANAGEMENT PLAN

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.

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 have been designated as “priority watersheds.” Cost-sharing money is available to property owners within the watersheds for a variety of conservation practices through December 2009. 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.



Contamination risks from land use practices are also a threat to groundwater resources. Potential contaminant sources include old, unregulated landfills, nitrates from failed septic systems or farm runoff, pesticides, and leaking underground storage tanks. All of these sources are presently regulated through ordinances or technical assistance services by various county and state agencies. Approximately 138 homes have tested positive for **methyl tertiary-butyl ether (MtBE) contamination** due to a leaky underground storage tank near the center of the Town of Freedom Sanitary District. In response to these water quality issues, the town formed a **Water Advisory Committee** to examine this problem from a community perspective. This committee considered individual/community treatment systems and municipal water service options. The **community survey** results indicate that 92% of respondents consider water quality an important issue in the Town of Freedom.

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.

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*.



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 Outagamie County Stormwater Management Ordinance that is currently being developed to address the additional EPA Phase II requirements, the county is proposing wetland delineation to be required on all new development projects. This will provide better information on the exact location of 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 1984, 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* 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 Maps* 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* delineates the location of woodland areas. According to the **community survey** results, 88% 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.

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*. 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 **community survey** 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**. 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.



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 WDNR is attempting to identify and catalog endangered plant and animal species across the state. For a complete, up-to-date list, refer to www.dnr.state.wi.us. 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.

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**. Information about each facility is provided in Table 19. There are no metallic mining operations in the town.

**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 Aggregate	Northeast Asphalt, Inc.	January 5-16, 2004	32
11	Freedom Pit	Swinkles, Inc.	October 1, 2003	34
32	Jahnke Pit	Freedom Properties, Ltd.	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
20	Skunk Hill Pit	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, 2002

* 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 are 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.

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.

SOILS

Soils support the physical base for development and agriculture within the town. The map on the following page 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*.

Three soil associations (grouping of individual soil types based on geographic proximity and other characteristics) are present in the Town of Freedom: Hortonville-Symco, Menominee-Grays-Rousseau, and Winneconne-Manawa.

Occupying the northeast half of the town are the loam soils of the **Hortonville-Symco association**. Formed under mixed hardwood forests, the surface layer of these soils is a black silt loam. Hortonville soils are well drained occupying gently to steeply sloping plains and ridges. Symco soils are somewhat poorly drained and lie on flat to gently sloping plains. *Both soils are well suited for crop production, although Symco soils often require drainage improvements.*

Figures 4 and 5 illustrate the **soil limitations for building site development and soil limitations for septic tank absorption fields**. These figures present general information that is important to understanding the physical limitations for development of the Town of Freedom. Site-specific soil testing is required for any construction project.

A band of **Menominee-Grays-Rousseau 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. Rousseau loamy fine sand is the predominant soil in this grouping. This soil is gently sloping and is moderately well to well drained. *Low natural fertility limits the productivity of these soils for raising crops.*

Soils of the **Winneconne-Manawa association** are found in the southeastern quarter of the town. Winneconne soils are well drained and nearly level to sloping. These silty clay loams are found somewhat higher on the landscape than the similar Manawa soils that formed in drainage ways and depressions. *Both soils are extensively cropped, but inadequate drainage limits productivity in some areas.*

AIR QUALITY

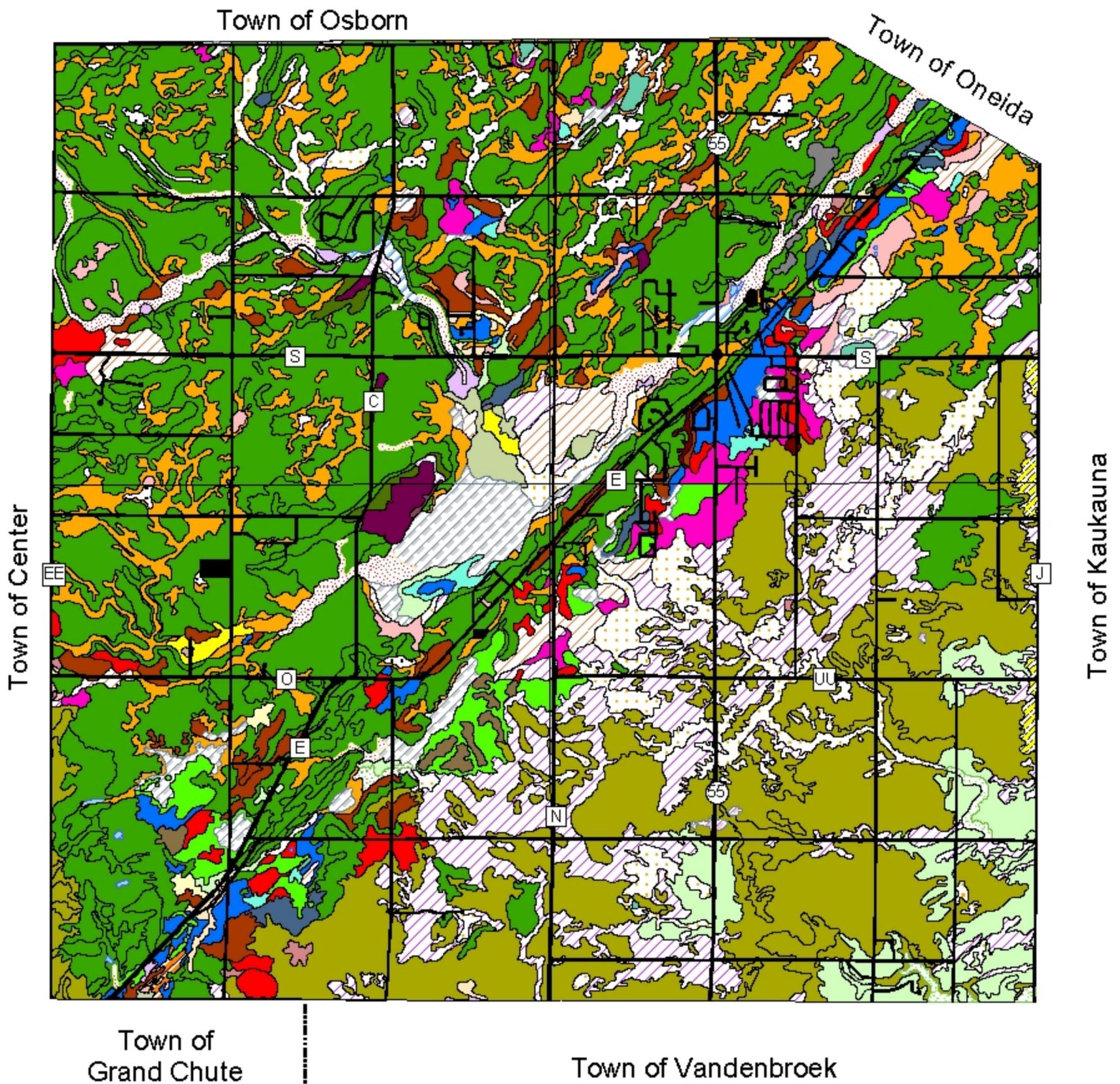
The following information is from the Wisconsin Department of Natural Resources:

“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/.

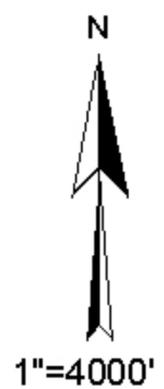
SOILS

TOWN OF FREEDOM



Legend

ALLEDALE LOAMY FINE SAND	MOSEL SILT LOAM
BELLEVUE SILT LOAM	MUNDELEIN SILT LOAM
BONDUEL SILT LOAM	NAMUR SILT LOAM
BORTH SILT LOAM	NICHOLS VERY FINE SANDY LOAM
BOYER LOAMY SAND	PELLA SILT LOAM
CARBONDALE MUCK	POY SILTY CLAY LOAM
CASCO LOAM	POYGAN SILTY CLAY LOAM
CATHRO MUCK	ROCK OUTCROP
CHANNAHON SILT LOAM	ROUSSEAU LOAMY FINE SAND
DEFORD LOAMY FINE SAND	SHAWANO FINE SAND
FLUVAQUENTS	SHOCTON SILT LOAM
GRAYS SILT LOAM	SUAMICO MUCK
HEBRON LOAM	SYMCO SILT LOAM
HORTONVILLE FINE SILT LOAM	UDIFLUENTS
KAUKAUNA SILTY CLAY LOAM	UDORTHENTS
KEOWNS SILT LOAM	WAINOLA LOAMY FINE SAND
KEAUWNEE SILT LOAM	WILL SILT LOAM
KOLBERG SILT LOAM	WINNECONNE SILTY CLAY LOAM
LIMESTONE QUARRIES	ZITTAU SILTY CLAY LOAM
MARKEY MUCK	WATER
MANAWAS SILTY CLAY LOAM	ROADWAYS
MANISTEE LOAMY FINE SAND	GRAVEL PITS
MENOMINEE LOAMY FINE SAND	



1"=4000'



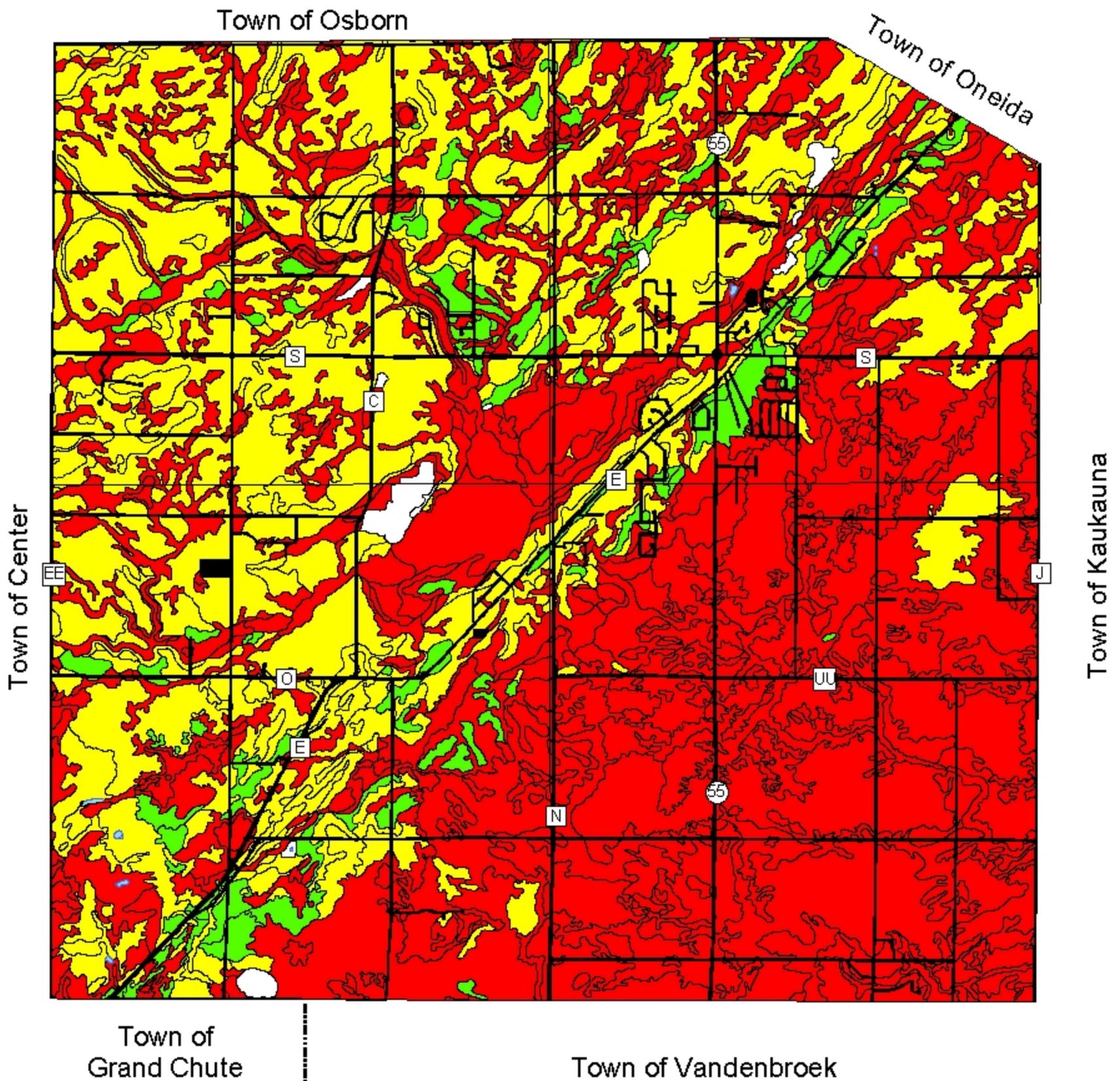
PROJECT # M1070A02
DATE: 7/2/2002
DRAWN BY: KAL
REVISED: 10/02/02

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6966 FAX: (920) 836-6166

Location: F:\MUNICIPAL\JOB BSM\1070A02\JOB DRAWING\SSoils_11x17.mxd
SO ILC EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
OUTAGAMIE COUNTY SOIL SURVEY

SANITARY SUITABILITY

TOWN OF FREEDOM



OMNI
ASSOCIATES

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6966 FAX: (920) 836-4166

PROJECT # M1071A02
DATE: 7/2/2002
DRAWN BY: KAL
REVISED: 8/15/02

Location: F:\MUNICIPAL\B\B\B\M1071A02\B\B\B\RA\WINGS\B\B\B_Sanitary_11x17.mxd
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OUTAGAMIE COUNTY SOIL SURVEY

Legend

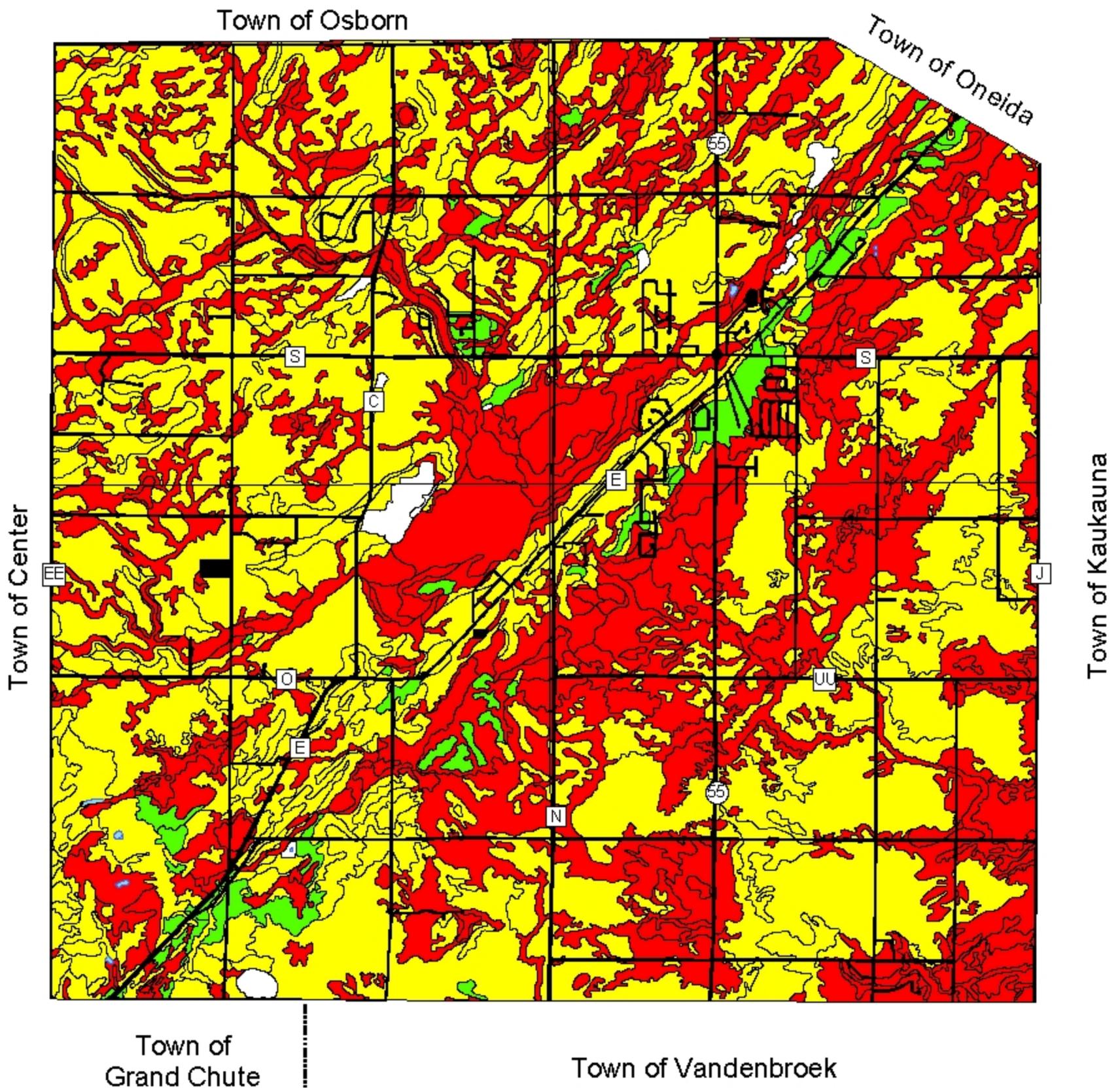
- SEVERE RISK
- MODERATE RISK
- SLIGHT RISK
- NOT RATED
- SURFACE WATER
- ROADS

N

1"=4000'

BUILDING SUITABILITY

TOWN OF FREEDOM



OMNI
ASSOCIATES

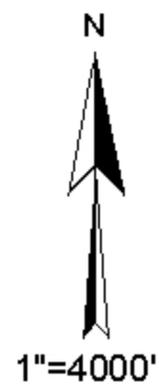
PROJECT # M1071402
DATE: 7/9/2012
DRAWN BY: KAL
REVISED: 8/15/12

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-6966 FAX: (920) 836-4166

Location: F:\MUNICIPAL\1071402\FSD\RAWING\SS\Bldg_Building_11x17.mxd
SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
OUTAGAMIE COUNTY SOIL SURVEY

Legend

- SEVERE RISK
- MODERATE RISK
- SLIGHT RISK
- NOT RATED
- SURFACE WATER
- ROADS



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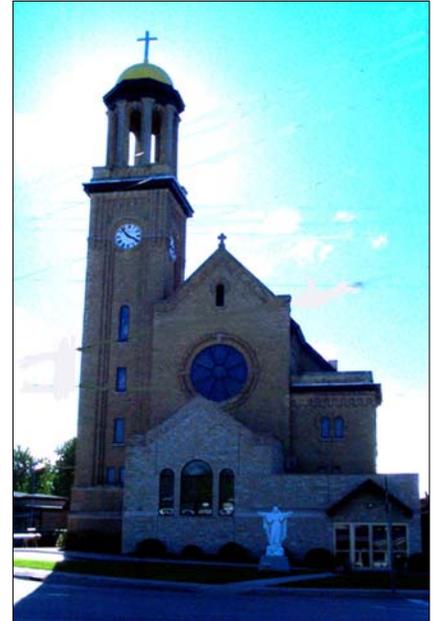
Historical and Cultural Resources

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**, N4088 CTY E (pictured)
- **St. Peter Evangelical Lutheran Church**, 2749 N. French Rd
- **Freedom Moravian Church**, W3457 Center Valley Road



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. There are no museums or historic districts located in the Town of Freedom, nor are there plans to designate such areas.

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 www.shsw.wisc.edu/ahi/.

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, 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. 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 Zoning Map* provided in Chapter 9).



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 permission 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 subdivision 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 Ch. 59.97 Wis. Stats. and Wisconsin Administrative Codes NR115.116 and 117, and is established in the Outagamie County Zoning Ordinance.

Outagamie County is currently administering its Shoreland/Wetland Ordinance 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 **Farmland Preservation Plan** so that local farmers are eligible for tax credits through the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Farmland Preservation Program and provide for exclusive agricultural zoning. Farmers interested in this program sign-up with DATCP. 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 a county comprehensive plan that will be developed prior to 2010.

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.jsp



OUTAGAMIE COUNTY LIVESTOCK WASTE MANAGEMENT ORDINANCE

Since 1986, Outagamie County has had a Livestock Waste Management Ordinance in effect. It requires that a permit be secured from the Outagamie County Zoning 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 animals 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 manure 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 June of 2001 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
- Identifies problems and priorities

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

TOWN OF FREEDOM AGRICULTURAL COMMITTEE

The recently formed Town of Freedom Agricultural Committee meets on an as needed basis to promote and protect farming operations in the town. Committee members have participated in educational workshops to better understand local farm challenges. The committee helps to mitigate agricultural conflicts with adjacent landowners (i.e. dust, odors, etc.) and generally seeks to educate residents about farming practices and concerns. The mission of the Agricultural Committee is to minimize farming conflicts to help ensure farming operations continue to be an important part of the future of the town. In the future the committee may host workshops, socials, and draft articles for the town's newsletter and web page. The committee welcomes resident input and feedback.

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**. Additional information about future water quality in the Town of Freedom Sanitary District are outlined on pages 23 – 26 of the *Town of Freedom Sewer Service Area Plan* adopted in April 2001. The recommendations included in the *Town of 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 and noise in the town.

LAND USE

Residents of the town have clearly indicated through the community 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 farming operations. Housing development can fragment farming 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 Maps*.

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 farming operations through 2020. 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 "Smart Growth" 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 and Apple Creek 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. Continue to work with local and state authorities to resolve groundwater contamination in the "village" area and seek available Brownfield grant funds to reclaim areas for beneficial commercial uses and promote annual well testing throughout the township.

6. 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.
7. As outlined in the *Town of 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.
8. 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.
9. 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.
10. Encourage the Town of Freedom Agriculture Committee to take the lead role in minimizing farmland conflicts and educating farmers about local, county, and state policies and programs.
11. When available, review the results of the 2007 Agricultural Census for the Town of Freedom to better understand the characteristics and needs of the local farming community.
12. 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.

Policy⁴ (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.

⁴ Also refer to page 162 of the Future Land Use Chapter for additional information.

Introduction

According to the Smart Growth Law, the purpose of the Economic Development Element is to promote the stabilization, retention and expansion of the economic base, and quality employment opportunities. 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 “village” area which has wastewater treatment service provided by a sanitary district. The “village” provides limited services 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 Freedom. Farming is also very important to the local economy.

Economic Development Vision

Commercial and industrial businesses are thriving in the Town of Freedom, concentrated in the “village” area, where services are most easily accessible.

Economic development is in harmony with the Town’ natural environment and residential areas, this includes farming 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 80 percent. The United States' participation rate is only around 70 percent, while the overall State of Wisconsin participation rate is approximately 75 percent. **The 2000 participation rate in the Town of Freedom was 77.9 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 2000 U.S. Census, town residents were almost evenly divided into management and professional (25%), sales and office (26.1%) and production, transportation and materials moving occupations (24.1%).
- Average annual **wages paid in Outagamie County were 98.8 percent of the average state wages in 1999.**
- 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, which is above the corresponding county and state figures.
- Between 1990 and 2000, the Town's median household income increased from \$37,576 to \$57,868. However, other towns in the county saw even more dramatic gains. As a result, the Town of Freedom's rank among other towns in the county fell from 7th in 1990 to 10th in 2000.

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 Maps* provide areas for new business development.

Current Business Inventory and Business Environments

There are essentially **three business environments** in the Town of Freedom: the “**village**” area, the **industrial park**, and **rural areas** of the town. What follows is a profile of each of these business environments.

The “Village” Area. In many ways, the Town of Freedom sanitary district in the heart of the town offers a compact “village-like” environment for businesses. Businesses within the 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. The Town of Freedom recently developed the First Addition to the Freedom Industrial Park, which added eight lots. The price of lots available for sale is negotiable.

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, farms.** The town would like to concentrate non-residential and non-agricultural uses in the “village” 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.

LOCAL BUSINESS DIRECTORY

For a complete list of local business establishments, visit the Town of Freedom Internet Web Page at: www.townoffreedom.org



It is 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 “village” 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

Outagamie County has been included in the award of a 15-county Northeast Wisconsin Regional Economic Partnership (NEWREP) designed to bring high-paying jobs to Wisconsin through start-up and expansion of technology businesses.

- The Northeast Wisconsin technology zone was formed on Friday June 28, 2002.
- It is one of eight zones created throughout the state, and each has \$5 million in income tax credits to provide incentives to attract high-tech companies to the area, and to help existing companies increase productivity and free up capital.
- The zones will be in effect for 10 years – until 2012.
- Projects within the region will be considered and approved based on their ability to create high-wage jobs and support the development of high-tech industries in the region.
- There will probably be technology “clusters” created within the zone to more aptly meet the needs of local, homogeneous communities.
- For more information, contact the City of Sheboygan Economic Development Department (Regional Contact), at (920) 459-3377.

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 town 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 “village” area.

COMMUNITY SURVEY RESULTS

When asked to identify what types of new development is desired in the Town of Freedom, community survey respondents indicated that:

- Restaurants, grocery store, small specialty store, offices and health care facilities were all desired commercial development.
- Survey respondents were in favor of agri-business operations in the town to support the local farming operations.
- Survey respondents looked very favorably toward manufacturing/assembly, warehousing/distribution and industrial development in the industrial park.

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

- The ‘village-like’ area (33%) and along STH 55 (28%) were most favored locations for new commercial development.
- Most respondents (41%) indicated new industrial development should occur along STH 55.

- **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.
- **Service businesses** (i.e. restaurant, coffee shop, grocery, and real estate office development) in the “village” area. These businesses would rely on local residents to survive.
- **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 farming economy, local businesses providing equipment, materials and other farming 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. As an example, in 1994, the Town of Dunn¹ in Dane County, WI conducted a study to understand the tax implications of development. The study showed for every dollar of tax revenue collected from residential development, \$1.06 was required in services for residential users. (Any service costs greater than \$1.00 result in a net loss for the town.) Conversely, for every dollar collected from a commercial development, \$0.29 was required for services. Therefore, commercial uses bring additional tax dollars into the community. For every dollar collected from farmers, as little as \$0.18 was required in services.

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

¹ Additional Information about the Town of Dunn Community Services Study is available on-line at www.town.dunn.wi.us.

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.

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.



In December 2004, the Town released a study on the future development of a business park. The study included an analysis of the competition, the types of businesses that would be located in a business park, the marketing and management of a business park, and the financing of a business park.



Internet Marketing

Many towns in Wisconsin are creating Internet Web Pages. The Town of Freedom has a web page available at 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, 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.

Milk Volume Production Program (MVP)

The MVP program is designed to assist dairy producers that are seeking to acquire additional cows. The program is managed by the Wisconsin Department of Commerce. The goal of the MVP program is to provide qualifying dairy producers with needed financing and to partner with local communities to increase dairy production in Wisconsin. Assistance is limited to no more than \$500 per cow added to a operation or a maximum award of \$1 million. Additional information about this program, including application requirements, is available at www.commerce.state.wi.us.

Outagamie County Revolving Loan Fund

Outagamie County is currently working with the Wisconsin Department of Commerce to establish a revolving loan fund. The fund, once established, would be administered by the Fox Cities Chamber of Commerce. The fund will be available for low interest business loans.

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 BUSINESS ASSOCIATION

The Freedom Business Association was started in 1999 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 police 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. 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 three

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

organizations that have been formed to promote the economic opportunities in this area: the Greater Outagamie County Economic Development Corporation, the Fox Cities Economic Development Partnership (includes the cities of Appleton and Kaukauna and the villages of Kimberly, Combined Locks, and Little Chute) and the Northeast Wisconsin Regional Economic Partnership (see Attracting Business and Industry Subsection for more information). The county also maintains an extensive web page, including detailed demographic information.

UW-EXTENSION

Through the Outagamie County office of the University of Wisconsin-Extension, the Outagamie County Resource Development Agent 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.

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

For more information on GOCEDC, contact the Outagamie County Planning Department at: (920) 832-5255 or on the internet at:

www.gocedc.org

REGIONAL AGENCY

East Central Wisconsin Regional Planning Commission – www.eastcentralrpc.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

- Wisconsin Department of Commerce – www.commerce.state.wi.us: This department is the state's primary agency for delivery of integrated services to businesses.
- Wisconsin Department of Transportation – www.dot.state.wi.us: The Office of Disadvantaged Business Enterprise Programs encourages firms owned by disadvantaged individuals to participate in all federal and state transportation facility contracts.
- Forward Wisconsin – www.forwardwi.com: Forward Wisconsin markets outside Wisconsin to attract new businesses, jobs, and increase state economic activity.
- Department of Workforce Development – www.dwd.state.wi.us: 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 – www.uwex.edu/sbdc: 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 – www.rurdev.usda.gov
- US Small Business Administration – www.sba.gov: provides financial, technical and management assistance to help Americans start, run and grow their businesses.

- US Department of Commerce – www.doc.gov
- US Department of Transportation – www.dot.gov

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.

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.

After a 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 contains an underground leaking gasoline tank. Approximately 138 homes have tested positive for **methyl tertiary-butyl ether (MtBE) contamination** due to a leaky underground storage tank near the center of the Town of Freedom Sanitary District.

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: www.dnr.state.wi.us/org/aw/rr/brrts/index.htm. All properties listed on this web site have either been addressed and closed by the DNR or are in the process of closing. 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 Maps*.

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 farming 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 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. This relationship and others must continue.

Goals and Objectives

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. 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 Maps*.

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.

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 Maps*.
 - 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 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.

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.

Existing Land Use Inventory

The *Freedom Existing Land Use Maps* were 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 2002.

Agricultural and natural areas dominate the town landscape. Generally speaking, development is concentrated in 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 Maps*.

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/GROUP QUARTERS/RETIREMENT HOMES

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

FARMSTEADS

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

MOBILE HOME PARKS

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

CROPLAND/PASTURELAND/OTHER AGRICULTURAL LAND

The vast majority of the town is classified as agricultural land. Agricultural lands include family farms, rented cropland and dairy operations. For additional information about the town's agricultural land uses, refer to Chapter 7.

GENERAL WOODLANDS

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

PARKS/RECREATION

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

INDUSTRIAL

Industrial land uses, as shown on the *Existing Land Use Maps*, include heavy and light industrial activities. Industrial properties are currently concentrated along STH 55 in the Town of Freedom Industrial Park. 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 / COMMUNITY FACILITIES

Cemeteries, the town hall, electric substations and the sanitary district facility are included in this category of land use. A detailed profile of utilities and community facilities serving the Town of Freedom is provided in Chapter 6.

ROADWAYS

All town, county, and state roadways in the Town of Freedom are shown in gray on the *Existing Land Use Maps*. To learn more about transportation facilities serving the town, refer to Chapter 5.

INSTITUTIONAL FACILITIES

Churches and schools are considered institutional land uses in the town.

MINING/QUARRY SITES

Several non-metallic mining sites are located in the Town of Freedom. These areas are shown in black. To learn more about these non-metallic mining operations refer to the Agricultural Natural and Cultural Resources Element provided in Chapter 7.

WATER FEATURES

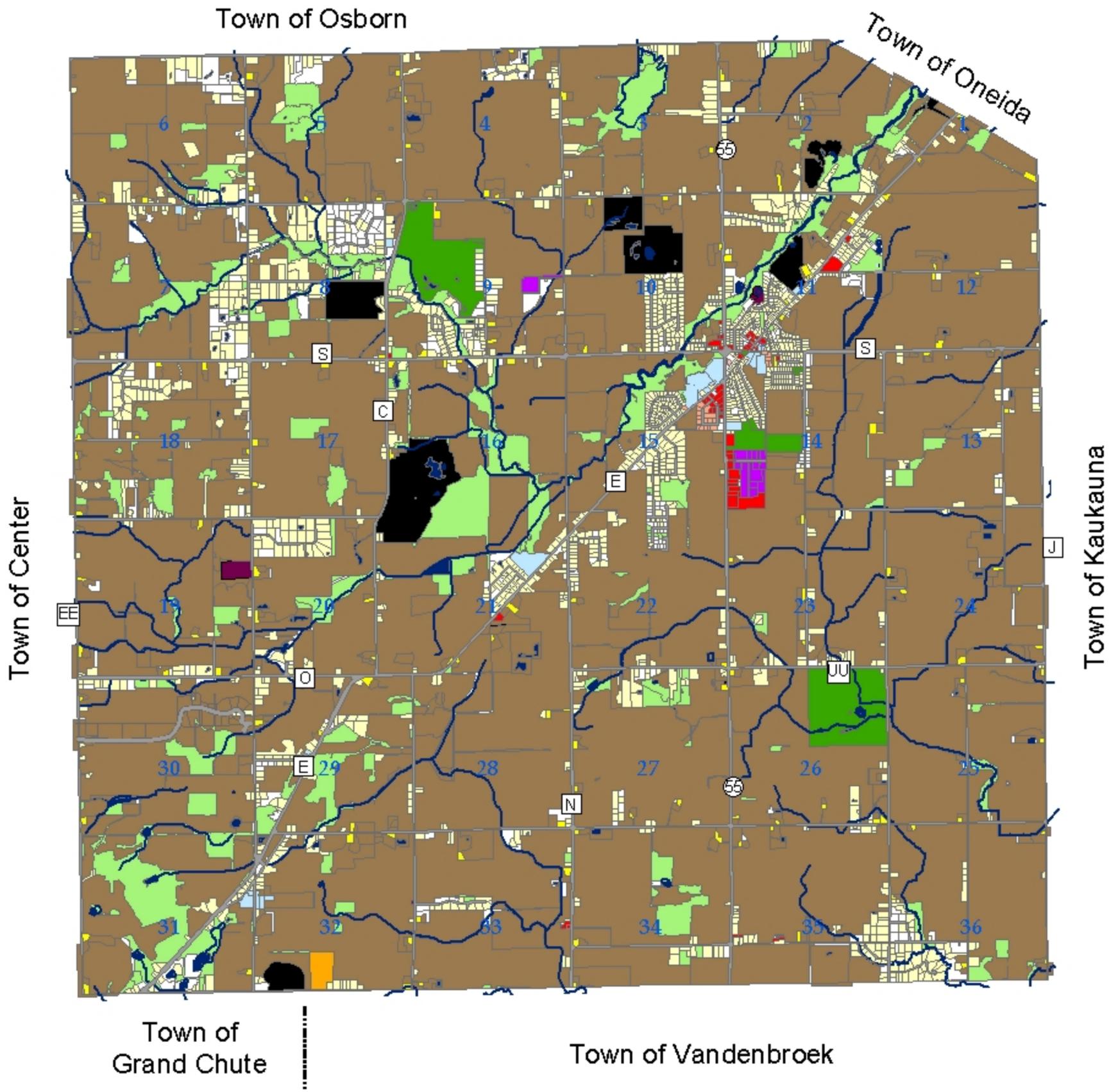
Water features include ponds, streams, creeks and drains. The primary water features in the town are Duck and Apple Creeks.

OTHER OPEN LAND

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.

EXISTING LAND USE

TOWN OF FREEDOM



Legend

- Single and Two Family Residential
- Multiple-Family/ Group Quarters/ Retirement Homes
- Farmsteads - Includes Outbuildings
- Mobile Home Parks
- Cropland/Pastureland/Other Agricultural Open Land
- General Woodlands/Wetlands
- Parks and Recreation
- Industrial
- Commercial
- Utilities
- Roadways
- Institutional Facilities
- Mining/Quarry Sites
- Water Features
- Other Open Land
- Creeks / Drains



1"=4000'



PROJECT # M1071A02
 DATE: 5/23/2002
 DRAWN BY: KAL
 REVISED: 7/03/2003

ONE SYSTEMS DRIVE, APPLETON, WISCONSIN
 PHONE: (920) 755-6900 FAX: (920) 755-6100

Location: F:\MUNICIPAL\GIS\BWM\1070A02\02\B0\DRAWINGS\Existing_Land_Use_11x17.mxd
 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
 OUTAGAMIE COUNTY

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The table below is a required numerical breakdown of the existing land uses in the town. This table is required by 1999 WI Act 9, Wisconsin’s Smart Growth Law. The net density (total number of dwelling units divided by all residential acres) in the Town of Freedom is .79 dwelling units/acre (1,859 housing units/2,426.29 acres).

TABLE 20 2002 EXISTING LAND USE AMOUNT & INTENSIVY		
Land Use Type	Amount (in acres)	% of Planning Area
Single & Two Family Residential	2,084.68	9.08 %
Multiple-Family / Retirement Homes	10.48	.04 %
Farmsteads	223.4	.97 %
Mobile Home Parks	27.73	.12 %
Agricultural Land	16,182.51	70.40 %
General Woodland	1,771.03	7.71 %
Parks & Recreation	310.48	1.35 %
Industrial	15.05	.06 %
Commercial	63.14	.27 %
Utilities	20.64	.08 %
Roadways	931.99	4.05 %
Institutional Facilities	43.43	.19 %
Mining/Quarry Sites	318.61	1.39 %
Water Features	226.53	1 %
Other Open Land	755.53	3.29 %
TOTALS	22,985.23	100 %

Zoning Regulations

The Town of Freedom zoning requirements are established and enforced by Outagamie County. Table 21 provides a summary of the Outagamie County Zoning Ordinance dimension requirements, by district, in the Town of Freedom. Six (6) of the nine (9) established zoning districts are found in the Town of Freedom.

For additional information about zoning ordinance requirements related to permissible uses, landscaping, signage and the like, contact the Outagamie County Zoning Department at (920) 832-5255.

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.

**TABLE 21
OUTAGAMIE COUNTY ZONING DISTRICTS⁺**

DISTRICT	MINIMUM AREA	MINIMUM FRONTAGE	FRONT SETBACK	SIDE SETBACK	REAR SETBACK	BUILDING HEIGHT
AGD General Agricultural	<i>Ag Uses: 4 Acres</i>	200 Feet	25 Feet	None	None	None
	<i>S.F. Homes & Mobile Homes: 24,000 sq ft</i>	100 Feet	25 Feet	20 Feet	30 Feet	None
RSF Single- Family Residential	<i>With Public Sewer, not in Subdivision: 9,000 sq ft</i>	75 Feet	25 Feet	7 Feet	25 Feet	35 Feet
	<i>In Subdivision w/Public Sewer: 7,200 sq ft</i>	60 Feet	25 Feet	6 Feet	25 Feet	35 Feet
	<i>In Subdivision w/o Public Sewer: 15,000 sq ft</i>	90 Feet	25 Feet	8 Feet	35 Feet	35 Feet
	<i>W/O Sewer and not in a Subdivision: 18,000 sq ft</i>	100 Feet	25 Feet	10 Feet	40 Feet	35 Feet
RTF Two-Family Residential	<i>If Served by Public Sewer: 9,000 sq ft</i>	75 Feet	25 Feet	8 Feet	25 Feet	35 Feet
	<i>Not Served by Public Sewer: 18,000 sq ft</i>	100 Feet	25 Feet	10 Feet	40 Feet	35 Feet
RMF Multi- Family Residential	Public Sewer Required: 10,000 sq ft	90 Feet	25 Feet	20 Feet	25 Feet	45 Feet
CL Local Commercial	10,000 sq ft Approx. ¼ Acre	90 Feet	35 Feet	20 Feet	50 Feet	50 Feet
IND Industrial	12,000 sq ft	100 Feet	35 Feet	20 Feet	25 Feet	None

SOURCE: Outagamie County Zoning Department, 2002

⁺ Subject to Change. Consult Outagamie County Zoning Ordinance for Current Requirements.

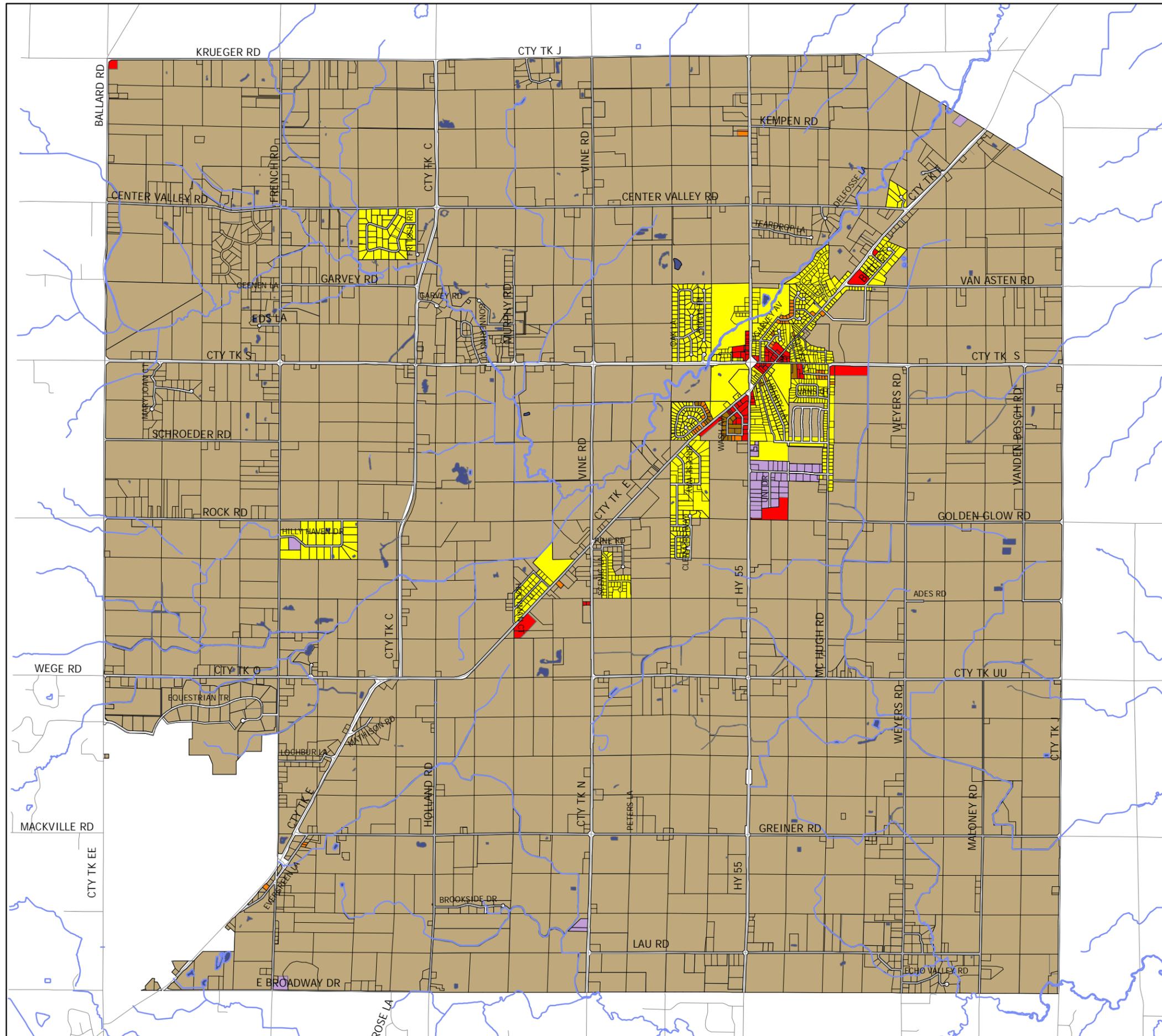
Town of Freedom Zoning



Legend

Zoning Districts

- General Agriculture
- Single Family Residential
- Two Family Residential
- Multi-Family Residential
- Local Commercial
- Industrial



The information on this map was obtained from the Outagamie Land Information Department and is intended to be used as a reference only. Outagamie County assumes no liability for the accuracy of this map or its use.

Martenson & Eisele, Inc.



1377 Midway Road
Menasha, WI 54952
www.martenson-eisele.com
info@martenson-eisele.com
920.731.0381 1.800.236.0381

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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 encouraging 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 and Details* illustrate 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;
- Lesson 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 2001, the East Central Wisconsin Regional Planning Commission (ECWRPC) finalized the *Freedom Sewer Service Area Plan* -- an update of the town's 1985 plan. The plan identifies wastewater treatment and collection needs for sewer service areas through the year 2020. 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.

TABLE 22 EXISTING LAND USE BREAKDOWN 2000 FREEDOM SANITARY DISTRICT		
Land Use	Acres	% of Total Land Area in Sanitary District*
Single-Family / Duplex Residential	376.86	18.09%
Multi-Family	7.71	0.37%
Outbuildings (garages, sheds, etc.)	16.89	0.81%
Commercial	55.75	2.68%
Industrial	44.39	2.13%
Public/Institutional	15.73	0.75%
Park/Recreation	44.42	2.13%
Roads/Railroad	183.38	8.80%
Parking	10.47	0.50%
Woodlands	102.15	4.90%
Agricultural	1,024.86	49.18%
Vacant, Developable Lands	184.41	8.85%
Water	1.52	0.07%
Vacant, Undevelopable Lands	15.28	0.73%
Total	2,083.82	100.00%

Source: ECWRPC, 2000

* Percent of **ALL** land within the Sanitary District. (2,083 acres)

Trends in Supply, Demand and Price 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

many affordable homes 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 individual sewer systems 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 Maps* 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 may someday be annexed.

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

FARMING

There is a strong desire to retain farmland, especially family farms, in the Town of Freedom. This priority was clearly expressed in the community survey 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 supply of farmers willing and able to purchase land for farming is diminishing. Unlike the past, when the children of a farmer would takeover the land, children of today's farmers are seeking jobs with 401K and other benefits the farm cannot provide. 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 and 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;
- Supporting Agriculture Committee efforts to minimize farmland conflicts through negotiation and open communication;

- Establishing networks, through the Agriculture Committee to 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.

COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Unlike farmland, 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. New commercial and industrial development is locating along STH 55, particularly near the intersections of CTH S and CTH E.

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.

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 Maps*. 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.

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 “village” area provides the town with a center of activity. Development in the “village” 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 “village” area, the landscape presents a balance of farming, scenic natural areas, and rural residential development.

Background

To develop the *Future Land Use Map* presented in this chapter required a great deal of time and effort over the course of a 15-month planning program. The planning process was initiated with an extensive vision development effort and review of the historic and existing population characteristics. 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

COMMUNITY SURVEY 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 10% and 17% 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 “village area”;
- Commercial development was preferred along STH 55 and in the “village area”;
- and
- Industrial development was preferred along the STH 55 corridor.

Maps illustrating the responses are provided over the next several pages of this chapter. Each map includes a note indicating the exact percentage of residents who did not support any additional development.

COGNITIVE MAPPING

Another tool used to determine desired future development was cognitive mapping. Cognitive mapping is a process whereby individuals have the opportunity to develop their own *Future Land Use Map* of Freedom, based on their ideas, perceptions, experiences and beliefs. These maps were discussed in small groups to develop group consensus maps. Chapter 2 describes the cognitive mapping process in detail.

A copy of the group cognitive consensus maps is provided in Appendix of this plan. Generally, these maps indicate a desire to concentrate residential development in the sanitary district, expand commercial and industrial opportunities on STH 55 and promote park and trail development.

FREEDOM SEWER SERVICE AREA PLAN RECOMMENDATIONS

The sewer service plan was an important tool for understanding development limitations and expectations. The 2000 plan increased the size of the sewer service area from 1,202 acres to 1,429 acres. The additional acreage was added to accommodate anticipated growth. The allocations correspond to the following:

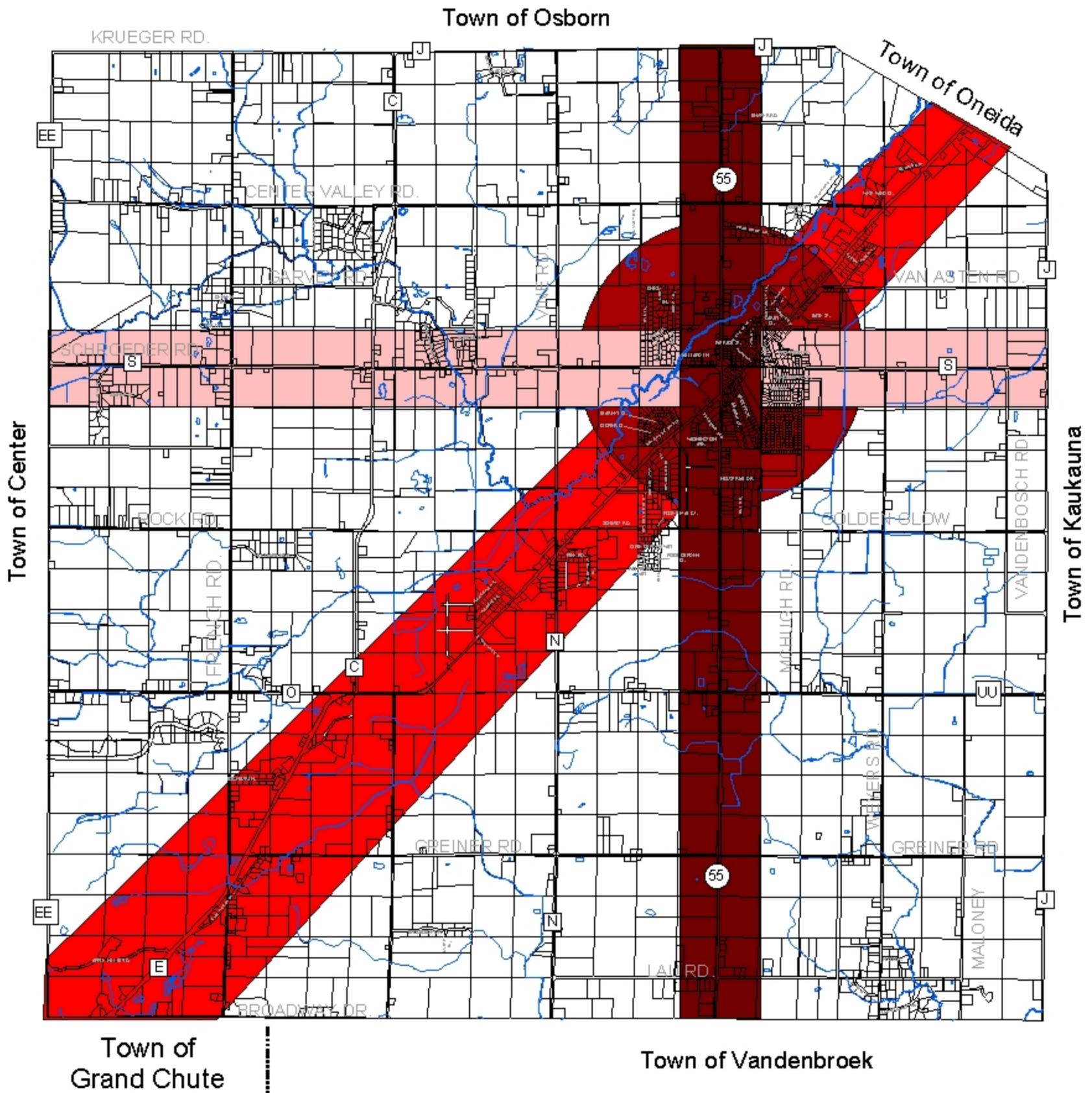
TABLE 23 FREEDOM SSA FUTURE LAND USE ALLOCATIONS	
Category	Acres Added (Deleted)
Developable Land	42.57
Road/Railroad ROW	13.52
Vacant, Developable Lands	236.84
Vacant, Undevelopable Lands	(24.73)
Water	(1.24)
WDNR Wetlands	(36.47)
Environmentally Sensitive Areas	(3.73)
TOTAL	226.76

Source: ECWRPC, 2000

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

COMMERCIAL DEVELOPMENT PREFERENCES

TOWN OF FREEDOM



Preferences are based on results of question #34 of the Town of Freedom Community Survey. 10% of respondents felt no new commercial development was needed and 16% offered no opinion.

OMNI ASSOCIATES

PROJECT # M1071A02
 DATE: 7/9/2002
 DRAWN BY: KAL
 REVISED: 2/15/02

ONE SIXTHS DRIVE APPLETON, WI 54911
 PHONE: (920) 735-6966 FAX: (920) 836-6166

Location: F:\MUNICIPAL\JOB BSM1071A02\GIS\DRAWING\SC commercial_Survey_11x17.mxd
 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
 FREEDOM COMMUNITY SURVEY, 2002

Legend

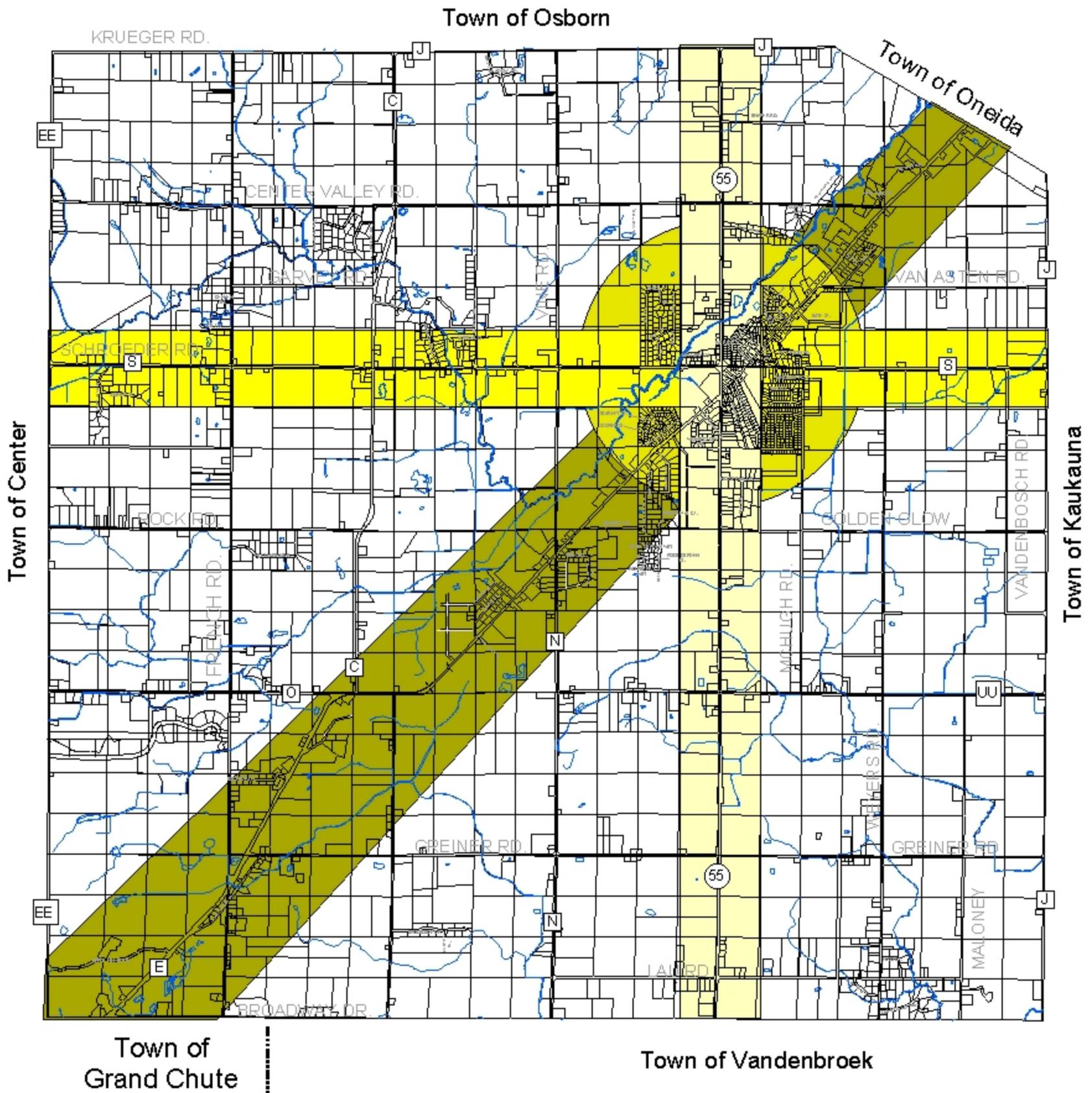
- Most Favored - STH 55 Corridor (33%)
- Moderately Favored - "Village" Area (28%)
- Favored - CTH E Corridor (9%)
- Least Favored - CTH S Corridor (3%)

N

1"=4000'

HOUSING DEVELOPMENT PREFERENCES

TOWN OF FREEDOM



Preferences are based on results of question #34 of the Town of Freedom Community Survey. 11% of respondents felt no new housing development was needed and 18% offered no opinion.

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 DATE: 7/2/2002
 DRAWN BY: KAL
 REVISED: 8/15/02

ONE SYSTEMS DRIVE APPLETON, WI 54911
 PHONE: (920) 735-6966 FAX: (920) 836-6166

Legend

- Most Favored - CTH E Corridor (28%)
- Moderately Favored - "Village Area" (21%)
- Favored - CTH S Corridor (13%)
- Least Favored - STH 55 Corridor (8%)

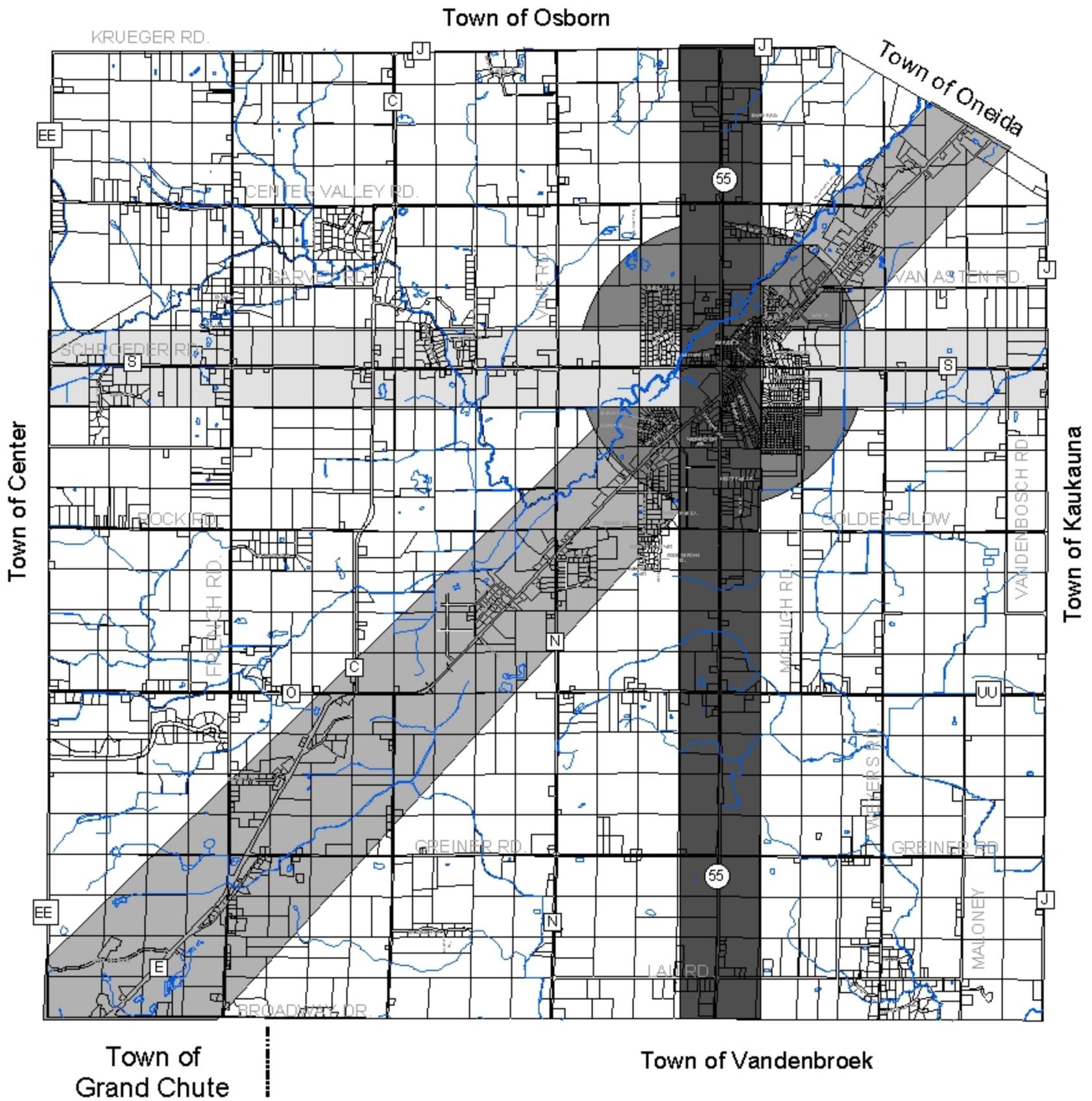


1"=4000'

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 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
 FREEDOM COMMUNITY SURVEY, 2002

INDUSTRIAL DEVELOPMENT PREFERENCES

TOWN OF FREEDOM



Preferences are based on results of question #34 of the Town of Freedom Community Survey. 17% of respondents felt no new industrial development was needed and 18% offered no opinion.

OMNI ASSOCIATES

PROJECT # M1071A02
DATE: 7/9/2002
DRAWN BY: KAL
REVISED: 8/15/02

ONE SYSTEMS DRIVE APPLETON, WI 54911
PHONE: (920) 735-4266 FAX: (920) 830-6106

Location: F:\MUNICIPAL\1071A02\GIS\RAVING\Shaded\Map_Survey_11x17.mxd
SO IROC EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
FREEDOM COMMUNITY SURVEY, 2002

Legend

- Most Favored - STH 55 Corridor (41%)
- Moderately Favored - "Village" Area (14%)
- Favored - CTH E Corridor (7%)
- Least Favored - CTH S Corridor (3%)



1"=4000'

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) 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*. All local quarry operators were contacted about their future plans at the time this plan was developed. The other quarry operators did not have specific plans for quarry expansion. 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 and conservation-based subdivisions. 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 Community Survey 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.

NEW COMMUNITY CENTER FACILITY

Voters in the Town of Freedom decided to expand the existing Town Hall to provide more space for Town offices and for use as a community center.

NATURAL GAS PEAKING ENERGY PLANTS

As highlighted in the Utilities and Community Facilities Chapter, a natural gas peaking plant will be developed in the Town of Kaukauna. During the process for siting this facility, the Town of Freedom was also considered. Peaking plants are possible in the Town of Freedom on properties with direct access to both the natural gas pipeline and overhead electricity transmission lines. As is discussed in the Utilities and Community Facilities Chapter, the Town of Freedom would support a facility of this type in the town. An exact location for such a facility is not provided on the *Future Land Use Map*. Any facility of this nature locating in the town would be subject to local and county zoning requirements, including provisions for landscaping and lighting.

The property that was previously considered for the peaking plant was near the intersection of CTH UU and STH 55. The town believes this property, given its access to overhead power lines and the natural gas pipeline, is a potential location for a major industrial user (requiring a site larger than 5 acres in size) or a new business park. The town will consider development proposals and subsequent plan amendments in the future to accommodate such uses.

SANITARY DISTRICT BOUNDARIES

The Town of Freedom will 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. 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.

Presently, there is potential for annexation of land in the Town of Freedom by nearby cities and villages. A cooperative boundary agreement has already been reached with the City of Appleton in relation to the Purdy 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.

Incorporation¹

GENERAL CONSIDERATIONS

Another avenue 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 66.0211 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

¹ Text from this section taken from the Wisconsin Department of Administration Web Site, www.doa.state.wi.us

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. 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.

TRADITIONAL NEIGHBORHOOD DEVELOPMENT (TND)²

The “smart growth” law defines “traditional neighborhood development” 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 development also means that the developed area is designed for human scale, not always the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks and other features. Compact development includes parks, public buildings, and 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).
- **Mixed Use.** TND includes a mixture of land uses. This means that nonresidential land uses, such as commercial areas, 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, automobiles).

Mixed use also means promoting varied housing types and sizes to accommodate households of all ages, sizes and incomes. 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.
- **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.

² Model Traditional Neighborhood Development Ordinance, UW-Extension, 2000

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.

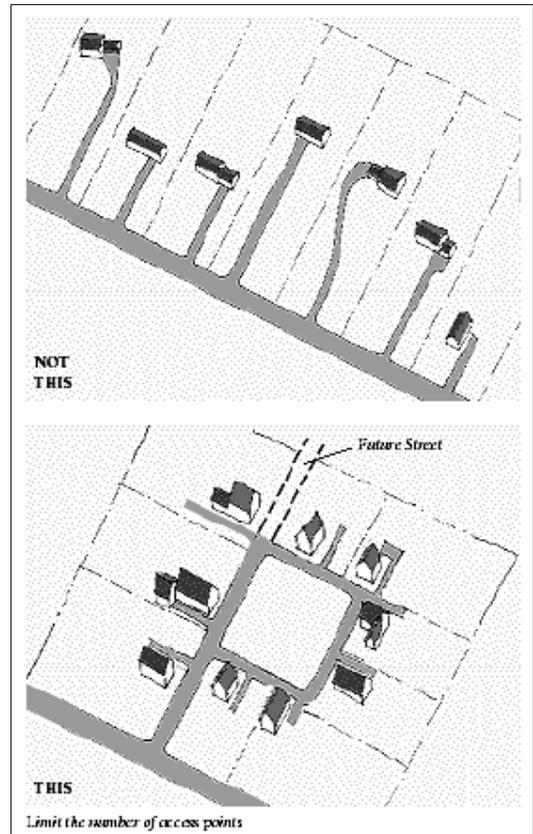
The Town of Freedom wants to ensure that the “village area,” defined by the sanitary district, is a safe and attractive part of the community. Since most residents live in this area and nearly all business activity is concentrated in this same area, successfully achieving this objective will directly 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 2000, the UW-Extension created a model TND ordinance, which is available as a reference.

OUTDOOR ADVERTISING (BILLBOARDS)

STH 55 offers opportunities for billboard advertising. To preserve and enhance the scenic character of Freedom, billboard signs are prohibited. Billboards distract from the rural scenic quality of this local highway route. Moreover, billboards will destroy the undeveloped buffer around the sanitary district. The town believes that preservation of natural beauty, including open views of woodlands, wetlands and farmlands from roadways, is important to protect the quality of life and rural community identity.

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 at 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.

Posted Speed Limit (MPH)	Minimum Driveway Spacing (in Feet)
25	90 - 125
30	155
35	185
40	225
45+	300

Source: E. Humstone & J. Campoli, *Access Management: A Guide for Roadway Corridors*, Planning Commissioners Journal, Winter 1998.

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.

In 2004 and 2005, the Town of Freedom Plan Commission worked on a Growth Management Plan designed to help protect farmland and natural areas. The following tools were selected to be part of the Growth Management Plan:

- Urban Development Standards

The Town of Freedom has a policy that all subdivisions, in or out of the sanitary district, have streets with curb and gutter. The recommendation in the Growth Management Plan is to amend the Town of Freedom Street Standards and the Town’s Subdivision Ordinance to 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. The Growth Management Plan recommends the Town adopt an Access Control Ordinance.

- Agricultural Buffers

This tool helps to create separation between agricultural and non-agricultural uses. The recommendation in the Growth Management Plan is to have the Agricultural Committee review proposals for residential development that are adjacent to active agricultural operations.

- Amendments to the Comprehensive Plan

The first amendment is to make it clear that while 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.

The second amendment is to make it clear that 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

The Growth Management Plan recommends the Rural Residential Checklist be incorporated into the Town of Freedom's Subdivision Ordinance. 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. Equestrian 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 *1994 Town of Freedom Land Use Plan* developed by the ECWRPC and the *Outagamie County Zoning Ordinance* were referenced to understand past planning objectives.

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 **Smart Growth Law**, it should be used to guide the following actions:

- ✓ Municipal Incorporation
- ✓ Annexation
- ✓ Cooperative Boundary Agreements
- ✓ Official Mapping
- ✓ Local Subdivision Regulation
- ✓ Zoning
- ✓ 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.

Town appointed and elected officials should use the plan map as a *guide* for making future land use decisions.

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 Smart Growth Law. Any amendment must be recommended by the Plan Commission and approved by the Town Board **before** development is permitted.

Future Land Use Maps

Provided at the conclusion of this chapter is a **20 Year Future Land Use Map** for the Town of Freedom. The map illustrates the anticipated amount, location, and intensity of new development. 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 Maps* 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*.

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 of the Wisconsin Administrative Code 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 Sections 17.31 AED Exclusive Agricultural District of the Outagamie County Zoning Ordinance.
2. Non-residential land uses listed as a permitted or special exception use in 17.32 AGD General Agricultural District of the Outagamie County Zoning Ordinance.
3. Residential land uses listed in Section 17.32(2)(d) and (4)(b) of the AGD General Agricultural 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 of the Wisconsin Administrative Code 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 17.32 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 (when adopted) and Section 17.32 AGD General Agricultural District in the Outagamie County Zoning Ordinance. An exception is the area shown as Future Residential in Sections 27 and 28, 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 Ordinance.

The *Future Land Use Map* also includes the following features:

- Locations of planned and anticipated trails and roads;
- New park facilities in accordance with the recommendations stipulated in *Town of Freedom Open Space and Recreation Plan*.

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.

TABLE 24 20-YEAR PROJECTIONS FOR FUTURE LAND USE ACREAGE				
Land Use Type	2005 (acres)	2010 (acres)	2015 (acres)	2020 (acres)
Residential (single/two-family and farmsteads)	2,405	2,975	3,300	3,625
Duplex	0	40	40	40
Multiple Family	15	20	25	30
Community Facilities/Parks	320	362	410	425
Commercial	85	100	110	125
Industrial	20	50	85	105
Mobile Home Parks	28	28	28	28
Roadways	1,116	1,300	1,485	1,670
Mining/Quarry Sites*	290	290	290	290
Water Features	227	227	227	227
Agricultural/Open Space/Woodland	18,479	17,593	16,985	16,420

* Based on discussions with area quarry operators, it is anticipated that additional quarry expansions may be requested. Approved expansions will change these acreage projections.

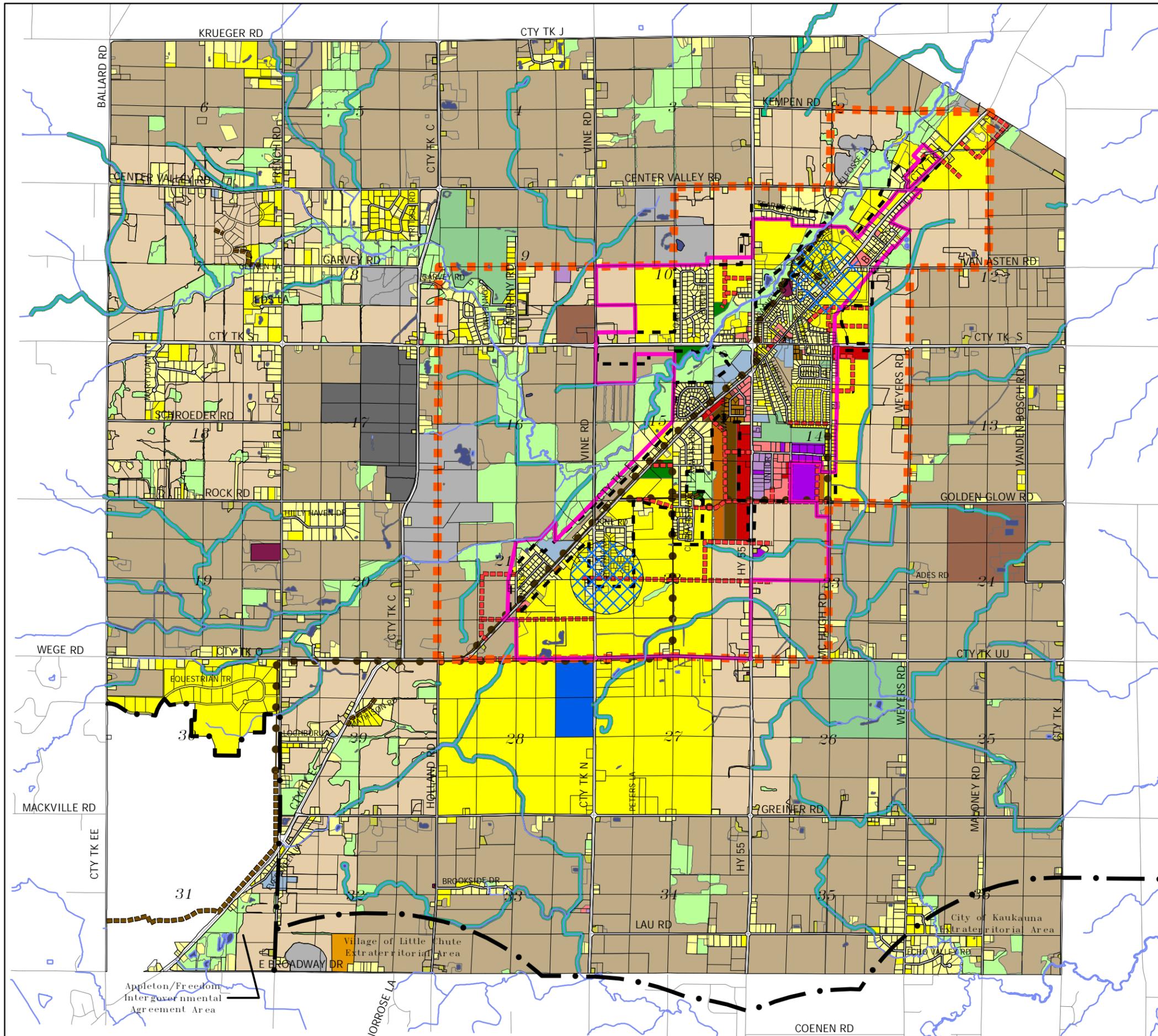
Town of Freedom Future Land Use Map



Legend

Land Use Categories

- | Future | Existing | |
|--------|----------|--|
| | | Single and Two Family Residential |
| | | Farmsteads-Includes Outbuildings |
| | | Duplex |
| | | Mobile Home Parks |
| | | Multiple Family/Group Quarters/
Retirement Homes |
| | | Commercial |
| | | Industrial |
| | | Mining/Quarry Sites |
| | | Parks and Recreation |
| | | Institutional Facilities |
| | | Utilities |
| | | Roadways |
| | | Livestock Intensive Agriculture |
| | | Rural Character |
| | | Rural Transition |
| | | General Woodlands/Wetlands |
| | | Water Features |
| | | Environmental Corridor |
| | | Creeks/Drains |
| | | Future Roads |
| | | Existing Sewer Service Area Boundary |
| | | Sanitary District Boundary |
| | | Sewer Service Planning Area Boundary |
| | | Mapped Trail |
| | | Concept Trail |
| | | Extraterritorial Boundary |
| | | Source Water Protection Zones -
Freedom Sanitary District |



Martenson & Eisele, Inc.
 1377 Midway Road
 Menasha, WI 54952
 www.martenson-eisele.com
 info@martenson-eisele.com
 920.731.0381 1.800.236.0381
 Planning
 Environmental
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 Architecture

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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 “village area” 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 “village area” that promote TND design principles. As part of this effort, review the model ordinance developed by the UW-Extension.
3. Take action on the recommendations in the Growth Management Plan that was approved by the Town Board in May 2006.
 - a. Amend the Town’s Street Standards and Subdivision Ordinance to reflect the policy that all subdivision streets must have curb and gutter.
 - b. Draft and adopt an Access Control Ordinance.
 - c. Have the Agricultural Committee review proposals for residential development that are adjacent to existing agricultural operations.
 - d. Amend the Town’s Subdivision Ordinance to include the Rural Residential Checklist.
4. 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.

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 1999 Wisconsin Act 9, 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 annually to track those activities that have been completed and add additional objectives as needed to accomplish the stated goals.

In 2003, based on current scheduled release dates, the town will update the population projection information available from the Wisconsin Department of Administration. Likewise, in 2003, when the updated zoning 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*.

The Town of Freedom Plan Commission will initiate its first update of this plan by 2011. At that time, information from the 2010 census will be available to update several tables. This update will also 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 prohibits subdivision development beyond the sanitary district boundaries. Similarly, the Town of Greenville has a policy in effect to annually restrict the number of residential lots created beyond the sanitary district. In Greenville, land division may create no more than 10 lots and no more than 20 lots may be created by subdivision annually. Likewise, with the establishment of any subdivision, an area of equal size must be permanently protected from development.

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 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. In response, the Town of Freedom has developed a Growth Management Plan (see page 168).

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.

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.

PDR in the Town of Freedom

In recent years, purchase and transfer of development right programs have been the topic of much discussion in the region. In the Freedom Community Survey, residents were asked two questions about these types of programs. Specifically, residents were asked:

- To what extent would you support the Town of Freedom protecting land by purchasing permanent or temporary development rights for land in the Town?
- If you own land in the Town of Freedom, would you consider taking advantage of opportunities to protect your land from development by selling development rights?

The survey responses indicate that 40% of respondents supported or strongly supported permanent development rights and 41% supported or strongly supported temporary development rights. These percentages do not represent a majority of respondents. In fact, more than 30% of respondents did not support or were strongly opposed to the use of permanent or temporary development rights. Also of concern is that at least 25% of respondents to each question provided no opinion. This indicates that the respondent either does not own land, or is not sure about the issue.

Only 16 percent of landowners indicated they were in favor of the program. This is very concerning because without landowner support the program will not succeed at preserving large agricultural areas.

How to Establish and Operate a PDR Program

The establishment of a PDR program would begin with the Town of Freedom. The Town of Freedom Agricultural Committee, jointly with the Plan Commission, should be responsible for the implementation of this program. Together, they would need to first raise the capital needed to purchase local development rights. This may mean asking residents to consider a tax increase specifically dedicated to this program, or perhaps seeking foundation or grant funds to initiate the program.

Once the pool of funds has been established, the Plan Commission and Agricultural Committee would review applications of landowners who wish to sell development rights. This process would require obtaining appraisals, prioritizing parcels, negotiating agreements, and ensuring that deed restrictions are enforced.

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.

MAXIMUM LOT SIZE

In many Wisconsin counties, including Outagamie, the minimum lot size for residential development in areas zoned Exclusive Agricultural, AED, is 35-acres. Initially, this 35-acre requirement was designed to deter non-agricultural development. The 35-acre minimum dates back to a time when acquiring 35-acres would have been nearly impossible based on its costs. Today, 35-acres is affordable to more and more people. As such, some are capitalizing on the opportunity to purchase a 35-acre parcel, place a house in the middle of it and eliminate its agricultural integrity and promote sprawling rural development.

Jefferson County, as part of its comprehensive planning efforts, took a stand against this pattern of residential development. It overhauled the county zoning code to:

- Prohibit residential development in exclusive agricultural areas, except for the replacement of existing buildings;
- Limit the number of potential lots per rural property, depending on the size and agricultural soil types, to one to three lots per parcel;
- Limit rural residential lot size to two acres per lot, and
- Require clustering of all rezoned proposed lots in rural areas to maintain contiguous agricultural and natural areas.

The Town of Freedom encourages Outagamie County to consider similar measures to overhaul the county zoning ordinance to protect rural areas of the county from sprawling residential development. Likewise, as part of the effort to develop a rural overlay zone with Outagamie County to protect areas beyond the Freedom Sanitary District, the town will look at the Jefferson County efforts as a guide.

AGRICULTURAL BUFFERS

The Town of Freedom supports continued farming operations, including Concentrated Animal Feeding Operations. To that end, the town is seeking to direct future non-farming development to 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
Housing Ag., Nat. & Cult. Res.	Maintain the environmental assets and rural atmosphere of the community so that it continues to be an attractive place to live.
Housing	Conserve or improve the quality of existing single-family housing stock and maintain housing values over time.
Housing	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
Housing Utilities & Community Facilities	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.	Continuous
Housing Ag., Nat. & Cult. Resources	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.	2008
Housing	Encourage “low impact” development within the town that can help reduce stormwater runoff and flooding.	Continuous
Housing	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"> • Coordination with nearby cities and villages to direct large alternative and multiple family developments to these environments where appropriate services are available. • Survey seniors to understand the services that are needed locally. 	Survey in 2009
Housing	Educate new residents moving into the area about what it means to live in the country. <ul style="list-style-type: none"> • Consider a “welcome” packet for prospective and new homebuyers in the area. • Have local realtors and area builders distribute this packet. • Also post information on Town Web Page. 	Continuous
Housing	Provide quality, affordable housing opportunities in the Town of Freedom by: <ul style="list-style-type: none"> • Supporting the efforts of private, non-profit organizations like community housing development organizations (CHDOs) to develop affordable housing units in the Town of Freedom. • Developing and aggressively enforcing residential codes and ordinances to ensure that rental properties are adequately maintained. 	Continuous

Transportation Agenda

ELEMENT (S)	OVERALL GOALS
Transportation	Maintain and improve town roads in a timely and well-planned manner.
Transportation Utilities/Community Facilities	Enhance the pedestrian links and amenities available in the Town of Freedom, particularly in the Freedom Sanitary District.
Transportation Utilities/Community Facilities	Expand opportunities for alternative (i.e. pedestrian and cycling) transportation in the Town of Freedom.
Transportation Land Use	Link local trails with county and regional trail networks.
Transportation	Support efforts of Outagamie County and WisDOT to provide transportation facilities and services for Freedom residents.

ELEMENT (S)	OBJECTIVE	MILESTONE DATE
Transportation	In accordance with state law, using PASER, evaluate all roads in the Town of Freedom and continue to update ratings, as required.	Continuous
Transportation Utilities/Community Facilities	Continue to use the Town of Freedom Capital Improvements Program 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.).	Continuous
Transportation	Become an active partner in transportation improvements made in the town by WisDOT and Outagamie County by: <ul style="list-style-type: none"> • Working with WisDOT and Outagamie County Highway Department at any opportunity presented • Providing copies of this plan to WisDOT and Outagamie County • 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. 	Continuous
Transportation	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.	Continuous
Transportation	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.	2010
Transportation	Review the <i>Transportation Network Map</i> every five (5) years to ensure that it accurately reflects changes indicated on the Town's Official Map and current development plans.	2010, 2015, 2020
Transportation	To address local trail needs, the Town of Freedom Park and Recreation Committee should update the <i>Town of Freedom Open Space and Recreation Plan</i> to identify potential trail routes in the town. All proposed trails should be included on the <i>Transportation Network Map</i> provided in this chapter.	20013

Transportation Utilities/Community Facilities	Coordinate transportation improvement projects with Freedom Sanitary District Improvements.	Continuous
Transportation	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.	2009, 2012, 2015, 2018

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.	Continuous
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 plan and budget.	Continuous
Utilities & Community Facilities	Continue to pursue the objectives outlined in the <i>Town of Freedom Open Space and Recreation Plan</i> , including the establishment of at least one new park facility by 2010 and a second by 2020. Update the recommendations in the <i>Town of Freedom Open Space and Recreation Plan</i> in 2013 to evaluate progress and consider additional needs.	2010, 2013 & 2020
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> .	Continuous through 2010
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"> • 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. • 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. 	Periodically
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).	2008
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.	2009

Utilities & Community Facilities	Adopt a policy that would require the developer of a subdivision outside of the sanitary district to construct a community well system.	2009
Utilities & Community Facilities	Based on recommendations of the Water Advisory Committee, 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.	Continuous
Utilities & Community Facilities	Pursue opportunities to establish a library in the Town of Freedom: <ul style="list-style-type: none"> • 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. • Pursue private funding opportunities to locate a small branch library facility in the town. • Pursue opportunities to coordinate with the Freedom Area School District to provide local library services for town residents. 	2013
Utilities & Community Facilities	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.	2013
Utilities & Community Facilities	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.	Continuous
Utilities & Community Facilities	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.	2009
Utilities & Community Facilities	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"> • Provide copy of all Plan Commission & Board Agendas with detailed information with respect to new residential development (locations, number of units, type of units, etc.). • Meet annually with the school district to discuss issues with respect to growth and development. 	Continuous
Utilities & Community Facilities Land Use	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.	2015

<p>Utilities & Community Facilities</p>	<p>Continue to utilize the Town of Freedom Capital Improvements Program as a central tool to implement this Smart Growth Comprehensive Plan and develop needed utilities and community facilities, including a new town hall.</p>	<p>Continuous</p>
<p>Utilities & Community Facilities</p>	<p>Explore the potential for establishing a Town Utility District/Stormwater District. Coordinate this effort with the Freedom Sanitary District.</p>	<p>2009</p>

Agricultural, Natural & Cultural Resources Agenda

ELEMENT (S)	OVERALL GOALS
Ag., Nat. & Cult. Resources Land Use	Preserve agricultural operations, natural resources, water resources, and wildlife habitat areas in the Town of Freedom to maintain the town's rural character.
Ag., Nat. & Cult. Resources Utilities/Comm. Facilities	Enhance recreational opportunities in the Town of Freedom.
Ag., Nat. & Cult. Resources Land Use	Protect Duck Creek and Apple Creek from harmful uses.

ELEMENT (S)	OBJECTIVE	MILESTONE DATE
Ag., Nat. & Cult. Resources Land Use Housing	<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"> • Continue to require the agriculture advisory statement on Certified Survey Map's (CSM) protecting the right to farm in the Town of Freedom. • 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. • Continue to support effective farmland preservation programs at the county and state levels. • Consider implementing ATCP 51 by establishing a licensing permit to regulate the siting of livestock facilities. • 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. 	Continuous
Ag., Nat., & Cult. Resources Land Use	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.	Continuous
Ag. Nat., & Cult. Resources Land Use Housing	<p>Create, maintain and enhance natural buffers along stream banks.</p> <ul style="list-style-type: none"> • 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. • Educate residents about the importance of environmental corridors and support efforts by the ECWRPC to identify and protect these areas. 	Continuous
Ag., Nat., & Cult. Resources Land Use	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.	Continuous

Ag, Nat., & Cult. Resources Economic Development Land Use	<p>Continue to work with local and state authorities to resolve groundwater contamination in the “village” area and seek available brownfield grant funds to reclaim areas for beneficial commercial uses and promote annual well testing throughout the township.</p>	<p>Continuous</p>
Ag., Nat., & Cult. Resources Land Use	<p>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.</p>	<p>2010</p>
Ag., Nat., & Cult. Resources Land Use Utilities & Comm. Facilities	<p>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.</p>	<p>Continuous</p>
Ag., Nat., & Cult. Resources Land Use	<p>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.</p>	<p>2012</p>
Ag., Nat., & Cult. Resources Land Use	<p>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.</p>	<p>Continuous</p>
Ag., Nat., & Cult. Resources Economic Development Land Use	<p>Encourage the Town of Freedom Agriculture Committee to take the lead role in minimizing farmland conflicts and educating farmers about local, county, and state policies and programs.</p>	<p>Continuous</p>
Ag. Nat & Cult. Resources	<p>Review the results of the 2007 Agricultural Census for the Town of Freedom to better understand the characteristics and needs of the local farming community.</p>	<p>2009</p>
Ag., Nat & Cult. Resources	<p>Coordinate with WDNR to identify and protect wildlife habitats.</p> <ul style="list-style-type: none"> • Discourage habitat fragmentation by encouraging development in the sanitary district. • Encourage communication between area land trusts and landowners to permanently protect wildlife habitat areas, particularly habitats for threatened or endangered species. 	<p>Continuous</p>

Economic Development Agenda

ELEMENT	OVERALL GOALS
Economic Development	Expand commercial and industrial development opportunities within the sanitary district to “grow” and diversify the local economy.
Economic Development	Expand the industrial park to accommodate additional mix of industrial, business, and commercial uses in the Town of Freedom.

ELEMENT (S)	OBJECTIVES	MILESTONE DATE
<p>Economic Development</p> <p>Land Use</p>	<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 Maps</i>.</p> <ul style="list-style-type: none"> • Make a copy of this plan available to local realtors. • 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. 	Continuous
Economic Development	<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"> • Update the Town of Freedom Web Page to provide additional demographic, market, site locations, cost, and other information about the community for prospective entrepreneurs. • Maintain the list of current businesses on the Town of Freedom Web Page. • Continue to participate in the Greater Outagamie County Economic Development Corporation. 	2008
<p>Economic Development</p> <p>Land Use</p> <p>Housing</p>	<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"> • Adopt a policy for providing recommendations to Outagamie County about proposed special use permits to allow for home occupations in the Town of Freedom. • Develop a guide for local property owners who wish to establish a home occupation. Include criteria for site development and zoning approvals. 	2008
<p>Economic Development</p> <p>Utilities & Community Facilities</p>	<p>Monitor local property tax revenue to ensure that revenues are adequate to provide needed services.</p> <ul style="list-style-type: none"> • Continue to utilize the <i>Freedom Capital Improvement Plan</i> to anticipate future budget expenses. • Coordinate improvements with state, county and other agencies as needed to minimize duplication of services and increase efficiencies in services provided. • 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. 	2011 (Study)

Intergovernmental Cooperation Agenda

ELEMENT(S)	OVERALL GOALS	MILESTONE DATES
INTERGOVERNMENTAL	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.	Continuous
INTERGOVERNMENTAL LAND USE	Resolve annexation and boundary disputes with neighboring municipalities.	Continuous
INTERGOVERNMENTAL UTILITIES & COMM. FACILITIES	Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Outagamie County whenever efficient.	Continuous

ELEMENT(S)	OBJECTIVES	MILESTONE DATES
INTERGOVERNMENTAL	Host a bi-annual summit to discuss concerns, plans, exchange ideas and report implementation achievements.	Even # Years beginning in 2010
INTERGOVERNMENTAL	Participate in the “Smart Growth” planning activities of neighboring communities, Outagamie County, and the ECWRPC.	Through 2010
INTERGOVERNMENTAL UTILITIES & COMM. FACILITIES	Notify the Freedom Area School District about proposed residential developments and rezonings so the district may plan accordingly for additional school children. Encourage the school district to provide input into these decisions.	Continuous
INTERGOVERNMENTAL TRANSPORTATION LAND USE	Notify WisDOT of proposed development projects and rezonings near STH 55 so WisDOT may plan accordingly for needed improvements.	Continuous
INTERGOVERNMENTAL LAND USE AG., NAT., & CULT. RESOURCES UTILITIES AND COMM. FACILITIES	Coordinate with the ECWRPC with respect to the permitting and reclamation of quarry operations and sanitary district expansions (through the Freedom Sanitary District).	Continuous
INTERGOVERNMENTAL TRANSPORTATION AG., NAT., & CULT. RESOURCES	Coordinate with WisDOT, WDNR and DATCP to ensure transportation facilities are safe and natural features and farmland are protected.	Continuous
INTERGOVERNMENTAL LAND USE	Develop a boundary agreement with the City of Kaukauna and Village of Little Chute to establish expansion areas for a minimum of 10 years.	2009
INTERGOVERNMENTAL UTILITIES & COMM. FACILITIES	Expand and continue to explore the potential for mutual services with neighboring towns (including road development and maintenance, garbage collection, etc.).	Continuous

Land Use Agenda

ELEMENT	OVERALL GOAL
Land Use	Maintain the rural atmosphere in the Town of Freedom and the small town character of the Freedom Sanitary District.

ELEMENT (S)	OBJECTIVE	MILESTONE DATE
Land Use	Enforce local and county zoning and subdivision ordinance requirements.	Continuous
Land Use Transportation Utilities & Comm. Facilities	<p>Improve the Freedom Sanitary District “village area” so that it may become a community focal point for quality development.</p> <ul style="list-style-type: none"> • Continue to pursue sidewalk, trail, and bike lane development initiatives. • Maintain identification signage for area. • Work with the Outagamie County Planning Department to encourage economic redevelopment of the area through marketing, zoning, and other incentives. • Promote development patterns in the “village area” that promote TND design principles. As part of this effort, review the model ordinance developed by the UW-Extension. 	Continuous
Land Use Housing Ag., Nat. & Cult. Resources	<p>Take action on the recommendations in the Growth Management Plan that was approved by the Town Board in May 2006.</p> <ul style="list-style-type: none"> • Amend the Town’s Street Standards and Subdivision Ordinance to reflect the policy that all subdivision streets must have curb and gutter. • Draft and adopt an Access Control Ordinance. • Have the Agricultural Committee review proposals for residential development that are adjacent to existing agricultural operations. • Amend the Town’s Subdivision Ordinance to include the Rural Residential Checklist. • 	2009-2010
Land Use Utilities & Comm. Facilities	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.	Continuous

Implementation Agenda¹

ELEMENT	OVERALL GOAL
Implementation	To ensure that the <i>Town of Freedom Comprehensive Plan</i> is an effective tool for making local land use decisions.

ELEMENT (S)	OBJECTIVE	MILESTONE DATE
Implementation	Annually review the goals and objectives presented throughout this chapter to assess implementation success and consider additional objectives.	Annually
Implementation	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.)	Continuous
Land Use Implementation	Implement the recommendations from the Growth Management Plan approved by the Town Board in May 2005.	2009
Land Use Implementation		
Land Use Implementation	Consider developing a town PDR program. <ul style="list-style-type: none"> • Investigate potential funding sources • Provide residents with additional information about the benefits and limitations of PDR programs. • Coordinate with Outagamie County to determine potential for shared funding and shared administration of such a program. 	2008

¹ 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.

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 both communities. Annexations are planned, based on service demands, and coordinated in a fashion to ensure that both 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. This relationship must continue and be strengthened as growth is coordinated with school capacity and increased needs of town services.

SANITARY DISTRICT

- Freedom Sanitary District

There is one sanitary district in Freedom. The Freedom Sanitary District 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.

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 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 major agency involved in the acquisition and development of recreational/pedestrian trails - a major 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.

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
and 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 farming 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

Intergovernmental Comprehensive Planning Process

To facilitate a planning environment open to intergovernmental coordination, the Town of Freedom sent all adjacent municipalities, the school district, the sanitary district, the Outagamie County Historical Society, Outagamie County, the Oneida Nation and the ECWRPC a letter during the on-set of the planning effort. This letter was intended to notify these agencies and communities of the Town of Freedom planning process. Likewise, this letter extended an open invitation for participation in the development of this plan.

On an element-by-element basis, the Town of Freedom contacted adjacent local government units, the Freedom Area School District, Freedom Sanitary District, and state agencies again to complete inventories of available services, facilities, and programs. For example, during the development of the Transportation Element, WisDOT was contacted to obtain information available related to transportation facilities and programs in the Town of Freedom. Likewise, WisDOT was provided a preliminary copy of the Transportation Element to review and comment upon. This same courtesy was extended to the WDNR during development of the Agricultural, Natural and Cultural Resources Element. Similarly, the Freedom Area School District was an important resource during development of the Utilities and Community Facilities Element.

Throughout the plan development process, Freedom worked closely with Outagamie County and the ECWRPC to coordinate plan-mapping resources and obtain detailed information related to zoning, agricultural preservation, quarry operations and general demographic data.

On November 12, 2002, as the draft comprehensive plan was nearing completion, the Town of Freedom hosted the first of two intergovernmental meetings. The purpose of this first meeting was to discuss the plans of other local agencies and governments and attempt to coordinate the *Town of Freedom Comprehensive Plan* with the goals and objectives of these other local plans. The participants were also given the opportunity to view and comment on the *Draft Future Land Use Map*. This collective “meeting of the

minds” provided a unique opportunity to discuss area growth, development, transportation, education, and other concerns.

A follow-up intergovernmental meeting was held on December 10, 2002. The purpose of this meeting was to expand on the conversations started in the previous meeting. At this meeting, a revised *Draft Future Land Use Map* was presented for review and comment. The draft reflected the information that was gained at the previous meeting. In addition, a draft copy of this chapter was presented and discussed in detail.

Intergovernmental Cooperation Programs

With the endorsement of Outagamie County, the Town of Freedom contracts with a private hauler for solid waste collection and curbside recycling pickup. Outagamie County provides backup to the Freedom Police Department by the County’s Sheriff’s Department. Mutual aid agreements for fire protection exist between the town and its neighbors. In addition, the Town of Freedom also has participated in joint road ditch clearing efforts with neighboring towns and shared municipal equipment with neighboring towns from time to time.

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.

As growth and change continues in the area, land use will remain a controversial topic. The Town of Freedom has the opportunity, under State Statutes 66.023 and 66.30, 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

Currently, no adjacent town has an adopted comprehensive “Smart Growth” plan. 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 no plan to construct any new facilities at this time.

COUNTY AND REGIONAL GOVERNMENTS

Neither Outagamie County nor the ECWRPC have adopted a comprehensive plan in accordance with 1999 Wisconsin Act 9. 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.

In the future, Outagamie County and the ECWRPC will likely oversee efforts related to farm planning for PDR and TDR efforts. These farm-planning efforts will have the potential to affect stream buffers and areas that are cropped in the Town of Freedom. Therefore, the town will need to coordinate closely with Outagamie County and the ECWRPC with respect to farmland planning to protect the interests of local farmers.

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. In the near future, the WDNR is scheduled to develop statewide watershed plans. The plans for Duck and Apple Creek may have an impact on the Town of Freedom. 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, state agencies, sanitary district, Oneida Nation and 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, 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.

Intergovernmental Objectives

1. Host a bi-annual summit to discuss concerns, plans, exchange ideas and report implementation achievements.
2. Participate in the “Smart Growth” planning activities of neighboring communities, Outagamie County, and the ECWRPC.
3. Notify the Freedom Area School District about proposed residential developments and rezonings so the district may plan accordingly for additional school children. Encourage the school district to provide input into these decisions.
4. Notify WisDOT of proposed development projects and rezonings near STH 55 so WisDOT may plan accordingly for needed improvements.
5. Coordinate with the ECWRPC with respect to the permitting and reclamation of quarry operations and sanitary district expansions (through the Freedom Sanitary District).
6. Coordinate with WisDOT, WDNR and DATCP to ensure transportation facilities are safe and natural features and farmland are protected.
7. Develop a boundary agreement with the City of Kaukauna and Village of Little Chute to establish expansion areas for a minimum of 10 years.
8. 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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APPENDIX A: RECORD OF PUBLIC INVOLVEMENT

Included in this Appendix is a copy of the agenda and sign-in sheet from each public “Smart Growth” Comprehensive Planning meeting. The Freedom “Smart Growth” Comprehensive Plan meetings were scheduled for the first Wednesday of every month. Occasionally, schedule conflicts would arise that would result in a special time for the monthly meeting.

In addition to these “Smart Growth” meetings, the Freedom Plan Commission would routinely review draft materials at their regular monthly Plan Commission Meeting as well.

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TOWN PLAN COMMISSION

Wednesday, January 2, 2002
6:15 P.M.

Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Planning Program Update by OMNNI Associates
 - a. Contract Status
 - b. Kick-off Meeting
 - c. Mapping – Meeting with Outagamie County
 - d. Document Development
 - e. Intergovernmental Notification Letters
 - f. Web Page
3. Youth Survey Discussion & Recommendation
4. Draft Public Participation Plan Presentation & Discussion
5. Strength, Weakness, Opportunity & Threat (SWOT) Exercise
Facilitated by OMNNI Associates
6. Committee Vision Assignment Distribution & Instructions – Due
for February 6, 2002 Meeting
7. Adjourn

ATTENDANCE SHEET

Town of Freedom
Plan Commission Smart Growth Meeting
Tuesday, January 2, 2002
6:15 pm
Town Hall

Please PRINT Your Name Below...

BOUNNA WEIDT	
DEE SPIEGEL	
MARK DOLLEVOET	
Jan Reinke	
LaBy Brockman	
LEN ANDERSON	
Joshua Leeder	
Barbara Seeger	
BILL FLANN	

ATTENDANCE SHEET

Town of Freedom
Smart Growth Kick-Off Meeting

Tuesday, January 22, 2002

6:15 pm

Town Hall

Please PRINT Your Name Below...

Amber Springstroh	Ellen Reimer
Kathy Terpstra	Brad Springstead
Don Vosters	Earl Springstead
LeRoy Brockmann	Dirk Schuch
Pat Kankle	Tim Schuch
Beth Kankle	MARK DALLEGET
Peter Schuch Sr.	Cindy Van Asten
Yvonne Van Den Bosch	Don Kunkle
Ellen Schuch	Sue Sprugel
Ellen Schuch	Wayne Van Handel
Greg Schuch	Lyille Schumacher
Heather McKee	Kari Hinkens

Sharon Stude	Colleen Lohar
Donnell Post	Andy Parker
Carol Nelson	Larry Riesenweber
Sharon Neubauer	Heith Lornson
Jeff Craig	Larry Vanhackle
John Post	Clarence Vanhackle
Mark Kowitz	Anne-Jane Deebuhl
W. Mark Van Hensell	Scott Van Dyke
Kenneth Schumacher	Kim Schuch
Del Shannon Seward	Dulami Sabara
Gene Van Broom	
Carl Dewick	
Bob Coover	
Annella Coover	
Bob Coover	
John Coover	

TOWN PLAN COMMISSION

Wednesday, February 6, 2002
6:15 P.M.

Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Planning Program Update by OMNINI Associates
 - a. Kick-off Meeting Comments
 - b. Moratorium Discussion
 - c. Youth Survey
3. Public Participation Plan Discussion & Recommendation
4. Vision Exercise
 - a. Work in Small Groups to Share Results
 - b. Group Reporting
 - c. Summary/Recap
5. Adjourn

NEXT SMART GROWTH MEETING: March 6, 2002
TOPIC: Issues & Opportunities Element and Community Survey

ATTENDANCE SHEET

Town of Freedom Smart Growth Meeting

Wednesday, February 06, 2002
6:15 pm
Town Hall

Please PRINT Your Name Below...

Joe Van Asten	Jim Newby
Mark Van Asten	Gay Micka
Steve Smoche	Bob B...
Bruce Wachsberg	Larry Riosavelle
Ellen Reimer	Dona Wardt
Walter West	John High
Art Goff	Don K...
Glenn Schmitt	Jan Al...
Rick Schub	LeRoy B...
Ed Gada/Mark South	
Chas Newhouse	
John Vester	

ATTENDANCE SHEET

Town of Freedom Smart Growth Meeting

Wednesday, March 6, 2002
6:15 pm
Town Hall

Please **PRINT** Your Name Below...

<i>Leroy Brockman</i>	<i>Sue Sprugel</i>
<i>Jan Rejzke</i>	<i>Donald Fox</i>
<i>Bill Van Zandt</i>	<i>Donna Kendall</i>
<i>Ben Van Raan</i>	
<i>Paul Schindler</i>	
<i>Kurt Murphy</i>	
<i>Clad Wegerberg</i>	
<i>Johnny Resnerusker</i>	
<i>Joshua Leader</i>	
<i>Pat Knulle</i>	
<i>Bob Schulz</i>	
<i>Larry Van Hoop</i>	

TOWN PLAN COMMISSION

Wednesday, March 6, 2002
6:15 P.M.

Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
 2. Public Comment Received
 3. DRAFT Vision Statements for 9 Elements - Review & Discussion
 4. Community Survey Discussion
 - a. Methods - Distribution & Collection
 - b. Questions - What do we want to learn?
 - c. Timeline
 - i. DRAFT - April Meeting
 - ii. DISTRIBUTION - Mid-April
 - iii. DUE - Early May
 - iv. ANALYSIS - May
 - v. SUMMARY - Present Results at Mid-Course in June
 5. Adjourn
- NEXT SMART GROWTH MEETING: April 3, 2002
TOPIC: Community Survey Draft & Housing Element

TOWN PLAN COMMISSION

Wednesday, April 3, 2002
6:15 P.M.

Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. DRAFT Community Survey Discussion
 - a. Review Questions
 - b. Methods – Distribution & Collection Decision
 - c. Timeline
 - i. Approve DRAFT – April 3, 2002 Meeting
 - ii. DISTRIBUTION – Mid- to Late- April
 - iii. DUE – Early May
 - iv. ANALYSIS – May
 - v. SUMMARY – Present Results at Mid-Course in June
3. DRAFT Housing Element
 - a. Review Draft
 - b. Discuss Issues and Concern
 - c. Review Goals and Objectives
4. Adjourn
NEXT SMART GROWTH MEETING: May 1, 2002
TOPIC: Transportation Element

ATTENDANCE SHEET

Town of Freedom Smart Growth Meeting

Wednesday, April 3, 2002
6:15 pm
Town Hall

Please PRINT Your Name Below...

<i>Warren Neuhouse</i>	<i>De Pop Robinson</i>
<i>Brenda Jutich</i>	<i>Sue Spryge</i>
<i>Bill Van Handel</i>	<i>John Reeder</i>
<i>Scott Schelthout</i>	<i>Tom Adams</i>
<i>DENNIS HENDRICKS</i>	<i>Ron Burk</i>
<i>JASON LAYTON</i>	
<i>Charles Korman</i>	
<i>Gene Van Rossum</i>	
<i>Ann VanderBog</i>	
<i>Miche Sprungstein</i>	
<i>Gary Van Hoop</i>	
<i>Tom Hunt</i>	

TOWN PLAN COMMISSION

Wednesday, May 1, 2002
6:15 P.M.

Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
 2. Open Floor Session
 3. Community Survey Update
 4. DRAFT Housing Element Update
 5. DRAFT Transportation Element
 - a. Review Draft
 - b. Discuss Issues and Concerns
 - c. Review Goals and Objectives
 5. Adjourn
- NEXT SMART GROWTH MEETING: June 5, 2002
TOPIC: Mid-Course Meeting (Survey Results)

ATTENDANCE SHEET

Town of Freedom Smart Growth Meeting

Wednesday, May 1, 2002
6:15 pm
Town Hall

Please **PRINT** Your Name Below...

Amber Springstroh	Lin Votaw
RANDY ROLOFF	Paul Blumberg
Don L. Rindler	Benny Krasnowski
BILL VAN HANDEL	Baldwin
Gene Van Rossum	
Lefly Brackman	
John Leber	
Len Ahlmannson	
Dan Reinks	
MALE DOLLENDT	
Dec Spiegel	
Br Wegberg	

TOWN PLAN COMMISSION

**SMART GROWTH
MID-COURSE MEETING**

Wednesday, June 5, 2002
7:00 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Open Floor Session
3. General Overview of Planning Program
4. Presentation of Community Survey Results
5. Adjourn
NEXT SMART GROWTH MEETING: Tuesday, July 9, 2002 @ 7pm
TOPIC: DRAFT Utilities & Community Facilities Element

ATTENDANCE SHEET
Town of Freedom Smart Growth Meeting

Wednesday, June 5, 2002
7:00 pm
Town Hall

Please PRINT Your Name Below...

Ellen Reimer	242310 Co. Rd. S Kaw. 54130
Dora Elaine Hass	N2692 Weyers Rd Kaukauna
Tony + Sheila Grossman	N4003 Liberty La. Freedom
Peter J. Schuch Jr.	W1450 Center Valley Rd. W3131 Greider Rd
Bob Gehring	Appleton
Dan Betke	N3047 Cty W Appleton
Gene M. R...	
Walter J. Van W...	N2720 Emery Ln
Mark + Patricia Wickham	N4782 CYNTHIA Appleton
Mark Kaminski	N3739 Sharon Rose Ct.
Candy VanAsten	W4207 Kilkenny Ln
Sony B...	N14632 Grand Rd

**TOWN PLAN COMMISSION
SMART GROWTH
MID-COURSE MEETING**

Tuesday, July 9, 2002
7:00 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Open Floor Session
3. Transportation Element – Update From Plan Commission
4. DRAFT Utilities & Community Facilities Element, part 1
 - a. Inventory Section
 - b. Review Map
5. Map Review
 - a. Transportation Map
 - b. Existing Land Use Map
 - c. Natural Features Map
6. Adjourn
NEXT SMART GROWTH MTG: Wednesday, August 7 @ 6:15 pm

**ATTENDANCE SHEET
Town of Freedom Smart Growth Meeting**

Tuesday, July 9, 2002
7:00 pm
Town Hall

Please **PRINT** Your Name Below...

BILL VAN HANDEL	
BRUCE WERT	
Dan Rubenke	
Spila Grossman	
Gene Van Rossum	
MARY DOLLEVOET	
DEE SPICER	
Len Anderson	
Bob Schuch	
Tom Murphy	
Paul Steger	

**TOWN PLAN COMMISSION
SMART GROWTH
MID-COURSE MEETING**

Wednesday, August 7, 2002
6:15 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
 2. Open Floor Session
 3. UCF Element - Update From Plan Commission
 4. DRAFT Utilities & Community Facilities Element, part 2
 - a. Issues & Concerns
 - b. Funding Options
 - c. Goals and Objectives
 5. Cognitive Mapping Exercise
 6. Adjourn
NEXT SMART GROWTH MTG: Wednesday, Sept. 4 @ 6:15 pm
- TOPIC:
DRAFT Agricultural, Natural & Cultural Resources Element

**ATTENDANCE SHEET
Town of Freedom Smart Growth Meeting**

Tuesday, August 7, 2002
6:15 pm
Town Hall

Please **PRINT** Your Name Below...

Bill Van Handel	
Don Alchamian	
Ed Roy	
Don Jim	
Mark Cull	
Ace Speigle	
Toshua Leder	
Barbara Sjuguo	
Yan Van	
Tony	

**TOWN PLAN COMMISSION
SMART GROWTH
MEETING**

Wednesday, September 4, 2002
6:15 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Open Floor Session
3. Presentation – Leslie Taylor, NE Wisconsin Land Trust
4. UCF Element – Update From Plan Commission
5. DRAFT Agricultural, Natural & Cultural Resources Element
 - a. Inventory
 - b. Issues & Concerns
 - c. Goals & Objectives
5. Adjourn
NEXT SMART GROWTH MTG: Wednesday, Oct 2 @ 6:15 pm

TOPIC:
DRAFT Economic Development Element
DRAFT Existing Land Use Chapter (Part of Land Use Element)

**ATTENDANCE SHEET
Town of Freedom Smart Growth Meeting**

Wednesday, September 4, 2002
6:15 pm
Town Hall

Please PRINT Your Name Below...

BILL VAN HANDEL	DuFay
Gene Van Rossum	
Dennis Abbott	
Amber Springsbrook	
Bob Schuch	
Stella Schumacher	
Kennor Newhouse	
Arbura Snygas	
Tom Althman	
Debra Eberly	
Wendy Fusch	
MARK DOLLEUDET	

TOWN PLAN COMMISSION SMART GROWTH MEETING

Wednesday, October 2, 2002
6:15 P.M.

Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Open Floor Session
3. Agricultural Chapter Update from OMNNI Associates
4. DRAFT Economic Development Element
 - a. What is Economic Development?
 - b. Major Economic Development Issue?
 - c. Chapter Overview
 - d. Goals & Objectives
5. DRAFT Existing Land Use Chapter
6. Adjourn

REMINDERS:
NEXT SMART GROWTH MTG: Wednesday, Nov 6 @ 6:15 pm
DRAFT Future Land Use Chapter & Map (Part of Land Use Element)

Intergovernmental Meeting Tuesday, November 12, 2002

ATTENDANCE SHEET Town of Freedom Smart Growth Meeting

Wednesday, October 2, 2002
6:15 pm
Town Hall

Please **PRINT** Your Name Below...

BILL VAN HANDEL	Gen Van Rooser
TROY A. NITKE	Ellen Achenberg
Heaven Neubauer	Jerry Riesenweber
Amber Springstube	
Bob Schuh	
Dennis Schaefer	
Dee Spang	
MARK DOLLEVOET	=
Pam Reinke	
Dee Ray Beckman	
Donna Wendt	
Barbara Stuever	

TOWN PLAN COMMISSION SMART GROWTH MEETING

Wednesday, November 6, 2002
6:15 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Open Floor Session
3. DRAFT Economic Development Chapter Updates
4. DRAFT Existing Land Use Chapter Updates
5. DRAFT Future Land Use Chapter & Map
6. Adjourn

REMINDERS:

NEXT SMART GROWTH MTG: Wednesday, Dec 4 @ 6:15 pm
DRAFT Implementation Element

1st Intergovernmental Meeting Tuesday, November 12, 2002
6:15 pm

ATTENDANCE SHEET

Town of Freedom Smart Growth Meeting

Wednesday, November 6, 2002
6:15 pm
Town Hall

Please **PRINT** Your Name Below...

BILL VAN HANDEL	
Dennis Scheetz	
LeRoy Beckman	
Jan Johnson	
Don Fink	
MARY DOLLEVOET	
Dee Spiegel	
Amber Springsbrook	
Karen Newhouse	
Larry Bismeyer	
Bob Schuh	

**TOWN PLAN COMMISSION
INTERGOVERNMENTAL
SMART GROWTH
MEETING**

Tuesday, November 12, 2002
6:15 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Welcome & Introductions
2. Overview of the Freedom Planning Program
- Amy Emery, AICP, OMNNI Associates
3. DRAFT Future Land Use Map Presentation
4. Facilitated Discussion
- Robert Stadel, OMNNI Associates
5. Set Follow-Up Meeting Date
6. Adjourn

ATTENDANCE SHEET
Town of Freedom
Smart Growth Intergovernmental Meeting

Tuesday, November 12, 2002
6:15 pm
Town Hall

Please **PRINT** Your Name Below...

<i>Lefey Brockman</i>	<i>Town of Freedom Planning</i>
<i>BILL VAN HANDEL</i>	
<i>MART KERKHOF</i> <i>FSP&I</i>	
<i>MARVIN SAMSON</i>	<i>TOWN OF BLACK CREEK</i>
<i>Mike Hendrick</i>	<i>Outagamie County Planning</i>
<i>Raini Shode</i>	<i>Freedom Local Diet</i>
<i>Marvin Fox</i>	<i>Town of Kaukauna</i>
<i>Bob Schuh</i>	<i>Town of Freedom</i>
<i>Dee Spiegel</i>	<i>" "</i>
<i>Jean Arter</i>	<i>" "</i>
<i>Dennis Wendt</i>	<i>" "</i>

TOWN PLAN COMMISSION SMART GROWTH MEETING

Wednesday, December 4, 2002
6:15 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Open Floor Session
3. Miscellaneous DRAFT Chapter Updates
4. DRAFT Future Land Use Chapter Updates
5. DRAFT Map Updates
6. DRAFT Implementation Chapter Review
7. Adjourn

NEXT SMART GROWTH MEETING REMINDERS:

Tuesday, Dec 10 @ 6:15 pm - Intergovernmental Meeting
Wednesday, January 8 @ 6:15 pm - Final Draft Review

ATTENDANCE SHEET Town of Freedom Smart Growth Meeting

Wednesday, December 4, 2002
6:15 pm
Town Hall

Please **PRINT** Your Name Below...

<i>Felroy Prochman</i>	<i>CURT ROLOFF</i>
<i>Donald Wendt</i>	<i>MARILY DOLLEJOFF</i>
<i>BILL VAN HANDEL</i>	<i>John H. Cook</i>
<i>Don Reible</i>	<i>Michelle Jansson</i>
<i>Don Spangil</i>	
<i>Elmer J. J. J. J.</i>	
<i>Jan Anderson</i>	
<i>Heaven Newhouse</i>	
<i>Bob Schuch</i>	
<i>Gene K. R.</i>	
<i>Larry Biesemeyer</i>	



**TOWN PLAN COMMISSION
INTERGOVERNMENTAL
SMART GROWTH
MEETING**

Tuesday, December 10, 2002
6:15 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Welcome & Introductions
2. Recap of November 12th Meeting Including Plan / Map Updates
3. DRAFT Intergovernmental Element Presentation
4. Facilitated Discussion
5. Adjourn

OMNI

ATTENDANCE SHEET

Town of Freedom
Smart Growth Intergovernmental Meeting

Tuesday, December 10, 2002
6:15 pm
Town Hall

Please **PRINT** Your Name Below...

<i>Ed Taylor</i>	<i>Town of Freedom</i>
<i>Mike Hendrick</i>	<i>Outagamie County Planning</i>
<i>Colleen Laha</i>	<i>Town of Freedom</i>
<i>Dorinda Wendt</i>	<i>Town of Freedom</i>
<i>Don Burke</i>	<i>Town of Freedom</i>
<i>Dee Spruiell</i>	<i>" "</i>
<i>Janis Stroh</i>	<i>Freedom School District</i>
<i>RON JONES</i>	<i>Wisconsin DNR - Forestry</i>
<i>Dennis Schaeetz</i>	<i>Town of Freedom</i>
<i>Mark Keckhoff</i>	<i>FSD #1</i>
<i>Nathan King</i>	<i>Oneida Nation</i>

ATTENDANCE SHEET

Town of Freedom

Smart Growth Intergovernmental Meeting

Tuesday, December 10, 2002

6:15 pm

Town Hall

Please PRINT Your Name Below...

Gary Van Hoof	Town of Freedom.
Walt Hooff	y
Tom Williams	Town of Freedom
Bob Schuh	
BILL VANHANDEL	
MARK DOLLEVOET	
MARK SAMSON	TOWN OF BLACK CREEK
Walter DePree	town of Center

**TOWN PLAN COMMISSION
SMART GROWTH
MEETING**

Monday, January 13, 2003
6:15 P.M.
Freedom Town Hall
W2004 COUNTY S

AGENDA

1. Call to Order, Roll Call
2. Open Floor Session
3. Final DRAFT Plan & Map Discussion
4. Final DRAFT 10-Year Land Use Map Discussion
5. Recommendation & Public Hearing Data
6. Adjourn

ATTENDANCE SHEET

Town of Freedom
Comprehensive Plan Open House

Saturday, March 8, 2003
Noon - 4:00pm
Town Hall

Please PRINT Your Name Below...

Leroy Baschman	LORNA TANK
Steve Schubert	HARVEY TANK
Tom Anderson	M. Shertch
Paul D. Schilder	Tom + Jan Thompson
Greg Mumm	MIKE Klamer
Jody Subboda	Mark Kerschhoff
Rick School	Lynn [unclear]
Donald Gehring	Harmon Newbould
Dave Gevorts	Bob Winters
Mark Lewis	Trak PARADA
Betty Lewis	Melissa Watsinger

ATTENDANCE SHEET

Town of Freedom
Comprehensive Plan Open House

Saturday, March 8, 2003
Noon - 4:00pm
Town Hall

Please PRINT Your Name Below...

Eric J. Johnson	
Pat Kankle	
Liz Valera	
Lynna Deans Shale	
GREG PEETERS	
DENNIS HENDRICKS	
Dor + Elaine Huss	
Scott + Travis Schura	
Carol [unclear] Mucke	
Yang Muehl	
GREG Schul	

ATTENDANCE SHEET

Town of Freedom
 Smart Growth Comprehensive Plan
 Public Hearing

Tuesday, March 25, 2003
 6:15 pm
 Town Hall

GREG Schuch	Donna J. Shaw
PETER Schuch JR.	Bruce K. Rosen
LeRoy Brockman	Bob Schulz
Colleen Laha	Dianne Miller
Tom Murphy	Paul Tiedlin
Bill Lawton	Paul Tiedlin
William Wade Pittman	Bob Dayman
David Votaw	John Laska
DENNIS HENDRICKS	John VanHornel
Charles Kramer	MARK DOLLENGER
Dee P. P. P.	

ATTENDANCE SHEET

Town of Freedom
 Smart Growth Comprehensive Plan
 Public Hearing

Tuesday, March 25, 2003
 6:15 pm
 Town Hall

Van Beink	Carl Van Der A
Donald Wendt	Alan Schamp
Wayne Williams	Raymond A. Krone
Timothy	Leille Schumacher
Randy Roberts	Eugene Ambrose
Dennis Schuch	Gary Resse
Leille Schumacher	STAN ALT
Walter Rosenberg	
Paul C. Hoffmann	
Harry Fox	

APPENDIX B: PUBLIC PARTICIPATION PLAN

Included in this Appendix is a copy of Town of Freedom Public Participation Plan and Adoption Procedures Document as amended. In early 2002, the Town of Freedom Board, on the recommendation of the Plan Commission, first adopted this document. An amended version was adopted on April 25, 2007. It served as the guide for the public involvement throughout the development and subsequent amendment of the *Town of Freedom Comprehensive Plan*.

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PUBLIC PARTICIPATION PROCEDURES AND PLAN ADOPTION

Introduction

In order for the public to be kept continually informed during the development of the Town of *Freedom Comprehensive Plan*, and to meet the requirements of Wisconsin's "Smart Growth Law" (Ch. 66.1001(4)(a) Wis. Stats.), the Town of Freedom has prepared the following public participation plan.

Smart Growth Law Requirements - Ch. 66.1001(4)(a) Wis. Stats.

"The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan."

Intent

The Town of Freedom, in its comprehensive planning process, desires to make the opportunity for public participation, input and contribution available to its residents and to all interested and/or potentially affected parties, public and private, within and surrounding the Town of Freedom. The town also desires to strike a fair, compromised, consensus-based plan that balances private and community desires in order to achieve the best future for the town.

Public Participation Procedures

The Town of Freedom, Outagamie County, Wisconsin, in order to provide the greatest amount of public involvement possible, and to meet the provisions of Ch. 66.1001(4) (a) Wis. Stats., has adopted the following Public Participation Procedures. It is the intent of these procedures to provide opportunities for the public to be meaningfully involved in efforts throughout the planning process.

The Town Board has designated the Town of Freedom Plan Commission to lead this public involvement effort. It shall be the responsibility of this commission, through its consultant and other designated parties, to:

1. Make available to the public, information about the planning process and copies of plan documents. This information shall be made available in the most suitable variety of media possible, including newsletters, public meetings, workshops and the Internet at www.townoffreedom.org.

2. Prepare meeting summaries that shall be made available to interested individuals upon written request to the Town Clerk at the cost of \$0.25 per page. Requests should be submitted to the Town of Freedom Hall, P.O. Box 1007, W2004 Cty S, Freedom, WI 54131. Copies of meeting summaries will also be posted on the Internet.
3. Keep meeting attendance sign-in sheets as part of the record for all meetings. Both Plan Commission members and general public in attendance shall be requested to sign in.
4. Recommend to the Town of Freedom Board the adoption of the Public Participation Procedures.
5. Actively solicit comments and suggestions from the residents and property owners of the town, neighboring governmental units, school and special purpose districts serving residents of the town, Outagamie County, Oneida Nation, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, Wisconsin Land Council, the University of Wisconsin Extension (UWEX), Outagamie County Historical Society, the Freedom Sanitary District and the general public.
6. In preparing the initial comprehensive plan, the Town shall conduct a household survey to obtain resident opinions on comprehensive planning and the town's strengths, weaknesses, opportunities and threats. The Town of Freedom shall keep and administer the survey for the sole purpose of getting information from local landowners and residents. The survey will be used in the planning process to help decide the best future direction for the Town of Freedom. The Town may conduct additional household surveys as part of future amendments to the comprehensive plan.
7. Accept written comments from residents, landowners, and other interested parties throughout the planning process.
8. Work closely with the consultant hired by the Town to prepare the comprehensive plan.

All meetings on the comprehensive plan shall be open to the public and duly posted pursuant to Ch. 985.02(2) Wis. Stats. The required public hearing on the comprehensive plan that is recommended for adoption or amendment shall be published as a class 1 notice, pursuant to Ch. 985.02(1) Wis. Stats. at least 30 days prior to the hearing. The class 1 notice shall include the following: (1) date, time and place of the hearing, (2) a summary of the comprehensive plan that is being recommended for adoption or amendment, (3) the name of the Town employee who may provide additional information regarding the comprehensive plan that is being recommended for adoption or amendment, and (4) where and when a copy of the comprehensive plan that is being recommended for adoption or amendment may be viewed prior to the hearing, and how a copy may be obtained.

At least 30 days before the public hearing, the Town of Freedom shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described in Ch. 295.12(3)(d) Wis. Stats.
2. A person who has registered a marketable nonmetallic mineral deposit under Ch. 295.20 Wis. Stats.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder

notice of the public hearing.

Copies of the comprehensive plan that is being recommended for adoption or amendment shall be made available for viewing by the general public at the same time as the hearing notice is published. Copies of the proposed plan shall be available at the Freedom Town Hall, W2004 Cty S, Freedom, WI 54131. Written requests to the Town Clerk for copies of the comprehensive plan that is being recommended for adoption or amendment will require payment of duplication costs. Duplication costs shall be charged at a rate of \$.25 per black and white page, \$1.00 per color page, and \$2.00 per 11" x 17" color map. After the notice of the public hearing has been published, those wishing to submit written comments on the plan may do so until one week prior to the public hearing. Written comments on the proposed plan should be submitted to: , Plan Commission Chairperson, W2004 Cty S, Freedom, WI 4131. Written comments received prior to the public hearing will be addressed at the hearing and will be given the same weight as oral testimony.

Plan Adoption

Town Board - Based on the recommendation of the Plan Commission and comments received, the Town Board, by majority vote, shall enact an ordinance adopting or amending the *Town of Freedom Comprehensive Plan*. A copy of the ordinance and the adopted or amended plan shall be sent to neighboring units of government, school and special purpose districts serving residents of the town, Outagamie County, Oneida Nation, East Central Wisconsin Regional Planning Commission, Wisconsin Department of Natural Resources, Wisconsin Department of Transportation, the University of Wisconsin Extension (UW-EX), Outagamie County Historical Society, the Freedom Sanitary District, and the Wisconsin Land Council. A copy of the adoption ordinance and the adopted or amended plan shall be available for inspection at the Freedom Town Hall, W2004 Cty S., Freedom, WI 54131. Copies of the *Town of Freedom Comprehensive Plan* may be purchased from the Town Clerk at a cost of \$30.00 each.

Plan Commission - The Town of Freedom Plan Commission shall assist the Town Board in implementing the provisions of the *Town of Freedom Comprehensive Plan*.

From time to time, but not less than once every five (5) years, the Plan Commission shall review the comprehensive plan for potential changes, additions or corrections. The Plan Commission shall also be responsible for recommending comprehensive plan amendments to the Town Board on a majority vote of it's entire membership.

Amended April 25, 2007 by action of the Town of Freedom Town Board

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APPENDIX C: COMMUNITY SURVEY RESULTS

In April of 2002, the Freedom Plan Commission distributed a community survey to every address (1,776) in the town. Completed surveys were to be returned by May 6, 2002. Due to the length of the survey (more than 40 questions), and limited survey budget, return postage could not be provided. Moreover, the survey required more than 1 stamp to return in the mail. To help minimize the impact of not providing return postage, the Plan Commission coordinated with local banks, schools, and the town hall to have “drop-off” boxes available for residents to deposit completed surveys. The survey response rate was 23.5%.

This Appendix includes the summary report that was presented to the Plan Commission and residents at the Mid-Course Meeting in June 2002. Also included in this chapter is the transcribed written comments received.

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COMMUNITY SURVEY RESULTS

Of the 1, 776 surveys distributed to Town of Freedom property owners, 418 were returned – a 23.5% return rate. This return rate is somewhat low, but given that the survey was lengthy and return postage was not pre-paid, quite a good return nonetheless.

In December 2001, the Town of Freedom initiated a "Smart Growth" Planning Program to develop the *Town of Freedom Comprehensive Plan*. To ensure that the plan accurately reflects resident issues, concerns and priorities, this community survey was distributed to every household during the month of April 2002.

This community survey was designed to obtain information from residents and business owners about growth and development in the Town of Freedom. The survey is one of several tools used in the planning process to obtain the opinions and concerns of town residents. The information from the survey was helpful to understand what residents and business owners would like to see the Town of Freedom look like in 20 years.

The responses from the survey were tabulated in aggregate fashion. Therefore, individual responses cannot be identified. The results in this report reflect answers provided by respondents who completed each question. For every question, at least one survey was returned without an answer. These "no answer" responses were not included in the tabulation of the charts. The survey provides a "snap shot" of residents' opinions that will provide a foundation for understanding local concerns related to each of the 9 required "Smart Growth" plan elements.

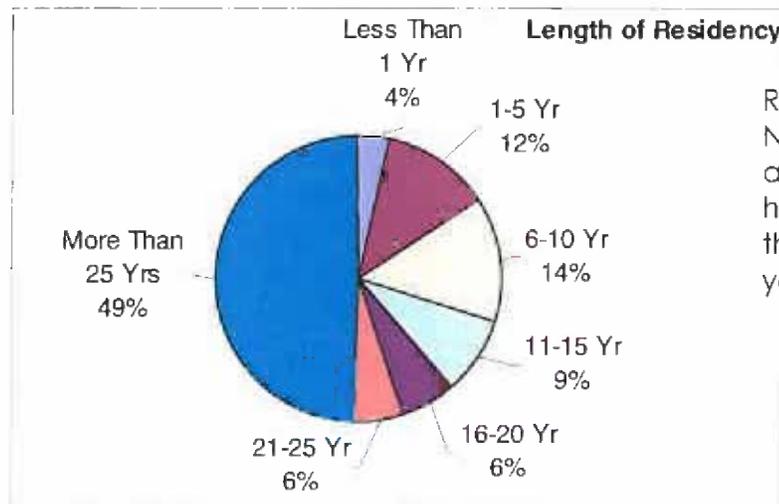
TOWN OF FREEDOM PLAN COMMISSION:

LeRoy Brockman, Chair
 Len Abrahamson
 Mark Dollevoet
 Michelle Janssen
 Dan Reinke
 Dee Spiegel
 Donna Rae Wendt
 Josh Leeder, Youth
 Member

You and Your Residence

The questions from this section of the community survey asked respondents to provide general information about themselves and their residence. This information is helpful to understand who is responding to the survey.

How long have you been a resident of the Town of Freedom?

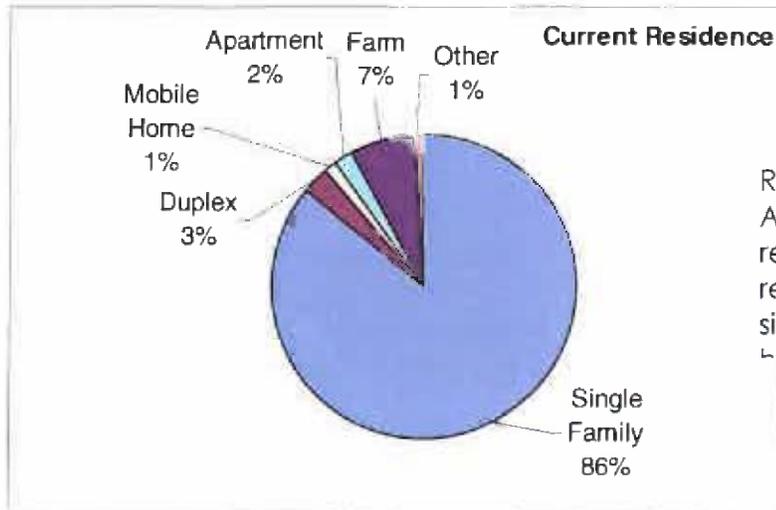


RESPONSE:
 Nearly half of all respondents have lived in the town 25 years or more.

Compiled & Reported By:
 OMNI Associates
 1 Systems Drive
 Appleton, WI 54914

Which of the following best describes your current residence?

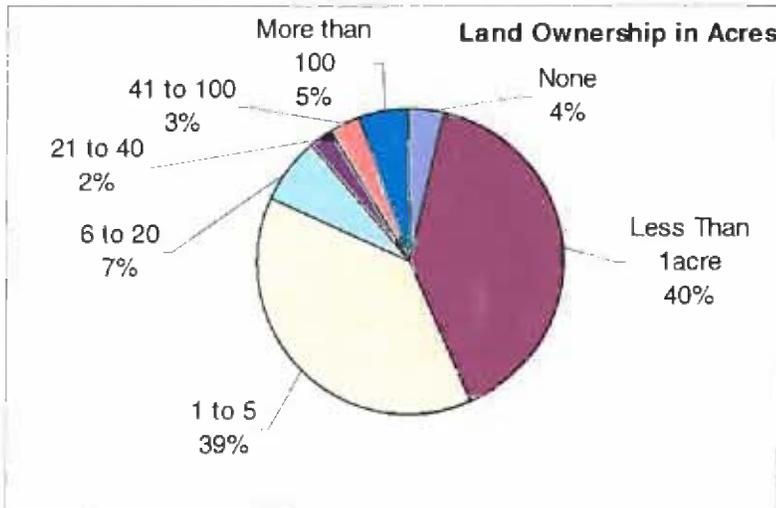
96% of respondents indicated that they own their current residence. Only 16 respondents (4%) indicated that they rent property in the Town of Freedom. 11 people did not answer this question.



RESPONSE: Almost 90% of respondents reside in a single-family home.

How many total acres of land, including your residence, do you own in the Town of Freedom?

62% of respondents to the community survey were male and 37% were female.

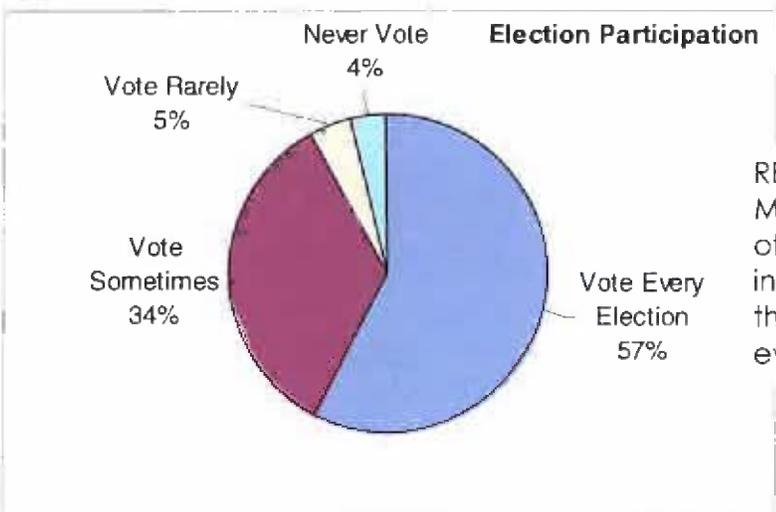


RESPONSE: Only 17% of respondents own 6 or more acres of land in the Town of Freedom.

How often do you vote?

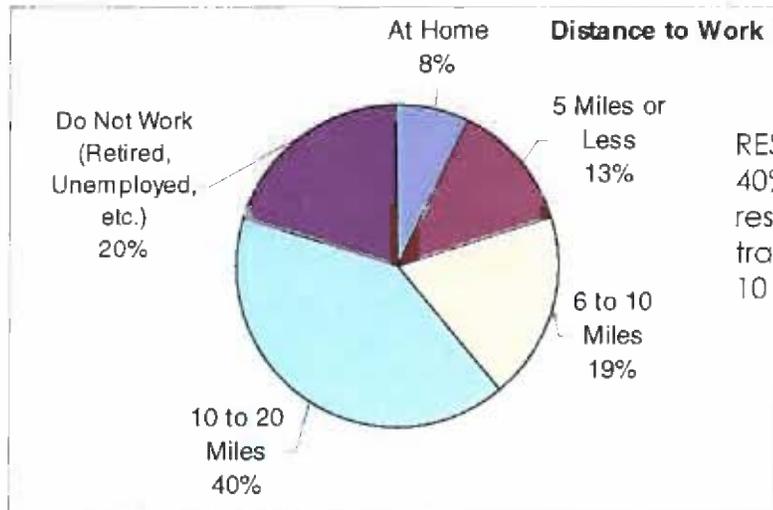
How many adults and children currently live at this residence?

Of the 388 surveys returned with this question completed, an average of 2.12 adults and 1 child were reported for each residence.



RESPONSE: More than half of all residents indicate that they vote in every election.

How far do you travel to work?

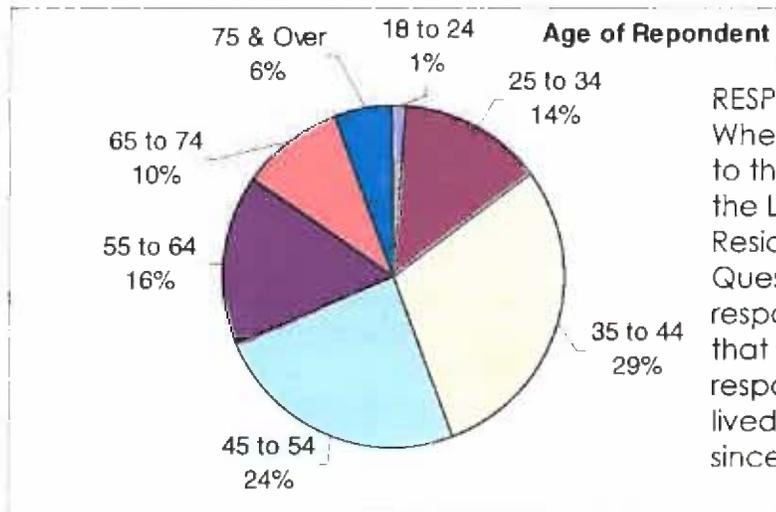


RESPONSE:
40% of respondents travel more than 10 miles to work

What is your age in years?

Do you own or operate a farm in the Town of Freedom?

34 (8%) of the community survey respondents indicated that they own a farm or operate a farm in the Town. Ten surveys were returned without this question answered.

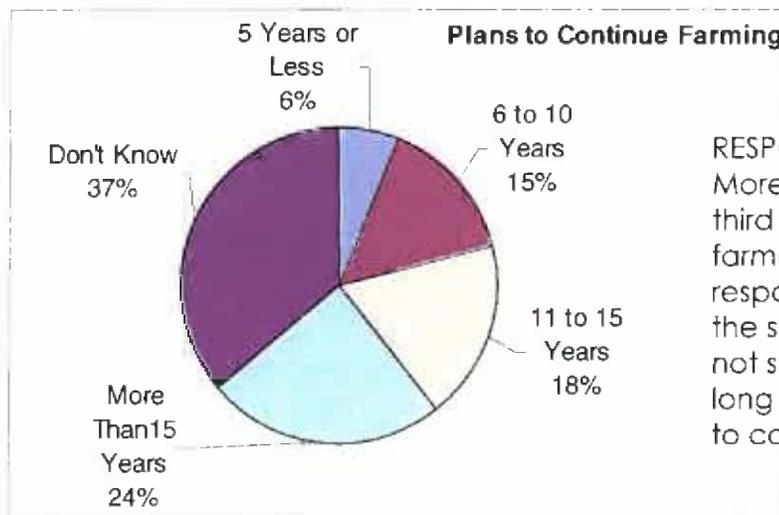


RESPONSE:
When compared to the answers to the Length of Residency Question, these responses indicate that many respondents have lived in the town since they were

How long do you plan to continue your farm operation?

Approximately what percent of your household income comes from farming?

18% of the farmers who were asked to answer this question did not provide an answer. For those farmers who did answer, 44% was the average percent of household income from farming.

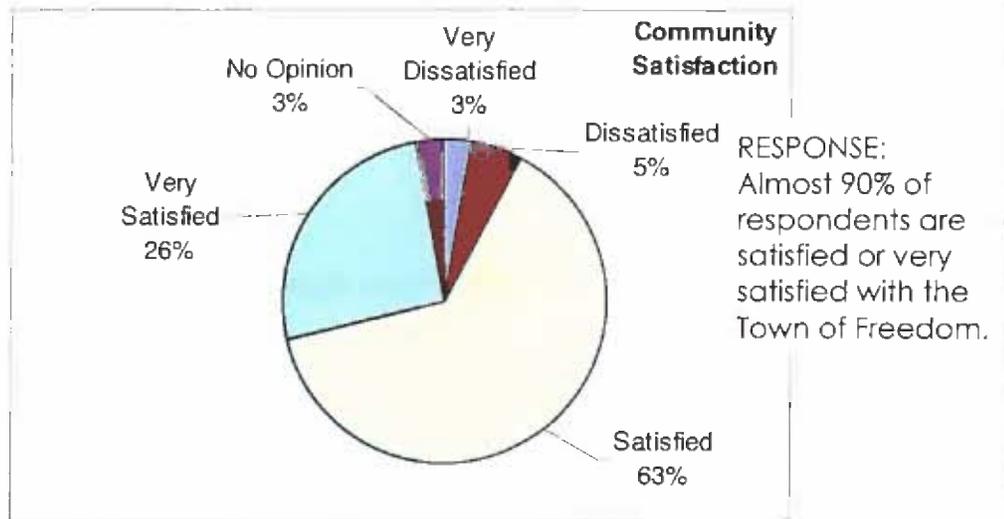


RESPONSE:
More than a third of the farmers who responded to the survey were not sure how long they plan to continue

Your Perspective on the Town of Freedom

The questions from this section of the community survey asked respondents about the Town of Freedom as it exists in 2002. This information is helpful for understanding current community conditions, expectations and desires.

How satisfied are you with the Town of Freedom as a place to live?



NOTE:

In the tables provided below, due to rounding, percentages may add to 99 - 102%.

How adequate is the *current* availability of housing options in the Town of Freedom?

HOUSING	Very Inadequate	Inadequate	Adequate	Very Adequate	No Opinion
Housing for seniors	2%	22%	33%	4%	39%
Housing for people with disabilities	3%	22%	22%	2%	51%
Multi-family apartment buildings	1%	3%	43%	31%	22%
Single-family houses	1%	6%	56%	20%	17%
Condominiums/ townhomes	4%	16%	21%	9%	50%
Affordable rental housing	2%	6%	41%	13%	37%
Affordable owner-occupied housing	1%	5%	52%	13%	29%

How adequate is the *current* availability of the following recreational areas in the Town of Freedom?

RECREATION	Very Inadequate	Inadequate	Adequate	Very Adequate	No Opinion
Park space	5%	20%	54%	17%	4%
Children's playground facilities	6%	24%	50%	12%	8%
Sports fields (baseball,	2%	12%	58%	21%	6%

soccer, etc.)					
Bicycle and pedestrian trails	20%	46%	15%	7%	13%
Golf courses	1%	2%	55%	31%	11%
Areas for scenic enjoyment	10%	35%	26%	6%	22%
Hunting areas	11%	18%	27%	6%	38%
Fishing areas	17%	27%	15%	2%	38%



How satisfied are you with the current quality of existing transportation facilities in the Town of Freedom?

TRANSPORTATION FACILITIES	Very Dissatisfied	Dissatisfied	Satisfied	Very Satisfied	No Opinion
Town Roads	3%	13%	72%	10%	1%
County Trunk Roads	1%	7%	77%	13%	1%
State Highway 55	7%	17%	64%	10%	2%
Bicycle and pedestrian trails	18%	37%	17%	6%	21%
Sidewalks	4%	14%	55%	12%	15%
Snowmobile Trails	0%	0%	45%	18%	36%

How important to you are the following natural resource and landscape features in the Town of Freedom?

NATURAL RESOURCES & LANDSCAPE	Very Unimportant	Unimportant	Important	Very Important	No Opinion
Wooded areas	4%	5%	44%	40%	7%
Grasslands	5%	10%	50%	26%	9%
Rivers, streams, and their banks	4%	4%	45%	41%	6%
Wetlands/marsh	5%	12%	41%	31%	11%

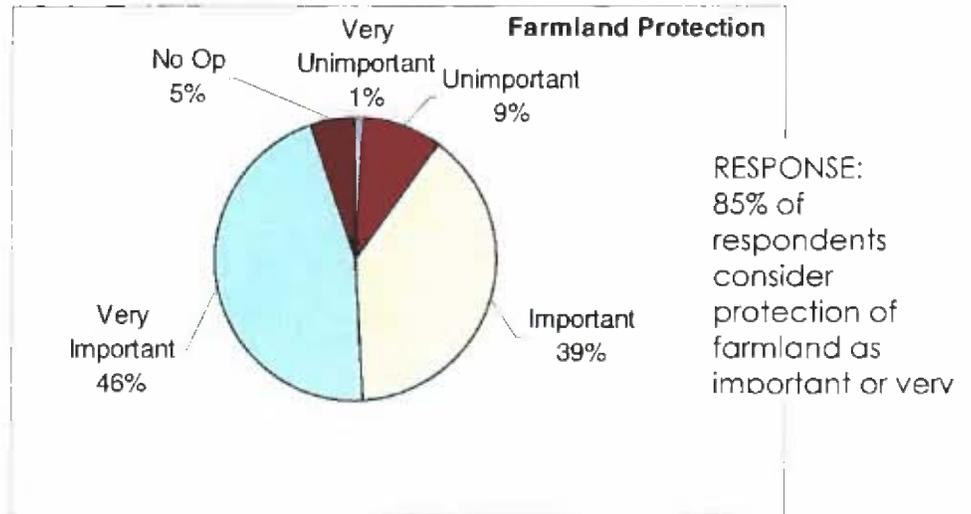
How important to you are the following in the Town of Freedom?

NATURAL RESOURCES & LANDSCAPE	Very Unimportant	Unimportant	Important	Very Important	No Opinion
Preservation of natural areas	5%	3%	50%	36%	6%
Habitat protection for fish & wildlife	5%	5%	47%	35%	7%
Water quality	5%	1%	25%	67%	2%
Preservation of rural character	5%	5%	38%	46%	6%
The area's scenic quality	4%	3%	48%	38%	7%

What effect does existing farmland have on the following in the Town of Freedom?

FARMLAND	Very Negative Effect	Negative Effect	Positive Effect	Very Positive Effect	Don't Know
Preservation of natural areas	2%	8%	53%	23%	14%
Habitat for fish and wildlife	2%	11%	49%	18%	20%
Water quality	2%	22%	33%	18%	26%
Impact on local economy	1%	4%	50%	29%	15%
Preservation of rural character	1%	0%	51%	38%	10%
The area's scenic quality	2%	3%	56%	29%	11%

How important is protecting farmland in the Town of Freedom?



Your Perspective on Future Development in the Town

The questions in this section of the community survey asked respondents to consider the types of future development that should be encouraged or discouraged in the Town.

To what extent would you encourage or discourage the following kinds of future housing development in the Town of Freedom?

SUBDIVISION DEVELOPMENT	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Single-family homes on small lots (less than 1/2 acre) grouped near others.	29%	29%	23%	6%	13%
Single-family homes on large lots (more than 1/2 acre) grouped near others.	10%	14%	47%	15%	14%
Single-family homes dispersed around the area – not grouped with others or in subdivisions.	17%	18%	29%	16%	21%

To what extent would you encourage or discourage the following kinds of future multi-family and special needs housing in the Town?

MULTI-FAMILY HOUSING	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Multi-family apartment buildings	29%	39%	19%	0%	13%
Mobile/manufacturing home parks	64%	25%	2%	1%	8%
Duplexes/Two-family houses	14%	26%	39%	5%	16%
Condominiums/ townhomes	20%	23%	33%	5%	18%
Housing for seniors	2%	2%	61%	24%	11%

c

Housing for people with disabilities	3%	4%	59%	16%	18%
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To what extent would you encourage or discourage the following price ranges for future housing development in the Town of Freedom?

COST OF HOUSING*	Discourage	Strongly Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Under \$100,000	26%	21%	25%	6%	22%
Btwn \$100,000 - \$150,000	5%	3%	55%	21%	16%
Over \$150,000	10%	7%	39%	17%	27%

*NOTE: Discourage & Strongly Discourage were inadvertently switched on the questionnaire.

To what extent would you encourage or discourage the following kinds of future recreational developments in the Town of Freedom?

FUTURE RECREATION	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Park space	6%	10%	49%	22%	13%
Children's playground facilities	5%	8%	50%	24%	13%
Sports fields (baseball, soccer, etc.)	6%	14%	43%	22%	15%
Bicycle and pedestrian trails	8%	6%	40%	37%	10%
Senior center	4%	6%	55%	15%	20%
Community pool	18%	18%	27%	22%	15%
Hunting and fishing areas	5%	11%	36%	19%	29%
Snowmobile trails	6%	12%	40%	12%	30%

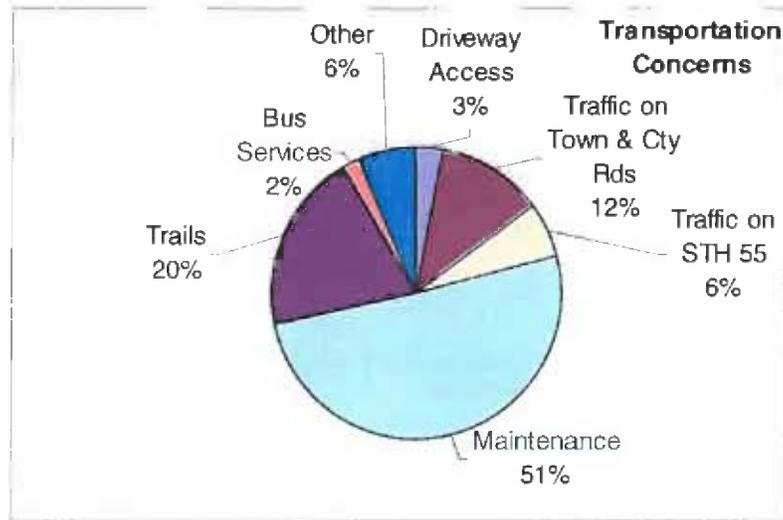
To what extent would you encourage or discourage the following kinds of future services and facilities in the Town of Freedom?

FUTURE SERVICES & FACILITIES	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
New or expanded schools	17%	20%	32%	13%	17%
Branch library	14%	22%	37%	15%	12%
Local post office	7%	12%	35%	38%	7%
Cellular towers	21%	25%	20%	9%	25%

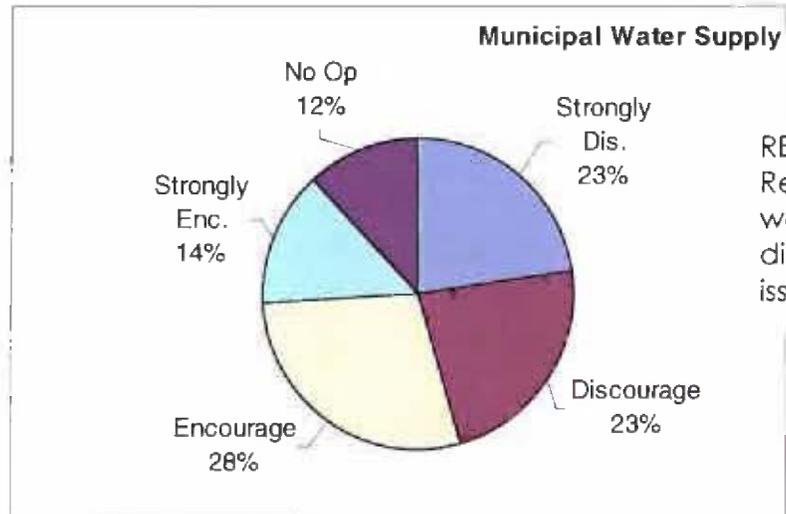
What is the most immediate concern with respect to transportation in the Town of Freedom?

80% of survey respondents felt that developers should be responsible for the costs associated with road expansions to accommodate new development. Only 7% felt the Town

RESPONSE: More than half of all respondents indicated "timely road maintenance" was the most immediate transportation



To what extent would you encourage or discourage the use of local tax dollars to support the development of a municipal water supply?



RESPONSE: Respondents were fairly evenly divided on this issue.

To what extent would you encourage or discourage the following kinds of future commercial and service-related developments in the Town?

FUTURE COMMERCIAL DEVELOPMENT	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Convenience stores/gas stations	20%	44%	18%	2%	16%
Antique, craft & specialty stores	9%	18%	46%	8%	18%
Shopping centers	12%	20%	43%	11%	14%
Grocery stores	10%	22%	44%	10%	15%
Restaurants	5%	11%	56%	17%	11%
Child care facilities	6%	16%	44%	7%	27%
Office facilities	6%	16%	47%	9%	22%

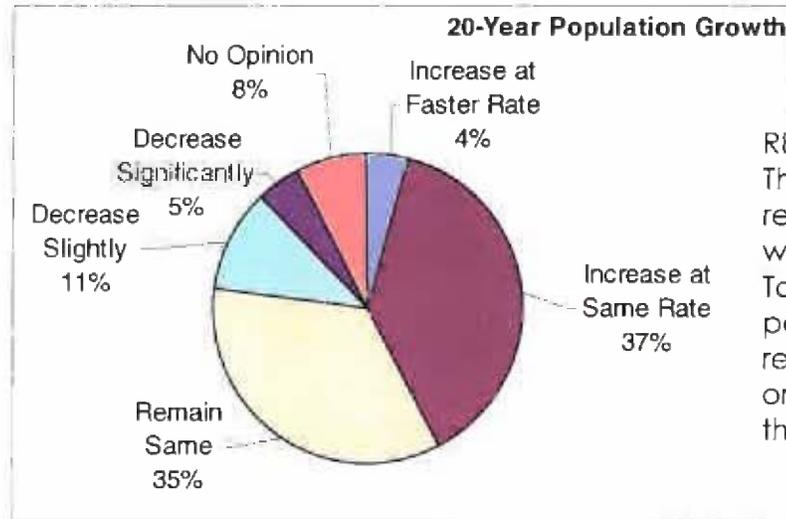
Health facilities	4%	8%	52%	20%	16%
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To what extent would you encourage or discourage the following kinds of future industrial development in the Town of Freedom?

FUTURE INDUSTRIAL	Strongly Discourage	Discourage	Encourage	Strongly Encourage	Neither Encourage Nor Discourage
Large-scale livestock operations	23%	34%	21%	3%	18%
Agriculture-related business	4%	11%	59%	7%	18%
Warehousing/distribution	4%	11%	59%	7%	18%
Manufacturing and assembly	9%	13%	51%	14%	13%
Heavy industry	22%	31%	28%	8%	12%
Mineral extraction (gravel quarries, etc.)	30%	37%	13%	3%	17%
Development in an industrial park	7%	7%	54%	24%	10%



How would you like to see the Town's population change over the next 20 years?



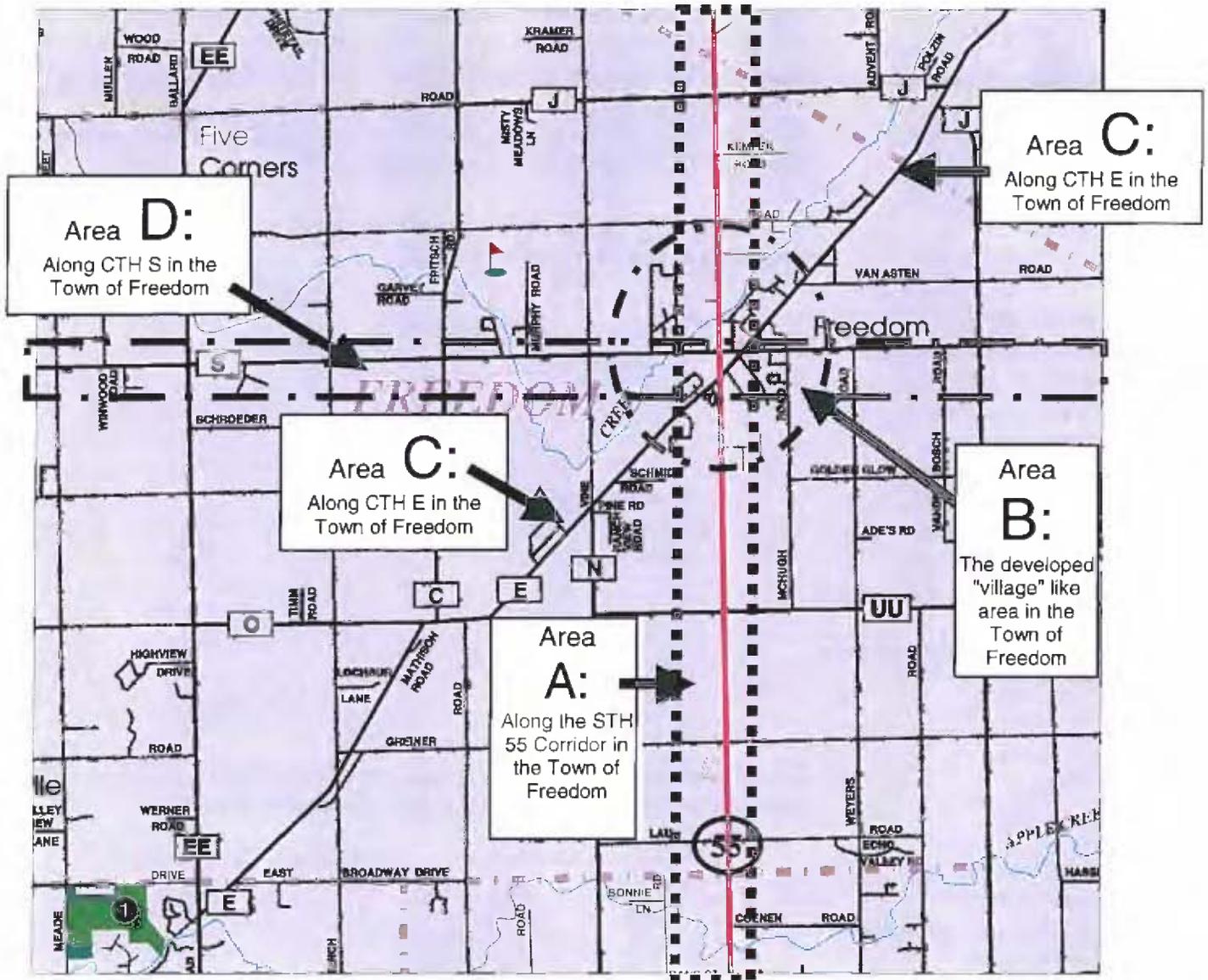
RESPONSE:
The majority of respondents want to see the Town's population remain the same or increase at the same rate as

What percentage of the Town's total land area should be considered farmland/undeveloped in the future?

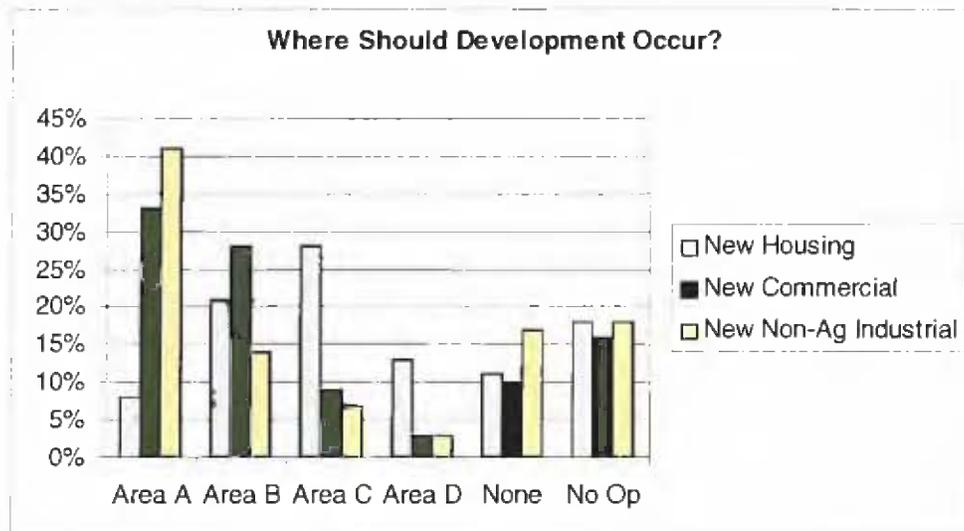
FUTURE FARMLAND	70% or more of the Town	50-69% of the Town	Less than 50% of the Town	No Opinion
In 5 years	42%	35%	5%	19%
In 10 years	28%	46%	9%	17%
In 15 years	21%	44%	15%	20%
In 20 years	21%	37%	22%	21%

Where should the following types of development occur within the Town of Freedom?

FUTURE DEVELOPMENT	In the Sanitary District ONLY ("village area")	On the edge of existing development †	In specially zoned areas	Anywhere in the Town	Development of this type should NOT occur	No Opinion
Convenience stores/gas stations	19%	9%	21%	10%	31%	10%
Antique, craft & specialty stores	26%	6%	19%	25%	13%	12%
Shopping centers	25%	10%	26%	10%	21%	7%
Restaurants	25%	7%	18%	36%	7%	6%
Office facilities	28%	8%	28%	15%	11%	9%
Health facilities	37%	8%	23%	20%	6%	6%
Agriculture-related business	8%	14%	47%	15%	7%	10%
Warehousing/distribution	9%	9%	50%	4%	21%	6%
Manufacturing and assembly	9%	6%	55%	4%	20%	6%
Heavy industry	7%	5%	37%	3%	41%	8%



Source: Outagamie County Planning Department 1999



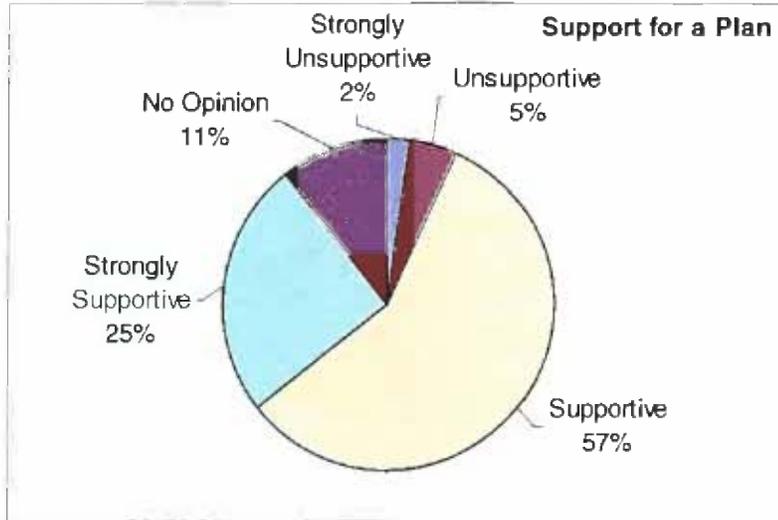
Options for Implementing Community Decisions

The questions from this section of the survey asked respondents to provide their opinion about different tools and approaches the Town of Freedom can use to implement community decisions. This information will be considered in the implementation element of the *Town of Freedom Comprehensive Plan*.

To what extent would you support the use of a plan to guide decisions in the Town of Freedom?

When asked to describe their knowledge of existing land-use or related planning documents, respondents were generally not familiar with these documents.

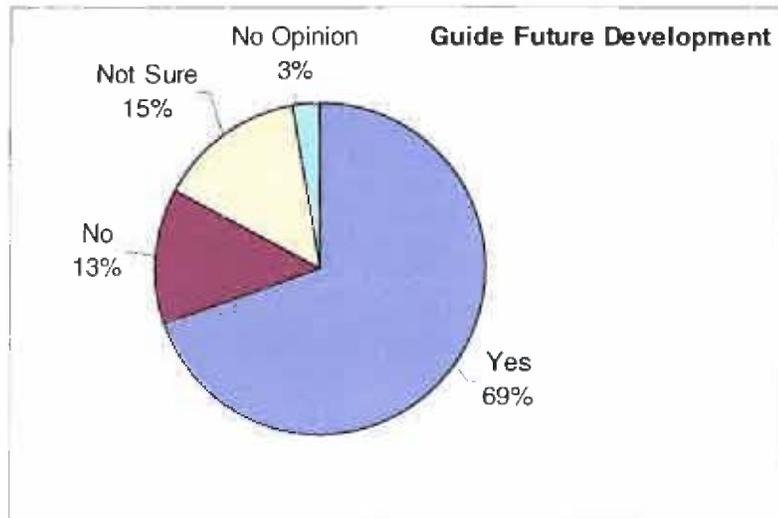
- 27%** - Not aware
- 56%** - Think exist, but not familiar
- 15%** - Generally familiar
- 2%** - Verv



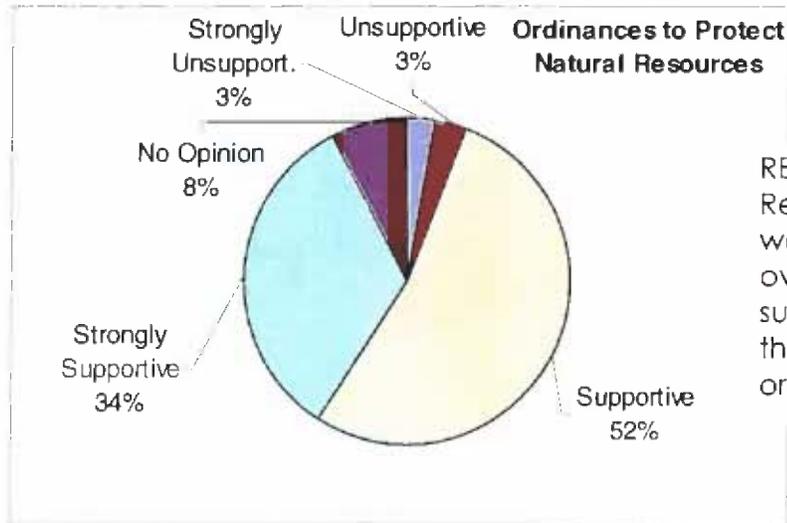
Do you believe that future development should be guided so that it occurs in certain areas and is not allowed in others?

When asked to describe their awareness about the Town's efforts to develop a Smart Growth Comprehensive Plan, respondents were generally unaware.

- 29%** - Not aware
- 56%** - Don't know much

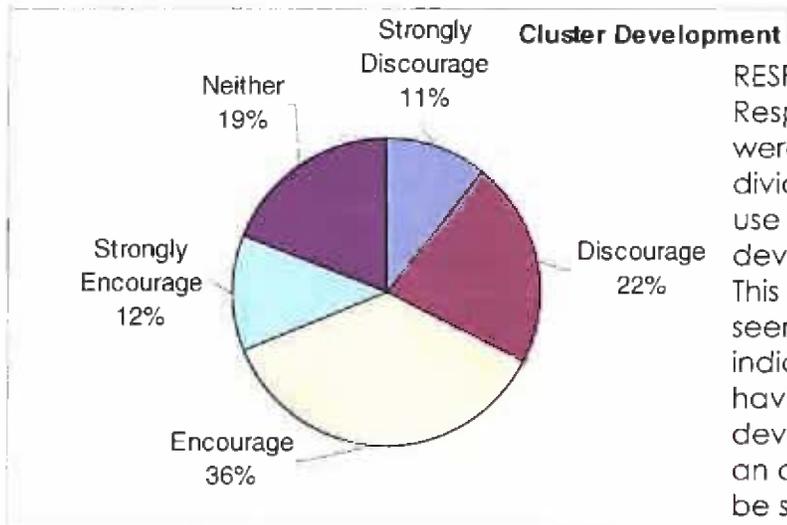


To what extent would you support ordinances to protect natural resources in the Town of Freedom?



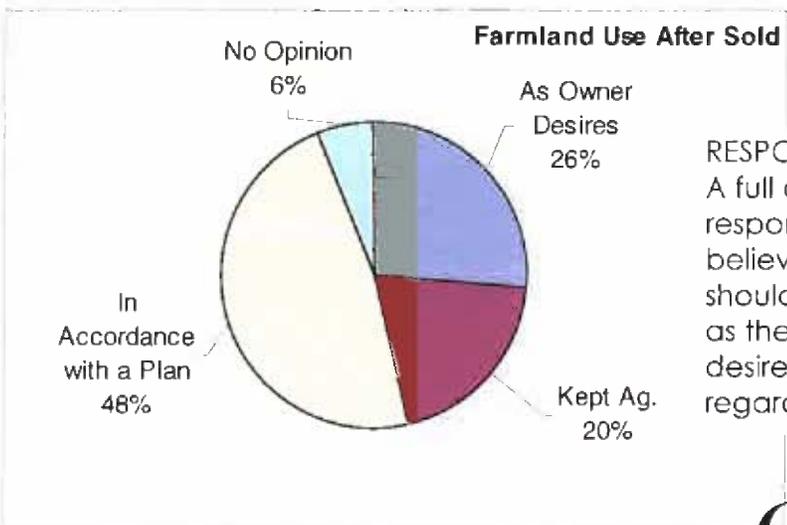
RESPONSE: Respondents were overwhelmingly supportive of these types of ordinances.

To what extent would you encourage or discourage cluster development in the Town of Freedom?



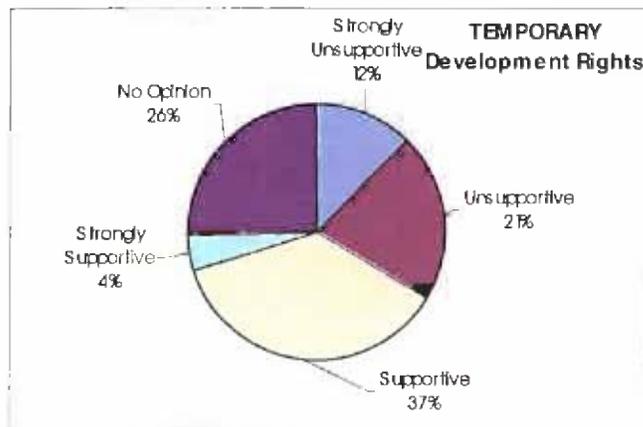
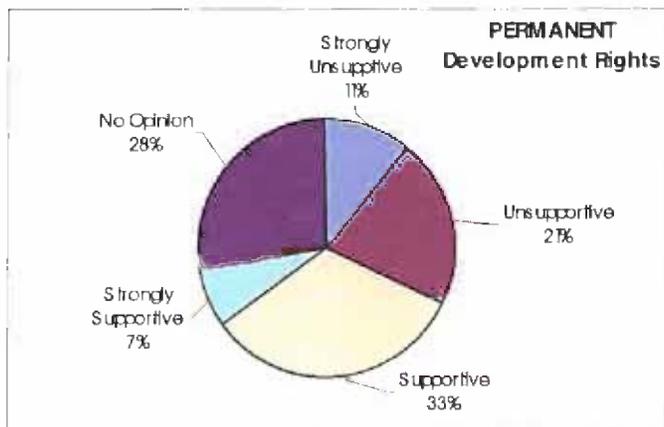
RESPONSE: Respondents were fairly divided on the use of cluster development. This pattern seems to indicate that having cluster development as an option would be supported, but it should not

When farmland is offered for sale in the Town, how would you like to see the land used after the sale?

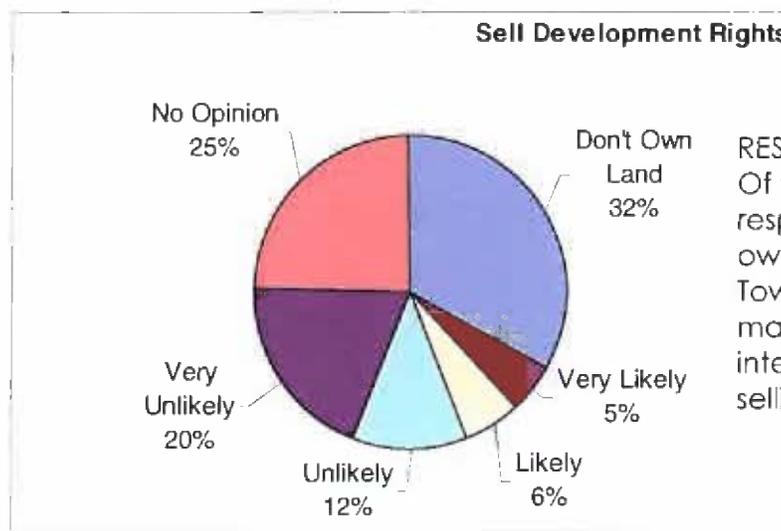


RESPONSE: A full quarter of respondents believe land should be utilized as the owner desires, regardless of

To what extent would you support the Town of Freedom protecting land by purchasing permanent or temporary development rights for land in the Town?



If you own land in the Town of Freedom, would you consider taking advantage of opportunities to protect your land from development by selling development rights?



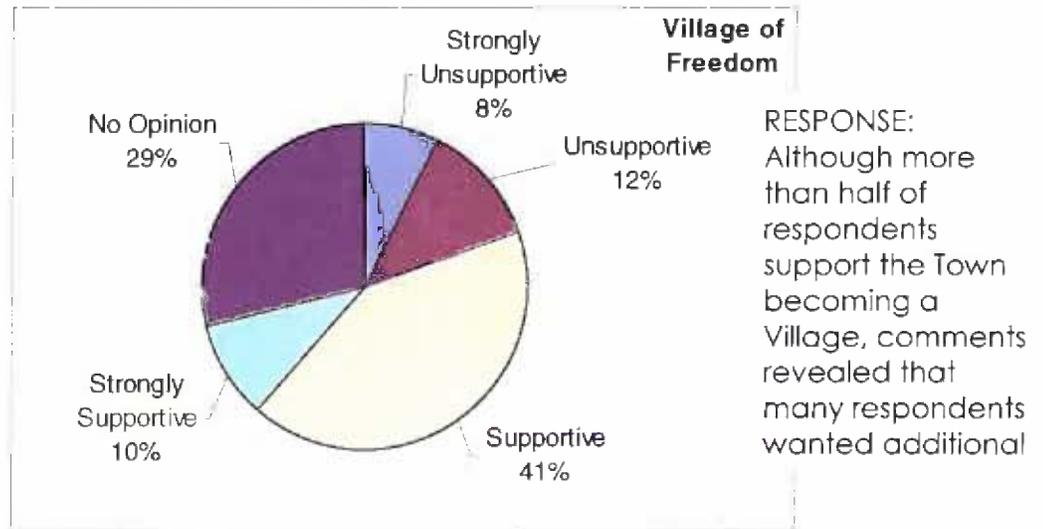
RESPONSE: Of the respondents who own land in the Town, the majority are not interested in selling their

Boundary Agreements with Appleton and Little Chute

63% of respondents were in favor of the Town developing a boundary agreement with the City of Appleton. 5% of respondents were not in favor of an agreement and 22% of respondents had no opinion.

57% of respondents were in favor of the Town developing a boundary agreement with the Village of Little Chute. 19% of respondents were not in favor of an agreement with the Village and 24% had no opinion.

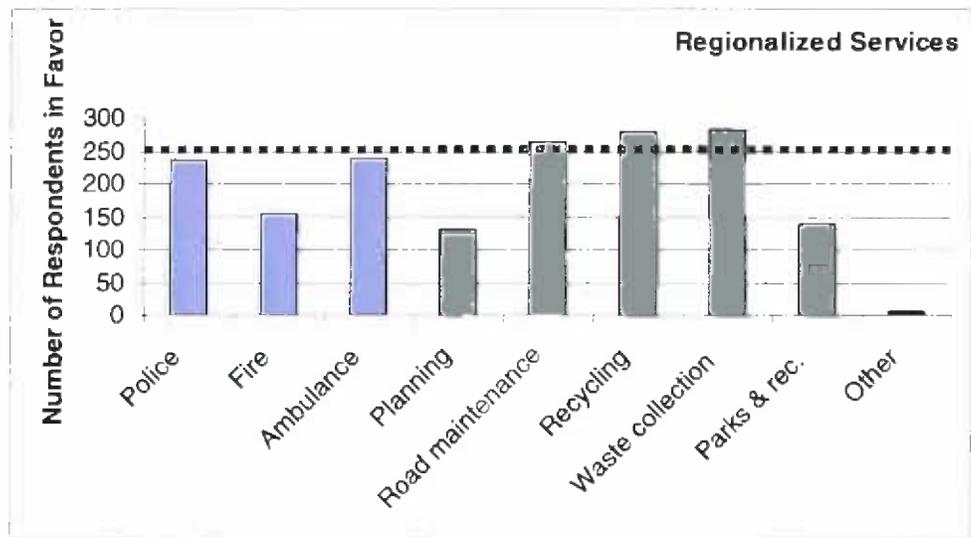
To what extent would you encourage the Town of Freedom to work toward becoming a village?



The Town of Freedom and Outagamie County already provide several joint or "regionalized" services which help to reduce duplication and overall costs associated with community services. Which services should the Town consider regionalizing?

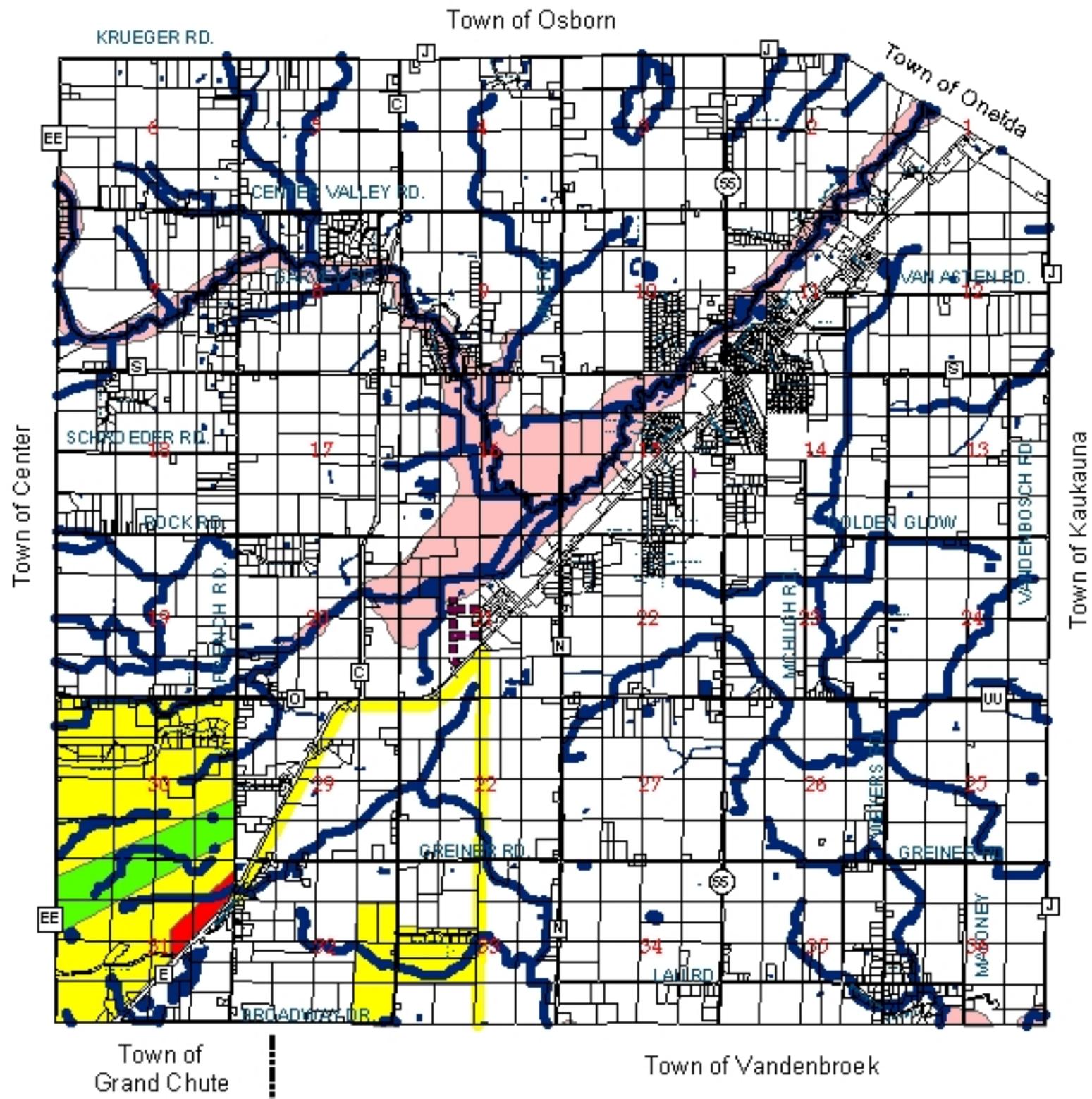
NOTE: Dashed line represents approximately 1/2 of surveys returned

RESPONSE: Respondents generally favor regionalizing services for promote cost effectiveness. However, many respondents cautioned that regionalized services should meet local



MAP EXERCISE

TOWN OF FREEDOM



OMNI ASSOCIATES
 2000 W. MICHIGAN ST. #100
 FOND DU LAC, WI 54601

PROJECT # H-07-002
 DATE: 08/2002
 DRAWN BY: MEL
 REVISED:

Location: FOND DU LAC, WI 54601
 Scale: 1" = 6000'

Legend

- Creeks / Drains
- Roads
- Flood Plain
- Single Family Housing
- Recreational (parks, trails, etc.)
- Commercial Development

N

1"=6000'

A cognitive map, or mental map, is a map drawn by a person that geographically locates his or her memories, ideas and thoughts of a particular place. Since cognitive maps are based on individual's preferences and opinions there are no "right" or "wrong" maps. Cognitive maps are used to delineate geographic areas of a community people like, dislike, frequently visit, feel are important, travel through regularly, feel safe, etc.

At the meeting on August 7, 2002, the Plan Commission members were provided maps of the Town of Freedom. The individual committee members outlined those areas where they would like to see new commercial/industrial development, new residential subdivision development, new recreation areas, open space and farmland in the Town of Freedom.

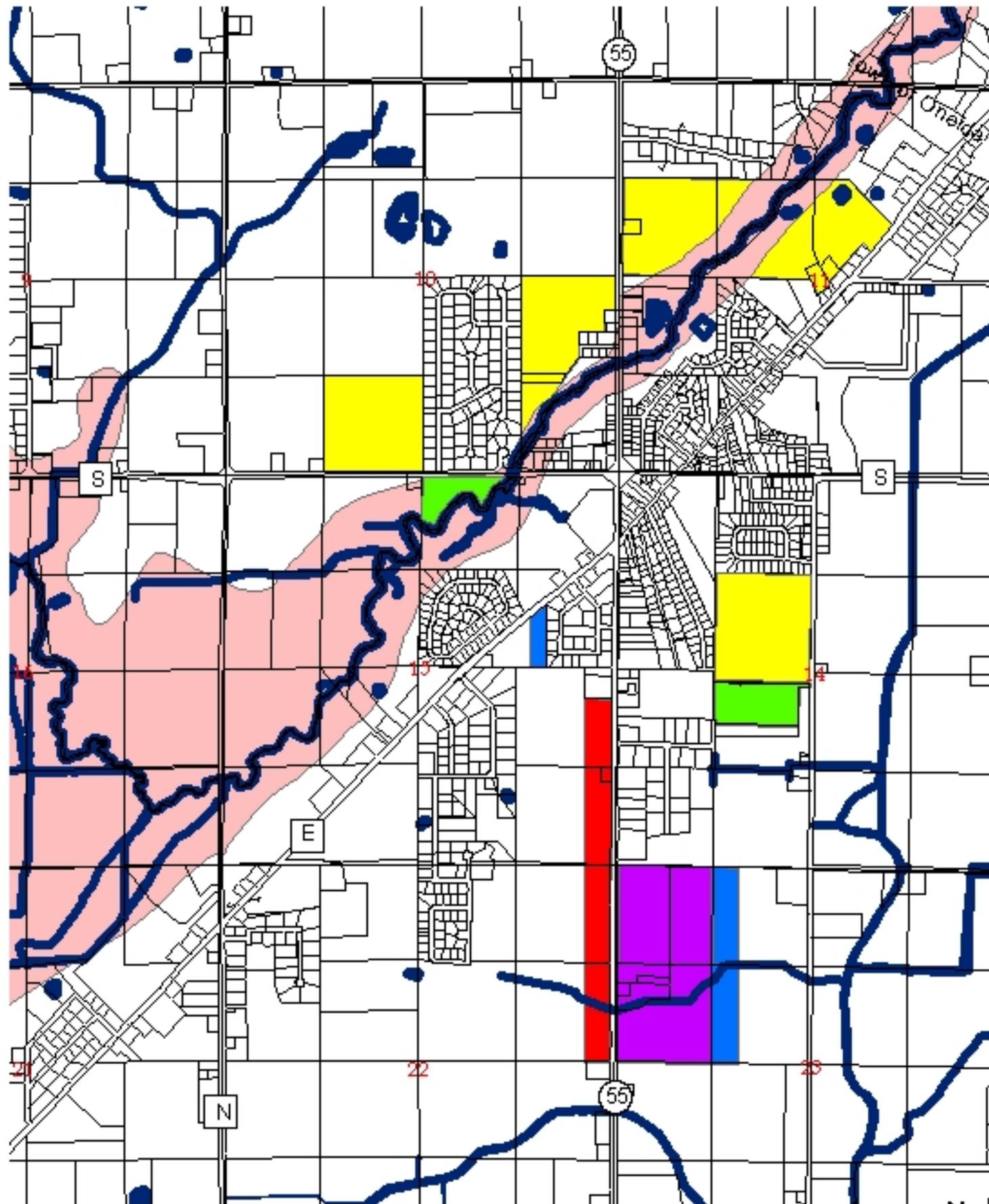
Participants then worked in small groups to discuss their individual maps. Common areas, agreed by all group participants, were illustrated on a collective group maps. At the conclusion of the meeting, each group presented these maps to all in attendance.

This Appendix includes copies of the collective group maps developed by participants at the August 7, 2002 Meeting. The hand colored maps developed by participants were digitized as GIS Maps. These maps were a useful tool in understanding desired development patterns. As such, they were used extensively in the development of the *Future Land Use Maps*.

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MAP EXERCISE

TOWN OF FREEDOM



OMNI ASSOCIATES

PROJECT # H47 662
 DATE: 8/2/02
 DRAWN BY: MEL
 REVISED:

DEPT OF COMMUNITY DEVELOPMENT
 PO BOX 470730001 101 4707 3000

Location: F:\H47\662\H47662\GIS\DRAWINGS\Map_Exercise_02_10_02.dwg
 Saved: 8/2/02 10:00:00 AM

Legend

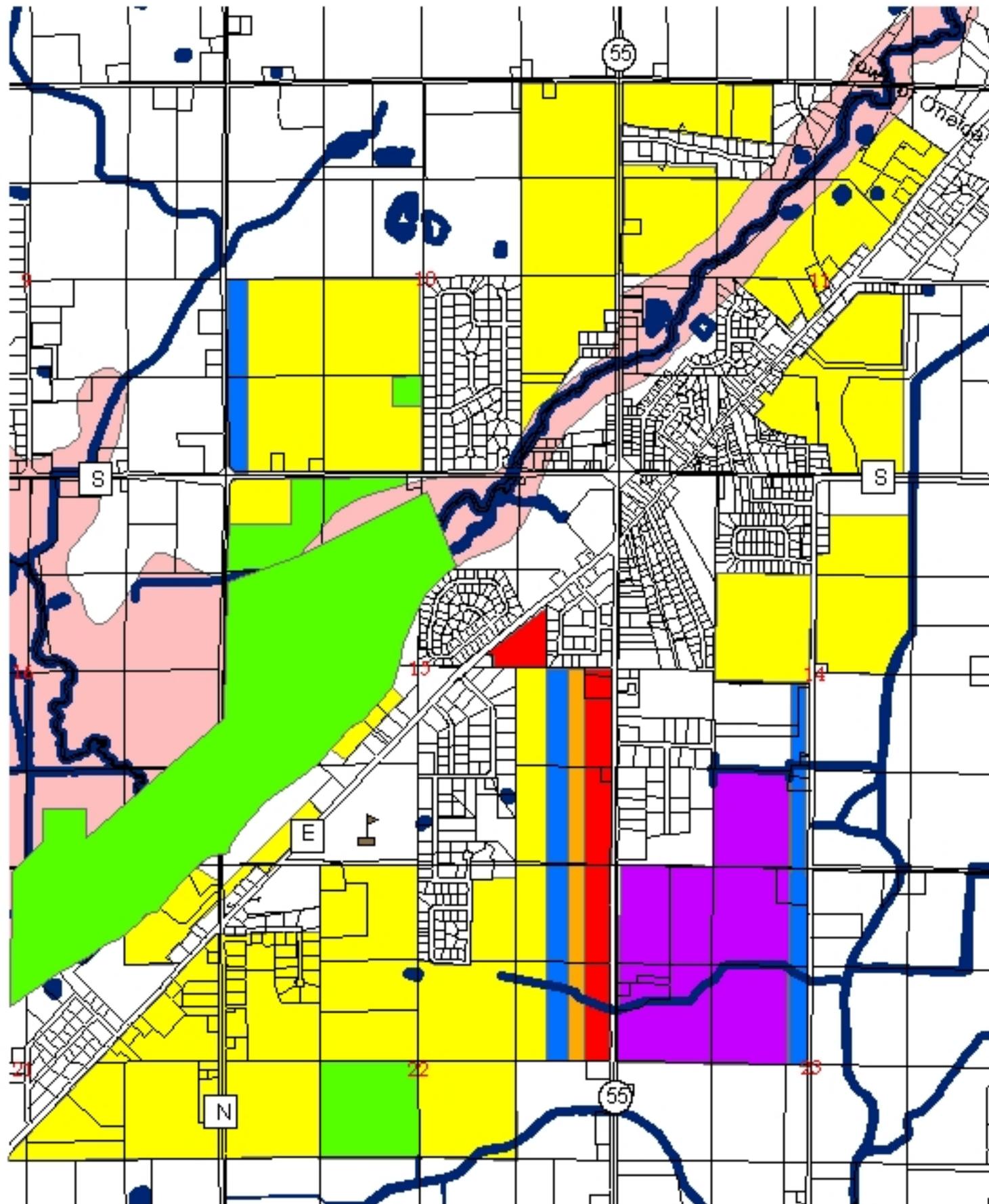
- Creeks / Drains
- Roads
- Flood Plain
- Single Family Housing
- Commercial Development
- Recreational (parks, trails, etc.)
- Duplex Development
- Industrial Development

N

1"=2350'

MAP EXERCISE

TOWN OF FREEDOM



OMNI ASSOCIATES
 PROJECT # H47 662
 DATE: 8/20/02
 DRAWN BY: MEL
 REVISED:

Location: F:\H47\662\H47662\GIS\DRAWINGS\Map_Exercise_Map_1.mxd
 Saved by: TERRY CENTRAL REGIONAL PLANNING COMMISSION

Legend

- Creeks / Drains
- Roads
- Flood Plain
- Single Family Housing
- Commercial Development
- Recreational (parks, trails, etc.)
- Duplex Development
- Industrial Development
- Multiple Family Housing
- Senior Center - Town Hall - Park Complex



1"=2350'

APPENDIX E:

DRAINAGE DISTRICT MAP

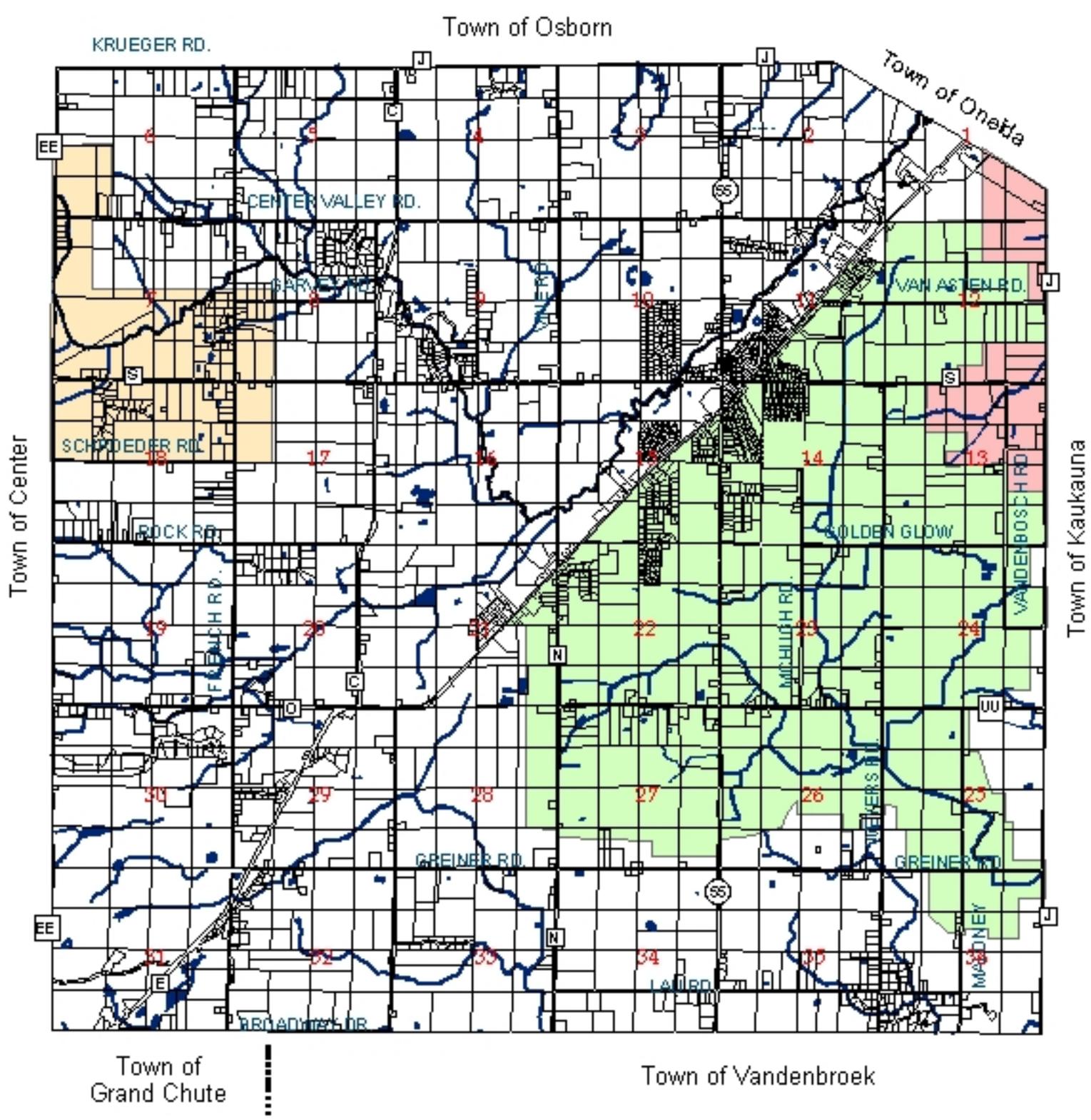
During the development of the Agricultural, Natural and Cultural Resources Element, the Plan Commission sought some additional information about the location of the Outagamie County Drainage Districts.

The data used to create the map provided in this Appendix was obtained by the consultant currently working with the Outagamie County Drainage Board to map the location of all county drains. Additional information about the exact location and extent of county drains can be obtained from the Outagamie County Drainage Board.

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COUNTY DRAINAGE DISTRICTS

TOWN OF FREEDOM



Omni
CONSULTANTS

PROJECT #1467662
 DATE: 8/20/22
 DRAWN BY: JKL
 REVISED:

Location: F:\H\PROJECTS\1467662\GIS\DRAINAGE\Mapage_11117.mxd
 Scale: 872 ft. = 1 in.
 EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION
 OUTAGAMIE COUNTY

Legend

- Creeks / Drains
- Roads
- Freedom Drainage District
- Oneida/Hobart Drainage District
- Duck Creek Drainage District

N

1" = 6000'

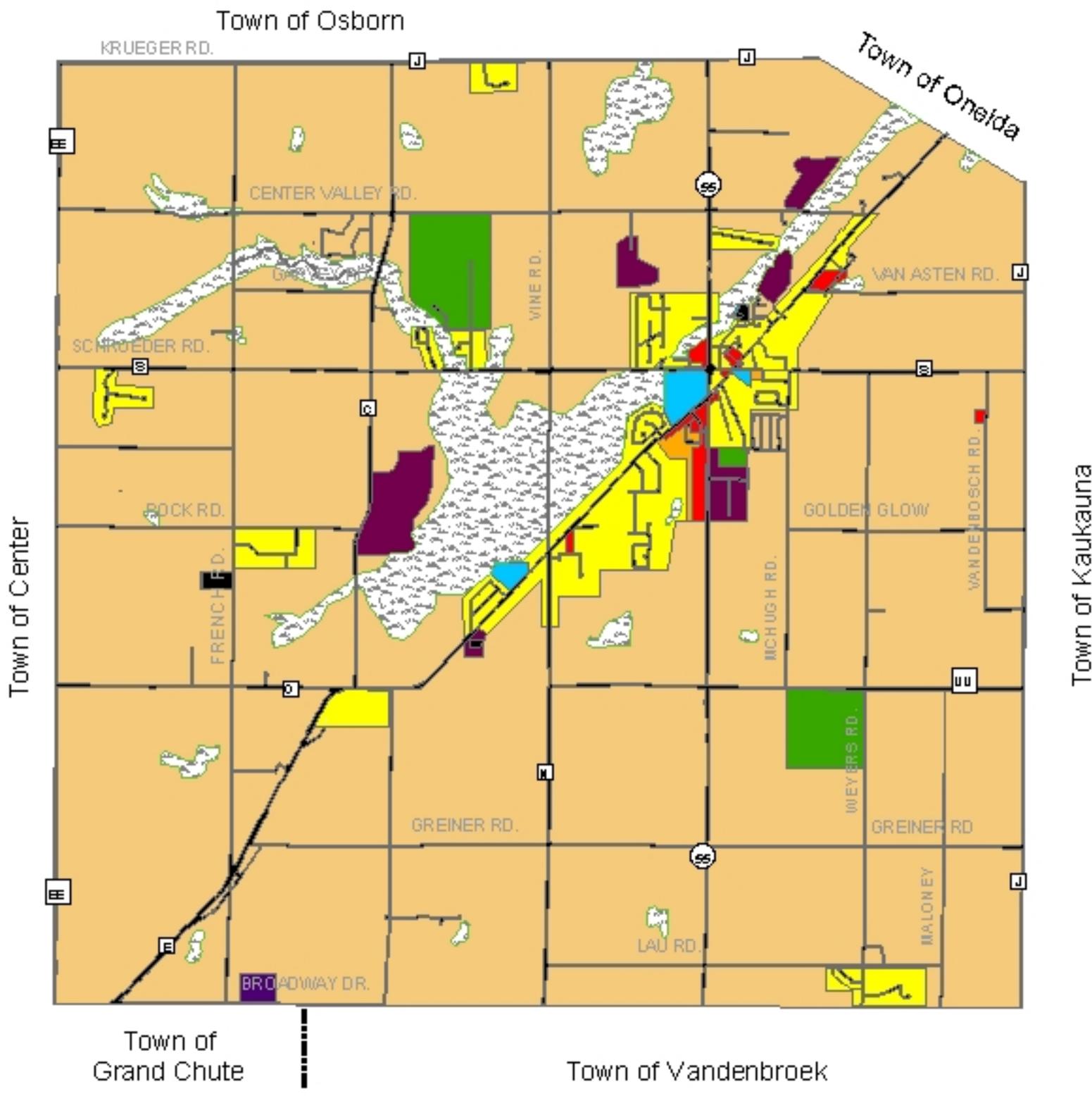
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In 1994, the Town of Freedom worked with the East Central Wisconsin Regional Plan Commission to develop a Land Use Plan. That document included a *Future Plan Map* for the entire town. The map was used for reference during the development of this “Smart Growth” Comprehensive Plan. It provides a historic context for understanding where growth has occurred and how the plan has changed since 1994.

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1994 LAND USE PLAN

TOWN OF FREEDOM



Omni
ASSOCIATES

PROJECT # 1467662
DATE: 7/1/2002
DRAWN BY: KAL
REVISED: 8/2002

20217 WISCONSIN AVENUE, SUITE 100
PO BOX 47972888 MILWAUKEE WI 53247-2888

Location: F:\HARDWARE\GIS\1994\1994_LANDUSE\1994_LandUse.dwg
SOURCE: 1994 TOWN OF FREEDOM REGIONAL PLANNING CO. GIS DATA

Legend

- Roadways
- Single Family Residential
- Multi-Family Residential
- Commercial
- Public Facilities
- Park & Open Space
- Agricultural
- Resource Protection

N

1"=6000'

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APPENDIX G:

COMMON PLANNING ACRONYMS

-A-

ADA Americans with Disabilities Act
APA American Planning Association

-B-

BLM Bureau of Land Management
BLRPC Bay-Lake Regional Planning
Commission

-C-

CAA Clean Air Act
CBD Central Business District
CDBG Community Dev. Block Grants
CIP/B Capital Improvement
Program/Budget
COG Council of Governments
Corps Army Corps of Engineers
CTY County Road
CPM Critical Path Method
CRA Cost-Revenue Analysis
CUP Conditional Use Permit
CWA Clean Water Act
CSM Certified Survey Map

-D-

DA Development Agreement
DATCP WI Department of Agriculture,
Trade and Consumer Protection
DHFS WI Department of Health and Family
Services
DOA WI Department of Administration
DOC U.S. Department of Commerce
DOE U.S. Department of Energy
DOI U.S. Department of Interior
DOL U.S. Department of Labor
DOT U.S. Department of Transportation
DU Dwelling Unit
DU/A Dwelling Units/Acre

-E-

EA Environmental Assessment
ECWRPC
East Central Wisconsin Regional
Planning Commission
Elev. Elevation, Above Sea Level
EIS Environmental Impact Statement
EPA U.S. Environmental Protection
Agency

-F-

FEMA Federal Emergency Management
Agency
FHA Federal Housing Administration
FNMA Federal National Mortgage
Association (Fannie Mae)

-G-

GDP Gross Domestic Product
GIS Geographic Information System
GPS Global Positioning System

-H-

HHS U.S. Department of Health & Human
Services
HUD U.S. Depart. of Urban Development
HWY Highway

-I-J-K-

ISTEA Intermodal Surface Transportation
Efficiency Act
K 1 Thousand, 1,000, kilo, kilometer

-L-

LB Pound(s), 16 ounces
LF Linear Feet
LOS Level of Service (Highways &
Streets)
LUC Land Use Controls
LULU Locally Unwanted Land Use

-M-

MI Mile, 5,280 Feet
MPO Metropolitan Planning Agency
MSA Metropolitan Statistical Level

-N-

NEPA National Environmental Policy Act
NIMBY "Not In My Backyard"
NOI Notice of Intent
NPS National Park Service
NU Neighborhood Unit

-O-

OMB Office of Management and Budget
OSHA Occupational Safety & Health Act
OZ Ounce(s)

-P-

PDR Purchase of Development Rights
PT Primary Treatment
PUC Public Utilities Commission
PUD Planned Unit Development
PWA Public Works Administration

-Q-R-

RPC Regional Planning Commission
RTC Rails-to-Trails Conservancy

-S-

SBA Small Business Administration
SEWRPC Southeast Wisconsin Regional
Planning Commission
SF Square Foot (feet)
SHA Scenic Highways Act
SM Square Mile, 640 Acres
SOL Standard of Living
SQ Square
SRO Single Room Occupancy
ST Secondary Treatment
SUP Special Use Permit

-T-

TDR Transfer of Development Rights
TOD Transit Oriented Development
Ton 2,000 Pounds
TSCA Toxic Substances Control Act
TWP Township, 36 square miles
(statutory)

-U-

UBC Uniform Building Code
UDAG Urban Development Assistance
Grant
USAE Army Corps of Engineers
USCS U.S. Civil Service
USDA U.S. Department of Agriculture
UW University of Wisconsin

-V-W-X-Y-Z-

V/CR Volume to Capacity Ratio
WAPA WI Chapter of the APA
WDNR WI Department of Natural
Resources
WDPI WI Department of Public Instruction
WHEDA WI Housing and Development
Authority
WisDOT WI Department of Transportation
WPS Wisconsin Public Service
WTA Wisconsin Towns Association
WW Waste Water
ZB Zoning Board
ZBB Zero Base Budgeting
ZO Zoning Ordinance