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# Town of Algoma Amended Comprehensive Plan 2007-2026

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**TOWN OF ALGOMA**  
**WINNEBAGO COUNTY, WISCONSIN**  
**COMPREHENSIVE PLAN, 2007-2026**  
 Amended February 21, 2007

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## Purpose of the Comprehensive Plan

### Why Plan?

General Dwight D. Eisenhower was quoted as saying, "In preparing for battle I have always found that plans are useless, but planning is indispensable."

Well, General, perhaps plans are not "useless," but the point is true. The real benefit of planning, community or otherwise, is working through the process, not the production of a map or document at the end. In this context, the word "plan" is a verb, not a noun; it is an action, not a result.

Good planning brings people together to talk about what responsible growth looks and feels like. It encourages discussion among citizens, agencies, and governments. It presents choices on how and where to live; how to get to and from work, school, home, and play; and how a community will look, function, and feel.

The planning process identifies what is and what can be, and fosters discussion on how the past influenced the present and can guide the future. It is an opportunity to discuss options and develop common goals. It provides a focus for finding and discussing innovative ways to meet diverse community needs.

The "finished" plan – the map or report – is really little more than the documentation of the planning process. It records facts and describes a scenario for the future. It displays how financial and human resources might be allocated. It illustrates the planning process's discussion and findings.

A good plan is not the end of a process but the beginning of a new one. It is the starting point for implementation, a guide for change. It cannot be viewed strictly as "law," but, rather, as a reference for future decision-making. The plan is a tool, not just a product.

### Comprehensive Planning Legislation

The most complete planning legislation in Wisconsin's history was included in the State of Wisconsin Biennial Budget for 1999-2001 and was revised in May 2000 for technical changes.

The planning legislation found in State Statute 66.1001 provides local governmental units with the framework to develop comprehensive plans and assists the community in making informed land use decisions. The framework includes nine specific elements and fourteen goals. By January 1, 2010, all communities which make land use decisions will need to base those decisions on an adopted comprehensive plan based on the legislation.

## **Planning in the Town of Algoma**

The Town of Algoma's first Land Use Plan, done with assistance from East Central Wisconsin Regional Plan Commission, was adopted in June, 1995. In 1999, the Town of Algoma retained the services of Martenson & Eisele to update and provide a more specific land use plan for that portion of the Town of Algoma that was within Algoma Sanitary District #1. This update, which was adopted by the Town Board on June 21, 2001, involved a conceptual layout of future residential neighborhoods, and included the location of parks, trails, commercial areas and future public facilities.

At the beginning of 2004, the Town of Algoma again brought in Martenson & Eisele to rewrite the 1995 Land Use Plan and 2001 amendment, and meet the Smart Growth Legislation adopted by the State of Wisconsin in 1999. This plan includes all nine elements required under this new legislation.

The 2005-2024 Comprehensive Plan is intended to direct the growth of the Town of Algoma for the next twenty years, with a review of its objectives on an annual basis and a full update every ten years. This plan incorporated input from residents of the Town of Algoma and is a blueprint for future development that would help citizens, developers and all other entities know what to expect about the future of the Town of Algoma.

# Future Land Use Plan

## Land Use Goals, Objectives, and Policies

### Goal

To encourage a pattern of community growth and development that will provide a quality living environment throughout the community.

### Objectives

1. Ensure that newly developed areas are compatible with existing land uses.
2. Encourage development first in existing platted areas, and then in areas where infrastructure and other municipal services can be extended and provided economically.
3. Development should be discouraged in areas that are designated as wetland or floodplain areas.
4. Protect natural drainage ways and other environmentally sensitive areas from urban development.
5. Work with the WDOT for a STH 21 Highway Plan that considers ways of moving traffic through the town in a safe and efficient manner, while at the same time maintaining key access points along this traffic corridor that will not substantially disrupt the Town's vehicular circulation pattern.
6. Encourage homebuilders, contractors and developers to construct a variety of quality single-family homes, duplexes, and condominiums to provide a choice of housing in the Town of Algoma.
7. Implement the comprehensive plan recommendations to ensure that future residential subdivisions are compatible with existing land uses.
8. Provide parks, open space and recreational facilities to serve all existing and future residential areas. The Town of Algoma and the Oshkosh Area School District should cooperate in providing adequate school facilities in the Town of Algoma.
9. Encourage the development of neighborhood parks in newly platted residential areas according to future park locations as shown on the Future Land Use Map.
10. Plan highway commercial uses at the intersection of STH 21 and Future Clairville Road, and work with the DOT to assure a sufficient amount of right-of-way to meet intersection standards.

### Policies

1. The Town of Algoma will enforce town ordinances for the betterment, public safety, and quality of the living environment.
2. The Town of Algoma will require all decisions and actions concerning land use development and redevelopment to be consistent with the Comprehensive Plan.
3. The Town of Algoma will encourage the development of vacant and under-utilized land within the Sewer Service Area that can be served by existing municipal services and facilities and transportation systems.
4. The Town of Algoma will attempt to communicate periodically with appropriate officials in surrounding towns and the City of Oshkosh regarding land use issues.

## Population and Housing Projections

To set the vision of the Town of Algoma, population projections, housing estimates and land use acreage needs were calculated to anticipate growth and development over the next twenty years. Based on Table 15 (Number of Building Permits), an annual average of 56 housing units have been built in the Town of Algoma from 1999 to 2004. The rate of change in the number of single-family building permits has been relatively constant in the past six years, except 2004, which jumped to 80 permits. It can be expected, therefore, that the Town of Algoma will continue to see an average of 56 single-family permits and the associated interest in attached condominium units, projected to be 15 units per year. These projected numbers would result in 355 additional units in each of the five-year increments. Even though the Town of Algoma is making a projection higher than what East Central Wisconsin Regional Plan Commission (ECWRPC) is projecting, the Town realizes that the ECWRPC projections will be considered the official projections to be used in sewer service area and transportation area planning.

**Table 1**  
**Town of Algoma Population and Housing Projections, 2005 - 2025**

Years	ECWRPC Pop. Projections			Town Projections		Housing Projections	
	Per HH	Projection	Change	Projection	Change	Added	Cum. Total
2000 Actual	2.94	5,702	---				2,020
2005 -2009	2.87	6,695	993	6,721	1,019	355	2,375
2010-2014	2.80	7,245	550	7,715	994	355	2,730
2015-2019	2.73	7,840	595	8,684	969	355	3,085
2020-2024	2.66	8,499	659	9,628	944	355	3,440
<b>2005-2025</b>			<b>2,797</b>		<b>3,926</b>	<b>1,420</b>	

Source: 2000 U.S. Census; ECWRPC Projections, August 30, 2002

## Net Density Assumptions for Projection Estimates

The Town of Algoma has a minimum lot requirement of 15,000-sq. ft., even though Winnebago County zoning code allows for a minimum lot size of 9,000-square feet. To maintain the “rural feel” but make services and water utility costs as economical as possible, developers will be encouraged to hold lot sizes near the 15,000 square foot size.

If the past five-year average of 56 single-family home permits is maintained, with the added assumption that wetlands will be part of the undevelopable land in a subdivision, land will be absorbed at a rate of 40 acres per year, or 200 acres for every five-year increment, or approximately 1,000 acres over the life of the Plan. It is also assumed that fifteen attached condominium units will be developed annually at a density of five units per acre. The assumption for these growth projections is based on the following conditions that are present in the Town of Algoma:

- ❖ The continued interest of future home buyers for home sites in the Town of Algoma, where public water and sewer service is now available.
- ❖ People wanting to maximize federal mortgage interest deduction, and the forecast that home mortgage rates will continue to be favorable.
- ❖ Belief that a home in the suburban/rural setting will appreciate in value.
- ❖ Belief that a suburban/rural setting is a safer, cleaner, and more rewarding place to live.
- ❖ That property taxes are generally low.
- ❖ Home sites in the Town of Algoma place residents in close proximity to employment centers, shopping, schools, hospitals and natural amenities such as Lake Butte Des Morts.
- ❖ Highways 41 and 21 provide excellent access to other areas of the region and state.

## Twenty Year Future Land Use Projections

The **Future Land Use Plan** (Map 1) identifies existing and future land uses anticipated in the next twenty years. Table 2 gives an approximate acreage of land use categories that are illustrated on the Future Land Use Plan.

**Table 2**  
**Town of Algoma Land Use Projections (New), 2005- 2025**

Land Use Classification	Acreage Needs (Approximate)
Low Density Residential	1,000
Medium Density Residential	100
Commercial	105
Community Facilities (includes Catholic Lands)	166
Public Recreational Facilities (not including trails)	50
Private Recreational Facilities (Lake in Quarry)	67
<b>Total Acres to be Developed</b>	<b>1,488</b>

*Source: Town of Algoma Estimates, 2004, based on computerized land use calculations.*

The Future Land Use Plan for the Town of Algoma is the visual representation of existing and planned development. The Plan also illustrates the impact of anticipated population growth, the projected densities of different types of residential development, the future potential of commercial projects, and the protection of natural resources.

The Town of Algoma anticipates a continued trend of urban growth within the town sanitary district over the next twenty years. As a way of predicting where growth may occur, the Future Land Use Plan attempts to illustrate growth areas in five-year increments (approximately 325 acres), based partly on what is known about the ability to serve undeveloped areas with public water and sanitary sewer. These incremental growth lines should be reviewed and updated every five years by the Town of Algoma. Other restraints may affect the rate of growth, such as the sewer service boundary line administered by East Central Wisconsin Regional Plan Commission and competing growth in the area.

The following recommendations on the major land uses in the Town of Algoma are a compilation of all the discussions held with the Town of Algoma Board and Planning Commission, and input during public meetings and hearings during the preparation of this Comprehensive Plan.

## Future Agricultural

The Town of Algoma continues to have a large amount of agricultural land within its borders, but actual farm operations have decreased substantially over the last twenty years. As the Town of Algoma continues to become more urban, existing farms will eventually disappear.

## Future Residential

Issues involved in the location of future residential growth include the efficient and economical provision of municipal services and the encouragement of residential growth in areas currently served by municipal services. Also involved is equitable development standards in the various zoning districts in which residential development can occur, and the avoidance of potential conflicts between different types of uses and/or between older and newer residential areas.

The Town of Algoma and Algoma Sanitary District #1 have made a significant investment in providing water and sewer. Development should occur in an orderly and systematic manner from the already-platted areas of the Town of Algoma. The Future Land Use Plan shows five-year phase lines based on anticipated urban development.

In the last ten to fifteen years, the focus of single-family residential development has been on the north and northwest side of the Town of Algoma. Two-family development occurs, but on a very sporadic basis. Multi-family in the form of attached single-family condominium ownership has also been occurring. The Town of Algoma will continue to see mostly single-family residential development in the future, but the market for attached single-family condominium units is becoming stronger. It is anticipated that condominium housing will become more prevalent as land prices increase and consumer preference for these types of units becomes greater.

## Future Transportation

The transportation section of the Comprehensive Plan identifies the major issues the Town of Algoma will face in the coming years. The most important aspect of future transportation corridors will be what the State of Wisconsin does with STH 21. The Town of Algoma will strive to work with the WDOT for a STH 21 Highway Plan that considers ways of moving traffic through the town in a safe and efficient manner, while at the same time, maintaining key access points along this traffic corridor and not substantially disrupt the Town's vehicular circulation pattern.

The other major road corridor will be the extension of Clairville Road that will meet Leonard Point Road. This north-south minor arterial roadway will have a major connection with STH 21.

## Future Commercial

Commercial development in the Town of Algoma has been minimal, mostly because retail establishments that are found in the City of Oshkosh are meeting commercial needs of the Town of Algoma residents. However, as residential development continues to occur in the "protected area" (defined in the Algoma/Oshkosh Boundary Agreement as a Town of Algoma area protected from annexation by the City), a sufficient population base will generate the need for neighborhood type commercial projects. When combined with traffic counts on STH 21, a neighborhood commercial center could escalate to a more regional commercial center, given direct access on Highway 21. A large parcel of land (90+ acres) has already been acquired by developers, who have gotten an initial approval to access the property at the juncture of STH 21 and a Clairville Road extended. This location, which has been shown as a commercial use on the Town's Future land Use Plan, has great potential for a variety of retail and office uses.

## **Analysis of Opportunities for Redevelopment**

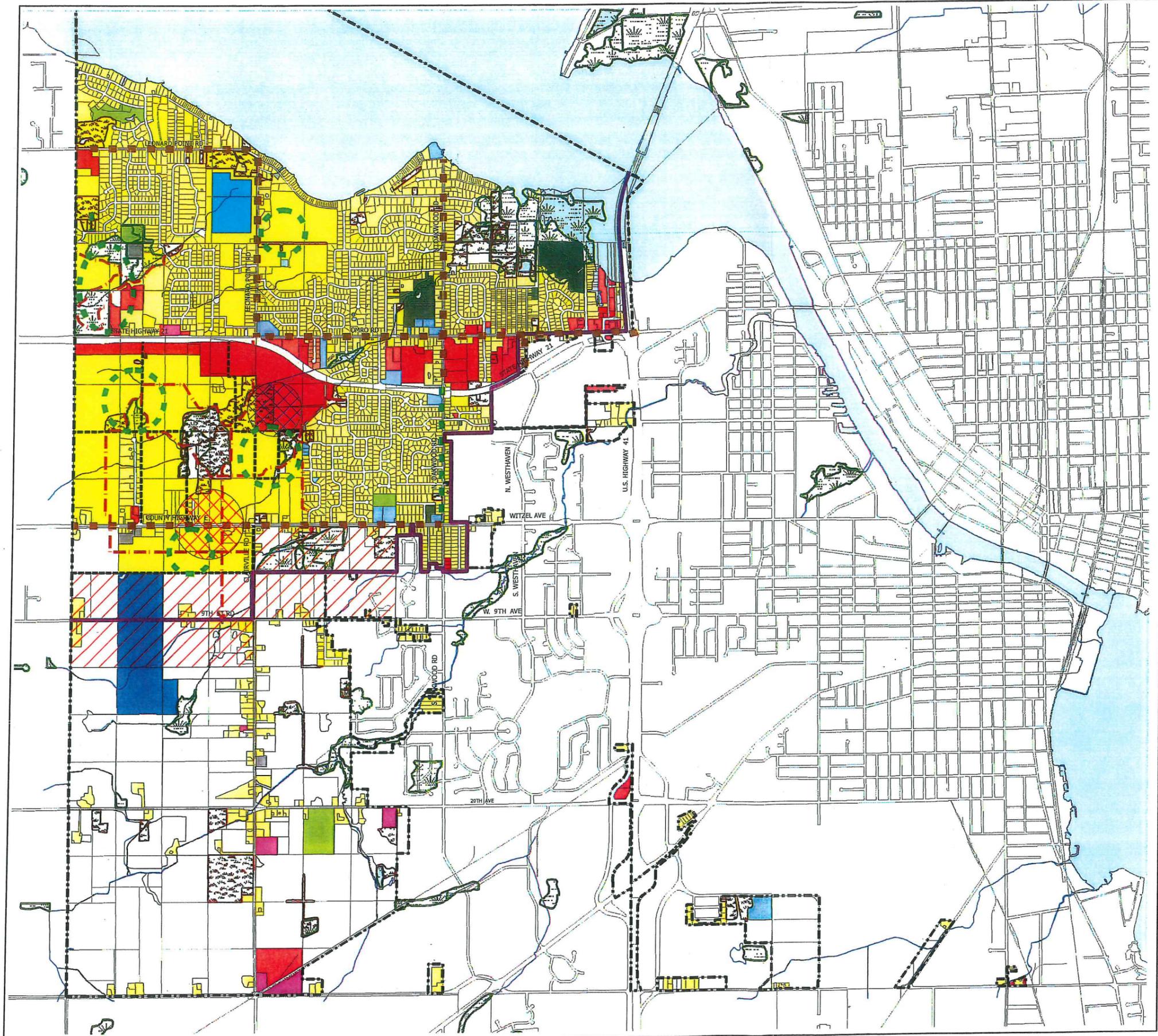
There is limited opportunity for redevelopment of what might be considered "old urban areas" in an unincorporated community like Algoma. Private investors who desire to bring back original décor and architecture in some of the oldest structures in the Town of Algoma will most likely initiate any redevelopment that may occur. In general, the majority of older properties in the Town of Algoma have been well-kept and modernized.

## **Analysis of Existing and Potential Land Use Conflicts**

Conflicts may arise when new development is proposed which is inconsistent with existing use. Preference should be given to existing uses, with spot zoning being discouraged. Proper design and use of buffer areas, such as progressively less intensive land uses or landscaping/berming methods, should also help ease potential conflicts.



# Town of Algoma Future Land Use Plan



- Land Use Categories**
- |               |                 |   |
|---------------|-----------------|---|
| <b>Future</b> | <b>Existing</b> |   |
|               |                 | Low Density Residential   |
|               |                 | Medium Density Residential  |
|               |                 | Commercial  |
|               |                 | Industrial  |
|               |                 | Non-Metallic Mines  |
|               |                 | Public Administration   |
|               |                 | Public Recreational Facilities  |
|               |                 | Private Recreational Facilities   |
|               |                 | Utilities/Communications  |
|               |                 | Agricultural/Vacant/Undeveloped Lands   |
|               |                 | Water Features  |
|               |                 | General Woodlands   |
|               |                 | Wisconsin Wetland Inventory   |
|               |                 | Corporate Limits  |
|               |                 | Existing Trail Right-of-Way   |
|               |                 | Proposed Roads  |
|               |                 | Proposed Park Areas   |
|               |                 | Proposed Trail Right-of-Way   |
|               |                 | Proposed Trail Off-Road   |
|               |                 | Future School Site Area   |
|               |                 | Future Municipal Center   |
|               |                 | Boundary Line   |
|               |                 | Zone A March 1, 2013 In 10 years  |
|               |                 | Zone B March 1, 2018 In 15 years  |
|               |                 | Zone C March 1, 2023 In 20 years  |
|               |                 | Zone D March 1, 2043 In 40 years  |
|               |                 | Buffer Area (Land Use changes under Extra-territorial Zoning Committee review in this area) |
|               |                 | 5 year Growth Increments  |
|               |                 | 1 - 2005 - 2009   |
|               |                 | 2 - 2010 - 2014   |
|               |                 | 3 - 2015 - 2019   |
|               |                 | 4 - 2020 - 2024   |

This Land Use data was created for use by the East Central Wisconsin Regional Planning Commission GIS. Any other use application of this information is the responsibility of the user and such use application is at their own risk.

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## Implementing the Comprehensive Plan

The following are recommendations for implementing the Town of Algoma's Comprehensive Plan. These recommendations provide a series of action steps to achieve the Town of Algoma's vision. Though the plan itself receives formal adoption, additional action must be taken by the Town of Algoma to ensure these recommendations are followed. A timetable should be developed to help the Town stay on course when implementing the recommendations.

### Goals and Objectives

#### Goal

Revise existing ordinances and/or create new regulations to assure a system of orderly growth and development that achieves a balanced natural, physical, and economic environment and enhances the quality of life of all residents.

#### Objectives

1. The Town of Algoma has prepared an Official Map Ordinance that identifies major roadway corridors. The general location of Clairville Road is shown on the Future Land Use Plan. Future major roadways should be coordinated with the City of Oshkosh, based on the boundary agreement.
2. The Town of Algoma will consider the development and adoption of a Capital Improvement Plan.
3. The Town of Algoma will administer a recently adopted site plan ordinance to assure quality development planning.
4. The Town of Algoma, with assistance from Winnebago County, will enforce ordinances that protect environmental corridors from development.
5. The Town of Algoma will prohibit any type of land development from locating in wetlands, 100-year floodplains, and delineated conservation areas, through the use of site plan review procedures, subdivision ordinance enforcement, and other land use regulations that are adopted to protect the environment.
6. On an ongoing basis, the Town of Algoma shall review, amend, and enforce existing land use regulations to effectively guide and manage future growth and land development.
7. The Town of Algoma shall enforce and amend specific ordinances and work with Winnebago County to protect potable water, wells, and aquifer recharge areas.
8. The Town of Algoma will strive to establish a positive image of the town by improving the visual quality of development along key community entryways, such as STH 21. This will be achieved by enforcing signage and site plan regulations.

## Programs and Actions

The implementation section of the plan provides the necessary “tools” to carry out the future plan recommendations. This includes a Town of Algoma Future Land Use Map that shows recommended areas for development density and potential land uses. The Future Land Use Plan and associated recommendations are the key links to implementing the Town of Algoma’s Future Vision Statements.

This section of the plan outlines a course of action for Town of Algoma officials to follow and implement over the next 20 years of the plan (from 2005–2024). Implementation will take the form of adopting and implementing a number of land use regulation ordinances and policies, which are further explained as follows:

### Zoning Ordinance

The Town of Algoma does not have its own zoning code. Rather, the Town of Algoma works cooperatively with Winnebago County Officials to enforce the Town/County Zoning Ordinance within the Town of Algoma.

Zoning laws regulate which activities (land uses) are permitted in which areas (zones) of the Town of Algoma. Zoning regulations also set forth standards for development (such as setbacks, height, and density) which are designed to bring about efficient and attractive developments. A zoning code or ordinance is comprised of two parts: the ordinance text, which spells out the regulations, and the zoning district map, which identifies the boundaries for each district (residential, commercial, industrial, etc.).

To implement the land use plan recommendations, the Town of Algoma and Winnebago County should take great care to review each rezoning request in light of the future Land Use Plan, and work closely with the Winnebago County Zoning and Planning Department to assure compliance with the Town of Algoma’s Comprehensive Plan. At some future point, the zoning map should “mirror” the Future Land Use Plan.

### Official Mapping

State Statutes Chapter 62.23 allows a town that has adopted village powers to create and maintain an Official Map. An Official Map shows present and proposed future roads, parks, trails, and public facilities. The law limits compensation to private property owners who construct buildings on designated future streets or public areas. In 2005, the Town of Algoma adopted an Official Map

### Sign Regulation

All signage in the Town of Algoma is regulated by Winnebago County regulations. The State of Wisconsin Department of Transportation controls signage along state highways in the town.

### Erosion and Storm Water Control Ordinances

The Winnebago County and Town of Algoma Erosion Control and Stormwater Drainage Ordinances regulate drainage issues in subdivisions. Town and County staff will review and analyze drainage on all plats. Federal, State and DNR regulations and the Winnebago County Drainage Board cover drainage on farms and rural areas.

### Historic Preservation Ordinances

The Town of Algoma would consider requests from property owners who seek written support to preserve historical buildings. No Historic Preservation Ordinance is in effect at this time.

### Site Plan Regulation

The Town of Algoma adopted a Site Plan Ordinance in 2006. This Ordinance requires the developer of any proposed construction project (other than one and two-family homes) to file a site plan for consideration by a Review Committee and Town Board, prior to obtaining a building permit.

### Design Review Ordinances

The Town of Algoma will possibly consider adoption of design review standards as more commercial properties come into being.

### Building Codes

Building codes in the Town of Algoma are enforced through the Town Building Inspector. All county, state and national codes are the standards followed.

### Mechanical Codes

Mechanical codes in the Town of Algoma are enforced through the Town Building Inspector, who follows state and national standards.

### Housing Codes

The Town of Algoma has adopted the uniform housing code, which is enforced by the Town Building Inspector.

### Sanitary Codes

Winnebago County regulates all on-site sanitary systems when property is not served by a public sanitary sewer system. If a public sanitary sewer line is available in an adjacent street and within the Algoma Sanitary District #1, connection to such sewer line shall occur, as opposed to constructing an independent system.

### General Code and Ordinance Enforcement

The Town of Algoma staff, including the constables and future Code Enforcement Officer, will enforce all other municipal codes not identified above.

### Subdivision Ordinances

Wisconsin State Statutes Chapter 236 sets forth the necessary requirements to divide land in the State. A subdivision ordinance establishes criteria, standards and guidelines for the orderly layout of streets, lots, open space areas, utility easements, and other land division issues. The ordinance also identifies how subdivisions relate to each other and public highways to ensure orderly planning in the Town of Algoma.

The Town of Algoma has its own subdivision ordinance. Winnebago County continues to have review powers, but the Town of Algoma plays a greater role in the initial review and ultimate adoption of new plats. The Town's and County's subdivision ordinances cover both subdivisions and certified survey maps (minor land divisions of 4 lots or less).

## Capital Improvements Program

The Town of Algoma does not have a capital improvements program at this time. As the Town of Algoma continues to grow and more municipal services are needed, the Town of Algoma may find it beneficial to prioritize their future investments in public infrastructure and equipment.

## Taxing and Spending Power

Taxing policies can discourage the amount of development that occurs in the community. Spending policies may act as an incentive to encourage new development. Taxing and spending power should relate closely to the capital improvements program.

## State Laws

In addition to the state statutes previously cited, Wisconsin has regulations that are enforced at the county and local level. These regulations include preservation of floodplains, wetlands, ponds and shoreland areas; assessment policies; location of community based residential and day care facilities; and other issues.

## Special Districts

Consideration of stormwater improvement districts should be evaluated to address stormwater runoff issues that will be generated by all types of future development.

Impact fees are not necessarily a type of special district, but could be studied by the Town to assist financially in the future provision of additional fire protection, parks and recreation programs, and other services that may eventually be demanded by a growing population.

It is the intent of the Town of Algoma's Comprehensive Plan to allow for logical, planned growth that is adequately serviced by appropriate levels of various public services. The provision of these services in the future is the key to implementing the plan's vision.

## Public Sanitary Sewer Expansion Issues

Algoma Sanitary District #1 should review existing regulatory tools and development policies to determine how they can effectively plan and finance the extension of public sanitary sewer lines to all the land within their sanitary district. Funds to study potential sewer line engineering or install desired public sewer lines could come from taxes or impact fees levied by Algoma Sanitary District #1.

In view of the costs associated with public sewer and water lines, issues such as the following should be considered from a design and cost perspective:

- ❖ Lot size
- ❖ Lot frontage
- ❖ Potential for future lot splits
- ❖ Allowance of "cluster developments"
- ❖ Reservation of easements for future sewer extensions
- ❖ Road patterns that allow for effective extension of sewer in the future

## Integration of the Elements

During the planning process, care was taken to ensure integration of, and consistency between, the goals, objectives, policies, and recommendations contained in each element of the Comprehensive Plan. The Town of Algoma Planning Commission will be responsible for comparing proposals for development that come before it with each element of the Comprehensive Plan. If the review of the development proposal uncovers inconsistencies between the elements, the Planning Commission should consider how the inconsistencies might be resolved.

## Consistency with Other Elements

The State of Wisconsin's comprehensive planning legislation requires that a municipality's comprehensive plan be consistent with the municipality's Zoning Ordinance and Map, Subdivision Ordinance, and Official Map, if such ordinances exist.

Of particular importance is consistency between the Future Land Use Plan and the Winnebago County Zoning Map. Because zoning reflects the current situation and a future land use plan reflects where the land use is expected to change, the two maps at the time of the adoption of the Comprehensive Plan will not be consistent. The two maps were analyzed, and the areas where there are inconsistencies are described below. These are the areas where either the Winnebago County Zoning Map or the Future Land Use Plan will need to be amended.

The most common inconsistency between the Zoning Map and the Future Land Use Plan are the areas in the Town of Algoma that are currently zoned Agricultural (A-1) or General Farming (A-2), but are shown on the Future Land Use Plan as a more intensive use, such as residential or commercial. The Town of Algoma considers these agricultural zoning districts as "holding" areas for future, more intense, development. Proposals for development in these areas would be consistent with the Future Land Use Map, even though the proposed use is not agricultural. The Winnebago County Zoning map shows commercial zoning along much of the undeveloped land fronting STH 21. The Future Land Use Plan consolidates future commercial development at STH 21 and Clairville Road that lines up with Leonard Point Road, and shows residential use in areas that are now zoned commercial. This inconsistency will need to be addressed as land is developed.

The Town of Algoma originally requested the City of Oshkosh to Official Map Clairville Road from STH 21 to Witzel Avenue. In 2005, the Town of Algoma adopted an Official Map that shows the extension of Clairville Road, which is consistent with the Oshkosh Official Map.

In general, the Town of Algoma Planning Commission will be responsible for comparing all proposed development with each element of the Comprehensive plan, including the natural environment. The Town's Parks Committee will be responsible for comparing all proposed development with each element of the Comprehensive Plan that relates to parks, open space, trails, and the natural environment. The Town of Algoma has written an implementation tool, in the form of an Official Map, to assure consistency of future major roadways with Comprehensive Plan recommendations.

## Measurement of Progress

The Town of Algoma Planning Commission is encouraged to provide a report on the community's progress relative to the Comprehensive Plan at each annual Town meeting. The Commission will undertake a review of the Comprehensive Plan biannually, and will develop more detailed planning procedures to further assess the potential for implementing the Plan's vision.

## Plan Update Process

Because the environment in which the Comprehensive Plan is to be implemented is dynamic, it is expected that amendments to the Comprehensive Plan will be needed to address changing conditions and attitudes. For example, a development proposal for a specific property in the Town of Algoma may come before the Planning Commission that is inconsistent with the land use shown on the Future Land Use Plan. If the Planning Commission determines that the land use shown in the development proposal is appropriate, an amendment to the text and the maps of the Comprehensive Plan will be needed to ensure consistency. The process for amending the comprehensive plan is the same as that originally used for the adoption of the Comprehensive Plan. The Plan Commission will make a recommendation to the Town Board on the amendment. The Town Board will need to hold a public hearing on the recommended amendment, and adopt the amendment to the ordinance established with the adoption of the original plan. As of January 1, 2007, the Town's review for a Plan Amendment will need to be coordinated with the Winnebago County Plan Amendment process.

When a rezoning request is received from Winnebago County, the Town of Algoma will need to determine if it is **consistent or inconsistent** with the Future Land Use Plan in the Comprehensive Plan. If the rezoning is **consistent**, the Town can consider the merits of the zoning change. If the rezoning is **inconsistent**, the Town should offer the following options to the property owner:

### Option 1 - Do Nothing

Based on the rezoning being inconsistent with the Future Land Use Plan, the property owner may decide not to submit a rezoning application to Winnebago County.

### Option 2 - Rezone and Amend the Plan

The property owner could simultaneously submit a rezoning and County Plan Amendment and separately submit an application to amend the Town's Future Land Use Plan. Public hearings for the County rezoning and Plan Amendment and the Town's Plan amendment would be held. The County and the Town Plan Amendments would need to be approved as one of the conditions of rezoning approval.

The Class 1 notice for a public hearing on amending the Comprehensive Plan must be published at least thirty (30) days prior to the hearing. We recommend that the Town of Algoma take action to adopt a fee for a Comprehensive Plan amendment. The costs involved with the public hearing can be recovered through the fee that would be paid by the petitioner.

## Programs and Actions

To assist the Town of Algoma in implementing the Comprehensive Plan, the objectives and the policies from the Plan were reviewed to determine the following:

**Who** is responsible for developing the program or taking the action needed to implement the objectives and policies? In some cases, it may be an individual who is responsible for the program or action. In other cases, it may be a joint effort between several different public sector organizations or between the public and private sectors.

**What** is the program or action? The objectives and policies from the Comprehensive Plan formed the basis for the programs and actions.

**When** should the program be started or action taken? Some programs and actions can be completed within a specific time frame, so a single year is shown. For a multi-year project, several years are shown. Other programs and actions must be addressed on a continuous or periodic basis. The “When” for these programs and actions is shown as ongoing.

Table 3 outlines who is responsible to implement a program or action, what the program or action is, and when the program or action should be worked on or completed.

**Table 3**  
**Implementation Action Plan**

Who	What	When
Town Board	Employ a Code Enforcement officer to enforce all Town Ordinances, not otherwise enforced.	2005-2007
Town Staff/Planning Commission, Town Board, Parks Committee	Refer to the Comprehensive Plan prior to making every land use decision	Ongoing
Town Staff/Planning Commission, Town Board	Actively lobby WDOT to limit STH 21 to a four lane Expressway long term and have input on future corridor planning	2005 and beyond
Town Staff/Planning Commission, Town Board, Parks Committee	Review existing Town ordinances and standards as needed to implement the recommendations of this plan	2005-2009
Town Board	Consider the adoption of a Storm Water Utility District	2006-2007
Town Board	Prepare a study to determine the adequacy of administrative space in the Town Hall	Start to plan for New Municipal Building
Parks Committee, Planning Commission, Town Board	Solidify the Town's vision for parks and recreational trails	2005-2007
Planning Commission, Town Board	Work with the City of Oshkosh to implement the Boundary Agreement and establish an Extraterritorial Zoning Committee	2005 to form the committee, implementation for the next 40 years
Town Staff/Planning Commission, Town Board, Parks Committee	Make developers aware of wetland and other environmental protection issues at the pre-plat stage when platting lands	Ongoing
Town Staff/Planning Commission, Town Board	Encourage the commercial development of lands at the intersection of STH 21 & a future road	Ongoing

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## Issues and Opportunities

### Goals, Objectives, and Policies for Plan Elements

Goals and objectives are intended to provide the framework for guiding the Town of Algoma's future land use decisions, including developing the Future Land Use Plan and recommendations contained in this Comprehensive Plan. **Goals** represent common ideals of the community that can be reached or achieved through the actions of government leaders, private enterprise, citizen organizations, and residents of the Town of Algoma. **Objectives**, are a strategy or specific course of action that can be implemented to satisfy or achieve specific community goals.

#### Agricultural, Natural, and Cultural Resources

##### Goal

The Town of Algoma recognizes that farming continues to be an occupation and land use. When a farmer decides to sell, however, the farmland will likely be converted to urban land uses. The Town of Algoma will recognize those who want to continue to farm as a profession, but also work towards making a smooth transition of farmland to more urban land uses when the time is appropriate. The Town of Algoma also recognizes the importance of conserving, protecting and enhancing the natural resources and environmentally sensitive areas as the Town reviews development proposals.

##### Objectives

1. Require all residential subdivisions that abut active farmland to have language inserted on the face of the plat that warns potential buyers of the implications of living next to farming operations.
2. Recommend areas that would best accommodate non-farm uses.
3. Develop land that can be served by Algoma Sanitary District #1.
4. The Town of Algoma will not support the creation of any new landfill, quarry or gravel pit operations within the town boundaries.
5. Encourage farmers and agricultural landowners to become involved in, or to continue their participation in, state and federal programs that financially support farm production.
6. The Town of Algoma shall work cooperatively with Winnebago County and the State of Wisconsin to ensure that watersheds, shoreline areas, wetlands, and woodlands are protected for future generations.
7. The Town of Algoma will support state and federal government agency efforts to protect and upgrade the quality of surface waters and groundwater within the Town of Algoma.
9. The Town of Algoma will encourage efforts to protect and preserve wildlife habitat in locations that are not developable.
10. The Town of Algoma should work closely with Winnebago County and other governmental units to protect and preserve Lake Butte des Morts.
11. The Town of Algoma will review all development plans in, or adjacent to, important natural features, with the intent of preserving those features.

## Transportation

### Goal

To achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility to all segments of the population, and supports the economy of the Town of Algoma and the region.

### Objectives

1. Plan for a street and highway system that, together with other transportation facilities, will meet short- and long-range needs, interests, and objectives of the Town of Algoma's citizens in a cost-effective manner.
2. Encourage development of a transportation system that minimizes environmental disruption and strives to maintain a quality environment.
3. Develop a transportation system compatible with existing and future land use patterns.
4. Encourage private developers to incorporate bicycle-pedestrian paths in future subdivisions that are consistent with an overall multi-purpose trail network.
5. Adopt an Official Map that reserves additional right-of-way for anticipated traffic load increases, and future arterial or collector streets, as shown on the Future Land Use Plan. (Completed in 2005).
6. In order to establish priorities and a roadway improvement spending plan, the Town of Algoma should consider adoption of a capital improvements plan.
7. Ensure that pedestrian crossings exist at major intersections and are properly designed to provide maximum safety and convenience.
8. Utilize buffering requirements to minimize the impact of new transportation projects on existing neighborhoods, businesses, and natural resources.
9. The Town of Algoma should implement access-control regulations along town roads to facilitate safe travel by controlling the number of residential lots created along arterial roads.
10. If new home access points are requested on substandard Town of Algoma roads, the petitioner shall be responsible to dedicate the necessary right-of-way and improve such roads to existing Town of Algoma standards.
11. Adequately maintain and plow Town of Algoma roads.
12. Limit dead-end streets (cul-de-sacs) where possible. If no turn-around exists, work with the adjacent property owner(s) to dedicate an adequate turnaround.
13. Limit new development on private roads that are already congested with traffic or have substandard right-of-way.
14. Continue to use the WISLR program to prioritize needed street improvements.
15. Continue to work with agencies that provide transportation for elderly and disabled residents of the Town of Algoma.
16. Coordinate transportation improvements with the Towns of Omro and Nekimi, City of Oshkosh, Winnebago County, East Central Wisconsin Regional Planning Commission; and the Wisconsin Department of Transportation.
17. In recognition of the importance of State Highway 21 as the Town of Algoma's most important east-west transportation link, take all available action to require the Wisconsin Department of Transportation (WisDOT) to permanently designate this portion of STH 21 as no more than an expressway. The Town of Algoma will work with the WDOT to develop a Highway Plan that considers ways of moving traffic through the town in a safe and efficient manner, while at the same time, maintaining key access points along STH 21 that will not substantially disrupt the Town's vehicular circulation pattern.

18. Support the preservation of existing linkages to the existing STH 21-expressway system.
19. Support the linkage and at-grade intersection of Clairville Road extended and Leonard Point Road.
20. Consider adoption of a five-year transportation improvement program consistent with this Plan.

## Housing

### Goal

Promote housing that ensures public health, safety and welfare of the town's residents, including the elderly, disabled and Town of Algoma residents of all income levels.

### Objectives

1. Stabilize the physical condition of older homes by enforcing local and state property maintenance and building codes.
2. Buffer residential areas from incompatible land uses.
3. Encourage the location of new housing units in areas that can be served by the Town's sanitary district.
4. Structures that are no longer habitable should be demolished to protect the safety and welfare of the residents.
5. Support elderly housing projects and new housing that would meet the needs of low-income levels of town residents.

## Utilities and Community Facilities

### Goal

To promote the provision of government services and facilities in an efficient, environmentally sound, and socially responsible manner.

### Objectives

1. Provide efficient and economical public facilities and services.
2. Foster cooperation and coordination in the provision of services where efficiency, equity and economies of scale can be obtained with other entities.
3. Develop a capital improvements program that is consistent with this Plan.
4. Promote economy and equity in the delivery of Town of Algoma and Algoma Sanitary District #1 services.
5. Promote development within sanitary districts that will be effective and economical.
6. Develop service-phasing plans that are coordinated with the Land Use and Transportation portions of the Comprehensive Plan.
7. With recommendations from the Town of Algoma Planning Commission and Parks Committee, the Town Board will consider the inclusion of pedestrian trails and parks in all new subdivisions, as shown on Map 3.
8. The Town of Algoma should establish a timeframe to build active and passive park improvements, based on population density surrounding dedicated parkland.
9. The Town of Algoma's Parks Committee will make periodic progress reports to the Town Board on the progress of park and trail dedication and development.
10. As the Town of Algoma accepts parkland dedication, consideration will be given towards future park development and maintenance of each new facility.

## Economic Development

### Goal

A growing and vital economy for all residents through careful planning and diversification of commercial land uses that develop appropriate locations in the Town of Algoma.

### Objectives

1. Identify and support rezoning of future commercial areas at the intersection of State Highway 21 and Clairville Road extended.
2. In other locations in the Town of Algoma, encourage commercial and industrial uses to locate adjacent to existing development of the same kind, subject to compatibility with surrounding land uses.
3. Where undeveloped land still exists, anticipate the need for frontage road development along portions of STH 21.
4. The Town of Algoma should seek any potential assistance to support economic development through applicable county, regional, and state economic development programs.

## Intergovernmental Cooperation

### Goal

The Town of Algoma will strive to communicate and work with surrounding political entities, seeking ways to conduct joint planning and develop service agreements.

### Objectives

1. The Town of Algoma will support future land use decisions and detachments that are identified in the Algoma/Oshkosh Boundary Agreement.
2. On a continuing basis, the Town of Algoma will strive to communicate with surrounding communities, school districts, Winnebago County and other entities to seek ways to provide services jointly with others.
3. The Town of Algoma will meet as needed with adjoining communities regarding boundary issues and any other mutual interests.

## Population Characteristics

### Population

The Town of Algoma's past growth pattern has been largely due to its close proximity to the Oshkosh Urbanized Area. The influence of the City of Oshkosh, USH 41, STH 21, and the Town of Algoma's resources will form the basis for future community growth and development.

Table 4 shows that the Town of Algoma steadily increased in its population from 1970 to 1990. From 1990 to 2000, however, the population growth nearly doubled, going from 3,492 in 1990 to 5,702 in 2000. Meanwhile, the City of Oshkosh population decreased from 1970 to 1980, but rebounded in 1990 to gain 1,942 more people than their 1970 population counts. In 2000, Oshkosh continued to increase to 62,916. The surrounding towns of Black Wolf, Nekimi, Omro, Oshkosh, Rushford and Utica have all had fluctuating or minimal growth in the past thirty years. Of all the governmental entities in the Oshkosh metropolitan area, only the Town of Algoma had a substantial amount of growth (63%) between 1990 and 2000.

Population projections supplied by East Central Wisconsin Regional Planning Commission (ECWRPC) show the Town of Algoma growing by 2,333 people by 2025, an average of 117 people per year from 2005 to 2025. That estimate is almost half of the growth the Town of Algoma experienced from 1990 to 2000 (221 people per year). The City of Oshkosh is projected to increase 14 percent (or 9,209 people) over the next twenty years, while surrounding towns are expected to grow slowly or actually shrink in population.

**Table 4**  
**Population and Projections for Winnebago County Civil Divisions, 1970-2025**

Civil Division	Census				ECWRPC Estimates				
	1970	1980	1990	2000	2005	2010	2015	2020	2025
<b>Cities</b>									
C. Oshkosh	53,082	49,620	55,006	62,916	65,928	67,996	70,080	72,416	75,137
<b>Towns</b>									
T. Algoma	3,158	3,249	3,492	5,702	6,166	6,695	7,245	7,840	8,499
T. Black Wolf	2,127	2,318	2,154	2,330	2,448	2,495	2,541	2,594	2,659
T. Nekimi	1,193	1,516	1,475	1,419	1,455	1,444	1,429	1,417	1,407
T. Omro	1,444	1,684	1,616	1,875	2,043	2,140	2,238	2,347	2,470
T. Oshkosh	4,943	4,420	4,655	3,234	2,778	2,529	2,261	1,982	1,691
T. Rushford	1,415	1,420	1,361	1,471	1,552	1,587	1,622	1,663	1,711
T. Utica	1,029	1,038	1,046	1,168	1,241	1,283	1,324	1,371	1,425
<b>County</b>									
Winnebago	129,946	131,772	140,320	156,763	163,846	168,538	173,241	178,543	184,763

Source: U. S. Census: 1970, 1980, 1990 and 2000; ECWRPC, August 30, 2002

## Households

Table 5 identifies the number of households and number of persons per household for the same communities and time frame as shown on Table 4. The City of Oshkosh had the largest number of households, with the Town of Algoma consistently being the next largest community in the Oshkosh metropolitan area.

In general, household size is projected to decline in all of the communities in the Oshkosh area, but the Town of Algoma is estimated to have more persons per household than any other entity through the planning timeframe. In 2000, the Town of Algoma had 2.94 persons per household, about one-quarter more people than any other political entity in the area.

**Table 5**  
**Persons per Household, 1970-2020**

Year	Category	City of Oshkosh	Towns					
			Algoma	Black Wolf	Nekimi	Omro	Rushford	Utica
1970	No. HH	16,126	917	625	320	418	410	282
	Persons/HH	2.97	3.44	3.18	3.71	3.45	3.45	3.65
1980	No. HH	18,286	1,055	818	460	566	462	340
	Persons /HH	2.51	3.07	2.83	3.3	2.98	3.07	3.05
1990	No. HH	20,957	1,208	820	499	576	493	379
	Persons /HH	2.39	2.89	2.63	2.96	2.81	2.76	2.76
2000	No. HH	24,082	1,940	916	526	706	549	453
	Persons /HH	2.31	2.94	2.54	2.68	2.66	2.68	2.58
2005	No. HH	26,289	2,232	965	544	760	578	484
	Persons /HH	2.24	2.87	2.47	2.61	2.59	2.61	2.51
2010	No. HH	27,656	2,479	986	545	795	589	501
	Persons /HH	2.17	2.8	2.4	2.54	2.52	2.54	2.44
2015	No. HH	29,079	2,730	1,001	541	826	598	516
	Persons /HH	2.1	2.73	2.33	2.47	2.45	2.47	2.37
2020	No. HH	30,488	2,992	1,015	536	859	605	532
	Persons /HH	2.03	2.66	2.26	2.4	2.38	2.4	2.3

Source: U. S. Census: 1970, 1980, 1990 and 2000; ECWRPC, August 30, 2002

### Existing Age Distribution

The median age of Algoma's population in 2000 was 37 years, higher than the median age in Winnebago County, which was 35 years, and the state, which was 36. The number of children in the Town of Algoma less than ten years of age nearly doubled from 1990 to 2000 (556 to 962), although the percentage of that age group only increased by 0.7 of the population of the town. This is because the Baby Boom generation, people roughly 40 to 60 years old, increased even faster.

The percentage of elderly persons in the Town of Algoma has changed very little over the last ten years. Compared to Winnebago County or state, the Town of Algoma has a much lower percentage of elderly people.

**Table 6**  
**Population by Age Cohort, 1990 and 2000**

Age in years	Town of Algoma				Winnebago County				Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< 10	556	16.2	962	16.9	19,875	14.2	19,759	12.6	737,033	15.1	721,824	13.5
10-19	453	13.2	930	16.3	19,033	13.6	23,195	14.8	700,876	14.3	810,269	15.1
20-29	374	10.9	321	5.6	25,084	17.9	23,226	14.8	764,744	15.6	691,205	12.9
30-39	637	18.5	970	17.0	23,234	16.6	24,288	15.5	810,378	16.6	807,510	15.1
40-49	533	15.5	1,137	19.9	16,984	12.1	24,372	15.5	595,613	12.2	837,960	15.6
50-59	376	10.9	722	12.7	12,312	8.8	16,483	10.5	423,025	8.6	587,355	11.0
60-69	314	9.1	359	6.3	10,951	7.8	10,838	6.9	404,188	8.3	387,118	7.2
70-79	144	4.2	220	3.9	8,214	5.9	8,746	5.6	294,406	6.0	319,863	6.0
80-84	33	1.0	56	1.0	2,475	1.8	3,052	1.9	87,213	1.8	104,946	2.0
> 85	22	0.6	25	0.4	2,158	1.5	2,804	1.8	74,293	1.5	95,625	1.8
<b>Total</b>	3,442	100	5,702	100	140,320	100	156,763	100	4,891,769	100%	5,363,678	100%
<b>Med. Age</b>	n/a		37		n/a		35		n/a		36	

Source: U.S. Census 1990-2000 and DOA estimates for 2001 and 2002

## Ethnicity

The population of the Town of Algoma, county and state is predominately white, with a very limited number of Asian, Indian, or other nationalities. The Town of Algoma has had a slight increase in the number of minority people, made up mostly of American Indian and Asian backgrounds. The Town of Algoma, county and state have all had similar increases in the Asian or Pacific Islander population.

**Table 7**  
**Ethnicity, 1990 and 2000**

Ethnic Background	T. Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
White	3,421	99.4	5,585	97.4	136,822	97.5	148,900	95.0	4,512,523	92.2	4,769,857	88.9
African American	2	0.1	0	0.0	697	0.5	1,729	1.1	244,539	5.0	304,460	5.7
American Indian/ Native Alaskan	4	0.1	20	0.3	685	0.5	781	0.5	39,387	0.8	47,228	0.9
Asian or Pacific Islander	11	0.3	91	1.6	1,728	1.2	2,480	1.6	53,583	1.1	90,393	1.7
Other Race	4	0.1	0	0.0	388	0.3	1,192	0.8	41,737	0.9	84,842	1.6
Two or More Races	--	--	37	--	--	--	1,681	--	N/A.	--	66,895	--
Total Persons	3,442	100.0	5,733	100.0	140,320	100	156,763	100.0	4,891,769	100.0	5,363,678	100.0
Hispanic or Latino	--	--	40	--	--	--	3,065	--	47,846	--	192,921	--

Source: U.S. Census 1990 & 2000

## Existing Education Levels

In 1990, 4.6% of Algoma's population had less than a 9<sup>th</sup> grade education, while in 2000, that percentage dropped to 1.7%. People having less than a 9<sup>th</sup> grade education in 2000 is a much higher percentage in Winnebago County (4.1%) and state (5.4%).

In 1990, the percentage of those in the Town of Algoma that had a high school education constituted 34.0% of the population, but dropped to 32.0% in 2000. The percentage of those having a college education in the Town of Algoma went up from 26.6% in 1990 to 35.4% in 2000. The percentage of those having four or more years of college was much lower in Winnebago County (22.8%) and state (22.4%) than the Town of Algoma.

**Table 8**  
**Educational Attainment, 1990 and 2000**

Number of Grades Achieved	T. Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Less than 9th Grade	107	4.6	62	1.7	6,979	7.8	4,129	4.1	294,862	9.5	186,125	5.4
9th - 12th Grade	165	7.1	247	6.6	10,262	11.5	9,738	9.6	367,210	11.9	332,292	9.6
High School Graduate	790	34.0	1,197	32.0	35,255	39.6	37,849	37.4	1,147,697	37.1	1,201,813	34.6
1 - 3 Years of College	645	27.7	913	24.4	20,302	22.8	26,351	26.1	735,487	23.8	976,375	28.1
4 Years or More	618	26.6	1,324	35.4	16,162	18.2	23,028	22.8	548,970	17.7	779,273	22.4
Total Age 25 or Older	2,325		3,743		88,960		101,095		3,094,226		3,475,878	

*U.S. Census, 1990 & 2000*

## Income

The median household income for Town of Algoma residents increased 67.1% between 1989 and 1999. In the same period, Winnebago County's median income increased 50.6%, and the overall state increase was 50.8 percent. The 2000 median household income of a Town of Algoma resident is 61.5% higher than the median income of a county resident, and 64% higher than the median income of a state resident. The higher income level in the Town of Algoma is partly due to the attraction of "white-collar" workers who can afford to move into new Town of Algoma subdivisions.

**Table 9**  
**Comparative Income Characteristics, 1989 and 1999**

	Town of Algoma		Winnebago County		State of Wisconsin	
	1989	1999	1989	1999	1989	1999
Median Household Income	\$42,083	\$71,792	\$30,007	\$44,445	\$29,442	\$43,791
% Change		70.6%		48.1%		48.7%
Median Family Income	\$44,706	\$74,684	\$35,821	\$53,932	\$35,082	\$52,911
% Change		67.1%		50.6%		50.8%

*Source: East Central Wisconsin Regional Plan Commission*

Per capita income comparisons in 1999 shows the Town of Algoma being 12.8% higher than the per capita county income and about 15% higher than the state per capita income. This smaller separation of income per capita compared to median household income may be due to the larger than normal size of families that live in the Town of Algoma.

**Table 10**  
**Per Capita Income, 1989 and 1999**

Category	Town of Algoma		Winnebago County		State of Wisconsin	
	1989	1999	1989	1999	1989	1999
<b>Per Capita Income</b>	\$16,176	\$24,478	\$13,696	\$21,706	\$13,276	\$21,271
<b>Percent Change</b>		69.9%		58.5%		60.2%

Source: WI Dept. of Revenue

### Poverty Status

Approximately 3.5 percent of the Town of Algoma's population was below the poverty level in 1989, less than half of Winnebago County's 8.8% poverty level and the state's 10.7% level. Conditions improved in 1999, with the Town of Algoma having only 1.6% of its population below the poverty rate. This compares to the 6.7% poverty rate for Winnebago County and 8.7% rate for the State.

**Table 11**  
**Poverty Status, 1989 and 1999**

Category	T. Algoma		Winnebago Co.		S. of Wisconsin	
	1989	1999	1989	1999	1989	1999
<b>Total Persons</b>	3,414	5,675	133,950	148,696	4,754,103	5,211,603
<b>Total Persons Below Poverty</b>	119	89	11,793	9,940	508,545	451,538
<b>Percent Below Poverty</b>	3.5%	1.6%	8.8%	6.7%	10.7%	8.7%
<b>Total Families</b>	1,036	1,681	36,630	39,788	1,284,297	1,395,037
<b>Total Families Below Poverty</b>	27	5	1,959	1,517	97,466	78,188
<b>Percent Change</b>	2.6%	0.3%	5.3%	3.8%	7.6%	5.6%

Source: U.S. Census: 1990, 2000.

## Income Ranges

Table 12 shows ranges of income in the Town of Algoma, Winnebago County, and State of Wisconsin. In 1999, the Town of Algoma had a much higher percentage of people in the high-income levels as compared to 1989. Part of this is due to the increasing pay scale, but another reason is the number of professional people who are purchasing new homes in the Town of Algoma. A much higher percentage of county residents are in income levels below \$50,000 as compared to Town of Algoma residents. Income ranges in the State of Wisconsin are more evenly distributed.

**Table 12**  
**Income Range, 1989 and 1999**

Income Range in dollars	T. of Algoma				Winnebago County				State of Wisconsin			
	1989		1999		1989		1999		1989		1999	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< \$10,000	51	4.2	42	2.1	6,471	12.1	3,380	5.5	255,413	14.0	148,964	7.1
10,000 - 14,999	77	6.3	15	0.7	5,012	9.4	3,228	5.3	170,828	9.4	121,366	5.8
15,000 - 24,999	134	11.0	91	4.5	10,362	19.4	8,122	13.3	341,433	18.7	264,897	12.7
25,000 - 34,999	192	15.8	101	5.0	10,012	18.7	8,598	14.1	317,699	17.4	276,033	13.2
35,000 - 49,999	313	25.8	261	13.0	11,190	20.9	11,297	18.5	368,148	20.2	377,749	18.1
50,000 - 74,999	304	25.1	606	30.3	7,079	13.2	14,988	24.5	257,090	14.1	474,299	22.7
75,000 - 99,999	97	8.0	486	24.3	2,030	3.8	6,679	10.9	62,362	3.4	226,374	10.9
100,000-149,999	28	2.3	275	13.7	780	1.5	3,265	5.3	30,544	1.7	133,719	6.4
150,000 or more	17	1.4	126	6.3	533	1.0	1,623	2.7	17,735	1.0	62,903	3.0

Source: U.S. Census: 1990, 2000

## Major Findings and Recommendations

1. The Town of Algoma's past growth pattern has been largely due to its close proximity to the Oshkosh Urbanized Area and the "Fox Cities".
2. The Town of Algoma's demographics identify a relatively young population.
3. The Town of Algoma has a higher than average household size.
4. The Town of Algoma resident has a higher than average salary.
5. The Town of Algoma has a very small number of people whose income would qualify them as having a poverty status.

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# Housing

## Housing Characteristics

### Age of Housing

According to the 2000 U.S. Census, there were 2,020 residential structures in the Town of Algoma (see Table 13). The tremendous growth of the Town of Algoma in the 1990s is reflected in the fact that 43.6% of the structures were built between 1990 and 2000, with most of that construction (25.7%) occurring between 1990 and 1995. About 58% of the residential structures in the Town of Algoma are less than twenty years old.

Housing in Algoma, in general, is much newer than housing in Winnebago County or the State of Wisconsin. Housing that is ten years old or newer makes up about 17% of the total housing in Winnebago County and the State of Wisconsin, compared to 44% for the Town of Algoma. At the other end of the age spectrum, housing forty years or older makes up only 14.6% of the Town of Algoma's housing stock, compared to 42.9% and 43.7% in Winnebago County and State of Wisconsin, respectively.

**Table 13**  
**Age of Housing**

	Town of Algoma		Winnebago County		State of Wisconsin	
	No.	%	No.	%	No.	%
< 5 years	362	17.9%	5,897	9.1%	220,954	9.5%
6 to 10 years	519	25.7%	5,384	8.3%	168,838	7.3%
11 to 20 years	293	14.5%	7,267	11.2%	249,789	10.8%
21 to 30 years	264	13.1%	10,207	15.8%	391,349	16.9%
31 to 40 years	288	14.3%	8,188	12.7%	276,188	11.9%
> 40 years	294	14.6%	27,778	42.9%	1,014,026	43.7%
<b>Total Occupied</b>	<b>2,020</b>		<b>64,721</b>		<b>2,321,144</b>	

Source: U.S. Census

The fact that most of the Town of Algoma's housing stock is much newer, combined with pride of ownership, results in a housing stock that is in considerably better shape in the Town of Algoma than most surrounding communities, which contain older housing units.

### Types of Housing Units

The number of housing units in the Town of Algoma increased from 1,250 in 1990 to 2,020 in 2000, an increase of 61.6% (Table 14). This increase is higher than either Winnebago County (15.3%) or State of Wisconsin (12.9%). Population gains over the same time period were 63.3% in the Town of Algoma compared to 11.7% in Winnebago County.

The major change in the type of housing units that took place in the Town of Algoma during the 1990s was a decrease in two-family, multi-family, and mobile homes, and an increase of single-family homes. In 1990, 4.1% of the housing in the Town of Algoma was two-or-more unit (or manufactured housing) structures, with 95.8% of the housing being single-family. In 2000, that percentage declined to only 1.9% being two-or-more units, and 98.1% being single-family. This

compares to Winnebago County having 69.6% of the housing stock as single-family, while the remaining 30.4% is a more densely developed type of housing.

**Table 14**  
**Type of Housing Units**

	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Single-Family</b>	1,198	95.8%	1,980	98.1%	38,920	69.3%	45,026	69.6%	1,392,610	67.7%	1,609,407	69.3%
<b>2 to 4 Units</b>	33	2.6%	27	1.3%	8,848	15.8%	8,732	13.5%	277,221	13.5%	281,936	12.1%
<b>5 or more Units</b>	13	1.0%	10	0.5%	6,593	11.7%	9,553	14.8%	256,616	12.5%	325,633	14.0%
<b>Manuf. Hsg. and Other</b>	6	0.5%	3	0.1%	1,762	3.1%	1,410	2.2%	129,327	6.3%	104,168	4.5%
<b>Total Units</b>	1,250		2,020	61.6%	56,123		64,721	15.3%	2,055,774		2,321,144	12.9%

Source: U.S. Census

### Number of Building Permits

Table 15 shows building permit records from 1990 through 2004. In 1992, the Town of Algoma experienced an unusual number of new single-family permits that reached a record level high of 142 applications. The number of new homes declined from 1999 to 2003, and leveled off to about 50 permits per year. In 2004, 80 permits were issued, an indication that the housing market is gaining strength.

**Table 15**  
**Housing Units, 1990 to 2004**

YEAR	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	TO-TAL
<b>UNITS*</b>	72	94	142	112	97	73	87	79	71	53	51	50	47	52	80	<b>1,160</b>
*All single-family															<b>15-YEAR AVERAGE</b>	<b>77</b>
															<b>LAST 6-YEAR AVERAGE</b>	<b>56</b>

Source: Town of Algoma

The Town of Algoma will continue to be a popular location for residential development, given its close proximity to the City of Oshkosh, USH 41, the "Fox Cities," and its natural environment.. The advent of a public water system may also spur more residential development in Algoma Sanitary District #1.

### Occupancy

The 1990-2000 time period is considered by many to have been good for housing, due to the strong economy and low interest rates. This was especially the case in the Town of Algoma, where the number of occupied homes increased, while the number of units that were vacant decreased (Table 16). The percentage of owner-occupied housing is very high in the Town of Algoma, with 94.0% of all occupancy being owner-occupied, compared to 64.2% owner occupancy in Winnebago County, and 61.5% owner occupancy in the State of Wisconsin (based on 2000 statistics).

**Table 16**  
**Occupancy Status**

	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<b>Owner-Occupied</b>	1,106	88.5%	1,865	94.0%	35,423	63.1%	41,571	64.2%	1,215,350	59.1%	1,426,361	61.5%
<b>Renter-Occupied</b>	102	8.2%	75	3.8%	17,793	31.7%	19,586	30.3%	606,768	29.5%	658,183	28.4%
<b>Vacant Units</b>	42	3.4%	43	2.2%	2,907	5.2%	3,564	5.5%	233,656	11.4%	236,600	10.2%
<b>Seasonal Units</b>	10	0.8%	8	0.4%	1,145	2.0%	1,032	1.6%	150,601	7.3%	142,313	6.1%
<b>Total Units</b>	1,250		1,983		56,123		64,721		2,055,774		2,321,144	

Source: U.S. Census

Low vacancy rates can be considered a sign of a healthy housing market. The vacancy rates in the Town of Algoma in 2000 were 2.2%, as compared to 5.5% in Winnebago County and 10.2% in the State of Wisconsin.

### Vacancy Status

Although the percentage of vacant units in the Town of Algoma decreased in certain housing types from 1990 to 2000, the actual number of vacant units stayed nearly the same (Table 17). This can be compared to Winnebago County, where vacancies increased by 657 units, while the State of Wisconsin experienced an increase of 2,944 vacant units.

It is interesting to note that the 2000 owner-occupied vacancy rate in the Town of Algoma decreased to almost half of what it was in 1990, as opposed to the rental vacancy rate, which climbed from 1.9% to 4.0% in 2000. In comparison, the vacancy rate for owner-occupied units in Winnebago County and Wisconsin stayed nearly the same, although the rental vacancy rate did show almost two-percentage point increases in both Winnebago County and Wisconsin.

**Table 17**  
**Vacancy Status**

	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
For Sale	20	47.6%	15	34.9%	430	14.8%	527	14.8%	14,692	6.3%	17,172	7.3%
For Rent	2	4.8%	3	7.0%	641	22.1%	1,265	35.5%	29,795	12.8%	38,714	16.4%
Seasonal Units	10	23.8%	8	18.6%	1,145	39.4%	1,032	29.0%	150,601	64.5%	142,313	60.1%
Other Units	10	23.8%	17	39.5%	691	23.8%	740	20.8%	38,568	16.5%	38,401	16.2%
<b>Total Vacant Units</b>	42		43		2,907		3,564		233,656		236,600	
<b>Owner Vacancy Rate</b>	1.8%		0.8%		1.2%		1.3%		1.2%		1.2%	
<b>Renter Vacancy Rate</b>	1.9%		4.0%		3.5%		6.5%		4.7%		5.9%	

Source: U.S. Census

The difference in vacancy rates may reflect the absence of rental units in Algoma, compared to the rest of Winnebago County and State of Wisconsin. Another reason why vacancy rates were flat in the Town of Algoma (as opposed to Winnebago County and State of Wisconsin) is that mortgage interest rates were more favorable in 2000, which gave renters an opportunity to become homeowners rather than continue to be a tenant in an apartment.

### Housing Value

Table 18 shows that median housing values for the Town of Algoma, Winnebago County and the State of Wisconsin increased above that which would be expected with an increase from inflation. For example, the median value of a home in the Town of Algoma increased from \$85,800 in 1990 to \$147,700 in 2000. If the 1990 value of a home had simply increased by the Consumers Price Index (calculated by the United States Department of Labor), the home value would be \$113,084 in 2000. The statistics in Table 18 reflects how strong the housing market was in the 1990s in the Town of Algoma, Winnebago County and State of Wisconsin.

**Table 18**  
**Median Housing Value**

	<b>T. Algoma</b>	<b>Winnebago County</b>	<b>State of Wisconsin</b>
<b>1990 Actual</b>	\$85,800	\$59,700	\$62,100
<b>2000 CPI Adjusted</b>	\$113,084	\$78,685	\$81,848
<b>2000 Actual</b>	\$147,700	\$97,700	\$112,200

*Source: U.S. Census and Martenson & Eisele, Inc.*

The median housing value in 1990 and 2000 was higher for the Town of Algoma than Winnebago County or State of Wisconsin. This is seen more clearly in Table 19, which breaks down the value of the housing units into several ranges.

From 1990 to 2000, the value of housing stock in the Town of Algoma rose substantially. As an example, in 1990, 28.2% of housing in the Town of Algoma was valued at more than \$100,000, compared to 88.2% in 2000. In 1990, only 7.5% of the housing in the Town of Algoma was valued between 150,000 and \$300,000. In 2000, 41.3% of the homes in the Town of Algoma were in this value range. The Town of Algoma's 41.3% compares to 17.2% and 23.5% for Winnebago County and the State of Wisconsin, respectively.

**Table 19**  
**Housing Value**

	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Less than \$50,000	62	6.3%	10	0.5%	9,474	31.5%	2,701	6.5%	294,441	31.7%	142,047	10.0%
\$50,000 to \$99,999	643	65.5%	217	11.4%	16,916	56.2%	19,433	46.8%	496,895	53.5%	482,614	33.8%
\$100,000 to \$149,999	197	20.1%	767	40.2%	2,468	8.2%	11,048	26.6%	95,891	10.3%	410,673	28.8%
\$150,000 to \$199,999	42	4.3%	589	30.9%	713	2.4%	4,791	11.5%	24,030	2.6%	210,917	14.8%
\$200,000 to \$299,999	31	3.2%	198	10.4%	396	1.3%	2,389	5.7%	12,310	1.3%	123,606	8.7%
\$300,000 plus	6	0.6%	127	6.7%	124	0.4%	1,196	2.9%	4,927	0.5%	56,803	4.0%
<b>Total Units</b>	<b>981</b>		<b>1,908</b>		<b>30,091</b>		<b>41,558</b>		<b>928,494</b>		<b>1,426,660</b>	

Source: U.S. Census

The information in Table 19 illustrates again the strong single-family market in Algoma, and that the price ranges for homes in the Town of Algoma are much higher than what is found in Winnebago County and State of Wisconsin.

### Household Type

The number of households in the Town of Algoma increased from 1,042 in 1990 to 1,673 in 2000, an increase of 61 percent. This compares to a population increase of 63 percent. This major growth spurt is mainly due to the large number of new homes that have accommodated new families moving into the Town of Algoma in recent years. At the same time, the percentage of households occupied by married couples changed only slightly from 1990 to 2000.

The Town of Algoma has a much higher percentage of family households than Winnebago County or State of Wisconsin. This reflects the fact that smaller communities are generally more family-oriented than larger urban areas. The Town of Algoma's percentage of married families (92.9%) is higher compared to Winnebago County (82.0%) and State of Wisconsin (79.9%)

**Table 20**  
**Household Type**

	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Total Family	1,042	86.3%	1,673	86.2%	36,292	68.2%	39,547	64.7%	1,275,172	70.0%	1,386,815	66.5%
Married	966	92.7%	1,555	92.9%	30,654	84.5%	32,422	82.0%	1,048,010	82.2%	1,108,597	79.9%
Female Headed	54	5.2%	85	5.1%	4,315	11.9%	5,068	12.8%	174,530	13.7%	200,300	14.4%
Total Non-family	166	13.7%	267	13.8%	16,924	31.8%	21,610	35.3%	546,946	30.0%	697,729	33.5%
Living Alone	133	80.1%	207	77.5%	13,351	78.9%	16,850	78.0%	443,673	81.1%	557,875	80.0%
Age 65+	63	38.0%	84	31.5%	5,662	33.5%	6,188	28.6%	192,072	35.1%	214,368	30.7%
<b>Total Households</b>	<b>1,208</b>		<b>1,940</b>		<b>53,216</b>		<b>61,157</b>		<b>1,822,118</b>		<b>2,084,544</b>	

Source: U.S. Census

### Persons per Household

The trend of the number of persons in a household decreasing is evident in the Town of Algoma, as well as in Winnebago County and Wisconsin (see Table 21). Contributing to this trend is the increase in female-headed households, the decrease in family households, and the increase in the life span of people. However, the number of persons per household for the Town of Algoma is dropping at a much slower rate than Winnebago County and State of Wisconsin.

**Table 21**  
**Persons per Household**

	Town of Algoma		Winnebago County		State of Wisconsin	
	No.	Persons per HH	No.	Persons per HH	No.	Persons per HH
1970	917	3.44	38,249	3.22	1,328,804	3.22
1980	1055	3.07	46,885	2.71	1,654,777	2.77
1990	1208	2.89	53,216	2.52	1,822,118	2.61
2000	1940	2.94	61,157	2.43	2,084,544	2.50

Source: U.S. Census

### Household Size

Between 1990 and 2000, the Town of Algoma had slightly declining percentages in the 1- to 3-person households, but the 4- and 5-person households in the Town of Algoma constituted a higher percentage in 2000 as opposed to 1990. When comparing the Town of Algoma to Winnebago County and State of Wisconsin, the Town of Algoma has a greater percentage of households with 3-or-more persons, and much fewer households in the 1- to 3-person categories.

**Table 22**  
**Household Size**

	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1 Person	133	11.0%	207	10.7%	13,351	25.1%	16,850	27.6%	443,673	24.3%	557,875	26.8%
2 Person	465	38.5%	702	36.2%	18,228	34.3%	21,803	35.7%	596,883	32.8%	721,452	34.6%
3 Person	231	19.1%	361	18.6%	8,829	16.6%	9,325	15.2%	302,563	16.6%	320,561	15.4%
4 Person	253	20.9%	431	22.2%	8,293	15.6%	8,356	13.7%	284,151	15.6%	290,716	13.9%
5 Person	90	7.5%	180	9.3%	3,197	6.0%	3,331	5.4%	129,821	7.1%	127,921	6.1%
6 or More Person	36	3.0%	59	3.0%	1,318	2.5%	1,492	2.4%	65,027	3.6%	66,019	3.2%
Total Households	1,208		1,940		53,216		61,157		1,822,118		2,084,544	

Source: US Census

What the statistics say about the Town of Algoma in Table 22 is that its households are more typically occupied by larger-than-average families than Winnebago County or State of Wisconsin.

## Housing Affordability

According to the U.S. Department of Housing and Urban Development (HUD), housing is considered affordable if less than 30% of a household's income is needed for housing costs. The median household income in the Town of Algoma in 1999 was \$5,983 per month. That means a household at the median income level could spend up to \$1,795 per month on housing before the cost would be considered unaffordable.

In the Town of Algoma, about 13.5% of the homeowners spent 30% or more of their income on housing in 2000 (Table 23). In comparison, 15.9% of Winnebago County's homeowners, and 18.2% of the State of Wisconsin's homeowners, spend more than 30% of their income on housing.

While the Town of Algoma saw a decrease in the percentage of households who spent more than 30% of their income on housing between 1990 and 2000, Winnebago County and the State of Wisconsin had an increase. The percentage decrease in the Town of Algoma for those spending more than 30% of their income went from 14.3% to 13.5%. Winnebago County percentage increased from 13.2% to 15.9%, and from 15.4% to 18.2% at the State of Wisconsin level. Reasons for this difference may be that the median housing value is higher when compared to Winnebago County and the State of Wisconsin, and income has grown faster.

**Table 23**  
**Homeowner Affordability**

	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< 20% of Income	590	60.1	1,021	55.8	18,341	61.0	21,134	58.3	547,349	59.0	634,277	56.5
20% to 24%	141	14.4	415	22.7	4,755	15.8	6,033	16.6	147,944	15.9	173,620	15.5
25% to 29%	109	11.1%	147	8.0	3,033	10.1	3,349	9.2	89,914	9.7	109,833	9.8
30% to 34%	23	2.3	76	4.2	1,381	4.6	1,879	5.2	48,581	5.2	64,892	5.8
> 34% of Income	118	12.0	170	9.3	2,472	8.2%	3,786	10.4	91,445	9.8%	135,075	12.0
Not Computed	0	0.0	0	0.0	109	0.4%	94	0.3	3,261	0.4	4,770	0.4
Total Households	981		1,829		30,091		36,275		928,494		1,122,467	
% Not Affordable	14.4		13.4		12.8		15.6		15.1		17.8	

Source: U.S. Census

## Renter Affordability

The percentage of renters whose monthly rent is less than 30% of their gross income is generally higher compared to owner-occupied units. When compared to Winnebago County and State of Wisconsin, the Town of Algoma has a lower percentage of population that pays more than 30% of their income for housing (27.1% compared to Winnebago County's 28.2% and the State of Wisconsin's 32.3%). Table 24 also shows that the number of rental units decreased by 33, or 36% of all rental units in the Town of Algoma.

**Table 24**  
**Renter Affordability**

	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
< 20% of Income	60	65.2%	24	40.7%	6,369	36.5%	8,119	41.8%	195,669	33.6%	242,345	37.8%
20% to 24%	0	0.0%	0	0.0%	2,684	15.4%	2,965	15.3%	84,800	14.6%	90,934	14.2%
25% to 29%	13	14.1%	7	11.9%	2,311	13.2%	2,047	10.5%	68,905	11.8%	67,926	10.6%
30% to 34%	0	0.0%	8	13.6%	1,140	6.5%	1,331	6.9%	43,812	7.5%	44,573	6.9%
> 34% of Income	9	9.8%	8	13.6%	4,478	25.6%	4,153	21.4%	165,626	28.4%	162,669	25.4%
Not Computed	10	10.9%	12	20.3%	486	2.8%	810	4.2%	23,559	4.0%	33,225	5.2%
Total Households	92		59		17,468		19,425		582,371		641,672	
% Not Affordable	9.8%		27.1%		32.2%		28.2%		36.0%		32.3%	

Source: U.S. Census

Table 24 illustrates that 52.6% of the Town of Algoma residents are able to pay less than 30% of their income for rental housing. In comparison, approximately 67.6% of Winnebago County residents and 62.6% of State of Wisconsin residents pay less than 30% of their income for rental housing. This discrepancy between the Town of Algoma, Winnebago County, and State of Wisconsin may be skewed by the low number of renters in Algoma.

## Affordable Housing

Attaining affordable housing in new construction is difficult because of the increasing cost of land, construction materials, and labor. Consideration should be given by Winnebago County and towns in Winnebago County to provide incentives, or change zoning and subdivision regulations, that would assist developers to market affordable housing. This can possibly be achieved by working with Winnebago County as they rewrite their existing Zoning Ordinance to allow more lots per acre in publicly sewerred areas. Another possibility would be to streamline the review process by both the Town of Algoma and Winnebago County so developers' "holding costs" could be minimized. These steps may reduce the price of buildable lots, which in turn might make homes more affordable.

## Housing Plans and Programs

The State of Wisconsin's "2000 Consolidated Plan for Housing and Community Development Needs" addresses the need for housing and community development activities. The following housing needs were specifically listed:

Affordability of housing to all consumers, especially those with severe cost burdens to increase and maintain affordable housing;

The preservation and increased availability of safe, sanitary housing for low- and moderate-income owners and renters, including lead based paint hazard reduction training and resources; Housing assistance for special needs groups, including homeless prevention activities, expanding transitional housing programs and increasing emergency shelter operating funds; The continuance of fairness and accessibility for all housing consumers, including enforcement and compliance with fair housing laws; and Continued efforts to assist with housing disaster relief.

The 2000 Consolidated Plan may be found at the following web site:

[http://www.doa.state.wi.us/docs\\_view2.asp?docid=626](http://www.doa.state.wi.us/docs_view2.asp?docid=626)

The Wisconsin Department of Administration has released a document entitled, "Directory of Resources for Comprehensive Planning." In the housing section of the directory is a list of housing programs that may benefit the Town of Algoma and its residents as they work together to address housing issues. The directory may be found at the following web site:

[http://www.doa.state.wi.us/pagesubtext\\_detail.asp?linksubcatid=370&linkcatid=224&linkid=](http://www.doa.state.wi.us/pagesubtext_detail.asp?linksubcatid=370&linkcatid=224&linkid=)

## Major Findings and Recommendations

1. The Town of Algoma is almost entirely developed as a single-family community, with a small number of duplex and multi-family housing.
2. The Town of Algoma has a higher than average number of persons per household, which shows that families with children are the predominant segment of the Town of Algoma's population.
3. Based on community size, the average of 56 single family building permits per year shows a strong interest for people to live in the Town of Algoma.
4. The value of housing in the Town of Algoma is much higher than Winnebago County or state, mostly due to the young age of housing stock in the Town of Algoma.
5. Stabilize the physical condition of older homes by enforcing local and state property maintenance and building codes.
6. Buffer residential areas from incompatible land uses.
7. Encourage the location of new housing units in areas that can be served by the Town's sanitary district.
8. Support elderly housing projects and new housing that would meet the needs of low-income levels of town residents.

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# Transportation

The urbanizing aspects of the Town of Algoma point to the importance the automobile has had on the citizens and economy of the town in the last twenty years. The time savings reached through ease of travel has opened the Town of Algoma to many opportunities, including increased residential development. Evaluation of the Town of Algoma's system of roadways, traffic patterns and other transportation services, are an important element of any planning activity.

## Modes of Transportation

### Road Classification

The Town of Algoma has about 53 miles of roadway within its borders (see Map 2). These roads are classified as local, collector, or arterials. Each type provides a different function and is described below.

**In this Plan, State Highways, officially known as "State Trunk Highways", are often abbreviated as "STH", as in STH 21. Likewise, "County Roadways" are often written as "CRD", as in CRD "K".**

### Local Roads

Local roads are primarily the Town of Algoma-owned roads, and serve as direct access to homes, businesses and agricultural uses. There are about 39 miles of local roads in the Town of Algoma.

### Collector Roads

County-owned roads serve as collector streets in the Town of Algoma. Two Town roads, Oakwood Road and Omro Road, are also considered collector streets. They provide for traffic movement and land access - a balance between local road functions and arterial road functions. There are about seven miles of County-owned roads in the Town of Algoma. They include County Roads "E" and "K".

### Arterial Roads

State Highways are the primary arterial roadways in the Town of Algoma. Generally, arterials are designed to move traffic with minimal obstruction. STH 21 was realigned to its present configuration in the early 1980s. These roads are access controlled. WisDOT-approved plats have limited individual lot access. The town was developed with STH 21 as the main east-west artery moving traffic within the town. Local and collector roads feed into STH 21. About seven miles of State Highways exist in the Town of Algoma. They include State Roads 21, 91 and 44.

### Access Permits

Access to local, county and state roads requires a permit. The primary purpose of access permits is to increase safety by restricting the number of locations where vehicles can enter a roadway from adjacent property. The Town of Algoma requires culvert permits for anyone interested in obtaining a new access to a town road. Winnebago County Highway Department issues driveway access permits for all county roads, and the Wisconsin Department of Transportation issues access permits for all state roads.

## Traffic Volume

Map 2 shows how traffic volumes have changed in 1988, 2000, and 2004 for selected roadways in the Town of Algoma. Traffic volumes can be used as a tool to determine street improvement priorities.

The 2004 Traffic counts on STH 21, just west of USH 41, were 32,600 vehicles per day. This traffic count is significantly higher than the 27,200 vehicles per day in 2000. Just east of Leonard Point Road, STH 21 traffic counts shrunk slightly from 15,200 vehicles per day in 2000 to 14,900 vehicles per day in 2004. STH 21 is a vital traffic artery for the Town of Algoma. Locating an alternative right-of-way to re-route traffic around the Town of Algoma should be an alternative that is considered as the WDOT studies STH 21.

On lesser traveled roadways, traffic counts have also increased. Witzel Avenue, or County Road E, just east of Clairville Road, had an increase from 2,600 vehicles in 2000 to 2,800 vehicles in 2004. County Road K just west of Washburn Street, went from 7,000 vehicles per day in 1991 to 10,600 vehicles per day in 2004. Leonard Point Road, just north of STH 21, went from 1,530 vehicles per day in 1991, 2,800 vehicles per day in 2000, and 3,900 vehicles per day in 2004. State Highway 91, east of STH 44, experienced heavier traffic loads from 1991 to 2004, going from 2,160 vehicles per day in 1991 to 4,300 vehicles per day in 2004.

These higher traffic counts are a result of increasing residential growth that is not only occurring in the Town of Algoma but also in the town and City of Omro lying to the west. Traffic counts may continue to increase as both the Town of Algoma and Town of Omro attract more development, but at a slower pace in the next five years as compared to years past.

Traffic volume is monitored so it can be compared to the capacity for which a stretch of road is designed. Measuring the relationship between the two can provide valuable information when a roadway should be upgraded and/or reconstructed to handle the present and future traffic volumes. This is called volume-to-capacity ratio. Traffic volumes that are higher than the designed capacity suggests that the roadway is becoming unsafe and inefficient for travel.

Because of the increasing traffic load, the Green Bay Regional office of the Department of Transportation is completing a long range plan for STH 21. When traffic counts started to increase on STH 21 some years ago, the State of Wisconsin purchased additional right-of-way to accommodate four lanes of traffic from Leonard Point Road to the City of Omro. Due to changing improvement standards, however, more right-of-way may need to be purchased, depending upon the results of the plan.

## WISLR Program

A tool the Town of Algoma uses to determine budget priorities for street construction and repair is called "Wisconsin Information System for Local Roads" (WISLR). The WISLR Program is an Internet-accessible system that helps local governments and WisDOT manage local road data to improve decision-making, and to meet state statute requirements. With Geographic Information System technology, WISLR combines local road data with interactive mapping functionality.

More specifically, WISLR is a receptacle for local road information, such as width, surface type, surface year, shoulder, curb, road category, functional classification, and pavement condition ratings. More importantly, WISLR generates the data local government needs to make budget decisions regarding street repair and maintenance. The Town of Algoma is required to submit

the ratings identified in the WISLR Program to the WisDOT every two years.

Access to inventory information also aids with other tasks, such as compliance with Governmental Accounting Standards Board Statement 34 (GASB 34). This statement mandates reporting the value of local roads as infrastructure assets.

The WISLR Brochure provides more detailed information about the Wisconsin Information System for Local Roads in a printable format.

## Bridges

Two bridge structures are located in the Town of Algoma. The first bridge exists near the interchange of CRD "K" and Clairville Road. The second bridge in the Town of Algoma is on Omro Road, west of N. Oakwood Road.

## Trucks

There are currently no regional or national trucking companies or services located in the Town of Algoma. Services are provided by various carriers that are located in Oshkosh and the Fox Cities. Truck traffic in the Town of Algoma primarily occurs on USH 41, STH 21, STH 44, and STH 91.

## Rail Transportation

A railroad line runs through the south-central portion of the Town of Algoma. This railroad line almost parallels STH 44, and goes from Oshkosh to Ripon. Other rail lines for freight hauling exist through the City of Oshkosh, which provide necessary economic benefit to the region as a whole. In addition, passenger rail service through Oshkosh has been talked about but the future for this type of service is uncertain. The closest Amtrak passenger service in Wisconsin is in the City of Columbus.

## Bus and Taxi Service

Regional bus transportation for Town of Algoma residents is available through Greyhound Lines, with service in the City of Oshkosh. Private taxi service is available from Oshkosh City Cab Company.

Winnebago County provides door-to-door transportation for the elderly and disabled throughout the rural areas of Winnebago County, including the Town of Algoma. This service is contracted with Oshkosh City Cab. Reduced fares are provided to eligible riders. The American Red Cross in Oshkosh certifies eligible riders. Typically, eligible riders include elderly persons age sixty and over and certified disabled individuals of any age.

## Transit

No local bus service exists in the Town of Algoma at this time. Homes in the Town of Algoma are occupied by families that have the financial means of owning multiple vehicles, and are not dependent on mass transit.

The Town of Algoma realizes that large-lot development could make mass transit service uneconomical in the future. However, when the Town of Algoma determines a need for transit service by a large number of their citizens, contact will be made with the Oshkosh Transit system to negotiate a service agreement, or some other available service.

## Transportation Systems for Person with Disabilities

Services offered in the rural areas of Winnebago County (and Town of Algoma) include:

### **Rural Transportation for Persons over Age 60**

This subsidized taxi and van service is provided to rural Winnebago County residents 60 years or older. Residents can call 24 hours per day, seven days a week for service, and are eligible for ten one-way trips each month. Because the Town of Algoma contributes half of the current \$8.00 charge, the disabled resident pays \$4.00 per one-way trip.

### **Rural Transportation for Persons under Age 60**

This subsidized taxi and van service is provided to disabled rural Winnebago County residents. Residents can call 24 hours per day, seven days a week for service, and are eligible for ten (10) one-way trips each month. Application for individuals under 60 years old and not within the cities are required to apply for certification at the Oshkosh Red Cross Office. Cost is \$4.00 per one-way trip for residents who live in towns that contribute to the program or \$8.00 for residents who live in towns that do not contribute.

## Airline Service

The closest, regularly scheduled air service available to the residents of the Town of Algoma is at the Outagamie County Regional Airport. It is located in the Town of Greenville on the far west side of the Fox Cities. Encompassing nearly 1,500 acres of land at the intersections of STH 76, STH 96 and CRD "CB", the regional airport serves the Fox Cities Metro Area and the surrounding counties with commercial airline service. Presently, the airport is served by five commercial airlines, and provides 66 flights (arrivals and departures) daily. In addition to the commercial passenger service, air freight, chartered flight service, car rentals and aviation technological services are also provided at the airport.

The major airport runways include a 7,000-foot northeast-southwest concrete runway and a 6,500-foot northwest-southeast concrete runway. The airport recently completed a \$12 million addition and renovation project. The work included a 28,000 square foot concourse addition with five boarding bridge gates to aircraft, three at-grade gates, and renovation of the terminal, including a new paging and flight information system. An even larger expansion project is being planned.

Wittman Regional Airport, located at 525 West 20th Avenue, within the city limits of Oshkosh, no longer provides scheduled commercial passenger flights. The airport does provide aircraft rental and charter flights. Every summer during the last week of July, Wittman Regional Airport becomes the busiest airport in the world when the Experimental Aircraft Association (EAA) holds its annual Air Venture convention. This event attracts more than 825,000 visitors and aviation enthusiasts annually.

Wittman Regional Airport is located on approximately 1,500 acres of land and has an Airport Master Plan that was adopted by Winnebago County in 1992. Presently, Wittman Regional Airport operates two runways at the facility. The north-south runway is an 8,000-foot long concrete runway constructed to accommodate the larger aircraft that fly in for the EAA Annual Convention. The east-west runway is a 6,000-foot long concrete runway that is used primarily for regular aircraft to take-off and land.

### Multi-Purpose Recreational Trails

Multi-use trails are becoming more important as an alternate transportation mode, a recreational amenity, and fitness facility. Groups and governmental agencies are finding that the acquisition, dedication, or official mapping of trails is a very difficult process in existing residential areas, and there is a critical need for advance planning of trail locations in future growth areas.

Trails should not only connect residential areas with parks and open space, but also make connections to longer regional trails. Just like the roadway system has arterial, collector, and local streets, trails could be defined in the same way.

The presence of trails often increases the value of properties adjacent to the corridors, especially those through residential neighborhoods. The National Association of Home Builders cites trails as the second or third most important amenity that would influence people to moving to a new location.

Trails provide pleasant places for people to walk, run, bicycle, ski, skate, or do other exercises, all of which promotes good health.

Trails can offer more than just the typical health and economic benefits. A trail corridor may be useful as a non-intrusive communications linkage for fiber optic or underground utility systems to enhance communications.

Trail corridors can also become outdoor classrooms where children and adults can observe and learn about their natural and cultural environment. Portions of the trail corridor may also be used for natural resource management and observation, prairie restoration, endangered species protection, and wetland protection where possible.

Winnebago County is host to two State trails, one County trail, 21 on-road, and 7 off-road bicycle and multi-use trails; two major snowmobile corridors; and two cross-country ski trails.

In 2001, the Town of Algoma adopted a revision to their 1996 Land Use Plan that included approximately 28 miles of on and off-road trails on lands within Algoma Sanitary District #1, which is now incorporated into Map 3. With recommendations from the Town of Algoma Planning Commission and Parks Committee, the Town Board will consider the inclusion of pedestrian trails and parks in all new subdivisions. The location of future pedestrian trails and parks, located on Map 3, are shown for illustrative purposes, and may not be the exact location of a trail or park site.

### Snowmobile Paths

At this time, the Town of Algoma does not have a designated snowmobile trail.

### Water

Those in need of water transportation for commercial shipping purposes have access to the Port of Green Bay, located in Brown County. These shipping facilities are located along the Fox River near the confluence with the Bay of Green Bay. The Port of Green Bay is located approximately fifty miles northeast of the Town of Algoma.

## Comparison with Local Transportation Plans

### City of Oshkosh

The Town of Algoma and the City of Oshkosh have entered into an Intergovernmental Boundary Agreement. As such, the Town of Algoma and city will be striving to deal with and plan together to resolve mutual land use issues. The communities will remain active in working with Northeast Region of Wisconsin Department of Transportation-Division of Transportation System Development and in contacting local legislative representatives to plan future state highway projects.

### Winnebago County and State Road Projects

In 2005, Winnebago County reconstructed CRD "E" (Witzel Avenue) from USH 41 to Oakwood Road. This road reconstruction project converted CRD "E" from a two-lane to a four-lane roadway. Approximately half of this road is within the Town of Algoma.

Oakwood Road is scheduled to be rebuilt from STH 21 to CRD "E" in 2008. This road segment has been awarded a Federal Surface Transportation Program (STP) grant of \$800,000. The remaining cost will be shared by Winnebago, City of Oshkosh, and Town of Algoma. This project was included in the Metropolitan Planning Organization's Transportation Improvement Program (TIP)

The Transportation Element of the Winnebago County Comprehensive Plan shows future trails going south from Oshkosh to Fond du Lac, and southwest towards Ripon along STH 44.

Proposed on-road bicycle routes are shown throughout Winnebago County, generally following County and Town of Algoma roads.

### Regional, State, and Federal

#### **East Central Wisconsin Regional Planning Commission: Transportation Planning Responsibilities (information in this section comes from the ECWRPC and Federal Highway Administration web pages)**

As the designated Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area, the East Central Wisconsin Regional Planning Commission in cooperation with, the City of Oshkosh, the towns Algoma, Black Wolf, Nekimi, Oshkosh, Vinland and Winnebago County, completed the Long Range Transportation/Land Use Plan for the Oshkosh Urbanized Area, ECWRPC 2005. Under federal law each metropolitan area in the nation with a population greater than 50,000 must have a long range plan. The planning period must be at least twenty years to be eligible for federal transportation funds. The recently adopted plan prepared by ECWRPC has a time-compliant horizon to 2035. ECWRPC will update the plan every five years.

Metropolitan transportation planning is the process of examining travel and transportation issues and needs in metropolitan areas. It includes a demographic analysis of the community in question, as well as an examination of travel patterns and trends. The planning process includes an analysis of alternatives to meet future demands and provides a safe and efficient transportation system.

ECWRPC certifies that the planning requirements have been met, which includes a Unified

Transportation Work Program, a Public Involvement Plan, a Transportation Improvement Program (TIP), and a Long Range Transportation and Land Use Plan.

All the jurisdictions that comprise the Oshkosh urbanized area worked together to compile and prepare a collective future land use plan. The planning process included participation from the MPO Technical Advisory Committee (TAC), the Long Range Plan Committee, and the standing Transportation Committee of the Policy Board for the MPO. The MPO works closely with Federal Highway Administration and Wisconsin Department of Transportation staff, public and private transportation providers and other stakeholders in the MPO area. The public was invited to participate in all facets of the process and were solicited to review and comment at key points including the analysis and draft recommendations. The TAC, Long Range Plan Committee and Policy Board reviewed and discussed the alternative analysis used to identify future transportation needs. The plan represents a collective long term vision for the Oshkosh area based on local land use plans and policies.

The Oshkosh Metropolitan Planning Organization Policy Board adopted the Transportation Improvement Program and Long Range Transportation/Land Use Plan at the October 2005 meeting.

### **State of Wisconsin “State Highway Plan 2020” Long Range Plan**

Wisconsin’s State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing.

In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the 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.

The Corridors 2020 backbone is a 1,550-mile network of key multi-lane routes that connect major population and economic centers and provides economic links to national and international markets. Highway 21 is not part of the backbone system at this time.

### **State of Wisconsin “Connections 2030” Long Range Plan**

Connections 2030 will be the statewide long-range transportation plan through the year 2030. The plan will address all forms of transportation: highways, local roads, air, water, rail, bicycle, pedestrian, and transit – and ways to make the individual modes work better as an integrated transportation system.

Connections 2030 will differ from WisDOT’s previous planning efforts. Beginning with the release of Translinks 21 in the mid 1990s, the department has prepared a series of needs-based plans for various transportation modes.

Connections 2030 will be a policy-based plan. The policies will be tied to “tiers” of potential financing levels. One set of policy recommendations will focus on priorities that can be accomplished under current funding levels. Another will identify policy priorities that can be achieved if funding levels increase. Finally, WisDOT may also identify critical priorities that we must maintain if funding were to decrease over the planning horizon of the plan.

While the final plan will include statewide policy recommendations, some of these recommendations may differ by specific corridors in the state. In addition to policies related to each transportation mode, Connections 2030 will also include recommendations on cross-cutting issues such as economic development, land use, transportation finance and the environment.

The Department's goal is to provide a plan that can aid policy-makers in future transportation decisions. Connection 2030 will be the statewide blueprint for the future.

## **STH 21 Corridor and Bypass**

### **Background**

State Trunk Highway 21, from USH 41 and the City of Oshkosh through the Town of Algoma to the Winnebago County line, has become a heavily traveled state highway. At the present time, this route is not on the ten-year State Road Plan. The State realizes, however, that an upgrade will need to be considered, and that the increasing traffic will bring STH 21 closer to the top of the project priority list.

A study committee was formed in the spring of 2001 to analyze (with the assistance of the East Central Wisconsin Regional Planning Commission) the potential reconstruction of STH 21 from Oshkosh to Omro. The Study Committee recommended to WisDOT that STH 21 should be designed and constructed as a four-lane, 55 mph expressway, with limited access to public roads and permitted driveways between Leonard Point Road and the Town of Omro. The Committee also recommended the design and construction of the Omro Bypass.

In the fall of 2001, the Department of Transportation considered fourteen projects, including the STH 21 project, for review by the Transportation Projects Commission. The Commission did not select the STH 21 project for further study at that time, but the issue will continue to be reviewed for selection at a future date.

### **Past History and Future of STH 21 and Associated Arterial/Collector Streets**

The Town of Algoma's residents and businesses have relied on STH 21 as their major arterial street since its reconstruction in 1984. The Town of Algoma was told that the upgraded highway was at the ultimate roadway design, and development that occurred on both sides of the highway would have access to STH 21. Most of the 6,000-plus people who now reside in the Town of Algoma utilize STH 21 as their major corridor to and from the City of Oshkosh and USH 41.

The Green Bay office of the Wisconsin Department of Transportation (DOT) is developing a long range plan of present traffic conditions on STH 21. The DOT staff will hold public meetings with the Town of Algoma and other affected communities on STH 21 to seek their opinion and recommendations on ways to improve traffic flow and safety of motorists. The completed study will become part of the "Connections 2030" Statewide Highway Plan.

### **Clairville Road Connection to STH 21**

Clairville Road intersection with STH 21 (across from Leonard Point Road), will be a very important access point to future development. This connection will provide traffic circulation to commercial areas east of Clairville Road, and residential areas west of Clairville Road, as shown on the future Land Use Plan.

## Transportation Programs for Local Government

The Wisconsin Department of Transportation offers numerous federal and state programs to local units of government in need of financial aid for desired projects. The form of financial aid provided typically comes as a grant or reduced rate loan to the applicant. Each program's general goal is to enhance the state's overall transportation network.

These programs often act as a "bridge" between a proposed project and a realized project. As local governments continue to struggle with budget cuts, it can be presumed with a fair degree of certainty that application numbers will increase and competition for program funding will increase equally. Accordingly, it is strongly recommended that community officials thoroughly plan projects and research applicable programs well in advance of applying in order to build a compelling argument for funding.

Also, it is important to note that each program listed in this section has strict eligibility guidelines for participation and the information provided is advisory and generalized in nature. Community officials will need to determine on a project-to-project basis, which specific program meets their needs and if they meet eligibility criteria. The following program descriptions are courtesy of the DOT web page where more specific information on each of the programs listed in this section can be obtained:

<http://www.dot.wisconsin.gov/localgov/>

### Highways and Bridges

#### **Connecting Highway Aids**

Assists municipalities with costs associated with increased traffic and maintenance on roads that connect segments of the State Trunk Highway System.

#### **County Forest Road Aids**

Helps defray county costs for the improvement and maintenance of public roads within county forests.

#### **Flood Damage Aids**

Assists local governments with improving or replacing roads and roadway structures that have sustained major damage from flooding.

#### **General Transportation Aids**

Is the second largest program in WisDOT's budget and returns to local governments roughly 30% of all state-collected transportation revenues (fuel taxes and vehicle registration fees) - helping offset the cost of county and municipal road construction, maintenance, traffic and other transportation-related costs.

#### **Local Bridge Improvement Assistance**

Helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems.

#### **Local Roads Improvement Program**

Assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets.

**Surface Transportation Program – Rural**

Allocates federal funds to complete a variety of improvements to rural highways.

**Traffic Signing and Marking Enhancement Grants Program**

Provides funds to local units of government for the installation of traffic signing and roadway marking enhancements, with the goal of improving visibility to assist elderly drivers and pedestrians.

**Public Transportation****Federal Discretionary Capital Assistance**

Federally-funded discretionary capital grant program available to assist transit systems with capital project costs.

**Rural and Small Urban Area Public Transportation Assistance**

The funds support capital and operating expenses for public transportation services that operate or are designed to operate in non-urbanized areas

**Rural Transit Assistance Program**

Allocates federal funds to further the development of skills and abilities for persons involved in providing transit service to the state's rural and small urban areas.

**State Urban Mass Transit Operating Assistance**

Assists transit systems with operating costs. Eligible applicants include municipalities with populations greater than 2,500 including counties, municipalities and towns – along with transit or transportation commissions or authorities.

**Wisconsin Employment Transportation Assistance Program**

Attempts to connect low-income workers with jobs through enhanced local transportation services. The program integrates local, state and federal funding into a single program and award process administered jointly by WisDOT and the state Department of Workforce Development.

**Specialized Transit****Elderly and Disabled Transportation Capital Assistance**

Utilizes federal and state funds to provide capital funding for specialized transit vehicles used to serve the elderly and persons with disabilities.

**Other Aid****Adopt-A-Highway Program**

Volunteer groups support the state's anti-litter program by performing litter control on segments of state highways.

**Airport Improvement Program**

Combines federal, state and local resources to help fund improvements to over 100 public-use airports throughout the state primarily owned by counties, cities, towns and villages.

**Freight Railroad Infrastructure Improvement Program**

Loans enable the state to encourage a broader array of improvements to the rail system, particularly on privately owned lines and provide funding for other rail related projects such as loading and trans-loading facilities.

**Freight Railroad Preservation Program**

Provides grants to local units of government, industries, and railroads for the purpose of preserving essential rail lines and rehabilitating them following purchase.

**Local Transportation Enhancements (TE) Program**

Funds projects that increase multi-modal transportation alternatives and enhance communities and the environment.

**Railroad crossing improvements**

The Wisconsin Department of Transportation works with freight and passenger railroads and other businesses on initiatives that preserve rail service, improve the efficiency of rail operations, and enhance economic development.

**Safe Routes to School**

Encourages children ages K-8 to walk and bike to school by creating safer walking and biking routes. SRTS programs improve walking and biking travel options, promote healthier lifestyles in children at an early age and decrease auto-related emissions near schools.

**Surface Transportation Program - Discretionary**

Funds projects that foster alternatives to single-occupancy vehicles such as bike and pedestrian facilities or plans, the purchase of transit vehicles for new services and other Transportation Demand Management projects.

**Transportation Economic Assistance (TEA)**

Provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state.

## Major Findings and Recommendations

1. To sustain the Town of Algoma's cohesive geographic nature and traffic circulation system, the Town of Algoma will oppose a STH 21 backbone type system (Freeway status multi-lane facility with grade separation) on the present right-of-way.
2. The Town of Algoma will strive to work with the WDOT for a STH 21 Highway Plan that considers ways of moving traffic through the town in a safe and efficient manner, while at the same time, maintaining key access points along this traffic corridor and not substantially disrupt the Town's vehicular circulation pattern.
3. The Town of Algoma will support the extension of Clairville Road (in line with Leonard Point Road) as a secondary arterial roadway.
4. In 2005, the Town of Algoma adopted an Official Map that shows an arterial and collector Road system in undeveloped portions of the Town, consistent with the Comprehensive Plan. The Town of Algoma will review all future platting based on the Official Map and will keep the Map current based on transportation planning needs.
5. With recommendations from the Town of Algoma Planning Commission and Parks Committee, the Town Board will consider the inclusion of pedestrian trails and parks in all new subdivisions, as shown on Map 3.
6. The Town of Algoma will continue to use the WISLR Program to help prioritize improvements to the existing street system.
7. The Town of Algoma recognizes its responsibility to maintain its own Town Road system.

# Utilities and Community Facilities

## Utilities

### Water Utility

The Town of Algoma Sanitary District #1 added water service in 2004. Public water supply consists of Well #1 (375 gallons per minute) just north of Witzel Avenue and west of Clairville Road, dug in 2004. Well #2 (500-gallons per minute) will be drilled east of Leonard Point Road, next to the 2<sup>nd</sup> Addition to Butte Des Morts Meadows Subdivision in 2005. Both of these wells will be pumped to an elevated water tower (400,000-gallon capacity), located in the Wildewood West Subdivision, also constructed in 2004.

The Town of Algoma does not have a mandatory hook-up requirement. If seventy percent of a street requests water, the sanitary district may install a water main for those who desire to connect, and are within reasonable proximity to a water main.

The average daily demand for water is unknown at this time because the system is new and the number of hookups is not known. The water system has initially been designed with a capacity to serve 1,200 homes. By the end of 2005, the District anticipates serving 500 existing homes and some new growth. As the Town of Algoma grows, Algoma Sanitary District #1 will decide when to drill a third well that will meet the needs of the District for the remainder of land within the district, which will include most of the growth in the next twenty years.

Algoma Sanitary District #1 has a Wellhead Protection Plan and Ordinance, which will identify existing features that may potentially cause contamination, and outline actions to address them. Algoma Sanitary District #1 also has a well-abandonment program that sets standards for the discontinuance of wells in the Town of Algoma.

Residents who do not want to participate in the Town of Algoma's public water system should realize that any new or replaced wells will need to comply with the most recent Department of Natural Resources (DNR) well-casing requirements. Effective October 1, 2004, any private wells that are replaced or built must meet special well casing depth requirement.

As of the specified date, new wells constructed within these areas must be constructed, cement-grouted and disinfected according to more stringent standards as described in the following documents. This area has been established under the provisions of s. NR 812.12(3) and is designed to reduce the possibility that new wells will produce water containing significant concentrations of arsenic.

The goals of this "Special Well Casing Pipe Depth Area" are to:

- ❖ Allow for the construction of wells that will withdraw groundwater from aquifers that contain water with low concentrations of arsenic.
- ❖ Specify the use of well construction methods that eliminate the introduction of oxidants in the aquifer systems.
- ❖ Specify grouting methods that provide a dense, competent and impermeable annular space seal for the casing pipe.

Map #14 (appendix) shows the minimum well casing depth by geographic area of the Town. Naturally occurring arsenic contamination may be affecting existing wells in this arsenic area. The following DNR web site provides good advice regarding the construction of new wells.

[www.wnrmag.com/supps/1999/aug99/drink.htm#wells](http://www.wnrmag.com/supps/1999/aug99/drink.htm#wells)

## Wastewater Treatment

The Town of Algoma's Sanitary District #1 is a category III Sanitary District, which means that the Algoma Sanitary District is a wastewater collection District Management Agency (DMA). As a DMA, the Algoma Sanitary District has the ability to assess property owners for sewer line installation and maintenance, and if connected, property owners are billed for the amount of affluent that enters the system.

The district has a contract with the City of Oshkosh to purchase treatment service for a maximum of 2.08 million gallons of sewage. As of 2004, Algoma Sanitary District #1 sent approximately 550,000 gallons a day to the Oshkosh treatment plant, although at peak times as much as 1,000,000 gallons in a day have been received for treatment.

The City of Oshkosh operates the wastewater treatment plant, located at 233 N. Campbell Road. It was originally constructed in 1979 and utilizes an activated sludge treatment process. The plant discharges treated effluent into the Fox River. The dried biosolids are recycled on agricultural land. The design flow of the plant is twenty million gallons per day, and the average flow in 2004 is eleven million gallons per day.

The amount of affluent generated by an average family is 200 gallons per day. Assuming the Town of Algoma sees an additional 1,420 homes/condo units built over the life of the plan, an additional 284,000 gallons of effluent per day will be sent to the treatment plant. When added to the 550,000 gallons being sent to the Oshkosh Treatment plant today, the Town has roughly 1,246,000 gallons remaining under contract with the City of Oshkosh for sewage treatment.

There are some properties in the Town of Algoma that are not connected to a public sewer system. In those situations, on-site wastewater treatment is required. Anyone constructing or reconstructing a private on-site system must apply for a permit from the Winnebago County Zoning Department.

## Sanitary Sewers

The wastewater collection system in Algoma Sanitary District #1 consists primarily of eight-inch PVC and clay pipe gravity sewers. Larger trunk mains collect waste and transmit it via an interceptor to the Oshkosh Treatment Plant.

No Additional interceptor sewers may be required to serve the rest of the area in the Sanitary District and twenty-year projected growth. These interceptor sewers will be built as future development happens west of Clairville Road (extended to STH 21).

Algoma Sanitary District #1 constructed a lift station in an area west of Honey Creek and lots fronting Honey Creek Road (site accessible only from STH 21). This lift station will serve undeveloped land within the "protected area" of the Town of Algoma (per Algoma/Oshkosh boundary agreement). This is substantiated by a study conducted by the Algoma Sanitary District #1, dated September, 2004, that finds no additional lift stations needed for the build-out of the sanitary district.

## Sewer Service Area Planning

In Wisconsin, the sewer service area planning process, which is authorized and regulated by the Wisconsin Administrative Code, serves as a useful mechanism for preparing development staging plans for urban and rural areas served by wastewater collection and treatment facilities.

The Oshkosh Sewer Service Area Plan, prepared by the East Central Wisconsin Regional Planning Commission and approved by the Wisconsin Department of Natural Resources (DNR), provides population and land use projections and delineates future growth areas for land in Algoma Sanitary District #1. Also identified are environmentally sensitive areas that should not be developed. The plan contains policy recommendations that encourage cost-effective and environmentally sound development patterns.

The Oshkosh Sewer Service Area Plan serves as the basis for DNR approval of state and federal grants for the planning and construction of wastewater collection and treatment facilities. It also serves as the basis for DNR approval of locally proposed sanitary sewer extensions and Winnebago County approval of private sewer laterals. Further, environmentally sensitive areas that are identified in the planning process serve as a guide for environmental permit decisions by federal and state agencies.

## Stormwater Management

The Town of Algoma currently uses a combination of underground storm water, open ditch and detention ponds to control stormwater runoff. Based on DNR regulations, most new land development is required to provide on-site stormwater detention.

Communities are looking at more actively managing stormwater and drainage. Recent periods of significant rainfall have shown that stormwater, when not properly managed, can cause significant property damage to residential structures. A second reason is the recognition of the negative impact unmanaged stormwater has on the quality of the streams, rivers and lakes in the watershed. The Wisconsin Department of Natural Resources is giving stormwater management issues a higher priority than previously. The Town of Algoma may need to consider a more aggressive approach to the management of stormwater and drainage, such as establishing a stormwater utility in order to address present drainage issues, but also handle future stormwater generated by the amount of new hard-surfaced areas by more intensive land uses. The cost and timing associated with a Stormwater Utility cannot be determined at this time, and will take a separate study before the Town could consider this type of service. The need to review the Town's stormwater issues becomes more evident based on the EPA's Storm Water Phase II Final Rule, which led to the Wisconsin DNR drafted revisions to Chapter NR 216, Wis. Adm. Code.

NR 216 revisions amend an existing rule that outlines requirements for storm water discharge permits for municipal separate storm sewer systems, industrial facilities and construction sites. In February 2004, the Wisconsin Natural Resources Board (NRB) considered the proposed NR 216 revisions for final adoption and approved them. This proposed rule became effective in August 2004. Under the rules, about 250 municipalities (including the Town of Algoma) will need to get permits from the DNR to meet state standards of pollution that enters their storm sewer system. These governmental units must cut by 20 percent the amount of dirt and other particulates in their stormwater by 2008. This goal increases to 40 percent by 2013.

The Town of Algoma will seek direction from its Town Engineer to determine a time-frame to address and meet the NR 216 permit requirements.

## Solid Waste Disposal

The Town of Algoma contracts for solid waste disposal on a weekly basis, and recycling service on a bi-weekly basis. Each household is limited to four 30-gallon bags or cans each week, while commercial entities are limited to six 30-gallon bags or cans. Commercial entities that have more than that amount need a dumpster. From May through October, yard waste is also picked up on a biweekly basis.

Solid waste is hauled to the Winnebago County Landfill. From there it is hauled to the Outagamie County Landfill per the Tri-County landfill agreement signed by the Counties of Brown, Outagamie, and Winnebago. The intent of the agreement is to achieve economies of scale, maximize use of all three landfills over the long term, and to save the cost of operating all three landfills simultaneously. Recycling is hauled to the Winnebago County Recycling Facility where it is consolidated and shipped out. It is projected that this arrangement for waste and recycling materials will be in place for the next twenty years or more.

The Town of Algoma anticipates a continued relationship with a private hauler (with refuse taken to a joint county landfill) over the next twenty years.

## Telephone

Multiple phone companies, ranging from land-based to cellular service, provide telephone service for Town of Algoma residents. The land-line system in the Town of Algoma is owned by SBC-Ameritech. No upgrades are anticipated other than the equipment needed for SDL data and Internet service. Local and long distance services are provided by a number of carriers. Expansion of the system is a result of the demand for more phone lines, which triggers a regulatory review process. Currently, there are some instances of "brown out", when the line voltage is insufficient to allow the phone user to dial out. With the increasing popularity of wireless phones, the land-line system will not be as pressured to install upgrades over the next twenty year period.

## Wireless Phone Service

A number of cellular phone service providers serve Town of Algoma residents. There is, however, only one cellular antenna in the Town of Algoma, which is located on a silo on Witzel Avenue, east of Oakwood Road. More wireless providers will likely approach the Town of Algoma to install towers to meet the increasing demand of personal phones in the next twenty years.

## Internet

Internet dial-up accounts are available through a variety of providers. Cable modem service is available through Charter Communications.

## Cable

Charter Communications (based in Fond du Lac) provides cable television and digital cable services to the Town of Algoma. The Town of Algoma charges Charter Communications a franchise fee of 3% of gross revenues from cable services, but not from cable modem services. Areas of the Town of Algoma east of Highway 41 are presently served by Warner Cable. The Town of Algoma typically reviews contracts with cable providers every fifteen years, with renewal negotiations occurring this past year with Charter Communications.

## Electricity and Natural Gas

Wisconsin Public Service (WPS) provides natural gas and electrical power to the entire Town of Algoma. Since 2001, the Natural Gas Division has done two upgrades in the Leonard's Point Road area. In 2005, the Gas Division will be constructing a new "gate system", or connection point, with their pipeline supplier (N & R) near the Experimental Aircraft Association property. This new connection will provide more capacity over the twenty year planning timeframe. According to WPS, natural gas service for an additional 1,420 homes can be adequately supplied over the twenty year timeframe.

The Electric Division of Wisconsin Public Service also indicated that the supply of electricity for the projected growth in the Town of Algoma will not be an issue. WPS is investing in a new power plant in the Wausau area to supply their long-term electrical needs.

## Community Facilities

### Police

The Town of Algoma does not have a Police Department. Police support comes from the Winnebago County Sheriff's office. Local ordinances, for which there are no state equivalent, are enforced by the two town constables.

No complaints have been made regarding the existing sheriff's services to the town. As the Town of Algoma grows over the next twenty years, future town boards may need to look at alternative ways to bolster police protection. The form in which any future expansion of police service is needed could be done in a variety of ways, and any conjecture as to what they may be is premature at this time.

### Fire and First Responders

The town-owned Fire Department is completely staffed by 35 active volunteers. The First Responder program is a division of the Fire Department, and has twelve volunteer members, all of which have Automated External Defibrillator AED certification, and each have their own AED with them at all times. The Town of Algoma's fire station at 2622 Omro Road includes the following equipment (main features):

**Engine 21:** 1999 Pierce Saber 6-man cab with 1,250-gpm pump w/ class A foam and 1000 gallon water tank.

**Pumper 21:** 1978 Ford with 750 gpm pump and 1,500-gallon water tank.

**Grass-21:** 1973 International 4 WD pick-up truck with 400-gpm pump and 200 gallon water tank.

**Tanker 21:** 1995 Ford Conventional 400 gpm pump and 3,500-gallon water tank.

**Rescue 21:** 2004 Pierce Enforcer. 8-man cab with 1,500-gpm pump w/ class A foam and 750 gallon water tank.

The Fire Department is part of a Winnebago County-wide mutual aid agreement. The Town of Algoma has an ISO fire rating of 6, where 1 is the best fire protection rating and 10 is the worst rating. The rating was developed by Insurance Services Offices, Inc., (ISO) and is based on several factors, including water supply, fire equipment, personnel (volunteer or full-time), and alarm and paging system. Now that the Town of Algoma is developing a water system, (with 159 fire hydrants installed in Phase 1), the Town should ask for a new review of its fire rating. For more information on the rating system, go to: [www.isomitigation.com/fire2.html](http://www.isomitigation.com/fire2.html)

Based on discussions with the Town Fire Department, the existing fire apparatus and the Town of Algoma's Fire Station is more than sufficient to meet present fire service needs. As the Town of Algoma continues to grow, future town boards will need to evaluate the need for more equipment and building space, subject to service times to reach the farthest point of development.

### Ambulance

The Town of Algoma has a contract with the City of Oshkosh Fire and Rescue Department for ambulance services. This agreement requires that the Town of Algoma maintain the First Responder program. Service from the City of Oshkosh began on January 1, 2004, and is on a contract that is renewed annually. At this time, the level of service is acceptable to the Town of Al-

goma. Ambulance service will be monitored on an annual basis over the next twenty-year period.

### Judicial

Town of Algoma residents are served by the Winnebago County court system. Additional courts and physical facilities have been added as needed in recent years. It is anticipated that the State and County will continue to upgrade the judicial system as needed. This service is not anticipated to change over the next twenty years. If it becomes necessary, the Town of Algoma could create a municipal court or share such a court with another municipality.

### Jails

The Town of Algoma does not have a jail. Situations involving incarceration are handled at the Winnebago County Jail. This service is not anticipated to change over the next twenty years.

### Schools

#### Public Schools

Students from the Town of Algoma attend a number of schools in the Oshkosh and Omro Area School Districts (Map 4). The majority of grade school-age children south of County Road "E" (Witzel Avenue) attend Traeger Elementary School at 3000 W. 20<sup>th</sup> Avenue in Oshkosh. Those children generally north of CRD "E" attend Oakwood Elementary School at 1225 N. Oakwood Road, within the Town of Algoma. Because of overcrowding at Oakwood School, some students have been transferred to Franklin Grade School at 1401 W. 5<sup>th</sup> Avenue in Oshkosh. Students south of CRD "K" (20<sup>th</sup> Street) attend Green Meadow Grade School at 4304 County Road "N".

Most of the Town of Algoma junior high students who had gone to either Oakwood Grade School or Traeger Elementary School attend the Traeger Middle School at 3000 W. 20<sup>th</sup> Avenue. Those students who are going to Franklin School will attend Perry Tipler Middle School at 325 S. Eagle Street in Oshkosh. High school students in the Town of Algoma attend Oshkosh West High School, located at 375 N. Eagle Street in Oshkosh. For more information on the Oshkosh School District, go to [www.oshkosh.k12.wi.us](http://www.oshkosh.k12.wi.us).

In 2004, a growth projection was conducted for the Oshkosh Area School District. One of its major findings was that most of the residential growth in the district in the past twenty years has been, and will continue to be, in an area west of USH 41. Future students in this area, which includes all of the growth projected in the Town of Algoma, will need to be accommodated either in existing facilities or in a new facility west of USH 41.

If the District considers a new facility in the long term, the Town of Algoma's Future Land Use Plan shows a possible site in the area around a future arterial roadway and Witzel Avenue. At this time, however, the School District cannot determine if any changes will be needed to their facilities until they can see what the trend will be in student enrollments over the next five years.

#### Parochial Schools

There are no parochial schools in the Town of Algoma. However, students from the Town of Algoma have a choice of attending parochial schools in the City of Oshkosh. The Unified Catholic School District owns land on both sides of 9<sup>th</sup> Avenue, west of Oakwood Road. This site could accommodate a future Catholic elementary school in the next twenty year period, although a decision has not been made yet whether a construction project will happen at this location.

## Library

The Town of Algoma, as is all of Winnebago County, is a member of the Winne-Fox Library System. Town of Algoma residents have access to the Oshkosh Public Library. Other public libraries in the region are in the Cities of Neenah, Menasha, Appleton, Fond du Lac, Ripon, Winneconne, Omro, and Berlin. Academic libraries are also available on various campuses, including UW-Oshkosh and Fox Valley Technical College. Town of Algoma residents will be adequately served with Library facilities over the next twenty-year period.

## Parks

The Town of Algoma is presently served by three public park areas, in addition to the Sheldon Nature Center (discussed in detail on page 45). A brief description of the town parks is as follows:

### **Town Hall Park**

For years, the Town of Algoma has had a large open area next to its Town Hall that includes playground equipment and a wooded area to the west and north.

### **Kewaunee Park**

The Town of Algoma has built a small “pocket park” on Kewaunee Street. This park includes a playground area and a passive area with trails. This park is 1.7 acres in size.

### **Wetland Preserve**

A 32.84 acre wetland in the northeast corner of the town was donated to the Town of Algoma in 2004. It is currently a natural area. In the future, the Town of Algoma plans to allow limited access of this natural wetland for the enjoyment and education of the public.

Over the next twenty year period, the Future Land Use Plan shown on Map 1 shows five additional locations that are to become public parks, in addition to a pedestrian trail system as shown on Map 3.

### **Sheldon Nature Center**

The Sheldon Nature Center is part of the Oakwood School site. This nature center came into existence by a 26-acre donation from Ann Sheldon, a neighbor to Oakwood School, in 1991. From that point, parents of Oakwood School children and neighbors joined together to build an environmental Education facility that is utilized by all of the elementary schools in the Oshkosh Area District. The initial construction began with the help of a \$100,000 EPA (Environmental Protection Agency) Grant.

Since 1992, hundreds of businesses and environmental organizations have donated monies and many hours of volunteer labor have gone into building and developing the center. Today, the Sheldon Nature Center includes nearly a mile of pedestrian trails, two bridges that cross Honey Creek, a storm water detention basin with a “floating classroom”, numerous plantings and wild flowers, and a 40' x 48' pavilion. The Nature Center has been designed to attract wildlife and is meant to be utilized as an outdoor environmental classroom for school age children. In 2005, a 20' diameter gazebo and a bathroom/storage facility will be built for better use as an outdoor classroom. The Oshkosh Area School District has also converted a classroom in Oakwood School into an environmental education charter school to complement the Sheldon Nature Center.

## Trails

The Parks Committee has taken a very active role to encourage the development of a trail system that would give Town of Algoma residents the opportunity to walk in safe areas, and, as much as possible, in areas other than along roadways. The 2001 Land Use Plan update identified approximately 28 miles of future trails (shown on Map 3). Some of those trails have already been dedicated for this purpose.

With recommendations from the Town of Algoma Parks Committee, the Town Board has the option of requiring park dedication for a publicly dedicated on- or off-road trail. This process is identified in the Town of Algoma Subdivision Ordinance (section 18.08 Dedications and reservations of land). Funds for trail development should be budgeted in future years, coming from the dedicated park fee fund. A needs assessment study will be done in early 2007 to establish a park impact fee, charged at the time of a building permit.

The Town will seek state grant monies, donations, or budget monies to purchase or develop a park system, including trails, to meet the recreational needs of its citizens.

## Administration

The Algoma Town Hall, located at 15 North Oakwood Road, was originally built by the Town as a school facility. Later, the Oshkosh Area School District consolidated with the Algoma School District. When the school was discontinued, it was purchased back by the Town in 1979 and converted into the Town Hall. The structure contains approximately 7,000 square feet of space on one level. A half-acre Town-owned parcel (former Town Hall site) on the southwest corner of Witzel Avenue and Oakwood Road (just south of the present Town Hall) is available for overflow parking.

A previous classroom was converted into an office area that accommodates the Town Coordinator, the Town Clerk, and an administrative staff assistant. The Fire Department and two building inspectors have space in the building. In addition to the main office space, the Town Hall has one meeting room (accommodating 65 people), one large assembly hall (accommodating 162 people), a kitchen area and bathrooms.

There are currently no plans for adding additional space through remodeling, expanding, or relocating town administrative offices. However, if the Town of Algoma continues to grow as rapidly as it has in the past, the Town may need to consider remodeling or adding on for more administrative office space over the next twenty year period. A future Town Hall/Fire Station site is being shown on the Future Land Use Plan, in an area south of STH 21 and west of Clairville Road extended as a possible site, if, at some future date, the Town decides that new and expanded facilities are needed.

## Civic Clubs and Organizations

The Town of Algoma has no civic clubs or organizations, but a number of town residents are members of a variety of civic clubs in the Oshkosh metropolitan area.

## Cemeteries

The Town of Algoma has no cemeteries. At one time, the Ellenwood Cemetery, located on Washburn Avenue and W. 20<sup>th</sup>. Avenue, was in the Town of Algoma, but it was annexed to the City in the 1980s. Several large cemeteries in the City of Oshkosh provide burial plots for Town of Algoma residents.

## Churches

There are five churches in the Town of Algoma:

- ❖ All Saints Lutheran Church, 1072 Honey Creek Road
- ❖ Church of Jesus Christ of the Latter Day Saints, 2828 Scenic Drive
- ❖ Jehovah's Witness, 3343 Omro Road
- ❖ Saint Paul's United Church of Christ, 1250 Leonard Point Road
- ❖ Wyldewood Baptist Church, 3030 Witzel Avenue

The Town of Algoma work cooperatively with religious institutions to consider their request for any zoning or platting petitions.

## Child Care Facilities

Licensed child care facilities in the Town of Algoma provide a range of child care. Some facilities are operated in the owner's home, some are in commercial buildings, while others utilize school or church facilities for part-time or after-school day care programs. Facilities licensed by the State of Wisconsin include:

- ❖ United Migrant Opportunity Services, Inc., Suite 200, 3475 Omro Road
- ❖ Y-Child Care, 20<sup>th</sup> Avenue Center (licensed Group Center) at 3303 W. 20<sup>th</sup> Street
- ❖ Certified Home at 1216 Snowdon Dr.
- ❖ Licensed Home at 1588 Sheboygan Street
- ❖ Licensed school at 1225 Oakwood Road
- ❖ Licensed home at 1174 Elmhurst Lane
- ❖ Certified home at 724 N. Oakwood Road
- ❖ Licensed home at 2767 Oakwood Circle

According to Childcare Resource Referral of Winnebago County, one of the major challenges in child care is to match the type of child care desired by the parents with the appropriate provider. For example, childcare may be needed on second shift. There is always a demand for quality childcare. For more information on childcare in Winnebago County, visit this web site: <http://www.childcarerr.com/>. Availability of such facilities is not a public issue, but privately driven - dependent upon the market for such services and private providers willing to provide such facilities.

The Town of Algoma will work cooperatively with childcare providers to consider their request for any zoning or platting petitions.

## Health Care

Three area hospitals primarily serve Town of Algoma residents. These include Mercy Medical Hospital and Aurora Medical Center in Oshkosh, and, to a lesser degree, Theda Clark Hospital in Neenah. Mercy Medical Hospital has about 170 beds. Located at the corner of 9th Avenue and Oakwood Road on the west side of Oshkosh, this hospital provides Town of Algoma residents with much easier access than the old hospital, which was located on the east side of Oshkosh. Aurora Medical Center is an 84-bed facility. This new hospital (opened in 2003) is located at 855 North Westhaven Drive in the City of Oshkosh. Theda Clark Hospital, located at 130 2nd Street in Neenah, is a 216-bed facility.

The Town of Algoma contains a number of doctor, dentist and chiropractic offices located on Omro Road. Otherwise, a variety of other outpatient medical clinics are available to Town of Algoma residents in Oshkosh and throughout the Fox Valley area. The Affinity Medical Group

facilities in Oshkosh and the Aurora Medical Group facility located on the west side of Oshkosh on Highway 21 are the primary outpatient medical clinics for Town of Algoma residents. The Town of Algoma also has a number of doctor's offices, mainly on Omro Road. These medical facilities will adequately meet the future needs of residents, especially the aging population, over the next twenty years.

### Other

The Town of Algoma depends upon the Oshkosh Post Office for mail service. This service is not anticipated to change over the next twenty years.

## Major Findings and Recommendations

1. The new water system in the Town of Algoma has been designed to be a good water source for existing and projected growth in the community.
2. Increasing stormwater issues that continually arise may mean it is time for the Town of Algoma to consider developing a stormwater management plan, which may or may not include the formation of a stormwater utility.
3. The Tri-County Landfill agreement between the Counties of Brown, Outagamie and Winnebago should provide the capacity needed for solid waste and recycling materials.
4. The deregulation of the telecommunications industry has resulted in strong competition. Services appear to be adequate for the Town of Algoma.
5. Planned upgrades in generation, transmission, and distribution systems should provide the Town of Algoma with adequate energy from electricity and natural gas.
6. The Fire Department is constantly upgrading its equipment. Training and equipment needs should continue to be evaluated. The Town of Algoma regularly sets aside monies to accomplish this.
7. The change in the ambulance contract should be monitored to ensure that the best combination of cost and response time is available to the residents of the Town of Algoma.
8. The need for transferring students from Oakwood to Franklin Grade Schools, and the amount of growth that will be projected in the Oakwood School District, may indicate a need for a new grade school site further west in the Town of Algoma. Elementary enrollment needs to be closely monitored, and the Town of Algoma and School District need to work together to determine if, and when, a new grade school site may need to be purchased.
9. Consideration will be given to establishing more neighborhood parks as residential growth expands on the west, based on the 2001 Land Use Plan Update.
10. The 1996 Open Space and Recreation Plan should be updated.
11. Facilities for the various Town of Algoma departments appear to be tight at this time, and administrative space may be needed in the future as the Town of Algoma continues to grow.
12. The Town of Algoma has prepared and adopted an Official Map Ordinance to protect future arterial and collector road corridors in growth areas of Algoma.

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# Agricultural, Natural and Cultural Resources

## Agricultural Resources

### Farmland in the Town of Algoma

Over the past twenty years, a substantial amount of farmland has been converted to more urban land uses. As of the fall of 2004, the following active farms exist in the Town of Algoma:

**Table 25**  
**Active Farms in the Town of Algoma, 2004**

Type of Farm	Owner	Crop Land	# Cattle
Dairy	Ron Miller	240 Acres	120
Dairy and Cash Crops	Paul Pickard & C. Bongert	1,120 Acres	50
Cash Crops	Wes Radloff & Sons	500 Acres	
Cash Crops	Ron Jones Estate	380 Acres	
Cash Crops	Ziegenhagen	230 Acres	
Cash Crops	Ken Neubauer	80 Acres	
Cash Crops	John Buttke	80 Acres	
Cash Crops	Ron O'Neill	20 Acres	
Cash Crops	City of Oshkosh	290 Acres	
<b>Total</b>		<b>2,940 Acres</b>	<b>170</b>

Source: Town of Algoma

Note: In some cases, a number of separate farms are being leased by a small number of people in the Town of Algoma. Land in "soil conservation" amounts to 440 acres.

### Agricultural Resources

Map 6 shows Soil Suitability for Agricultural Use in and around the Town of Algoma. There are three classifications – Class 1, Prime Farmland; Class 2, Prime if Drained; and Not Prime Farmland. The soils in much of the developed portions of Algoma are either Class 1 or Class 2 Farmland. Much of the land in Algoma Sanitary District #1 is classified as Class 2 Farmland, with some Not-Prime-Farmland on both sides of Highway 21, west of Leonard Point Road. Land that is currently used for agricultural purposes within the Town of Algoma is mostly devoted to crop production.

The conversion of agricultural lands into other land uses has long-term economic implications and environmental effects. Agricultural land generally requires very little from a municipality in terms of services. Once developed, the demand for services increases dramatically. The major growth areas in the Town of Algoma are from Leonard Point Road south to Witzel Avenue. Commercial growth may occur along the south side of STH 21 at the intersection of future Clairville Road extended. Both are resulting in the conversion of agricultural land to more intensive uses.

## Natural Resources

The natural resources of the Town of Algoma are an important factor in the potential physical and economic uses of the land. The management and preservation of these resources are important for sustaining economic uses of the land and maintaining the quality of life enjoyed by Town of Algoma residents. Environmental characteristics, including topography, drainage patterns, floodplains, wetlands, and soil properties are among the features that determine whether or not an area is suitable for a specific type of development. Development in wetlands or woodland areas can destroy the important environmental benefits these areas provide to the community, including, for example, the filtering of stormwater run off and the provision of habitat for wildlife.

### Water

There are numerous restrictions associated with the development of property near, or adjacent to, water features that cannot be covered in detail in this plan. It is highly recommended that the various agencies mentioned in this section be contacted prior to undertaking any type of development, and that the applicability of the various regulations be determined through field verification.

### Watersheds

The Town of Algoma is located along Lake Butte Des Morts, a lake where the Fox and Wolf Rivers merge into one river (Fox), which then flows through the City of Oshkosh and into Lake Winnebago. Water from the Fox and Wolf Rivers comprise the majority of the watershed of the entire county. The primary land use of this watershed is agricultural, being split between small dairies and cash grain farms. There are also extensive areas of wetland within the watershed primarily in the floodplain of the river. Many of these wetlands are crucial spawning areas for walleye and northern pike, and other species.

The nonpoint sources of pollution in this watershed are agricultural related, with upland erosion being the primary source of sediment. The Winnebago County Land and Water Resources Plan contains two goals and objectives that are aimed at reducing urban sediment and phosphorus loading. This plan will incorporate these goals and objectives.

### Surface Water and Stream Corridors

Surface water and stream corridors play an important role in the Town of Algoma. Lake Butte Des Morts is the dominant surface water feature in the Town of Algoma. It provides both recreational opportunities and a visual focal point for the community. The Town of Algoma also has Sawyer Creek and several branches of Honey Creek that flow to Lake Butte Des Morts (see Map 13).

The Shoreland District (17.20), Floodplain Zoning District (17.21), and Wetland District (17.22) of the Winnebago County Zoning Ordinance regulates the use of all wetlands in the Town of Algoma that are five acres or more; identified on the Wisconsin Final Wetland Inventory Map; are within one thousand (1,000) feet from the ordinary high water mark of navigable lakes, ponds or flowages; and are within three hundred (300) feet of the ordinary high water mark of navigable rivers or streams, or to the landward side of the floodplain, whichever distance is greater. The State of Wisconsin prohibits the construction of buildings and structures, including paving, within 75 feet of the ordinary high water mark of a navigable body of water. The protection of the Lake Butte Des Morts shoreline and navigable streams in the Town of Algoma is extremely important. The view from lakefront properties draws home construction and tax base to the community. Most of the frontage along Lake Butte Des Morts is privately owned.

## **Floodplains**

The floodplain of Lake Butte Des Morts in the Town of Algoma is largely concentrated in the marshy areas east of N. Oakwood Road. (See Map 7).

The Winnebago County Floodplain Ordinance that covers the Town of Algoma is designed to help protect the natural resources within the floodplain from development, and existing development in the floodplain from damages that can be caused by flooding.

Floodplains provide several important functions. They store floodwaters, reduce the amount of floodwaters downstream, and reduce flood peaks. Floodplains also play a role in ground water recharge, fish and wildlife habitat, and water quality.

Winnebago County has developed a Natural Hazard Mitigation Plan. This was the first step in making flood-prone areas in Winnebago County eligible for the State's Hazard Mitigation Grant Program. The plan identifies structures that are in the floodplain, the potential impact of a 100-year flood on the structures, and actions and strategies to mitigate damages. Winnebago County web site where the plan may be found is:

[www.co.winnebago.wi.us/EmergencyMgt/EmerMgtIndex.htm](http://www.co.winnebago.wi.us/EmergencyMgt/EmerMgtIndex.htm)

## **Wetlands**

Wetlands in the Town of Algoma are identified by the Wisconsin Department of Natural Resources on its Wisconsin Wetland Inventory Maps (see Map 7). The major areas are in the Town of Algoma's floodplain (marshy area) east of N. Oakwood Road, "pockets" on the north and south sides of STH 21, and a large piece south of Witzel Avenue.

The State of Wisconsin defines wetlands as those natural areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic vegetation, and which have soils indicative of wet conditions. Protection of wetlands in the Town of Algoma is important because they serve several vital environmental functions, including flood control, water quality improvement, groundwater recharge, and habitat for fish, birds and other wildlife.

Winnebago County's Shoreland-Wetland Zoning Ordinance describes permitted uses of wetlands, some of which include development of public and private parks and the cultivation of agricultural crops. The ordinance applies to wetlands that are five acres or larger and shown on the Wetland Inventory.

The DNR has authority over all wetlands. The U.S. Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program. In general, the most restrictive regulations apply in situations where development is being proposed.

## **Groundwater**

Groundwater is an invisible but very important resource. Many activities, including failing septic systems, use of pesticides and insecticides, underground storage tanks, and spills of chemicals, can affect the quality of groundwater. While groundwater quality is an issue that has been addressed for decades, the quantity of groundwater has only recently become a concern. As the demand on groundwater aquifers has increased due to development, the level of groundwater has been dropping, requiring wells to be drilled deeper and deeper. This is not a local issue, but a regional one that will require many units of government to come together to address.

Another area of concern is the interrelationship between shallow groundwater levels and development. Areas of high groundwater should be avoided for development because of the potential negative impact on the quality of the groundwater and the cost of mitigating the impacts of high groundwater levels on building foundations.

A large amount of the Town of Algoma has high groundwater levels (see Map 8). The largest area of high groundwater in the Town of Algoma is where there is a concentration of wetlands.

Groundwater levels should be considered when deciding where to encourage future development. Where development does occur in areas of high groundwater, mitigation measures should be considered to help maintain and improve water quality, and to help mitigate the impact of high groundwater on structures.

### **Water Supply and Wellheads**

The Town of Algoma's public water supply comes from one well dug in 2004 and a second well to be dug in 2005. The first well is located just north of Witzel in the vicinity of Zachery Rd. The second well will be drilled adjacent to 2nd Addition to Butte Des Morts Meadows plat, east of Leonard Point Road. These wells were dug to provide a public water system because of concerns with groundwater quality due to potential high levels of arsenic in the St. Peter Sandstone. Most of the Town of Algoma lies within a WDNR's Arsenic Advisory Area, which is a five-mile boundary surrounding the St. Peter Sandstone (see Map 9).

The federal Safe Drinking Water Act (SDWA) was amended in 1986 to include a nationwide program to protect groundwater used for public water supplies. The amendment established wellhead protection (WHP) programs. The goal is for communities to prevent the contamination of their wells by delineating and protecting the land area that contributes water to their wells. Under the requirements of section NR 811.16(5) of the Wisconsin Administrative Code, all new municipal wells installed after May 1, 1992, must have a Department of Natural Resources approved wellhead protection plan (WHP) prior to placing the well into service. Algoma Sanitary District #1 adopted a Water Utility Ordinance on December 11, 2003, which regulates well abandonment and cross connections from existing wells to a public water system. On February 2, 2004, the DNR approved the Sanitary District's Wellhead Protection Ordinance. More information on wellhead protection is at:

<http://www.dnr.state.wi.us/org/water/dwg/gw/Wellhead.HTM>

Any new wells drilled in the Arsenic Advisory Area have the potential to produce water contaminated with arsenic. The WDNR has provided well drillers' voluntary guidelines for constructing wells in the Advisory Area that avoid the arsenic. The WDNR, however, is in the process of developing mandatory well construction requirements for all of Winnebago County. While both of the Town of Algoma's wells are well below the St. Peter Sandstone, this is an issue that should be monitored.

### **Stormwater, Erosion and Nonpoint Source Pollution**

As growth continues in the Town of Algoma with the construction of buildings, streets, and parking areas, the management of the stormwater that flows from these impervious surfaces takes on additional importance. The ability of the land to absorb the runoff diminishes and the need to control and direct the runoff becomes essential. During the conversion of the land from a natural state to a developed state, soil erosion becomes a concern.

For this reason, the Town of Algoma contracted with Strand Associates, Inc. in 1999 to produce a Stormwater Management Plan (SMP). The Honey Creek watershed and areas draining directly to Lake Butte des Morts were studied to determine the peak flows at various locations. The recommendations and conclusions of the Plan, as well as actions taken by the Town of Algoma are summarized as follows:

- ❖ The Town of Algoma has enacted a stormwater management and erosion control ordinance incorporating the performance standards recommended in the SMP.
- ❖ The Town of Algoma retained the services of an engineer having expertise in stormwater management to review all new development plans for compliance with Town of Algoma stormwater management standards.
- ❖ The Town of Algoma has developed a uniform policy to address localized flooding issues, and maintains a record of these flooding issues.
- ❖ The Town of Algoma needs to perform a study to identify limits of the future Honey Creek floodplain.
- ❖ The Town of Algoma needs to consider replacement of the existing culvert with a larger one under Oakwood Road.
- ❖ The Town of Algoma needs to consider preserving adequate space to construct regional detention basins at locations identified in the Plan to minimize the effects of future development on peak flows along Honey Creek.
- ❖ As of January 1, 2005, all storm water plans associated with new subdivisions in the Town of Algoma will be reviewed and enforced by the Winnebago County Zoning Department.

If these recommendations have not been achieved, they need to be taken into consideration and incorporated into a five-year Capital Improvements Plan to make sure they are addressed.

## Soils and Geology

Soils provide the physical base for urban development. Knowledge of the limitations and potentials of the soil types is important in considering the construction of buildings, the installation of utilities, or other uses of the land. Some soils exhibit characteristics such as slumping, compaction, and erosion, which place limits on development. Severe soil limitations do not necessarily indicate areas that cannot be developed, but, rather, those where more extensive construction measures may be necessary to prevent environmental and/or property damage. Such techniques increase the cost of utility installation and land development.

According to the Soil Survey of Winnebago County, prepared by the Natural Resources Conservation Service of the United States Department of Agriculture, the major soils group in the Town of Algoma is the Kewaunee-Manawa-Hortonville association.

The Kewaunee-Manawa-Hortonville soils are found on glaciated uplands where the soils form a thin layer of sandy or silty windblown material over reddish glacial till, which are loamy to clay subsoils. This association generally has high water tables and is moderately drained. Kewaunee soils are moderately well-drained with moderately slow permeability. Manawa soils are somewhat poorly drained and are slowly permeable. Hortonville soils are usually well-drained and moderately permeable.

Map 9 shows the soils in the Town of Algoma and the surrounding area classified by their limitations for building homes with basements. Where the potential is very low, one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. Medium is where soil

properties and site features are unfavorable, but the limitations can be overcome or minimized by special planning and design. The best potential or very high is where soil properties generally are favorable and limitations are minor and easily overcome. Much of the area that has not developed in Algoma Sanitary District #1 is classified as either having high or low soil properties for new homes with basements, with a small amount of medium to moderate limitations.

### High Bedrock & Metallic and Nonmetallic Mineral Resources

Map 11 illustrates two areas of bedrock in the Town of Algoma, both being in the vicinity of Leonard Point Road. The first area is obvious due to a very large seventy-acre non-metallic quarry (Sheppard Quarry, a division of Michael's Pipeline Inc.), along with land west and north of the quarry that contain high bedrock.

Sheppard Quarry filed an NR-135 Reclamation Plan, in accordance with the Winnebago County Non-Metallic Mining Reclamation Ordinance, with ECWRPC on April 1, 2004. The Reclamation Plan outlines ultimate discontinuance of the Sheppard Quarry in ten to fifteen years, with a passive recreational area (52 acre lake) surrounded by residential housing sites. The Town of Algoma's Future Land Use Plan reflects the type of land use anticipated in this reclamation plan.

The second major location of high bedrock lies between Leonard Point Road and Lake Butte Des Morts, and is a private park in the Bell Haven Subdivision. Winnebago County regulates gravel pit and quarry operations through the extraction provisions (17.19) of the Winnebago County Zoning Code.

### Woodlands

There are several large areas of woodlands in the Town of Algoma (see Map 13, Existing Land Use). Two woodland areas are located on either side of the east-west portion of Leonard Point Road, one is on the Town of Algoma line between STH 21 and Leonard Point Road, and the largest is between STH 21 and Witzel Avenue, west of Clairville Road extended. Woodlands provide both aesthetic and practical benefits, such as wildlife habitat, and should be preserved whenever possible.

### Environmentally Sensitive Areas

The East Central Wisconsin Regional Planning Commission (ECWRPC) identifies environmentally sensitive areas as part of its regional land use and water quality planning process. Environmentally sensitive areas are those where development should be limited, and are comprised of the following:

- ❖ Lakes and streams shown on the United States Geographic Survey maps
- ❖ Wetlands shown on the Wisconsin Department of Natural Resources Wisconsin Wetland Inventory Maps
- ❖ Floodways as delineated on the official Federal Emergency Management Administration (FEMA) Flood Boundary and Floodway Maps

In addition to the designations of environmentally sensitive, other areas with natural characteristics that could impact environmental quality or development potential have been identified by ECWRPC. These are said to have "limiting environmental conditions", and include areas with seasonal high groundwater (within one foot of the surface), floodplain areas, and areas with steep slopes (twelve percent or greater).

Unlike environmentally sensitive areas, development is not excluded from land with "limiting environmental conditions." The primary purpose for identifying these areas is to alert communities and potential developers of environmental conditions, which should be considered prior to the development of such areas.

Map 12 shows that in the Oshkosh Sewer Service Area, the environmentally sensitive areas of the Town of Algoma are adjacent to the east and west branches of Honey Creek. Environmentally sensitive areas and limiting environmental conditions do not significantly limit development in the Town of Algoma.

### Wildlife Habitat and Threatened and Endangered Species

The Town of Algoma has locations that provide a habitat for birds, mammals, fish and other animals. Scattered woodlands provide a safe place, although their fragmented arrangements eliminate the ability for most animals to travel from one habitat to another. Grasslands, wetlands, and edges between differing natural areas are particularly effective as habitats. As development occurs and agricultural and open areas are converted to paving and lawns, these habitats tend to disappear. Implementing a parks and trails system in the Town of Algoma will protect and maintain wildlife habitat.

The Information on threatened and endangered species is available from the Wisconsin Department of Natural Resources at their web site: <http://www.dnr.state.wi.us/org/land/er/>

Information on the locations and status of rare species, natural communities, and natural features is available from the Wisconsin Department of Natural Resources at the following web site: [http://www.dnr.state.wi.us/org/land/er/nhi/NHI\\_IMS/onlinedb.htm](http://www.dnr.state.wi.us/org/land/er/nhi/NHI_IMS/onlinedb.htm)

The information is available only at Winnebago County level, but the data is shown by sections. It is recommended that landowners and developers consult this web site for information on habitat and species that may affect their property. Available at the web site are the Natural Heritage Inventory (NHI) county maps, which were developed by the Endangered Resources Program and are based upon data from the Wisconsin Natural Heritage Inventory. The maps provide generalized information about endangered resources at the section level, and are intended for public audiences. The maps are a general reference to identify areas with known occurrences of endangered resources. The NHI county maps do not identify the specific locations of endangered resources. As such, these maps are appropriate for general planning and assessment purposes only.

The NHI map for Winnebago County identifies two quarter-sections immediately adjacent to Lake Butte Des Morts that contain known occurrences of rare aquatic species in the Town of Algoma. Developers and contractors are still responsible to remain alert for signs of endangered species habitats in other sections of the Town of Algoma that are not identified in the Wisconsin Natural Heritage Inventory.

### 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 [U.S. Environmental Protection Agency] 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 permis-

sible 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.”

Air quality monitoring stations nearest to the Town of Algoma are located in Oshkosh and Appleton. Winnebago County currently is an attainment area. That designation was confirmed in July 2003, when Governor Jim Doyle recommended that the EPA not expand the non-attainment areas in Wisconsin to additional counties under the EPA's new 8-hour ozone air quality standards. One of the counties under consideration for adding was Winnebago County. It is important that community and business leaders actively take steps to maintain and improve the air quality of Winnebago and surrounding counties. More information on air quality is available at: <http://www.dnr.state.wi.us/org/aw/air/index.htm>

## Cultural Resources

### Historical Resources

#### State and National Register of Historic Places

The State Historical Society of Wisconsin's Division of Historic Preservation (DHP) is the clearinghouse for information relating to the state's cultural resources: its historic buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official list of historic properties in the United States that are worthy of preservation. The National Park Service in the U.S. Department of the Interior maintains the program. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage, and is maintained by the DHP. Both listings include sites, buildings, structures, objects and districts that are significant in national, state or local history, architecture, archaeology, engineering and culture. (For ease of discussion, "National Register" is used generally to refer to both programs. In Wisconsin, if a property is listed on the National Register, then it is typically listed on the State Register as well.)

The National Register is not a static inventory. Properties are constantly being added and, less frequently, removed. It is, therefore, important to access the most up-to-date list of the National Register properties. At this time, there are sixty Town of Algoma listings in the National Register. They can be found at: [www.wisconsinhistory.org/histbuild/register/index.html](http://www.wisconsinhistory.org/histbuild/register/index.html), or by contacting the DHP at (608) 264-6500.

While pre-1980 homes were built to be safe and sound, they may not meet Wisconsin's current Uniform Dwelling Code construction requirements. The Town of Algoma recognizes that these present-day building codes may be too restrictive, especially in regard to the preservation of historic homes. In the future, the Town of Algoma may consider establishing local building codes to deal with the remodeling of older homes.

#### Architecture & History Inventory

In order to determine which sites are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Inclusion in this inventory conveys no special status, rights, or benefits to own-

ers of these properties. It simply means that some type of information on these properties exists in the collections of the DHP. AHI is primarily used as a research and planning tool for those interested in preserving and rehabilitating older properties.

Like the National Register, AHI is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to use the most up-to-date list of properties within a given area. This information can be found by contacting the DHP at (608) 264-6500 or at the following web site:

[www.wisconsinhistory.org/histbuild/register/index.html](http://www.wisconsinhistory.org/histbuild/register/index.html)

A noteworthy cultural resource in the Town of Algoma is the Bell Site Indian Burial Grounds located on lands once occupied by a Fox Indian Village. Located between Leonard Point Road and Lake Butte Des Morts in the Bell Haven Subdivision, this cultural resource has been identified as a Native American burial site. This site is listed on the national and state register of historic places and as such, can not be disturbed.

## Community Design

Community design can be expressed in many ways. The visual appearance of a community may reflect the cultural heritage of the area or the dominating presence of a lake or other physical feature. In either case, a visual experience is created for residents and visitors alike. Community design can play an important role in creating a sense of pride for residents and attracting non-residents to the area for tourism, shopping, and other economic development opportunities. In the Town of Algoma, Lake Butte Des Morts is the dominant community feature.

There are two basic categories of community design standards – built environment and natural environment. Examples of the former would be guidelines developed on the appearance and size of buildings, signs, and other man-made structures. The latter would include the protection of lakefronts, viewsheds created by changes in elevation or stream or riverbeds, and other natural features that appeal to the aesthetic nature of people.

The challenge in developing and implementing community design standards and guidelines is that they are subjective, meaning not everyone will agree with the design that results from the standards and guidelines being followed. One person's view of the physical appearance of a building or the aesthetic value of a wetland area may differ dramatically with another person's view. One objective should be to find the proper balance between maintaining the natural beauty of an area and developing it for urban use as the community continues to grow.

Issues that need to be addressed through goals, objectives, and policies include the protection of environmental corridors, including waterfronts, woodlands and wetlands; and the review of design, construction, landscaping and lighting of transportation improvements, buildings, parking areas and storage areas.

## Opportunities for Improvement

One of the major areas of the built environment that could be improved is abandoned buildings and underutilized sites. More active involvement by the Town of Algoma in enforcing possible building code violations should be considered.

Another area is several commercial sites throughout the community where screening of operations and storage would help present a more attractive appearance. Other areas include the

need for trails to better accommodate pedestrian movement, and enforcing building regulations on property that has been under construction for a longer-than-needed period of time.

## Conclusions

A site plan review process is one way in which the community can encourage and, in some cases, require building locations and scale, and landscaping, meet standards that have been developed by the community.

## Major Findings and Recommendations

1. Agricultural land within and near the Town of Algoma will eventually be converted to a more intensive use such as residential, commercial, or industrial.
2. Water is a very important resource for the Town of Algoma. Lake Butte Des Morts is the dominant surface water feature. It provides recreational opportunities and a visual focal point for the Town of Algoma.
3. Surface water, stream corridors, floodplains, and wetlands are highly regulated resources. Local, state and federal regulations and ordinances need to be thoroughly reviewed when development is proposed for property that is in or near any of these resources.
4. Historically, private wells have been the major source of water for residents and businesses of the Town of Algoma. In 2003, the Sanitary District was authorized to dig two deep wells and provide a public water supply for those who desired that type of service. Algoma Sanitary District #1 has adopted a Wellhead Protection Plan for the first well in the Public Water system and Wellhead Protection Ordinance was approved by the WDNR.
5. The Arsenic Advisory Area covers most of the Town of Algoma. Wells in this advisory area have the potential of being contaminated.
6. Addressing water quality through the management of stormwater is a priority of federal and state regulators. Consideration should be given to developing a stormwater management plan and possibly forming a stormwater utility.
7. Soils and geology in the Town of Algoma do not present serious obstacles to development.
8. Woodland areas in the Town of Algoma provide both aesthetic and practical benefits, and should be preserved whenever possible.
9. Environmentally sensitive areas, including navigable streams and wetlands, as mapped by Winnebago County (WINGS Map) and the East Central Wisconsin Regional Planning Commission as part of the sewer service area planning process, should be preserved from development.
10. Federal and state records provide general information on wildlife habitat and threatened and endangered species, and should be consulted as part of the review process for new development projects.
11. The Town of Algoma's government and business leaders should be active in supporting quality of the air issues in whatever way they can.
12. The Town of Algoma contains sixty historically significant structures, as reflected in the Architecture & History Inventory for the State of Wisconsin. The Town of Algoma should take pride in the existence of these sites and support their continued maintenance.

## Economic Development

### Analysis of Labor Force and Economic Base

One of the challenges in analyzing the labor force and economic base of a smaller community is the fact that most of the information on the labor force and economic base is available only at Winnebago County level, with very little available at the community level. While having community specific data is desirable, it quickly becomes clear in analyzing the data that a larger geographic area more accurately reflects the trends. People, jobs, and income move freely across the municipal boundaries that otherwise define who we are.

#### Labor Force

The percentage increase in Winnebago County's labor force between 1990 and 2000 and between 2000 and 2002 was higher than the percentage increase for the State of Wisconsin (see Table 26). Winnebago County benefited from the strong economy experienced during the 1990s as evidenced by the drop in the unemployment rate from 3.5% in 1990 to 2.5% in 2000. Given that economists generally consider a four to five percent unemployment rate reflects the natural turnover in people looking for or changing jobs, the rates experienced in the 1990s in Winnebago County indicated a shortage of people in the labor force. While that situation has reversed itself in the past several years, during which the unemployment rate almost doubled to nearly five percent, labor force projections indicate a labor shortage will again be experienced in Winnebago County in the future.

It is possible the Town of Algoma will benefit from the labor shortage. As people respond to a labor shortage by moving to where the jobs are, the Town of Algoma offers an attractive environment in which to live, particularly to those that are seeking a family-friendly, small town atmosphere.

**Table 26**  
**Labor Force**

	1990	2000	2002	% Change 1990 to 2000	% Change 2000 to 2002
<b>Winnebago</b>					
Labor Force	83,286	98,217	100,599	17.9%	2.4%
Employed	80,384	95,749	95,787	19.1%	0.0%
Unemployed	2,902	2,468	4,812	-15.0%	95.0%
Unemployment Rate	3.5%	2.5%	4.8%		
<b>State of Wisconsin</b>					
Labor Force	2,581,079	2,968,102	3,027,589	15.0%	2.0%
Employed	2,466,597	2,862,683	2,860,916	16.1%	-0.1%
Unemployed	114,483	105,419	166,673	-7.9%	58.1%
Unemployment Rate	4.4%	3.6%	5.5%		

Source: Wisconsin Department of Workforce Development, 2000 Benchmark Local Area Unemployment Statistics (LAUS) Estimates Report.

## Employment by Industry

While the jobs that are shown in Table 27 are with companies whose plants and offices are physically located in Winnebago County and the State of Wisconsin, the people who have these jobs may or may not live in the county or state. These data are commonly referred to as "place of industry" employment data. People commonly work in counties other than where they live.

Manufacturing was the dominant industry in Winnebago County in 1990, with 40.2% of the jobs. The services industry had the second highest percentage with 17.9%, and retail trade was third with 16.0% percent. The government sector (federal, state and local), at 12.1%, was the only other sector with a double-digit percentage of total employment. The fastest growing sectors between 1990 and 2000 were agriculture, forestry, and fishing (85.53%); construction (79.30%); services (58.98%); and wholesale trade (58.40%). In 2000, manufacturing, services, and retail trade remained the top three industries in terms of percent of total employment at 36.4%, 21.4%, and 14.6%. The top three industries at the state level were the same in 1990 and 2000 but a major employment trend that has been occurring for some time was reflected in manufacturing dropping from first to second while services moved from second to first. The three fastest growing sectors were the same for the state as they were for Winnebago County.

**Table 27**  
**Employment by Place of Industry**

	1990	% Total	2000	% Total	Change '90-'00
<b>Winnebago County</b>					
Agriculture, Forestry, Fishing, & Mining	228	0.3%	423	0.5%	85.53%
Construction	2,121	3.2%	3,803	4.3%	79.30%
Manufacturing	26,976	40.2%	32,488	36.4%	20.43%
Manufacturing - Durable	10,289	15.3%	11,933	13.4%	15.98%
Manufacturing - Nondurable	16,687	24.8%	20,555	23.1%	23.18%
Transportation, and Public Utilities	2,485	3.7%	3,714	4.2%	49.46%
Wholesale Trade	2,084	3.1%	3,301	3.7%	58.40%
Retail Trade	10,775	16.0%	12,977	14.6%	20.44%
Finance, Insurance, & Real Est. Services	2,352	3.5%	2,575	2.9%	9.48%
Services	12,027	17.9%	19,120	21.4%	58.98%
Government	8,124	12.1%	10,740	12.0%	32.20%
<b>State of Wisconsin</b>					
Agriculture, Forestry, Fishing, & Mining	16,317	0.8%	27,490	1.0%	68.47%
Construction	72,193	3.3%	111,750	4.2%	54.79%
Manufacturing	550,408	25.4%	613,849	22.8%	11.53%
Manufacturing - Durable	334,312	15.4%	375,837	14.0%	12.42%
Manufacturing - Nondurable	216,096	10.0%	238,012	8.9%	10.14%
Transportation and Public Utilities	104,602	4.8%	125,828	4.7%	20.29%
Wholesale Trade	116,094	5.4%	137,854	5.1%	18.74%
Retail Trade	406,724	18.8%	483,562	18.0%	18.89%
Finance, Insurance, & Real Est. Services	116,864	5.4%	142,814	5.3%	22.21%
Services	466,484	21.5%	675,434	25.1%	44.79%
Government	316,310	14.6%	366,243	13.6%	15.79%

Source: Wisconsin Department of Workforce Development; *Employment and Wages Covered by Wisconsin's U.I. Law, Table 202, First Qtr., 1990, 2000.*

Table 28 shows the industries in which the residents of the Town of Algoma, Winnebago County, and Wisconsin actually work, but the jobs may not be at a plant or office located in the Town of Algoma, Winnebago County or the State of Wisconsin. These data are commonly referred to as "place of residence" employment data.

It is clear that the percentage of people employed in manufacturing decreased between 1990 and 2000, and the number of people who are employed in the services sector increased. This trend is also seen at Winnebago County and State of Wisconsin level.

**Table 28**  
**Employment by Place of Residence**

	Town of Algoma		Winnebago County		State of Wisconsin	
	No.	% of Total	No.	% of Total	No.	% of Total
<b>1990</b>						
Agric., Forestry, Fishing, Mining	14	0.7%	1,538	2.2%	112,035	4.7%
Construction	112	6.0%	2,604	3.7%	117,732	4.9%
Manufacturing	529	28.2%	22,662	32.2%	584,143	24.5%
Transportation and Utilities	59	3.1%	3,443	4.9%	137,248	5.8%
Wholesale trade	74	3.9%	2,405	3.4%	96,532	4.0%
Retail trade	354	18.8%	12,202	17.3%	408,937	17.1%
Finance, Insurance, & Real Est.	54	2.9%	3,287	4.7%	139,550	5.8%
Services	609	32.4%	20,384	29.0%	713,295	29.9%
Government	74	3.9%	1,876	2.7%	76,967	3.2%
<b>2000</b>						
Agric., Forestry, Fishing, Mining	18	0.6%	865	1.0%	75,418	2.8%
Construction	123	3.9%	3,850	4.7%	161,625	5.9%
Manufacturing	863	27.2%	22,924	27.7%	606,845	22.2%
Transportation and Utilities	131	4.1%	3,520	4.3%	123,657	4.5%
Wholesale trade	92	2.9%	2,280	2.8%	87,979	3.2%
Retail trade	302	9.5%	10,281	12.4%	317,881	11.6%
Finance, Insurance, & Real Est.	155	4.9%	4,250	5.1%	168,060	6.1%
Services	1,303	41.1%	31,923	38.6%	1,097,312	40.1%
Government	184	5.8%	2,773	3.4%	96,148	3.5%

Source: U.S. Census

Manufacturing, while an important part of Algoma's economy, is not the dominant sector. The dramatic changes that are being experienced by the manufacturing sector will be somewhat less noticeable in the Town of Algoma as compared to Winnebago County and Wisconsin.

## Employment by Occupation

The categories for the types of occupations held by the residents of the Town of Algoma, Winnebago County or State of Wisconsin changed significantly between the 1990 and 2000 Census, making a comparison between the two time periods very difficult (see Table 29). Comparisons can be made, however, between the Town of Algoma, county, and Winnebago County or State of Wisconsin.

In 1990, the Town of Algoma generally had higher percentages than either Winnebago County or the State of Wisconsin in the categories that are representative of white-collar occupations, and generally lower percentages in service and blue collar occupations. Because of the fewer categories used in 2000, this relationship is seen more clearly.

**Table 29**  
**Employment by Occupation**

	Town of Algoma		Winnebago County		State of Wisconsin	
	No.	% of Total	No.	% of Total	No.	% of Total
<b>1990</b>						
Exec., admin., & managerial	202	10.8%	6,939	9.9%	244,487	10.2%
Professional specialty	349	18.6%	9,249	13.1%	304,121	12.7%
Technicians & related support	20	1.1%	2,447	3.5%	80,728	3.4%
Sales	199	10.6%	7,238	10.3%	253,086	10.6%
Administrative support, incl. clerical	308	16.4%	11,150	15.8%	365,310	15.3%
Private household	0	0.0%	186	0.3%	5,713	0.2%
Protective service	47	2.5%	1,110	1.6%	29,589	1.2%
Service, excl. protective & household	190	10.1%	8,622	12.2%	290,406	12.2%
Farming, forestry, and fishing	14	0.7%	1,298	1.8%	102,320	4.3%
Precision production, craft, & repair	291	15.5%	7,839	11.1%	274,598	11.5%
Machine operator, assemblers, & insp.	136	7.2%	8,594	12.2%	232,068	9.7%
Transportation and material moving	52	2.8%	2,681	3.8%	100,517	4.2%
Handlers, equip. cleaners, helpers	71	3.8%	3,048	4.3%	103,496	4.3%
<b>2000</b>						
Management, Professional & related	1,230	38.8%	24,286	29.4%	857,205	31.3%
Service	382	12.0%	12,064	14.6%	383,619	14.0%
Sales and Office	858	27.1%	21,170	25.6%	690,360	25.2%
Farming, Fishing, and forestry	2	0.1%	357	0.4%	25,725	0.9%
Construction, Extract., Maintenance	212	6.7%	6,251	7.6%	237,086	8.7%
Production, Transp., & Material Moving	487	15.4%	18,538	22.4%	540,930	19.8%

Source: U.S. Census

This data suggests that the people who live in Algoma may be affected less by the movement of manufacturing jobs to lower cost areas of production in foreign countries. At the same time, some of the jobs in the areas traditionally thought to have been safe from being shipped overseas, like information technology, are being filled by workers in foreign countries.

## Travel Time to Work

As would be expected, the time it takes to travel to work is longer for people who live in the Town of Algoma than it is for people in Winnebago County or Wisconsin (see Table 30). For example, the largest number of people in a given category (15-19 minutes) was 32.2% for the Town of Algoma in 2000, compared to 20.6% for Winnebago County and 17.0% for Wisconsin. However, beyond 20 minutes of travel time, the percentage in the Town of Algoma and Winnebago County are almost the same (about 30% of workers).

These statistics show that many people who live in the Town of Algoma are traveling to jobs outside of the town.

**Table 30**  
**Travel Time to Work**

Minutes	Town of Algoma				Winnebago County				State of Wisconsin			
	1990		2000		1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Less than 5	36	2.0	54	1.8	3,604	5.3	3,794	4.8	130,968	5.9	135,194	5.2
5 to 9	278	15.3	352	11.7	13,662	20.3	13,921	17.6	386,108	17.3	398,697	15.4
10 to 14	451	24.8	715	23.8	17,389	25.8	18,696	23.7	439,464	19.7	476,569	18.4
15 to 19	512	28.1	969	32.2	13,796	20.5	16,287	20.6	398,660	17.8	440,637	17.0
20 to 29	360	19.8	533	17.7	11,296	16.8	14,957	18.9	443,436	19.8	531,628	20.6
30 to 39	84	4.6	214	7.1	4,649	6.9	6,280	7.9	240,456	10.8	307,835	11.9
40 to 59	67	3.7	56	1.9	1,715	2.5	2,535	3.2	125,253	5.6	181,568	7.0
60 or more	34	1.9	114	3.8	1,309	1.9	2,550	3.2	71,179	3.2	113,181	4.4
Work at Home	47	2.5	92	3.0	1,989	2.9	2,089	2.6	114,167	4.9	105,395	3.9

Source: U.S. Census

## Average Weekly Wages

The highest average weekly wages in 1990 in Winnebago County were in the nondurable manufacturing, construction, and durable manufacturing sectors (see Table 31).

In fact, wages in the nondurable manufacturing sector were over \$100 more per week than the second highest sector of construction. While nondurable manufacturing continued to have the highest average weekly wage in 2000 in Winnebago County, the FIRE sector (finance, insurance, and real estate) moved up to take the second highest wage ranking. Wholesale trade came in third.

The column title "2000 CPI" is the 1990 adjusted for inflation. In comparing it with the actual wages for 2000, it can be seen that wages in all sectors outpaced inflation. The FIRE sector had the highest percentage gain between 1990 and 2000. This reflects the strong economy in the 1990s with the significant increase in the number of homes built and sold and the related fees and commissions, and the 401(K) investment surge and its related commissions. Similar trends were experienced at the State of Wisconsin level where manufacturing dropped from first to second in average weekly wages and FIRE took over the top spot. This data confirms the trend toward manufacturing becoming less important and other industry sectors such as FIRE and distribution becoming more important.

**Table 31**  
**Average Weekly Wages**

	1990	2000 CPI	2000	Change	% Change '90-'00
<b>Winnebago County</b>					
Agriculture, Forestry, & Fishing	\$237	\$313	\$338	\$26	42.72%
Mining	\$0	\$0	\$0	\$0	0.00%
Construction	\$531	\$699	\$745	\$46	40.41%
Manufacturing	\$583	\$769	\$902	\$133	54.63%
Manufacturing - Durable	\$499	\$658	\$690	\$32	38.28%
Manufacturing - Nondurable	\$635	\$837	\$1,025	\$188	61.38%
Transportation and Utilities	\$442	\$582	\$618	\$35	39.77%
Wholesale Trade	\$441	\$582	\$772	\$191	75.07%
Retail Trade	\$170	\$225	\$260	\$35	52.53%
Finance, Ins., & Real Est. Services	\$384	\$506	\$967	\$461	5%
Services	\$314	\$414	\$457	\$43	45.60%
Government	\$452	\$596	\$623	\$27	37.80%
<b>Wisconsin</b>					
Agriculture, Forestry, & Fishing	\$324	\$427	\$400	-\$27	23.53%
Mining	\$543	\$716	\$744	\$29	37.10%
Construction	\$485	\$639	\$704	\$65	45.30%
Manufacturing	\$521	\$687	\$765	\$78	46.79%
Manufacturing - Durable	\$528	\$695	\$785	\$90	48.83%
Manufacturing - Nondurable	\$511	\$673	\$732	\$59	43.40%
Transportation, and Public Utilities	\$497	\$655	\$688	\$33	38.41%
Wholesale Trade	\$506	\$666	\$773	\$107	52.99%
Retail Trade	\$193	\$254	\$307	\$53	59.02%
Finance, Ins., & Real Estate Services	\$480	\$633	\$845	\$212	75.86%
Services	\$324	\$427	\$501	\$74	54.59%
Government	\$447	\$589	\$616	\$27	37.94%

Source: U.S. Census

### Per Capita Income

The Town of Algoma had a higher percentage increase in per capita income between 1990 and 2000 than either Winnebago County or the state (see Table 32). This is consistent with the evidence in the earlier census information that a higher than average number of Town of Algoma residents have white-collar jobs and their household income level was higher than Winnebago County and state

**Table 32**  
**Per Capita Income**

	Town of Algoma		Winnebago County		State of Wisconsin	
	1989	1999	1989	1999	1989	1999
<b>Per Capita Income</b>	\$16,176	\$27,478	\$13,696	\$21,706	\$13,276	\$21,271
<b>% Change</b>		69.9%		58.5%		60.2%

Source: U.S. Census

## Existing Economic Base

The Town of Algoma has a limited number of employers, mostly in real estate, convenience gas stations, medical offices, churches and miscellaneous retail and service type establishments.

## Types of New Businesses Desired

The Town of Algoma would like to see commercial development at the intersection of Clairville Road extended and STH 21, as shown on the Future Land Use Map (Map 1). The type of businesses that would be beneficial to Town of Algoma residents would be retail, neighborhood and service type establishments. These types of businesses would be convenient services to existing and future Town of Algoma residents. Accessible businesses would also benefit those who are traveling through the Town of Algoma on STH 21.

## Local Government's Ability to Retain and Attract Business

### Location

The geographic location of a community is one of the most important factors in determining the ability of a local government to attract or retain business. Traditionally, communities that were near natural resources used in the manufacturing of a product had an advantage over those that were not. Today, the definition of a natural resource has been broadened to describe the environment in which people choose to live. Many types of service firms are not dependent on access to raw, physical resources (or for that matter, their customers) and choose to locate in areas where natural resources such as lakes, rivers and woods create an attractive environment in which to live and work.

While the Town of Algoma is located close to the City of Oshkosh and, to a lesser extent, the Fox Cities, it does not consider itself as just a residential community. The Town of Algoma contains a number of businesses and office uses, and anticipates more non-residential land uses to locate in their community, especially along STH 21. There is no doubt that high visibility of STH 21, Clairville Road connection to STH 21, and continued growth of new housing areas to the west would create a good environment for commercial development at this location.

### Infrastructure

Algoma Sanitary District #1 has just recently added a public water system to serve existing and future residents and businesses. Electrical and Natural gas capacity should also be sufficient for projected future growth. A public sanitary Sewer System can also be made available to those portions of the Town of Algoma that are within Algoma Sanitary District #1.

The Wisconsin Department of Transportation has had plans to convert STH 21 to a four-lane expressway from Oshkosh to Omro for some time. Much of the road right-of-way needed for a four-lane expressway has already been purchased along the south side of STH 21.

### Regulatory Issues

The Town of Algoma seeks to strike a balance between the needs of business expanding or locating in the community and the needs of the community. The Zoning and building codes help to ensure the health, safety, and welfare of the community. Currently there are no regulatory issues that can be addressed directly by the Town of Algoma other than Fire Code Issues. Most of the regulatory issues are related to county, state and federal level regulations.

## Financial Programs

The Town of Algoma does not offer any financial assistance to businesses that seek to locate in the town, but may give consideration to such programs if future opportunities present themselves.

## Sites for New or Expanding Businesses

Most of the future commercial development in the Town of Algoma (shown on the Future Land Use Map) will occur at the intersection of STH 21 and Leonard Point Road extended, and on the east side of Omro Road.

## Use of Brownfield Sites

The Wisconsin Department of Commerce (DOC) defines brownfields as, "abandoned, idle or underused industrial or commercial facilities or sites, the expansion or redevelopment of which is adversely affected by actual or perceived environmental contamination." The Town of Algoma has at least two potential brownfield sites that could be redeveloped in the long term future for purposes other than what they are being used for today.

The Wisconsin Department of Commerce provides funding to brownfield projects that promote economic development and have a positive effect on the environment. Since June of 1998, the Brownfields Grant Program has awarded a total of \$36.2 million in six years that resulted in grants being awarded to 88 projects across Wisconsin. More information on Wisconsin's Brownfields program is available at: [www.commerce.state.wi.us/CD/CD-bfi.html](http://www.commerce.state.wi.us/CD/CD-bfi.html)

## Applicable County, Regional, and State Programs

### **Winnebago County**

Winnebago County offers the Per Capita Funding Program, an annual grant program administered by Winnebago County's Industrial Development Board. Founded in 1975 by the Winnebago County Board, the program has distributed over \$1 million to local communities in Winnebago County since its inception. Winnebago County also offers a revolving loan fund program to help fund capital improvements for new or existing businesses. More information on both programs is available at: [www.winnebagobusiness.com/html/countyIncen.cfm](http://www.winnebagobusiness.com/html/countyIncen.cfm)

### **Regional Programs**

The East Central Wisconsin Regional Planning Commission prepares a Comprehensive Economic Development Strategy (CEDS) covering the ten counties in its region. The most recent update was completed in 2003.

The document contains a review of the Commission's economic development efforts, an overview of the region's economy and the development strategy for the region. The development strategy includes goals, objectives and strategies and a ranking of economic development investment projects submitted by communities in the region. The Town of Algoma did not submit any economic development investment projects for inclusion in the CEDS.

Fox Valley Technical College provides assistance to existing and prospective businesses. For information on small business and entrepreneurship services at Fox Valley Technical College, go to this web site: [www.fvtc.edu/tp2.asp?ID=BI-Small+Business+Entrepreneurship&pix=002](http://www.fvtc.edu/tp2.asp?ID=BI-Small+Business+Entrepreneurship&pix=002)

## State Programs

The State of Wisconsin's Department of Commerce offers a number of programs in support of economic development. The programs are too numerous to list here. Some of the programs provide direct assistance to a business, others fund the business through the local community, while other programs provide direct assistance to a community. Information on these programs is available at

[www.commerce.state.wi.us/MT/MT-COM-2000.html](http://www.commerce.state.wi.us/MT/MT-COM-2000.html)

[www.commerce.state.wi.us/MT/MT-COM-4200.html](http://www.commerce.state.wi.us/MT/MT-COM-4200.html)

The Department of Commerce has Area Development Managers located throughout the State of Wisconsin to work with local communities and businesses in identifying the resources available from the state and other sources. Dennis Russell is the Area Development Manager for the Town of Algoma, and is located in Green Bay.

The Wisconsin Small Business Development Center provides business management education programs at an affordable fee. Counseling, to address individual business needs, is available without cost to the small business client. The closest SBDC office to the Town of Algoma is at the University of Wisconsin-Oshkosh. Information on the programs and services offered by the SBDC may be found at: [www.wisconsin sbdc.org](http://www.wisconsin sbdc.org)

Forward Wisconsin is a state-level partnership between the public and private sectors whose mission is to market Wisconsin as a business location to firms interested in expanding in, or relocating to, Wisconsin. Information on the programs and services offered by Forward Wisconsin may be found at: [www.forwardwi.com/index2.html](http://www.forwardwi.com/index2.html)

## Major Findings and Recommendations

1. The labor force shortages faced by many employers in Winnebago County and the State of Wisconsin in the 1990s will occur again as the "Baby Boomer" generation retires. As people respond to the labor shortage by moving to where the jobs are, the Town of Algoma offers an attractive environment in which to live, particularly to those that are seeking a family-friendly, small town atmosphere.
2. Town of Algoma residents are willing to travel a longer time to jobs compared to surrounding communities
3. The Town of Algoma needs to "market" itself on its amenities, which is its attractive living environment, close proximity to commercial centers, jobs, and close proximity to large regional centers from Fond du Lac to the Fox Cities.
4. The Town of Algoma should encourage and support in whatever way possible new businesses in the town.
5. The combination of large residential lots, public utilities, and proximity to the Oshkosh urban area, creates a good market for future residents.
6. The Town of Algoma should support entrepreneurs who desire to develop sites for new or expanding businesses.
7. The Town of Algoma is fortunate in being located in a county that financially supports economic development efforts. The Winnebago County Industrial Development Board's Per Capita Funding and Revolving Loan Fund programs are two excellent resources.
8. Strong economic development programs are characterized by partnerships. The Town of Algoma is fortunate to have, or have access to, many other organizations that are or may

be part of its economic development efforts. Partnerships could include the Oshkosh Area Chamber of Commerce, Winnebago County, East Central Wisconsin Regional Planning Commission, the Wisconsin Department of Commerce, the Wisconsin Small Business Development Center, Forward Wisconsin, and more.

## Intergovernmental Cooperation

### Relationships with Other Governments

Wisconsin State Statutes Chapter 66.30 provides guidelines for intergovernmental cooperation and boundary agreements between municipalities. This statute enables adjoining communities to enter into agreements that will benefit both communities.

Mutual aid agreements are a type of intergovernmental cooperation. For example, city, village, and fire departments in Winnebago County use this method to extend fire protection from one municipality to another. The biggest advantage is that each fire department can share equipment and manpower in times of major fires that would otherwise limit the resources of a particular department in responding to a disaster. The Town of Algoma will continue its policy of entering into mutual agreements that are beneficial to each unit of government.

A major accomplishment in the recent past has been the signing of a Boundary Agreement with the City of Oshkosh. This achievement was the product of many meetings and discussions that resulted in concessions on both sides. Out of the agreement, the Town of Algoma has been assured protection from annexation for the area of the town mainly covered in the Algoma Sanitary District #1. The City has been assured a corridor of growth to the west and south because of the boundary agreement. Both communities will have the ability to plan for areas of their respective growth corridors with full assurance that these areas will be served someday by each of the communities.

Town of Algoma representatives attend meetings with other local governing bodies whenever issues concerning the town are involved. The Town of Algoma continues to develop liaisons with local, regional, state and federal units of government to assure input from the Town of Algoma and to build cooperation between these governmental units.

### Adjacent Communities

Communities that are immediately contiguous to the Town of Algoma include the Towns of Omro, Oshkosh, and Nekimi, and the City of Oshkosh. The Town of Algoma is actively involved in the Winnebago County Town's Association, which meets quarterly to discuss common issues.

Regarding intergovernmental cooperation in relation to long-range plans for STH 21, Town of Algoma officials have, in past years, worked with officials from the Town of Omro and Cities of Oshkosh and Omro. Jointly, these communities have met with the Wisconsin Department of Transportation and East Central Wisconsin Regional Planning Commission to discuss future planning of this state highway corridor.

Another example is The Town of Algoma's recent contract with the City of Oshkosh for ambulance service to town residents.

## School Districts

Map 4 identifies the jurisdictional boundaries of each school district within the town of Algoma. The Town of Algoma is almost entirely served by the Oshkosh Area School District. A small area in the very western portions of the Town of Algoma is within the jurisdiction of the Omro Area School District. The Town of Algoma has worked with Oakwood School to develop an outdoor passive recreational area, and the school has accommodated town meetings in the past.

The Oshkosh Area School District has been experiencing an overall decrease in their enrollment counts in the past few years, but certain schools, especially those west of Highway 41, have been experiencing student growth. Oakwood Elementary School is the only educational facility within the boundaries of the Town of Algoma.

As growth and development occurs within the Town of Algoma, there may be an opportunity to develop joint programs and shared open space that would be beneficial to both jurisdictions.

## County

As would be expected, there is a significant amount of interaction between the Town of Algoma and Winnebago County. Planning, zoning and subdivision ordinances; regional storm water management, drainage plans, and septic system installations; highway access control (state highway access is granted only by the WisDOT); 911 dispatch; emergency management; the landfill/recycling program; and geographic information systems are the most common areas that require cooperation. Other areas of importance for Winnebago County and Town of Algoma include highway projects and Town road improvements.

Winnebago County also works cooperatively in providing other services to Town of Algoma residents. The Winnebago County Sheriff's Department provides police protection throughout the Town of Algoma. Part of the Sheriff's Department responsibilities to the Town of Algoma includes vehicle control and traffic safety. Other County services include health and human services, and parks and recreation, such as Winnebago County Park on the north side of Oshkosh.

## Regional

The Town of Algoma is involved with the East Central Wisconsin Regional Planning Commission and with the Winnebago County Towns Association. The Town of Algoma works closely with East Central Planning to periodically update the Oshkosh Area Sanitary District Sewer Service Area Study. The Town of Algoma is also working with East Central Wisconsin Regional Planning Commission and Northeast Region of Wisconsin Department of Transportation-Division of Transportation System Development Office in Green Bay regarding the status of STH 21.

## State and Federal

The Town of Algoma sends representatives to the state-wide associations, including the Wisconsin Towns Association, the Wisconsin Municipal Clerks Association and the Wisconsin Municipal Treasurers Association.

Much of the communication and cooperation at the state and federal level deals with transportation issues, primarily highways. This is especially important with the status of STH 21 and the possible upgrade of this highway through the Town of Algoma. The Northeast Region of Wisconsin Department of Transportation-Division of Transportation System Development Office in Green Bay is in the midst of determining the future plans and status of STH 21.

## Shared Public Facilities

The Town of Algoma pays for a share of the Winni-Fox Library System, which is a good example of a shared public facility. There are no shared public facilities that the Town of Algoma utilizes with surrounding communities and with Winnebago County. Whether this will change during the next several years is hard to say. However, As part of intergovernmental cooperation during the twenty-year planning period, it would be beneficial for the Town of Algoma to investigate other ways where shared public facilities might be an option.

## Conflicts

The Town of Algoma is not aware of any conflicts with other governmental units. The Algoma Town Board attempts to meet and listen to all other governmental units with whom there may be a conflict. It is the goal of the Town of Algoma to respect the rights of residents and landowners, and to resolve conflicts wherever possible. If a conflict would occur, initial attempts to address it would involve written and face-to-face communication. If initial attempts are not successful, the Town of Algoma will consider other methods including mediation, arbitration and other dispute resolution techniques as described in Wisconsin State Statutes 802.12.

## Opportunities

An opportunity is available to work with the State Department of Transportation to develop a well-designed intersection at STH 21 and extension of Clairville Road. Algoma Sanitary District #1 is selling water by contract to the Town of Omro Sanitary District. This is satisfying the Town of Omro's need for public water on its east side (adjacent to the Town of Algoma) where urban development is taking place.

## Major Findings and Recommendations

1. The Town of Algoma can point to the Boundary Agreement and Cooperative Plan between the City of Oshkosh and Town of Algoma as an example of intergovernmental cooperation to better serve the residents of both entities.
2. The Town of Algoma continues to pursue additional avenues of intergovernmental cooperation. The provision of water to the Town of Omro and the continued effort on the STH 21 Corridor plans are two examples.
3. The Town of Algoma should continue to work with the Oshkosh Area School District relative to future school/open space development (subject to facility planning that may occur in the future).

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## Land Use

An analysis of land use trends is important so that past and present policies regarding land use can be evaluated for any changes. Where and what type of development has been occurring in the Town of Algoma provides important information for any future policymaking decisions. This section will inventory the existing land use ordinances that affect land use patterns and decisions regarding land use issues in the Town of Algoma.

### Existing Land Use

Map 13, "Existing Land Use", provides information on where and how land is currently being used in the Town of Algoma. Table 33 shows how much of the Town of Algoma's area is devoted to each specific land use type.

In 2003, the Town of Algoma's total land and area was 6,091 acres. The primary land use, accounting for 39.53% of total land area in the Town of Algoma, was agricultural. The second most prevalent land use, having 24.97% of total land area, was single family residential. The third largest land category, involving 13.97% of the total land area in the Town of Algoma, was classified as "open other land". The rest of the land uses in the Town of Algoma constitute about 21.53% of the land area.

#### Residential Uses

Residential uses make up about 1,526 acres in the Town of Algoma, or 24.98% of the town's total area. It encompasses by far the largest share of developed land in the Town of Algoma.

Residential uses are primarily centered on either side of STH 21, north to Lake Butte Des Morts and south to Witzel Avenue. Other residential development is located on scattered farmsteads in the rural portions of the Town of Algoma, and in some of the islands and peninsulas created by years of annexations by the City of Oshkosh.

#### Transportation Uses

Transportation uses in the Town of Algoma is a combination of road right-of-way and some Wittman Regional Airport property. Transportation uses amount to 617 acres of the total land mass of the Town of Algoma.

#### Commercial and Industrial Uses

The Town of Algoma has had 90 acres of commercial land development and 29 acres of industrial development over the last number of years. Future commercial development will likely occur at the intersection of STH 21 and a Clairville Road extended.

**Table 33**  
**Existing Land Use Acreage, 2004**

Land Use Type	Acres	% of Total Land Area	# of Housing Units	Net Densities
Low Density Residential	1,521	24.97	2,180*	1.43 units per acre
Medium Density Residential	5	.01	40	8.00 units per acre
Commercial	90	1.48		
Industrial	29	.48		
Non-Metallic Mining	70	1.15		
Institutional Facilities	47	.77		
Transportation	617	10.13		
Utilities/Communications	7	.01		
Agricultural	2,408	39.53		
Public Recreational Facilities	62	1.02		
Private Recreational Facilities	31	.51		
General Woodlands	348	5.71		
Open other Land	851	13.97		
Total	6,091	100.00		

Source: Martenson and Eisele, Inc., 2005

\*Based on 2000 Housing Census Information and 200-2003 building permits

### Recreational Facilities

Public recreational land area constitutes 1.02% (62 acres) of the total land area in the Town of Algoma, while private recreational land area accounts for .51% (31 acres) of the land area. Public recreational includes the town-owned land next to the Algoma Town Hall, Kewaunee Park on Kewaunee Street, Sheldon Nature Preserve, and the recently donated Steinhilber property.

### General Woodlands

General woodlands constitute 348 acres of land in the Town of Algoma. Large portions of the woodlands are also classified as wetlands, which is environmentally sensitive and undevelopable land. A large area of this type of land is near the middle of future residential development within Algoma Sanitary District #1, between STH 21 and CTH E. To utilize this undevelopable land area, consideration should be given to requiring a portion to be dedicated as parkland, or trails built through it to allow the public to enjoy this amenity that will be in the middle of a future residential neighborhood. The Town of Algoma may also want to allow greater density of land development abutting the wetland, and count the wetland/wooded area towards overall density in a Planned Development zoning.

### Other Land Uses

The remaining developed acreage in the Town of Algoma is a mix of other land use types. They include such uses as non-metallic mining sites (70 acres), institutional facilities (47 acres) and utilities/communications uses (7 acres).

## Trends in the Supply, Demand, and Price of Land

The plan has thus far looked at factors that affect land use changes in the Town of Algoma, including residential housing growth and lands converted out of agricultural use. As seen, these trends point to development activity in the Town of Algoma continuing for the next twenty years. Additional trends that can be looked at to evaluate land use change and development activity is the amount of new parcels (land-splitting) created in the Town of Algoma. The supply of available lots for residential purposes is also evaluated.

### Residential

Table 15 in the Housing element shows building permit records from 1990 through 2004. New home construction in the last 15 years averaged 77 permits. In the last 6 years, that number shrunk to 56 permits, with 2004 having 80 permits, the most since 1996.

### Commercial

Existing Commercial land uses in the Town of Algoma are primarily found along STH 21, although some scattered commercial properties are also located at the intersection of U.S.H. 41 and 20<sup>th</sup> Avenue, STH 91 and Clairville Road that will be in line with Leonard Point Road.

A large piece of land has been purchased by private developers at the southeast intersection of STH 21 and Leonard Point Road extended, for the purpose of developing a major shopping and office center. This project may spur other commercial development to the west.

### Industrial

The demand for industrial land in the Town of Algoma is not high, mainly because the City of Oshkosh, and "CHAMCO" are actively marketing Industrial/Business areas in the City of Oshkosh. The largest Industrial/Business area is located between W. 20<sup>th</sup> Avenue and STH 91, immediately adjacent to the Town of Algoma. Therefore, the Town of Algoma is not anticipating much industrial development within the Town.

### Change in Parcel Counts

Table 34 shows that there were 1,327 new parcels created in the Town of Algoma between 1985 and 2004, a 69% increase. This rate of change was substantially higher than all other towns in Winnebago County, which had an average change of 25%, and much higher than any of the surrounding towns in the area. New parcels are generally used for new home sites in the Town of Algoma and shows how much development of new home sites has occurred in the Town of Algoma in the last 20 years.

**Table 34**  
**Winnebago County Parcel Counts**

Towns	Total Number of Parcels				Net Change 1985-2004	Change '85-'04
	1985	1996	2003	2004		
Algoma	1,933	2,832	3,208	3,260	+1,327	+69%
Nekimi	1,157	1,293	1,330	1,346	+189	+16%
Omro	1,442	1,667	1,863	1,898	+456	+32%
Oshkosh	2,246	2,009	2,030	2,048	-198	-09%
Black Wolf	1,682	1,840	1,866	1,884	+202	+12%
Town Total*	28,035	32,192	34,796	35,148	+7,113	+25%

Source: Winnebago County Tax Lister and GIS Department

\* Total of all towns in Winnebago County

## Land Splits – Residential

As mentioned above, most new parcels created are for new home sites. Parcels are created through certified survey mapping (CSM) procedures or subdivision platting. Most of the undeveloped lots in subdivisions are in areas served by the Algoma Sanitary District #1.

## Supply and Demand for Residential Lots

Reviewing the number of vacant residential lots provides information on the overall need for additional platting that may be required to serve the overall future demand.

Currently there are over 154 single-family lots available in the Town of Algoma. The price of single family residential land varies from \$40,000 to \$60,000 per lot with a typical lot being 110 feet wide and 200 feet deep. Current design standards for the Town of Algoma require a minimum lot area of 15,000 square feet.

Consumer choices, however, necessitate the need for the supply of lots to exceed the demand; otherwise tight supply increases the cost of lots and diminishes the choice on where someone may choose to live. Therefore, there is typically vacant land that can be platted for residential development even though it may appear that the strict numbers show no need for it.

## Existing Land Use Ordinances

The following details the primary ordinances and laws that currently exist and have an impact on Town of Algoma land use patterns and decisions.

### Zoning Ordinance

The primary tool that impacts land use decisions and patterns in the Town of Algoma is "Town/County Zoning Ordinance. The Town of Algoma first adopted County Zoning on May 11, 1948. In 1979, Winnebago County had a major revision to the Zoning Ordinance, and the Town of Algoma adopted those changes and the new zoning map at the beginning of 1980. Therefore, the Town of Algoma has been under County Zoning continuously since 1948.

Winnebago County administers the County Zoning Ordinance under Chapter 59 of the State Statutes. The Town of Algoma, however, provides recommendations to Winnebago County on any zoning matters related to the Town. Final approval of zoning decisions is left to Winnebago County. Zoning in the Town of Algoma is a cooperative effort between the Town and County, with both having input on zoning matters.

Floodplain, shoreland and wetland zoning provisions are included in Winnebago County Zoning Ordinance. Land use decisions that involve these areas are also subject to State and, in some cases, Federal review.

### Subdivision Ordinance

The Town of Algoma adopted their own Subdivision Ordinance in the spring of 2000. This gives the Town of Algoma much more review power, even though Winnebago County must still review a plat in the Town. Therefore, the Town of Algoma and County continue to have separate approval authority over subdivision plats.

The City of Oshkosh has extraterritorial review authority on plats and Certified Survey Maps within 3 miles of the City's corporate limits, but because of the boundary agreement with the Town of Algoma, town subdivisions in the protected area of the agreement are not reviewed by the City. The State of Wisconsin requires submission of all plats for their review and approval.

### Highway Access Control Ordinance

Winnebago County has implemented an Access Control Ordinance that places access control on all county roads. Therefore, review and approval of any proposed access onto County Roads "E" and "K", in the Town of Algoma requires approval by the Winnebago County Highway Department. The ordinance requires that accesses be a minimum of 600 feet apart, with a maximum of eight accesses per side per mile. Generally, parcels created before the ordinance was adopted are exempt from the spacing requirement. The State Department of Transportation regulates access onto State Roads. Access onto State Roads 21, 44, and 91 require approval by WisDOT.

### Official Map Ordinance

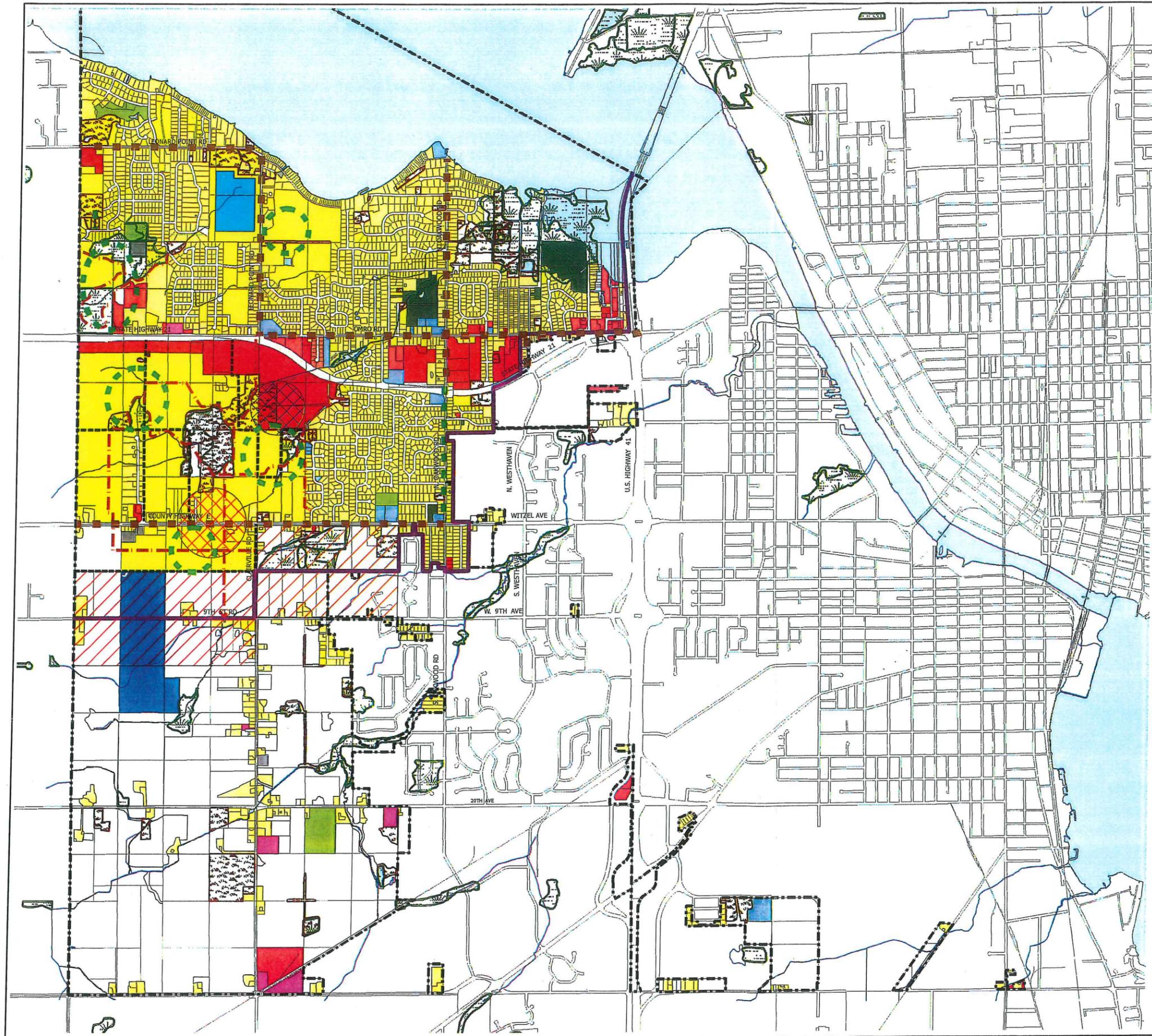
An important tool that is allowed by state statute that is often used by municipalities to secure the best location of future roadways is called an Official Map. The purpose of an Official Map is to keep proposed roadway corridors clear of any future development activity. Otherwise, future purchase of right-of-way becomes very costly to taxpayers. Town governments that have adopted village powers have the right to official map future road corridors. The Town of Algoma adopted an official map ordinance in 2005. Cities also have the right to official map future road corridors within their extraterritorial review area, but because of the boundary agreement with the City of Oshkosh, the City will not review Official Mapping in the protected area of the agreement.

## Major Findings and Recommendations

1. In general, the percentage of single family residential is assumed to have gone up substantially due to the "building boom" that took place between 1990 and 2000. This also means that open and agricultural lands decreased as a percentage of land area.
2. Building permit information indicates that the market for residential development was strong in the Town of Algoma in the past 15 years.
3. The Town of Algoma can anticipate commercial activity at the intersection of STH 21 and Leonard Point Road extended and along the eastern side of Omro road.
4. Future residential development will be limited to some degree by a large portion of land within the sanitary district that is classified as wetlands, and a number of new residential plats that are occurring in the Town of Omro.
5. Ongoing improvements and additions to the community's utilities and facilities should be more than adequate to accommodate the projected growth of the Town of Algoma.
6. The Town of Algoma has adopted an Official Map Ordinance.

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# Town of Algoma Future Land Use Plan



- Land Use Categories**
- |  |  |   |
|--|--|---|
|  |  | Low Density Residential   |
|  |  | Medium Density Residential  |
|  |  | Commercial  |
|  |  | Industrial  |
|  |  | Non-Metallic Mines  |
|  |  | Public Administration   |
|  |  | Public Recreational Facilities  |
|  |  | Private Recreational Facilities   |
|  |  | Utilities/Communications  |
|  |  | Agricultural/Vacant/Undeveloped Lands   |
|  |  | Water Features  |
|  |  | General Woodlands   |
|  |  | Wisconsin Wetland Inventory   |
|  |  | Corporate Limits  |
|  |  | Existing Trail Right-of-Way   |
|  |  | Proposed Roads  |
|  |  | Proposed Park Areas   |
|  |  | Proposed Trail Right-of-Way   |
|  |  | Proposed Trail Off-Road   |
|  |  | Future School Site Area   |
|  |  | Future Municipal Center   |
|  |  | Boundary Line   |
|  |  | Zone A March 1, 2013 In 10 years  |
|  |  | Zone B March 1, 2018 In 15 years  |
|  |  | Zone C March 1, 2023 In 20 years  |
|  |  | Zone D March 1, 2043 In 40 years  |
|  |  | Buffer Area (Land Use changes under Extra-territorial Zoning Committee review in this area) |
|  |  | 5 year Growth Increments  |
|  |  | 1 - 2005 - 2009   |
|  |  | 2 - 2010 - 2014   |
|  |  | 3 - 2015 - 2019   |
|  |  | 4 - 2020 - 2024   |

This Land Use data was created for use by the East Central Wisconsin Regional Planning Commission GIS. Any other use application of this information is the responsibility of the user and such use application is at their own risk.

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Architecture



# Town of Algoma

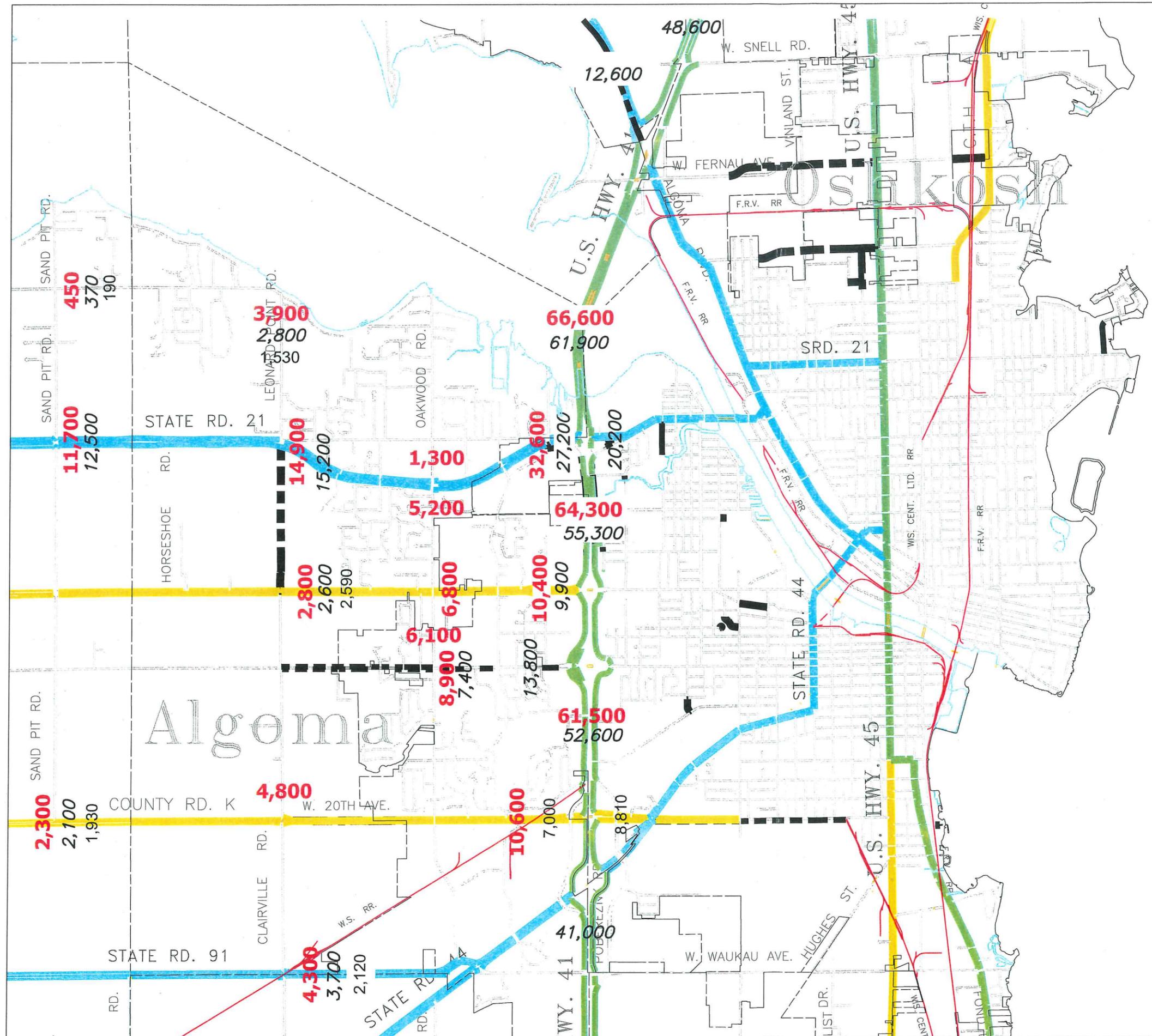
Traffic Counts, Official Mapped Roads,  
and Road Classifications



### Legend

-  United State Highway
-  State Highway
-  County Highway
-  Town Road
-  Railroads
-  Official Mapped Road

- 1,600** 1988-1991 Annual Average Daily Traffic
- 2,100** 2000 Annual Average Daily Traffic
- 4,500** 2004 Annual Average Daily Traffic



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# Town of Algoma

## Existing and Proposed STH 21 Connections



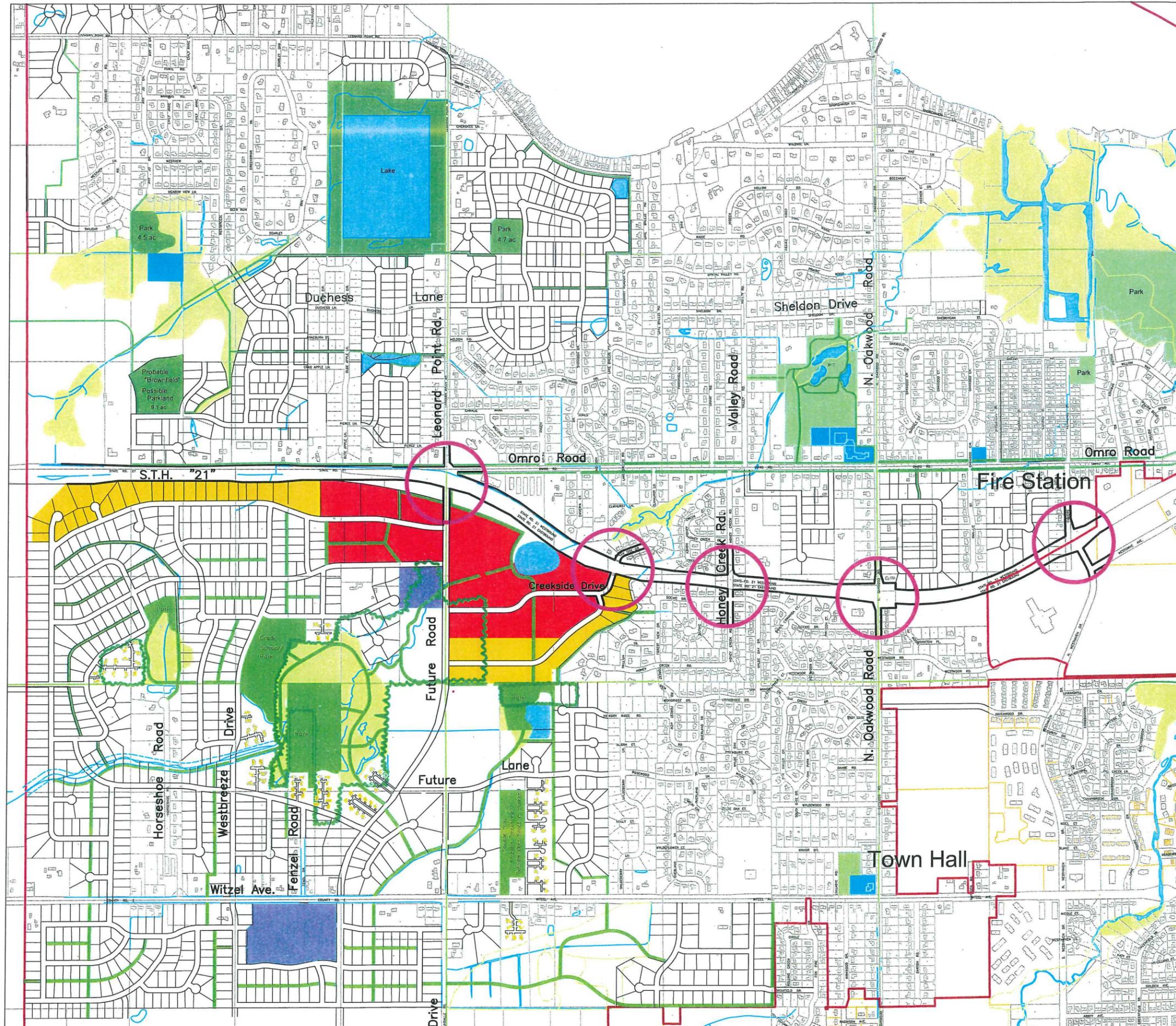
### Legend



### Land Use Categories

Existing Proposed

-  Low Density Residential
-  Medium Density Residential
-  Commercial
-  Institutional Facilities
-  Parks and Recreation
-  Trail System
-  Stream/Ditch
-  Open Water
-  Wetland/Conservation



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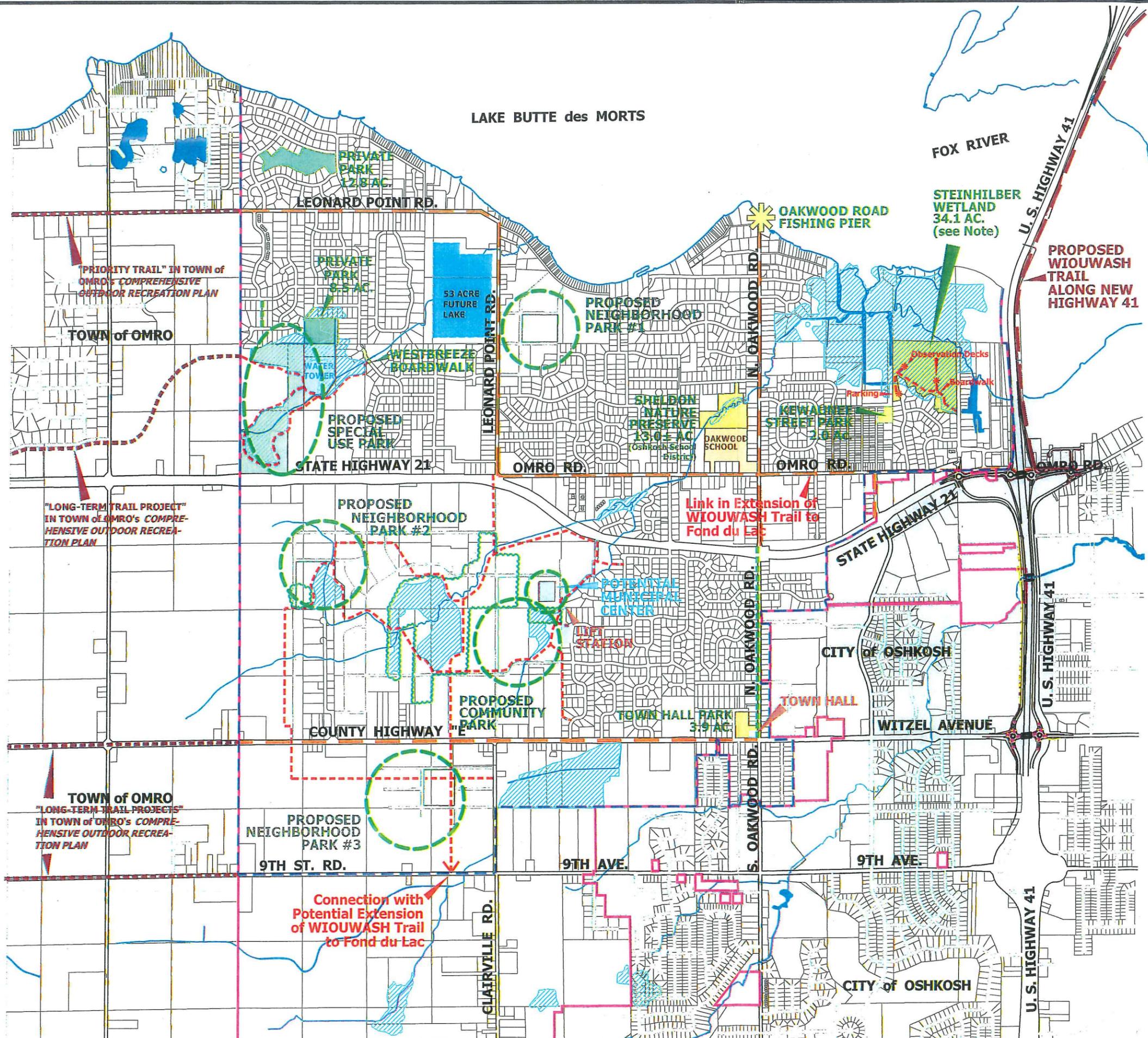
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**TOWN of ALGOMA**  
Winnebago County, WI

**PARK and OPEN SPACE PLAN, 2009**

**Map 3 - October 2009**  
**Plan Map**



**LEGEND**

- Proposed Park Areas
- Conceptual Layout of Proposed Roads
- Proposed Trail Off-Road
- Proposed Trail Right-of-Way
- Existing Trail Right-of-Way
- Town Boundary
- Limit of City of Oshkosh Growth Area
- Area of Town in Oshkosh Growth Area
- Surrounding Community
- Existing Wetland
- Existing Community Facility
- Existing Private Recreation Area
- Existing Public Recreation Area
- Existing School
- Edge of Existing Woods

NOTE: In most cases, the locations of proposed parks and trails are approximate. Final locations may be determined as development occurs in the area of the proposed facility.

NOTE: Any improvements to the Steinhilber Wetland would be consistent with the manner in which it was given to the Town.

Scale in Feet



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# Town of Algoma

## Community, Recreational and Park Facilities



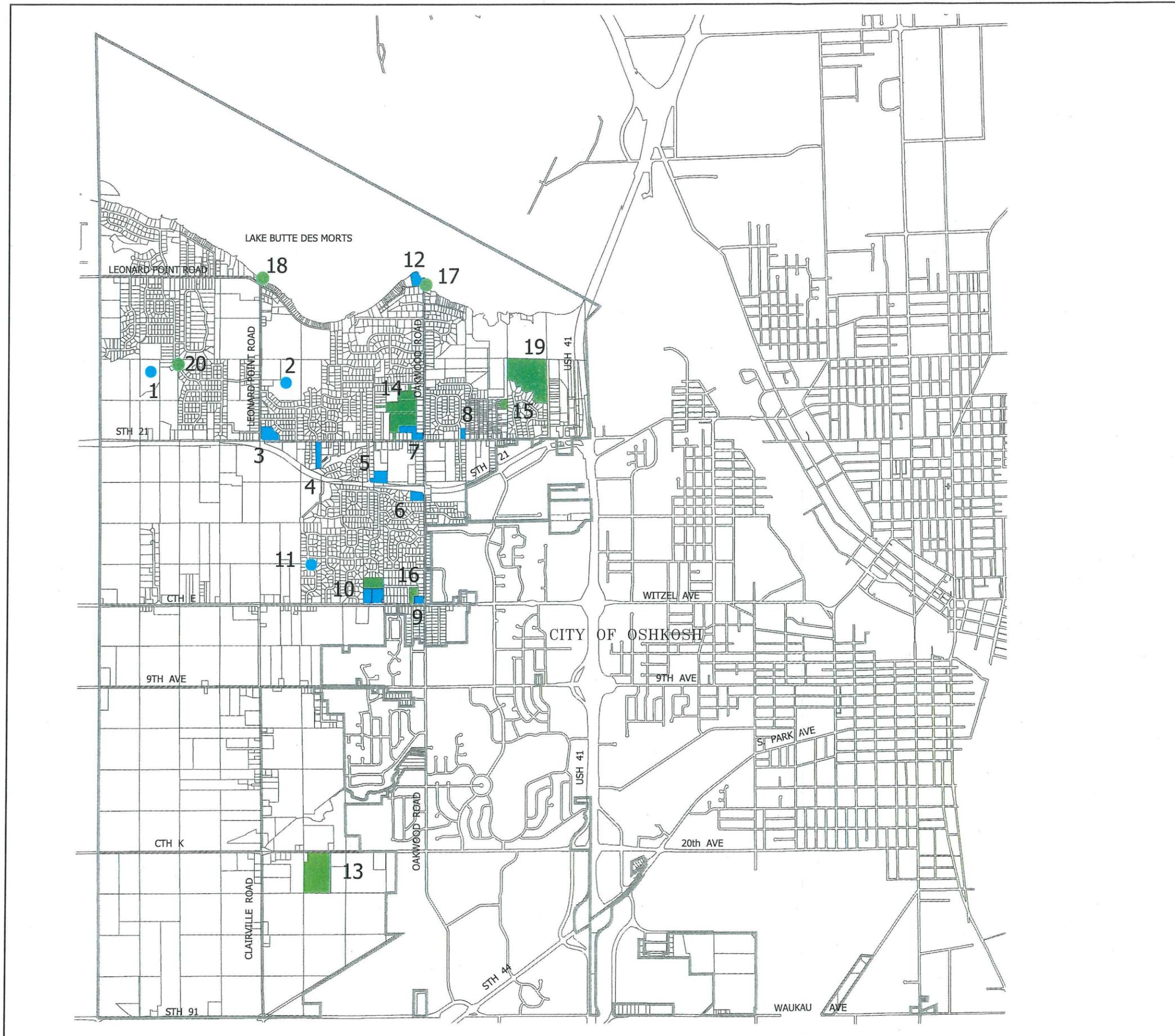
### Legend



- Community Facilities**
1. Water Tower
  2. Well & Pump #2
  3. United Church of Christ Church
  4. Jehovah Witness Church
  5. All Saints Lutheran Church
  6. Latter Day Saints Church
  7. Oakwood Grade School
  8. Sanitary District Office/Fire Station
  9. Town Hall
  10. Wyldewood Baptist Church
  11. Well & Pump #1
  12. Community of Our Ladies Catholic Retreat House



- Recreational and Park Facilities**
13. YMCA
  14. Sheldon Nature Preserve
  15. Kewaunee Park
  16. Town Park
  17. Public Lake Access
  18. Public Lake Access
  19. Public Parkland
  20. Pedestrian Crossing



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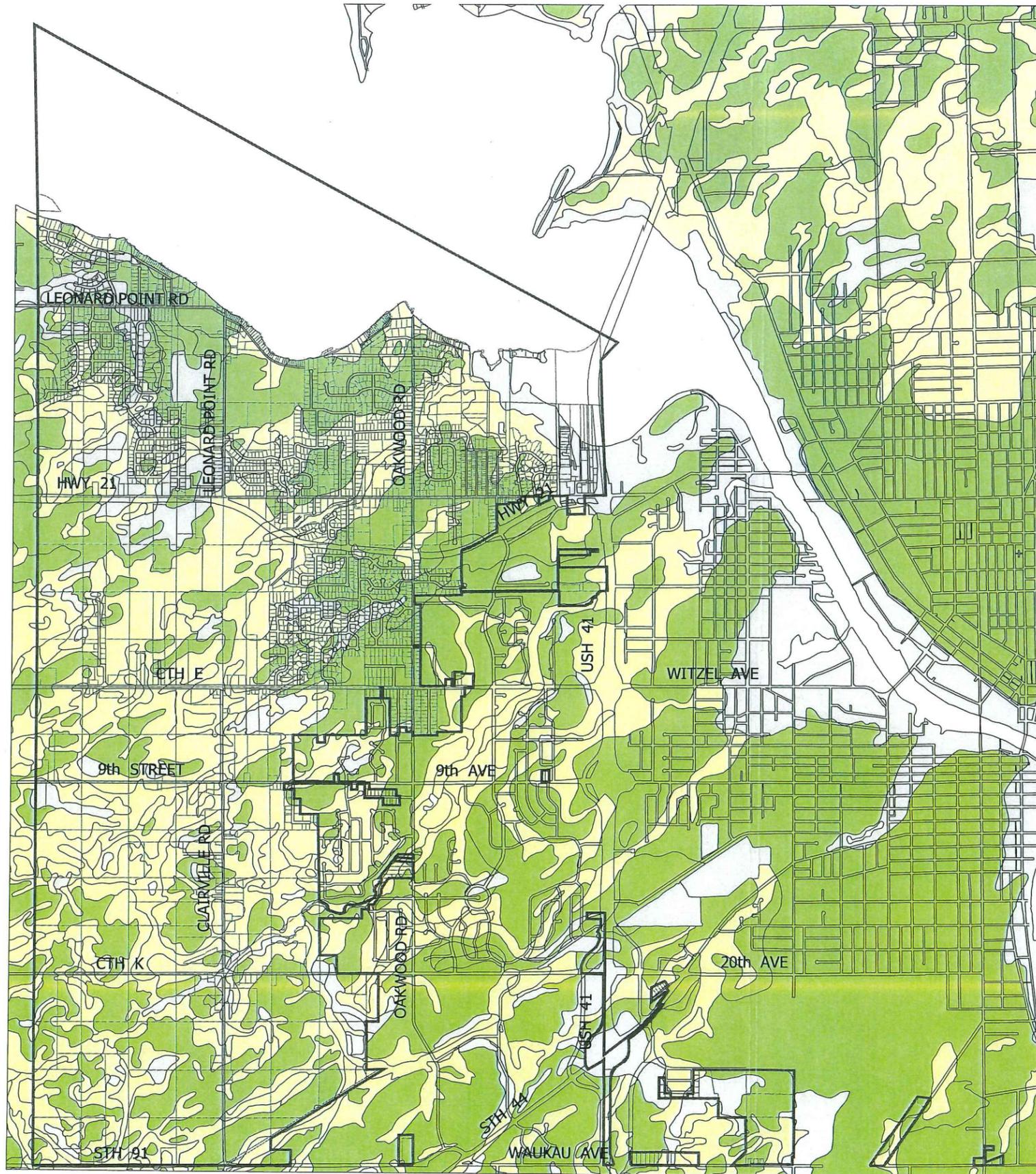
# Town of Algoma

## Soil Suitability for Agriculture



### Legend

- Farmland Soil Classification**
-  Class 1 (Prime farmland)
  -  Class 2 (Prime if drained)
  -  Classified as Not Prime farmland
-  Corporate Limits



### Disclaimer

Soils Data extracted from Standard State Soil Survey Database as provided by the Natural Resources Conservation Service and is the best available information and is not field verified.

This base map was created by Winnebago County Planning/GIS Department. Winnebago County expressly disclaims all liability regarding fitness of the use of the information for other than Winnebago County business by the WINGS Project.



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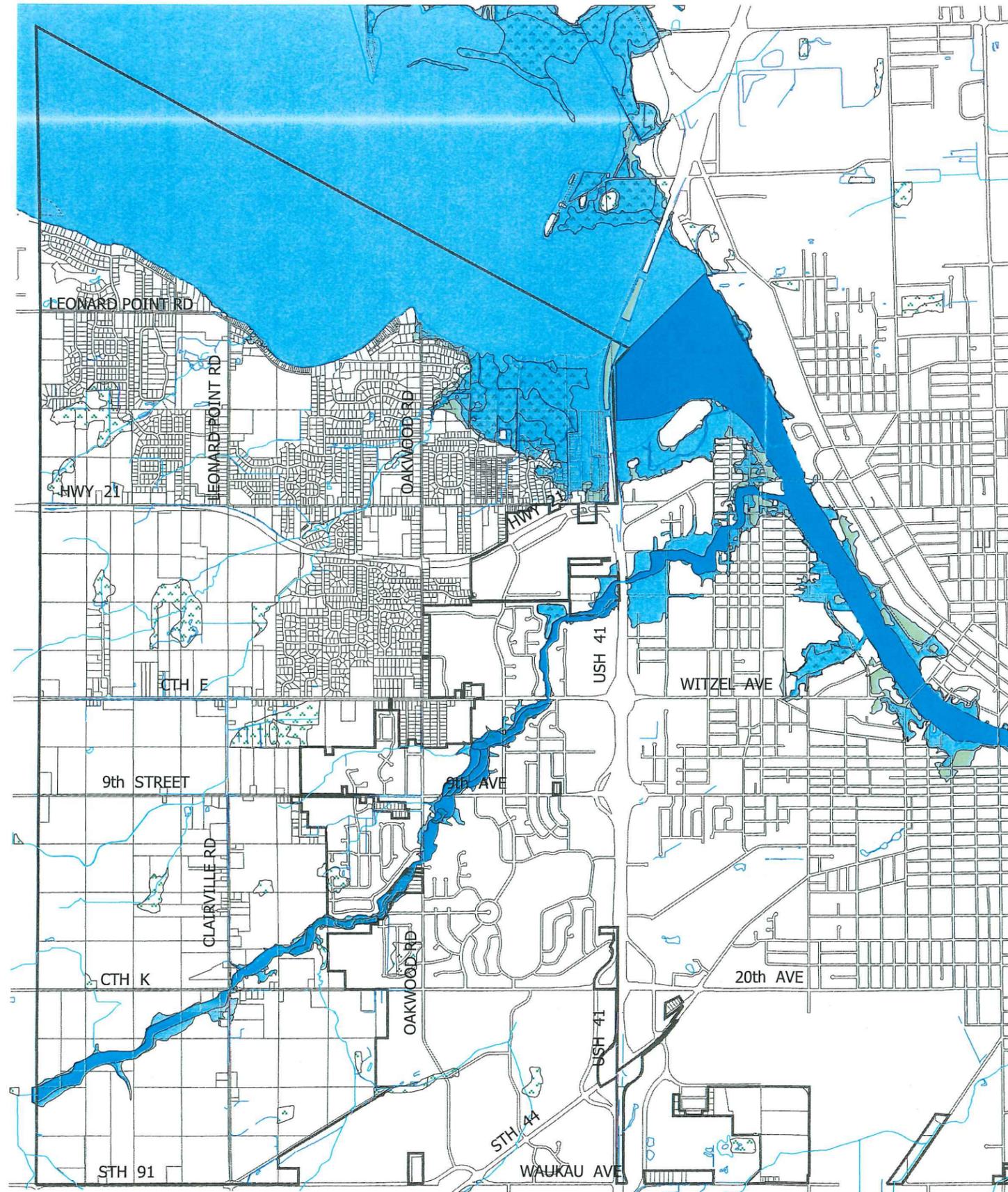
# Town of Algoma

## DNR Designated Wetland and Floodplain Areas



### Legend

- Floodplain Designation
  -  Floodway
  -  100 year
  -  500 year
-  DNR Wetlands
-  Corporate Limits



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# Town of Algoma

## Areas of High Ground Water

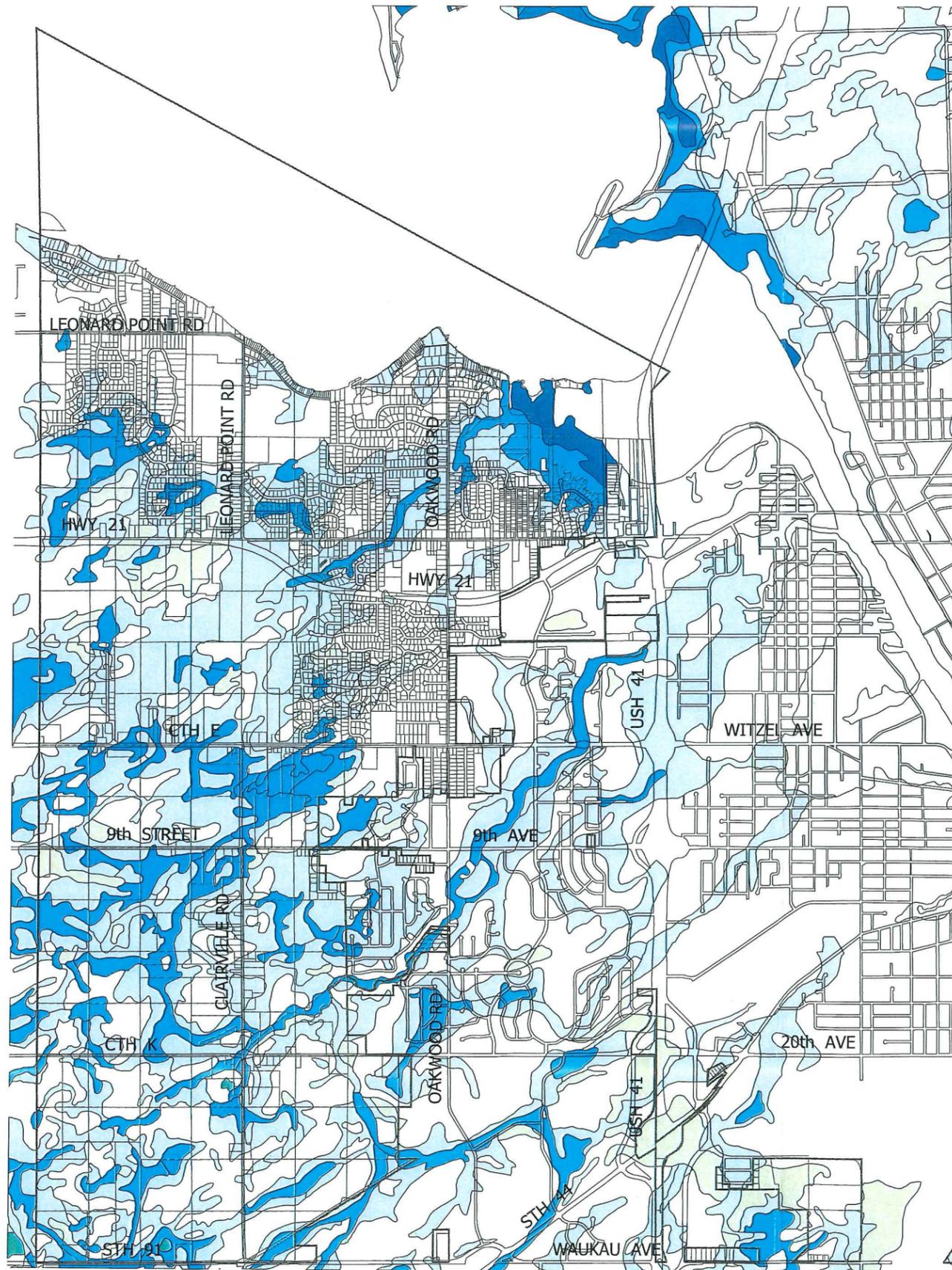


### Legend

Average depth to High Water Table measuring 5 ft. or less

-  -0.8 ft
-  0 ft.
-  0.9 - 1.5 ft.
-  1.6 - 2 ft.
-  2.1 - 2.5 ft.
-  2.6 - 2.8 ft.
-  2.9 - 4 ft.
-  4.1 - 4.5 ft.
-  >4.6 ft.

 Corporate Limits



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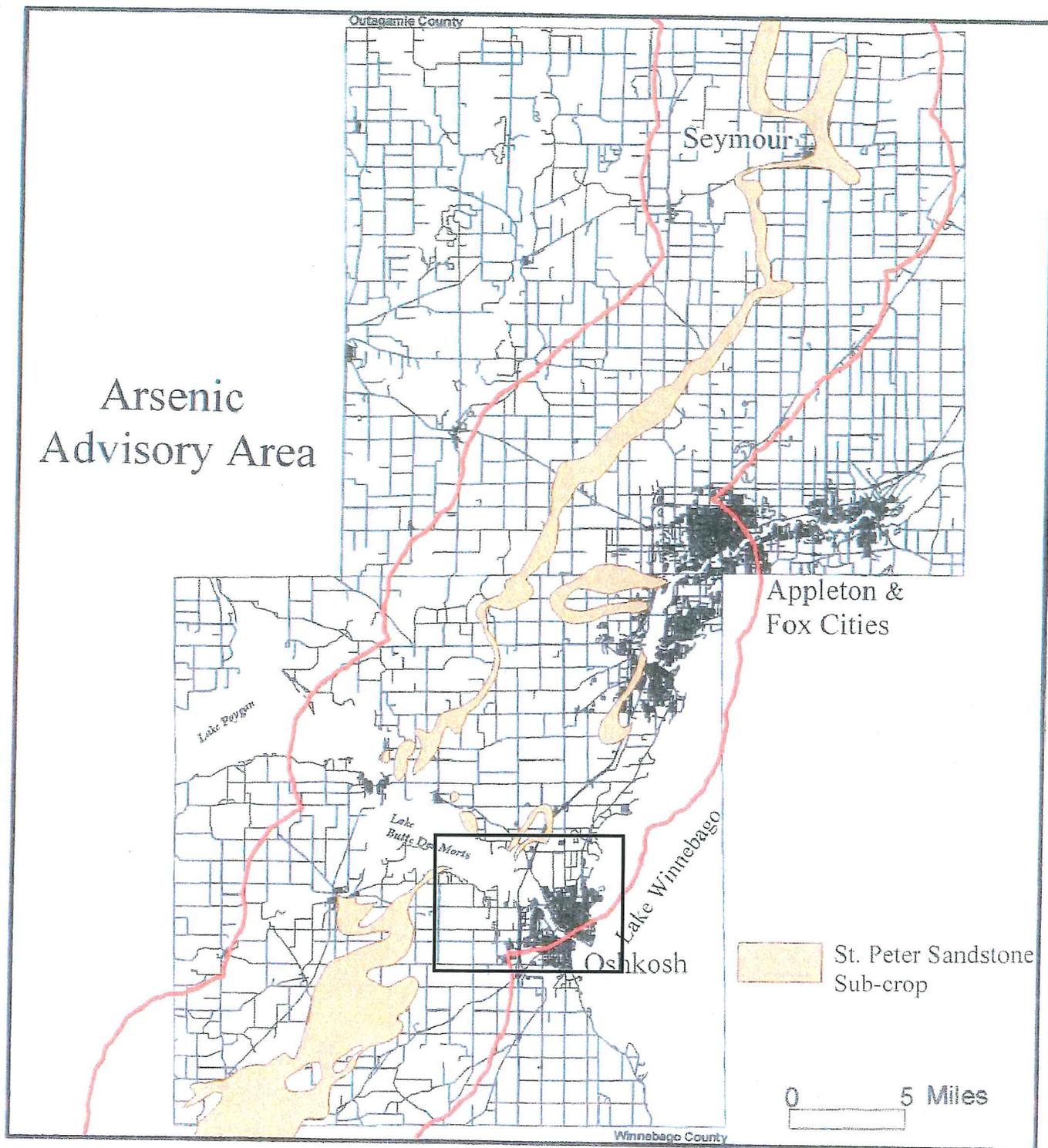
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Source: Wisconsin Department of Natural Resources Website  
[www.dnr.state.wi.us/org/water/dwg/arsenic/AAA.jpg](http://www.dnr.state.wi.us/org/water/dwg/arsenic/AAA.jpg)



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# Town of Algoma

## Soil Potential for Homes with Basements

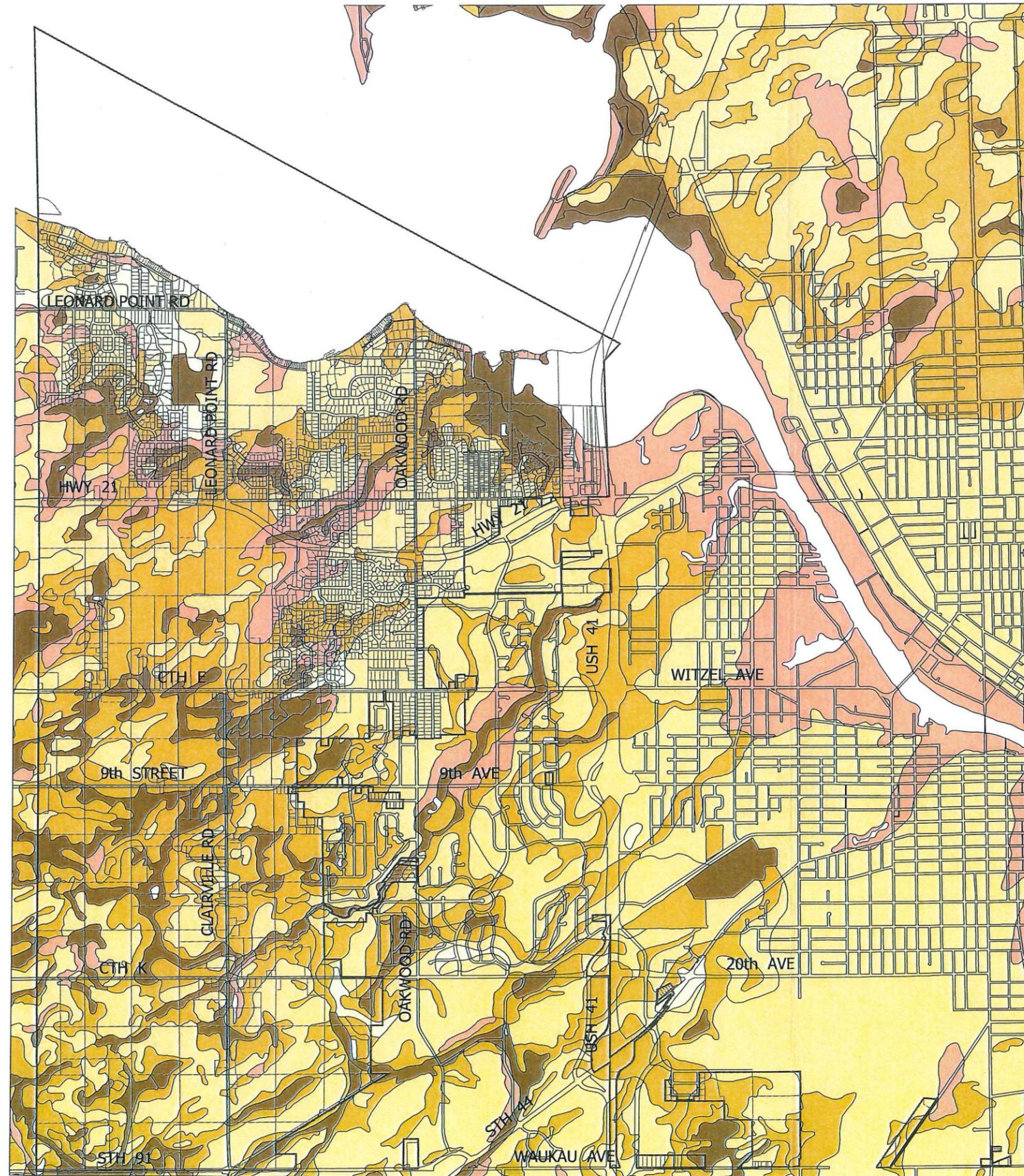


### Legend

#### Soil Properties

-  Very High - Favorable Soil Properties
-  High
-  Medium - Moderate Limitations
-  Low
-  Very low - Severe Soil Limitations

 Corporate Limits



#### Disclaimer

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# Town of Algoma

## Areas of High Bedrock



### Legend

Depth of Bedrock 50 in. or less

 0-2 in.

 3-15 in.

 16-30 in.

 > 30 in.

 Corporate Limits



### Disclaimer

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# Town of Algoma Sewer Service Area



## OSHKOSH SEWER SERVICE AREA 2030 PLAN UPDATE

REVISED DRAFT - APRIL 7, 2006

- EXISTING SSA CONDITIONS**
- Existing Sewer Service Area Boundary
  - Existing Planning Area Boundary
  - Corporate Limit Boundary
  - Township Boundary
  - Sanitary District Boundary
  - Wastewater Treatment Facility
  - WDNR Designated Wetlands
  - Environmentally Sensitive Area (75 Foot Stream Buffer/50 Foot Wetland Buffer)

- PROPOSED 2030 SSA UPDATE**
- In-Fill Additions
  - Sewer Service Area Additions
  - Sewer Service Area Removals
  - Proposed Planning Area Adjustments

- LAND DEVELOPMENT STATUS**
- City of Oshkosh
  - Town of Nekimi
  - Town of Oshkosh
  - Town of Black Wolf
  - Town of Algoma
  - Town of Vinland
  - Developed Land Uses
- VACANT DEVELOPABLE LANDS**

This map represents proposed Sewer Service Allocation areas and proposed Planning Area Boundary changes based on the March 30, 2006 Public Information meeting held at the Town of Oshkosh town hall.

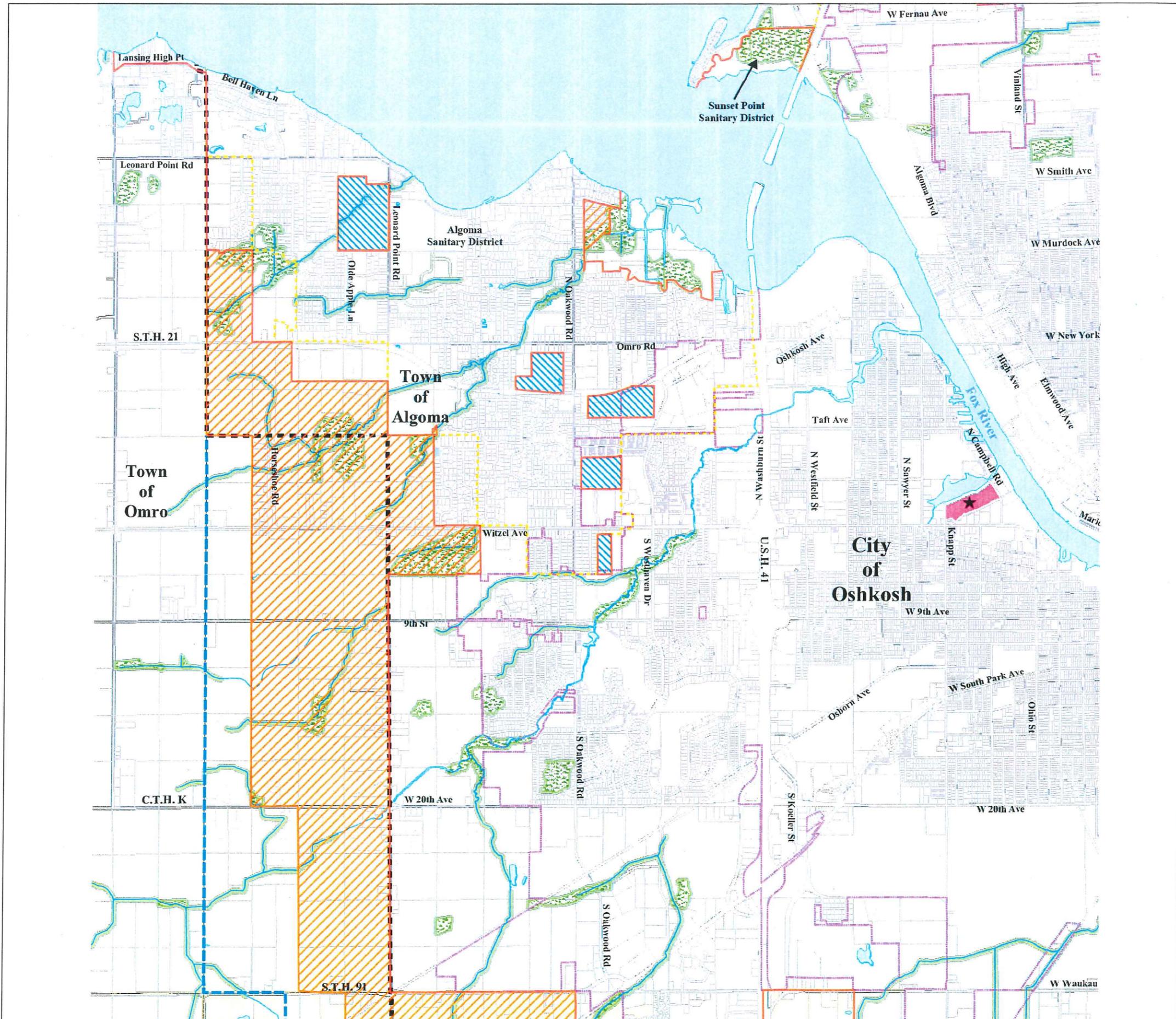
Note: Based on current East Central policy, SSA coverage allocations may not occur in conjunction with "verified" comprehensive plans. Currently, the City of Oshkosh is the only community to meet this requirement. Therefore, coverage allocated outside of the City of Oshkosh, or one of its legally defined "growth areas", will have a "hold" applied to it until such time the Commission creates the community's respective plan.

REVISION APRIL 24, 2007

DATE: 04/24/07  
 DRAWN BY: J. HANSEN  
 CHECKED BY: J. HANSEN  
 DATE: 04/24/07  
 PROJECT: OSHKOSH SSAS 2030  
 SHEET: 12 OF 12

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Town: D:\468881\osha\2030\_update\m2030ssas12.dwg



This map is not to scale and has been extracted from the original ECWRPC Oshkosh Sewer Service Area 2030 Plan Update Map.

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# Town of Algoma

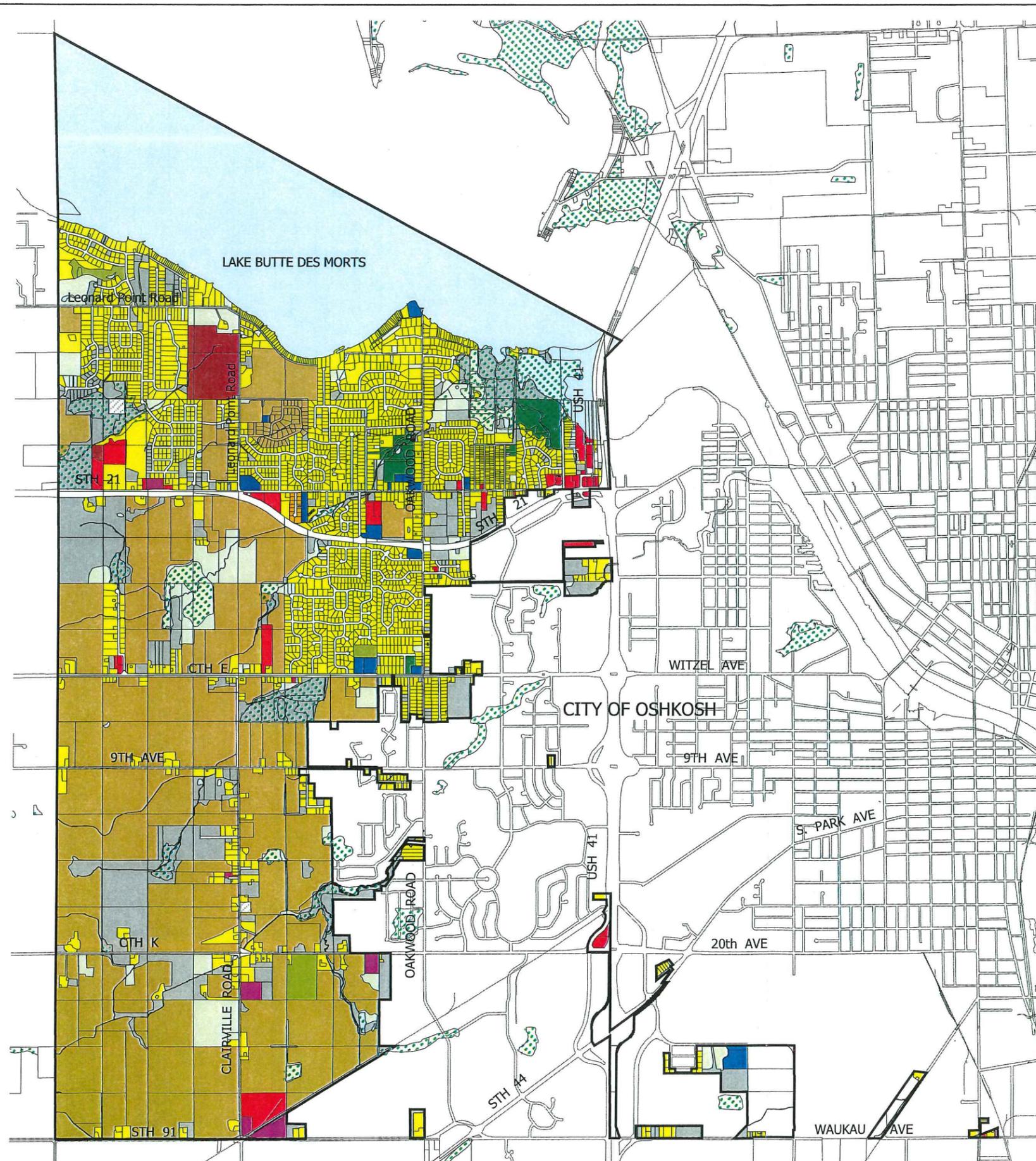
## Existing Land Use Map



Not to Scale

### Land Use Categories

-  Low Density Residential
-  Medium Density Residential
-  Commercial
-  Industrial
-  Non-Metallic Mines
-  Institutional Facilities
-  Transportation
-  Utilities/Communications
-  Public Recreational Facilities
-  Private Recreational Facilities
-  Agricultural/Vacant/Undeveloped Lands
-  Open Other Land
-  General Woodlands
-  Water Features
-  Wisconsin Wetland Inventory
-  Corporate Limits



The existing land uses were mapped by East Central Wisconsin Regional Planning Commission and updated by Martenson & Eisele, Inc. under the direction of the Town of Algoma. Any use or application of this information is the responsibility of the user and such use or application is at their own risk.



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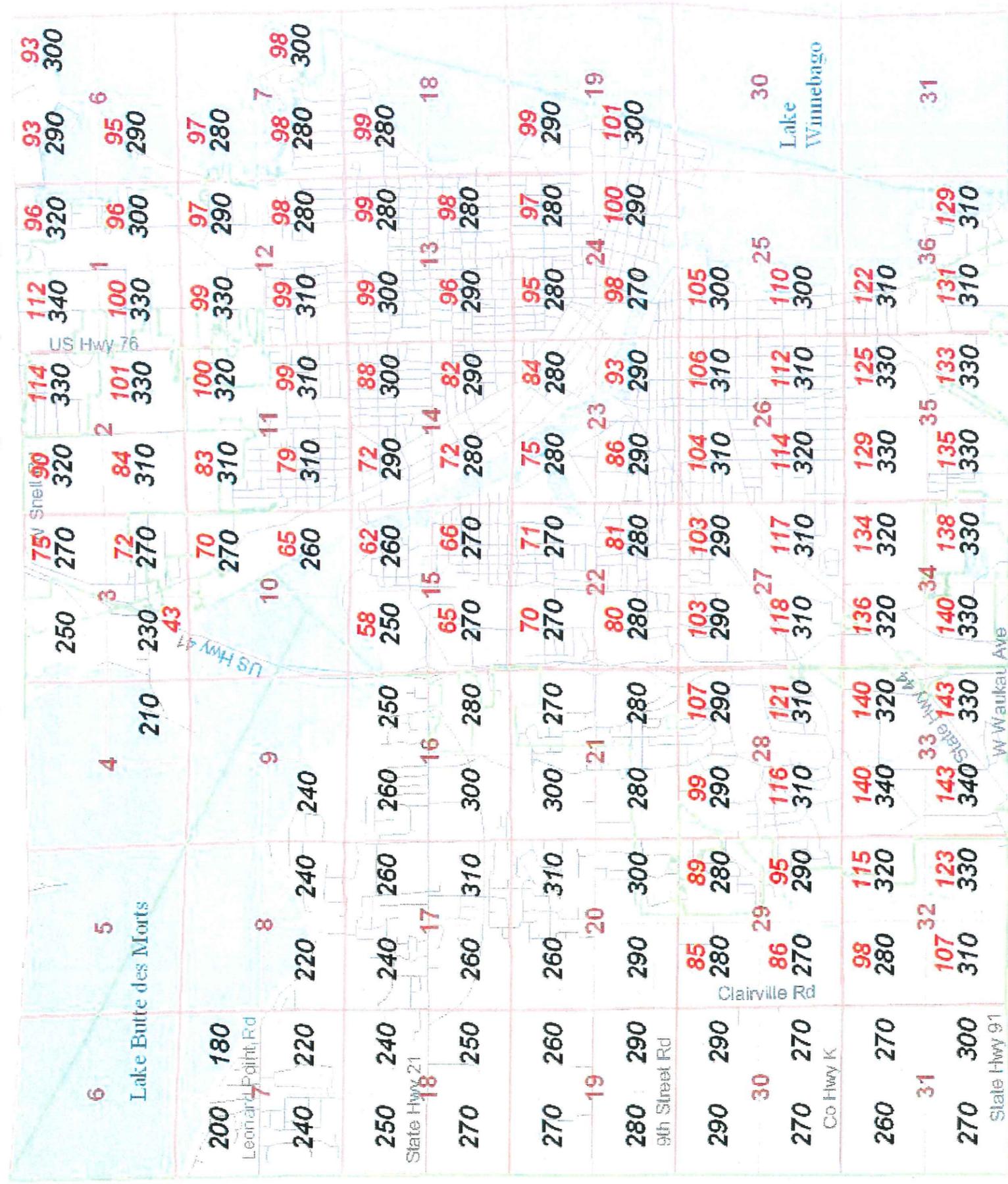
info@martenson-eisele.com



# Minimum Well Casing & Cement Grout Depth\* For Bedrock Wells Within the Arsenic "Special Well Casing Pipe Depth Area"

## Towns of Algoma & Oshkosh, Winnebago County T18N, R16E and T18N, R17E

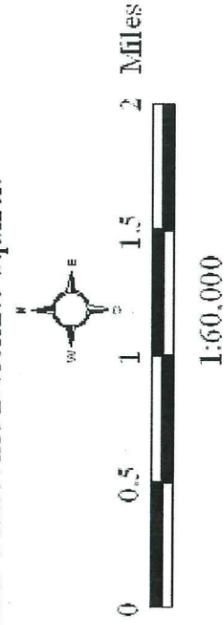
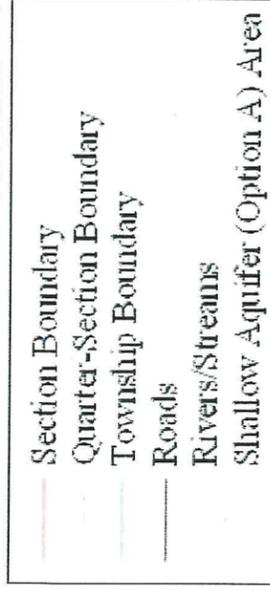
(Maximum Total Depth for Shallow Well Option - Option A)



\*Within each quarter section the minimum depth of the upper-enlarged drillhole, casing pipe and cement grout is indicated by the number provided. Although unlikely, the minimum casing/grout depths provided above may not get you down to the Cambrian Sandstone. However, in any case, the casing and grout shall extend at least to the top of the Cambrian Sandstone.

(Note: The first 10-15 feet of the Cambrian Sandstone is usually reddish in color and can produce water with a high iron content. You may want to also case and grout through this top layer.)

Within the gray shaded area the red numbers indicate the maximum total depth for wells constructed under Option A that must terminate within the shallow Galena-Platteville Dolomite aquifer.



Effective Date: October 1, 2004

Wisconsin Department of Natural Resources  
Bureau of Drinking Water & Groundwater

Winnebago County



6

**Parks and Open  
Space Plan, 2009**

**Town of Algoma  
Winnebago County, WI**

**Adopted: \_\_\_\_\_**



**TOWN OF ALGOMA  
WINNEBAGO COUNTY  
PARK AND OPEN SPACE PLAN, 2009**

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**Town of Algoma  
Winnebago County  
Park and Open Space Plan, 2009**

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**Adopted \_\_\_\_\_, \_\_\_\_\_, 2009**



## Background

### Why Plan?

A typical planning process ends with a report and some maps, but the real benefit of planning, community or otherwise, is working through the planning process. In this context, the word “plan” is a verb, not a noun; it is an action, not a result.

The planning process identifies what is and what can be, and fosters discussion on how the past influenced the present and can guide the future. It is an opportunity to discuss options and develop common goals. It provides a focus for finding and discussing innovative ways to meet diverse community needs.

The “finished” plan – the report and the maps – is really little more than the documentation of the planning process. It records facts and describes a scenario for the future. It displays how financial and human resources might be allocated. It illustrates the planning process’s discussion and findings.

A good plan, then, is not the end of a process but the beginning of a new one. It is the starting point for implementation, a guide for change, a reference for future decision-making. The plan is a tool, not just a product.

### Why This Plan?

The *Town of Algoma Park and Open Space Plan, 2009*, will inventory and analyze the Town’s existing recreation activities and facilities. The planning process will identify distinctive recreation and open space opportunities that make Algoma special, and establish a vision of recreation services in the future. Potential projects will be listed, along with approximate costs to implement them.

This Plan will identify some projects for which the need for them is in the next five to seven years. It is inevitable, however, that the analysis, vision, and decisions of this plan will have consequences for the town for the next several decades. To remain an accurate reflection of the town’s recreation vision and capacities, this plan should be reviewed and updated regularly.

### The Benefits of Recreation Facilities

Some of the benefits of recreation and leisure, and the facilities that support them, are obvious. The most notable benefit falls under the umbrella of fitness – playing organized and casual athletics, climbing on play equipment, hiking and jogging, relaxing, and visiting with family and friends. Opportunities for family and social interaction, and the practicing of good social and sportsmanship skills, are often realized in a park setting. In many park areas, the presence of wildlife habitat and the resulting enjoyment of wildlife observation is important to users. And, increasingly so in these times, the ability of parklands to protect natural resources, such as wetlands, waterways, and woods, has become a vital use of parks and open space.

There are, however, subtler benefits to recreation facilities. A variety of good parks and other recreation areas, and plenty of them, are a source of community pride. They attract visitors to the community and potential residents and businesses. Ethnic and social harmony can be im-

proved in recreation activities, and they have been shown to reduce vandalism in the community, promote positive self-images of participants, reduce individuals' feelings of alienation and loneliness, and help build strong families.

## **Recreation, Park, and Open Space Trends**

Parks have traditionally been large tracts of lawn with playgrounds, picnic areas, and ballfields. People went to parks to play sports, swing and slide, and socialize. Recreation activities and the facilities that support them, however, have changed significantly in the last several decades, largely because the form of the communities in which we live, and the residents and families that comprise the communities, have changed.

Some of the past – and future - changes in recreational desires can be attributed to demographics. The Baby Boom population is beginning to reach retirement age, and single-parent, often female-headed, households have become common. Lifestyles began to change, too. Television, computers, and electronic games have led to more children staying inside watching television and playing video games. Concern for children's safety has also diminished their presence in parks and other outdoor recreation facilities. Security concerns and large residential lots capable of providing open areas and large backyard playgrounds has further reduced outdoor play.

The recreation needs and desires of community residents have also been changing. Recreationists are now likely to engage in an activity that they can do singly or with one or several friends, as opposed to organized sports. Users became more nature- and fitness-oriented, and generally less sports-oriented. People are biking and walking much more than in the past (they are both among the activities most pursued and desired by community residents). Wildlife-watching, especially birding, is also one of the most popular of all leisure activities.

Some sports activities traditionally found in parks, such as tennis and informal games of baseball, are now a much lower percentage of all activities than in the past. Soccer has overtaken baseball and football as the primary youth sport.

The result has been a change in the form and components of parks. Parks can now be linear for trails. They are natural areas, historic sites, or performance facilities. They offer a wider range of facilities, because parks aren't just for kids anymore. Parks and other recreation facilities, then, must be provided, sized, and maintained to accommodate an increase in the type, number and frequency of users.

## **Recreation Activities and Facilities**

### **Types of Recreation Activities**

Recreation activities are divided into two classes – active and passive. Within these overall classes, activities fall within one of four categories: athletic, social, cultural, and natural. Table 1, on the following page, identifies activity types, then examples of individual activities and their associated facilities within those types. Not all the listed categories, types, activities, and facilities are, or will be, appropriate for the Town of Algoma.

**Table 1  
Leisure Categories, Activities, Facilities**

<b>Category</b>	<b>Type</b>	<b>Sample Activities</b>	<b>Facilities Required</b>
<b>Athletic</b>	Competitive Sports	Leagues for youth baseball, adult softball, soccer, flag football, Swim and track meets	Regulation sports fields, courts, swimming pools, tracks; parking and restrooms
	Sports and Games Instruction	Classes to teach rules and techniques associated with athletic activities, board games, water sports, or fitness	Indoor classrooms, gymnasiums, non-regulation practice fields, swimming pools, restrooms and parking
	Informal Athletics	Pick-up athletic games, such as baseball, basketball, and soccer; tennis; traditional and disc golf	Non-regulation sports fields and courts; traditional golf course, disc golf course, perhaps restrooms and parking
	Motorized Sports	Water skiing, snowmobiling, racing	Lake or river, snowmobile trails, race tracks, restrooms and parking
<b>Social</b>	Child's Play	Playgrounds	Playground equipment
	Picnics and Parties	Family picnics, reunions, wedding receptions, company picnics	Picnic area, picnic shelter, pavilion, restrooms and parking
	Events/Festivals	Carnivals and craft/art fairs	Festival grounds, large open spaces, restrooms and parking
<b>Cultural</b>	Performances	Concerts and plays	Performance facility, restrooms and parking
	Arts and Crafts	Instructional classes	Classrooms, studios, display space, restrooms and parking
	Historical Interpretation	Attending museums, historical sites, lectures	Museum space, historical sites or recreations, classrooms or lecture halls, restrooms and parking
	<b>Natural</b>	Nature Appreciation	Bird-watching and other wildlife observation, nature walks, photography, education
Nature-based Recreation		Hiking, biking, skiing and sledding, canoeing, boating, camping	Trails, lake or river, ski and sledding hills, campground, limited restrooms and parking
Relaxation		Nature viewing, reading and visiting in a natural area	Seating areas in natural areas, access trails, limited restrooms and parking
Wildlife Sports		Hunting and fishing	Wild areas; lake, river, limited restrooms and parking stream

## Types of Recreation Facilities

For many decades public recreation facilities were simply parks. Many of the parks we see today were initially developed in the early twentieth century, so by the time the generations of today became park users these parks were characterized by mature hardwood trees within an expansive area of lawn. The activities and facilities within these traditional parks were equally traditional and limited in scope— sports fields, playgrounds, picnic areas, sometimes large pavilions, and swimming pools with rectangular tanks. The qualities of these parks became the standard upon which the development of new parks was measured.

Traditional parks are classified as either Neighborhood Parks or Community Parks. The difference between them is their size, the activities they support, the volume of people these activities attract, and the impact the park has on the surrounding neighborhoods.

Neighborhood parks are intended to serve the specific neighborhood that surrounds them. A general standard is that the radius of a neighborhood park's service area is one-half mile. This radius is affected by barriers such as rivers and busy roads and highways that are unsafe for children to cross. Based on the typical desires of park users, eight to twelve acres is an appropriate size for a neighborhood park.

Activities in neighborhood parks should be of limited impact on the residential neighborhood. The parks' primary facilities are a picnic area with perhaps a shelter, a playground, and open areas for informal athletics. With the exception of unlighted courts for tennis, basketball, and sand volleyball, sports fields for competitive sports are inappropriate because the associated noise, traffic, parking, and lighting is obtrusive on surrounding residences.

The very things that are inappropriate in a neighborhood park are what should occur in a Community Park. Because the activities often attract large numbers of people and their cars, and generate lots of noise, community parks are not typically located within residential neighborhoods, certainly not in recent years.

Typical facilities in community parks are large athletic field complexes with multiple ball diamonds and fields for soccer and football; event grounds for festivals and concerts; large picnic areas and pavilions; and buildings housing gymnasiums and hockey rinks. To accommodate these facilities, community parks are large – twenty-five acres would be the absolute minimum, fifty acres is fairly typical, and beyond that is not uncommon. Many community parks cover more than one hundred acres.

As mentioned in previous sections, however, the desires of recreationists began to change dramatically in the 1980s and 1990s. Consequently, the type of activities and the facilities that accommodate them have changed significantly in the last couple of decades. Recreation areas are also now likely to be or include natural areas. Bicycle and pedestrian trails are the most notable examples of this change in leisure preferences. Trails require long, continuous corridors, unlike rectangular parks.

Trails have become a vital component of public recreation systems. They are used by a broad range of users: biking, casual walking, jogging, walking to school, pushing a baby stroller, and bird-watching. With an asphalt surface they are perfect for inline skating. They can provide safe connections to major destinations within a community.

Off-road bicycle/pedestrian trails remove trail users from the hazards of sharing the roads with vehicles and encountering them at driveways while traveling along paved paths. Despite common public perceptions, trails have been overwhelmingly shown to be safe for users and not a security threat to adjacent property owners.

The Americans With Disabilities Act (ADA) requires all facilities to be accessible to physically-challenged users. Playgrounds, in particular, were replaced with, and now require, new types of play equipment. Play areas have become single, but large, structures that usually cover more area than did traditional swings sets, slides, climbers, and sandboxes.

Fewer baseball and softball diamonds are needed. Football fields have transformed to soccer areas, but regulation soccer fields are much larger than football fields. Tennis has become less important, so tennis courts are less common.

### **General Guidelines for the Planning of Recreation Facilities**

- Parks should be located in places that are both convenient and safe for their intended primary users.
- Parks should be located and sized to accommodate the intended uses, and produce impacts from traffic, noise, and lighting that are appropriate to surrounding land uses.
- Neighborhood Parks should be eight to twelve acres. Community parks should be a minimum of forty acres.
- To avoid conflicts with neighbor's whose backyard shares a boundary with a park, the park should be entirely surrounded by public streets or a natural buffer such as a large wetland, woodland, or river.
- Special attention should be paid to potential park locations where there is a variety of landforms, such as natural areas, water bodies, and open, upland areas. These areas will provide a greater variety of recreation experiences than, say, a park carved out of a farm field. That said, some park uses, such as athletic field complexes, are best developed from large tracts of level open ground.
- Trails should be located to take advantage of natural areas and water bodies.
- Off-road trails should be planned in advance to run through future subdivisions. Making the need for a trail known to developers as part of the approval process for a subdivision ensures that trail segments link one to another. Trails are most effective when there is connectivity that maximizes the distance that can be traveled at one time. Including trail corridors in a residential plat allows potential home buyers to be aware of the eventual trail and purchase a home based on their preference in relation to the trail.

# Town of Algoma Characteristics

## Population Characteristics

The population of the Town of Algoma has increased greatly in the last twenty years. Table 2 illustrates this growth and compares the town's growth to that of the adjacent Town of Omro and City of Oshkosh.

The Town of Algoma is located adjacent to the City of Oshkosh. Because of this, substantial residential development has occurred since 1990. The town's population grew by almost two-thirds between 1990 and 2000. This growth, however, has been concentrated in the extreme northern portion of the town, primarily north of State Highway (STH) 21.

The Wisconsin Department of Administration estimated that the Town of Algoma's population in 2008 was 6,423, a twelve percent increase since 2000. Based on the projections of the East Central Wisconsin Regional Planning Commission, the town's population in 2010 will be approximately 6,700. Furthermore, between 2010 and 2030, the population may increase by another third, to approximately 9,160. By way of comparison, Table 2 shows that these growth rates are much higher than in the Town of Omro and the City of Oshkosh.

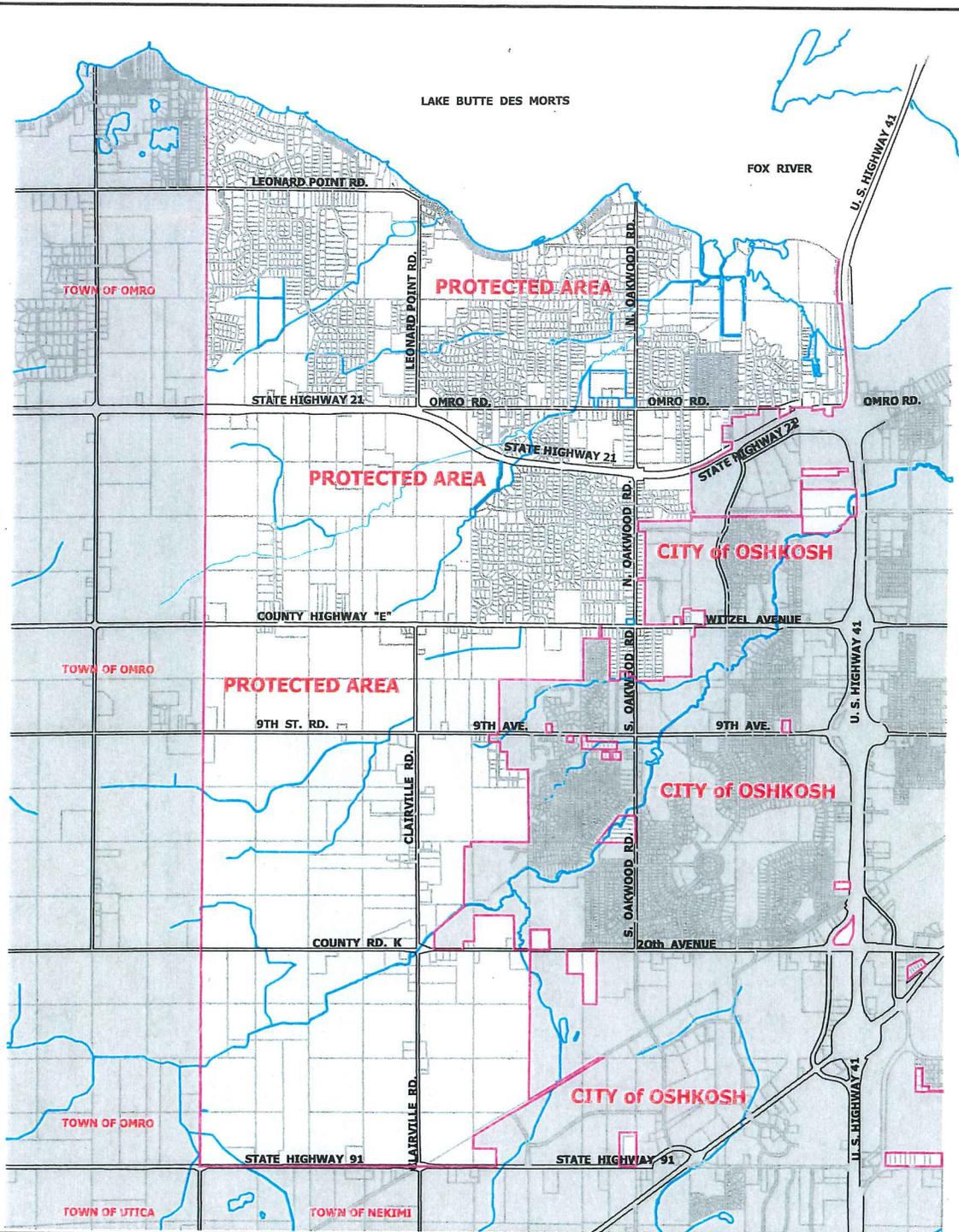
**Table 2**  
**Population Change and Projections**

Year	Town of Algoma		Town of Omro		City of Oshkosh	
	Population	% Change	Population	% Change	Population	% Change
1980	3,249		1,684		49,620	
1990	3,492	7%	1,616	- 4%	55,006	11%
2000	5,702	63%	1,875	16%	62,916	14%
2010	6,695	17%	2,140	14%	67,996	8%
2015	7,245	8%	2,238	5%	70,080	3%
2020	7,840	8%	2,347	5%	72,416	3%
2025	8,499	8%	2,470	5%	75,137	4%
2030	9,162	8%	2,590	5%	77,676	3%
2000 to Projected 2030		61%		38%		23%
Projected 2010 to 2030		37%		21%		14%

Sources: U.S. Census, projections by East Central Wisconsin Regional Planning Commission

These projections will be somewhat skewed because the Town of Algoma and the City of Oshkosh have a boundary agreement that places the southern forty percent of the town in Oshkosh's growth area, while the remaining northern part of the town is protected from annexation by the City (see Map 1). This area protected from annexation will hereafter be referred to in the Plan as the "Protected Area". The projections are only slightly skewed, however, because the majority of the projected growth will likely continue to occur adjacent to the existing residential development in the northern portion of the town.

Because the southern portion of the town will, in the long-term, be within the City of Oshkosh, this *Park and Open Space Plan* relates only to the Protected Area.



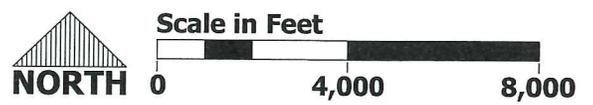
**LEGEND**

- Current Town Boundaries**
- Area of Town in Oshkosh Growth Area**
- Surrounding Community**

**TOWN of ALGOMA**  
Winnebago County, WI

**PARK and OPEN SPACE PLAN, 2009**

**Map 1**  
**Town Limits/Oshkosh Growth Area**



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# Land Use in the Town of Algoma

## Planning Area

For purposes of discussion in this Plan, the planning area is broken into four general “neighborhood areas”, as shown on Map 2. The **Northeast Neighborhood** is fully developed with dense residential and commercial development. The commercial development is limited to both sides of Highway 21 within the first mile west of the USH 41/STH 21 interchange.

The **Northwest Neighborhood** is also largely residential, but there remain some large areas of open land and several non-residential land uses. The largest of these non-residential uses is a quarry, which even after it ceases operation will see years of filling with soil before it is usable for another land use. There is also a Sanitary District water tower and an auto salvage yard.

South of Highway 21 are the Southeast and Southwest Neighborhoods. The **Southeast Neighborhood** is almost entirely developed as residential.

The **Southwest Neighborhood** is largely undeveloped. There are some concentrations of residential development along County Highway (CTH) “E”, primarily on its north side. There are several large mapped wetlands in this neighborhood. The vast majority of the land in this neighborhood is currently used for agricultural purposes.

## Future Land Use Plan

The Town of Algoma adopted a Comprehensive Plan in 2005, with a major update in 2007. The Land Use Plan within the Comprehensive Plan illustrates the Town’s intention that most of the currently undeveloped land in the Protected Area would eventually be low-density residential. There are, however, some notable exceptions.

In the Northeast Neighborhood, medium-density residential (duplexes and condominiums) is projected in the area roughly bounded by STH 21, Honey Creek Road, Omro Road, and Ran-Lie Street. An area of commercial development is proposed on the north side of STH 21 east of Ran-Lie Street.

A much larger area of commercial development is slated for the land south of STH 21 in the northeast portion of the Southwest Neighborhood. Medium-density residential is being planned for the land south of this commercial land, and also west of it along Highway 21.

A general area for the location of another public school is shown on the Land Use Plan in the area of CTH “E” and Fenzl Drive. The possibility for another school has been discussed by the Catholic Diocese on land it owns on either side of 9<sup>th</sup> Street Road, a quarter-mile east of the west town line.

*Change*

*Old Omro Rd. Bike-Walk*

*Lemay Pt Rd, Boat house, sign?*

*Westbreeze B ridge*

# Existing Town of Algoma Recreation System

## Existing Parks and Open Space

**Table 3  
Existing Public Parks and Related Facilities**

Facility Name	Acres	Category
<b>Existing Town Recreation Sites</b>		40.0
Kewaunee Street Park	2.0	
Town-Hall Park	3.9	
Steinhilber Marsh	34.1	
Oakwood Road Fishing Pier	0.0	
<b>Other Public Recreation Sites</b>		13.0
Sheldon Nature Preserve – Oshkosh Area School District	13.0	
<b>Total Existing Public Recreation Sites</b>		<b>53.0</b>

Table 3 shows that the Town of Algoma has virtually no useable parkland for its approximately 6,700 residents. The Northeast Neighborhood was fully developed with little public parkland. The only usable park is the two-acre Kewaunee Street Park, which has playground equipment but is too small for an athletic field. In this neighborhood there is also the Steinhilber Marsh, which is undevelopable wetland, the Oakwood School grounds, and the Sheldon Nature Preserve adjacent to Oakwood School. The Oakwood School ground, with its play equipment and ball fields, is the only effective public recreation land in the Northeast Neighborhood. School activities, of course, take precedence in the use of these facilities.

The only public parkland in the Southeast Neighborhood is the 3.9-acre Town Hall Park, which is covered with a stand of mature trees. There is a small playground in the open area next to the Town Hall. With the exception of the Westbreeze Trail Boardwalk, there are no public recreation facilities in the Northwest Neighborhood. There are no recreation sites in the largely undeveloped Southwest Neighborhood.

There are, then, only two actual recreation facilities in the town: the play equipment at Kewaunee Street Park and the Westbreeze Trail/Boardwalk. There are no other recreation facilities traditionally found in a community, such as athletic fields and courts, and picnic shelters. Most problematic is the fact that there is no open land in the portions of the town that are already heavily developed, so the lack of parkland and recreation facilities cannot be remedied in these areas.

The Steinhilber Marsh is a valuable wildlife and wetland area, but there are no provisions for public enjoyment of the marsh.

With the exception of five-foot-wide bicycle/pedestrian lanes on either side of Omro Road, there are currently no trails in the Town of Algoma. The narrow "bike lanes" on Omro Road are separated from vehicular traffic by a single white stripe. This is an unsafe or, at best, uncomfortable situation for most bicyclists and pedestrians, particularly children.

*See here*

*Two of Omro's hair included State 4 - 4th + 9th - narrow - fill waiting 81*

*Leavable at back - Omro - 50 feet x long drive*

# TOWN of ALGOMA Winnebago County, WI

## PARK and OPEN SPACE PLAN, 2009

### Map 2 Inventory and Analysis

#### LEGEND

- Town Boundary
- Limit of City of Oshkosh Growth Area
- Area of Town in Oshkosh Growth Area
- Surrounding Community
- Existing Wetland
- Existing Community Facility
- Existing Private Recreation Area
- Existing Public Recreation Area
- Existing School
- Existing Major Land Use
- Existing Major Undeveloped Areas
- Proposed Commercial Area
- General Neighborhood Area
- Conceptual Barrier to Trail Development
- Edge of Existing Woods

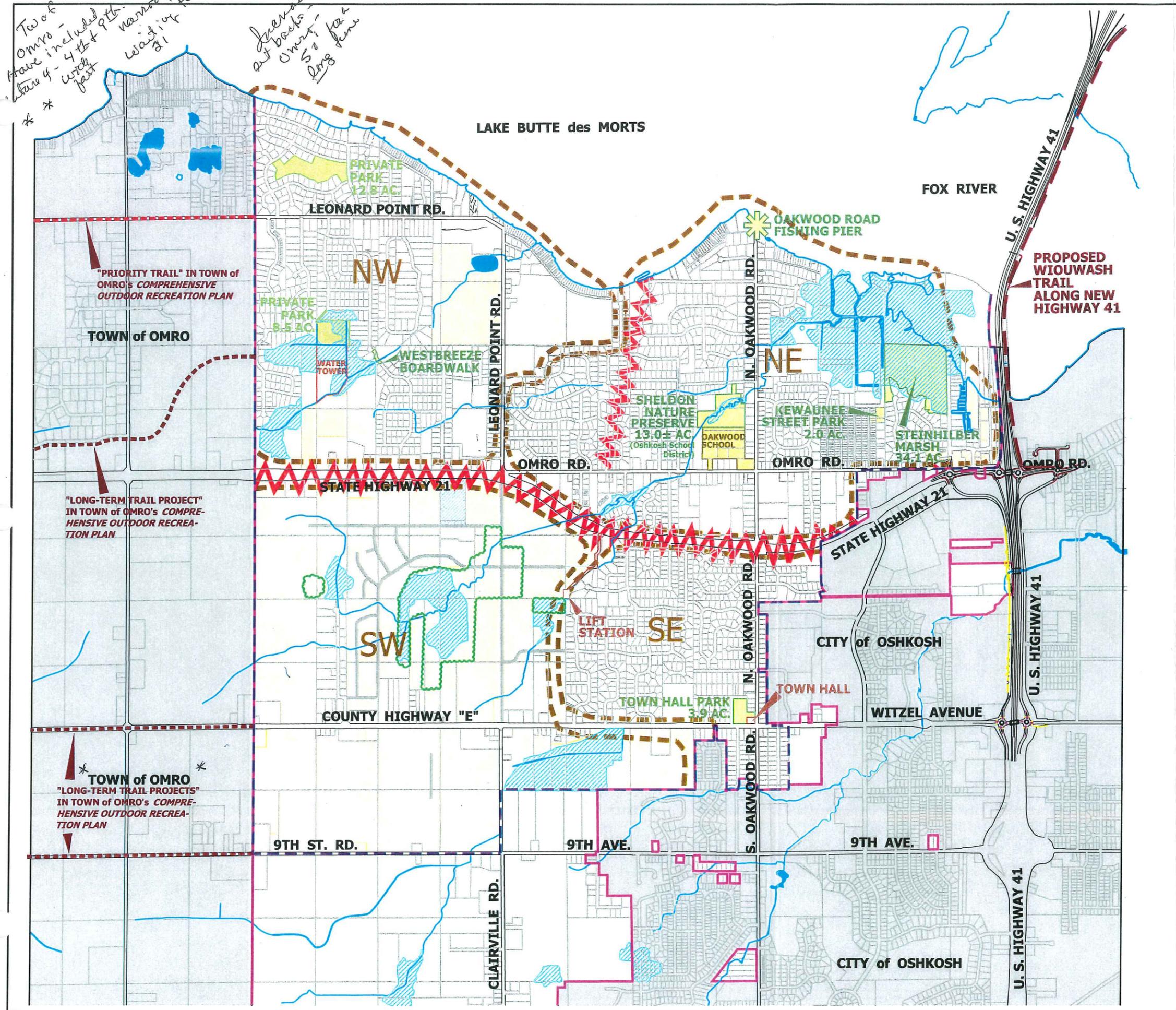


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583921\Drawings\583921\_Plan\_Final\_Map 2 1\_A





# Proposed Town of Algoma Recreation System

## Issues Associated with a Proposed Park System

Based on the information presented above, it is obvious that the strengths of the town's park and recreation system are very few, and the weaknesses many. If the strengths of the Town's existing recreation system are few and the weaknesses many, then the opportunities are nearly boundless. The present and future task before the town's government and residents is to identify what activities and supporting facilities they desire in their ultimate recreation system. (This will be an ongoing process that must periodically address changes in the leisure desires of the residents and in land uses.) With these determined, the process of locating facilities and prioritizing their construction creates a development plan.

The Protected Area already has a large area with suburban characteristics – dense residential development and the typical range of commercial businesses. These types of development will surely continue, and, as Table 1 illustrated, the town's population is projected to increase dramatically in the next twenty years. Future development within the Protected Area is a certainty. The only question is how quickly it will occur.

The Northeast and Southeast Neighborhoods are fully developed and present no opportunity to provide recreation facilities. The Northwest Neighborhood is not fully developed, and has some land that may be available for parkland, now or in the future. However, because of all the previous development, it will be impossible to connect via an off-road trail - or even efficiently and safely on-road - the Northwest Neighborhood with the Northeast Neighborhood and, beyond that, the new portion of the WIOUWASH State Trail that will be constructed as part of the reconstruction of USH 41. STH 21 also presents a major barrier to bicycle and pedestrian traffic crossing between the current and future southern neighborhoods and the northern neighborhoods.

Obviously, the Southwest Neighborhood, with its vast areas of agricultural land, is where most future development will occur. It is also, then, where most of any new recreation facilities – may occur. Many of these facilities are neither practicable nor possible until development occurs in the Neighborhood, and significant development is years away. In fact, because of the recent rapid decline in the housing market, none of the areas projected in the Town's Comprehensive Plan as being developed between 2005 and 2009 actually occurred.

Complicating future development in the Southwest Neighborhood is the likelihood of a new north/south arterial near the west town line. The road would have a major impact on land use in the area, but its location has not been finalized.

Because of these factors, it is very unlikely that the *construction* of projects identified in this Plan within the Southwest Neighborhood will occur anytime soon. The next several years, however, is the ideal time to pursue *purchase* of the lands upon which planned facilities will eventually be built. The identification of long-range improvements in this Plan is also an indispensable tool in directing policy and approvals of future development. To accomplish this, it will be vital that future Town advisory and governing bodies be committed to incorporating the intents of this Plan in any development-related decision-making process.

The Town of Omro's *Comprehensive Outdoor Recreation Plan, 2007-2012*, identifies the "Springbrook Road/Leonard Point Road Trail" as a "Priority Project". It runs to the boundary be-

tween the Towns of Algoma and Omro. Long-term projects include the "CTH "E"/9<sup>th</sup> Street Road Trail". The Plan recommends a trail be adjacent to one of these roads, depending on a variety of conditions. The Town of Omro's *Comprehensive Outdoor Recreation Plan, 2007-2012*, can be viewed at [http://www.townofomro.us/Planning\\_Commission/planning.htm](http://www.townofomro.us/Planning_Commission/planning.htm). Click on "Comprehensive Outdoor Recreation Plan" under "Related Resources".

## Goals and Objectives

Goals, and the specific objectives for achieving them, serve two purposes: they guide the determination of needs that must be met by the recommendations of this Plan, but, also, they provide the rationale that supports the recommendations. The rationale is important to inform those who were not involved in the preparation of the Plan, particularly in the future, of the background and thought upon which the recommendations were developed.

### Goal #1

Ensure that recreation facilities are an integral part of future development in the town.

#### Objectives

- 1) Amend the *Town of Algoma Comprehensive Plan* to include the recommendations of this Study.
- 2) After careful planning of a future neighborhood, purchase land for proposed parks and trails in advance of development.
- 3) If advance purchase is not feasible, require as part of the approval process that developers of subdivisions where proposed neighborhood parks are shown in this Plan to include the park in the subdivision plan.
- 4) Require ~~as part of the approval process~~ that developers of subdivisions where proposed public trails are shown in this Plan to include the trail in the subdivision plan.

### Goal #2

Develop and implement a trail system throughout the town that connects neighborhoods with other neighborhoods, with parks and other open spaces, with business and employment areas, and with future trails in adjacent municipalities.

#### Objectives

- 1) Where the development of off-road trails is impossible, include in the construction or reconstruction of town roads bicycle/pedestrian facilities that are safely separated from vehicular traffic.
- 2) Develop continuous linear routes that connect major destinations within the town.
- 3) Develop large loop routes that allow continuous travel through a particular area of the community.
- 4) When opportunities occur, connect the Town's trail system with the WIOUWASH Trail north and, potentially, south from the Town of Algoma; proposed trails in the Town of Omro; and potential trails in the City of Oshkosh.

### Goal #3

Provide public parkland, protect valuable natural resources, and preserve wildlife habitat, in order to enhance the welfare of town residents, attract prospective residents and businesses, and sustain ecological systems.

## Objectives

- 1) Provide a range of leisure and recreation opportunities to town residents by supplying activities within the athletic, social, cultural, and natural leisure categories.
- 2) Wherever possible, locate parks where a portion of the property will include wetlands, woodlands, and water bodies.
- 3) Wherever possible, locate trails around or through wetlands and woodlands, and along streams, lakes, and ponds.
- 4) Provide facilities that allow and encourage people to observe and enjoy the natural qualities of a site.
- 5) Preserve lands and waters that provide environmental benefits, such as the protection of water quality, flood control, and wildlife habitat.

## Proposed Recreation Facilities

The parks and trails proposed as the result of this Plan are intended to meet the needs of the Town of Algoma as it continues to develop as a suburban community over the upcoming decades. The Plan identifies the need, priority, and general (in most cases) location of future leisure facilities.

## Proposed Parks

The proposed individual parks serve different needs of the community: passive and active, neighborhood-oriented and community-oriented, environmental protection and nature observation, athletics and fitness, socialization and relaxation. As such, the parks are of a particular size and in a particular area of the town.

**Table 4**  
**Proposed Public Parks**

Facility Name	Approximate Acres
Neighborhood Park #1	9
Neighborhood Park #2	21
Neighborhood Park #3	10
Special Use Park	46
Community Park	42
<b>Proposed Public Parks</b>	<b>128</b>
Existing Public Parks (see Table 3)	40
<b>Proposed Eventual Total of Public Parks</b>	<b>168</b>
Existing Public Recreation Sites (see Table 3)	13
Eventual Total of All Public Recreation Sites	181

*new graphic*

### 1) Neighborhood Parks

*Neighborhood Park #1:* A nine-acre park is proposed in the area slated for single-family residential development on Leonard Point Road east of the quarry. This park would serve the eastern portion of the Northwest Neighborhood and the far western residences of the Northeast Neighborhood.

*Neighborhood Parks #2 and #3:* These proposed parks are both located in the virtually undeveloped Southwest Neighborhood. Land acquisition for each of them is probably not feasible until the layouts of development in the areas that include the parks are determined. The construction

of these parks would not begin until a substantial amount of residential development has occurred in the area surrounding these parks.

Neighborhood Park #2 is proposed to be larger than a typical neighborhood park because it includes a 7.5-acre wetland, and is based on the anticipated layout of future roads.

Neighborhood Park #3 is proposed to be ten acres because this is the midpoint between the range of eight to twelve acres recommended for neighborhood parks.

## **2) Special Use Park**

Near the west town line, north of Highway 21, are several properties that contain large wetlands. Also within this area is a Town Sanitary District Water Tower. These properties currently have no road access. An 8.5-acre private park borders the north line of the water tower property.

The parcels that contain the wetlands, including a portion of the water tower property, could be combined into a property covering approximately 46 acres. Approximately 27 of the 46 acres are wetland, and of the remaining nineteen, more than thirteen are cut off from the potential vehicle access by the southerly wetland. That leaves only approximately 5.6 acres of non-wetland with potential vehicular access as developable park land in the traditional sense. This small area could serve as a small neighborhood park within a larger nature-oriented property. The nature area could accommodate walking trails for neighborhood use. Trail corridors are also proposed along the property lines of the parcel west of the proposed park. This recreation area cannot be developed without vehicular access.

## **3) Community Park**

The proposed Community Park presents an opportunity to combine a park with the potential relocation of the Town Hall into a comprehensive municipal center that would house Town offices, meeting space, the Town Fire Department, and the Town Garage. The Municipal Center complex would also include the existing Sanitary District's lift station.

The Community Park/Municipal Center is located so to be fairly central within the Protected Area, to be adjacent to the future extension of Leonard Point Road to connect with Clairville Road and a proposed commercial area, to include an existing wetland and several woodlands, to accommodate a major proposed trail corridor, and to provide a "neighborhood park" to the residential neighborhood to its east.

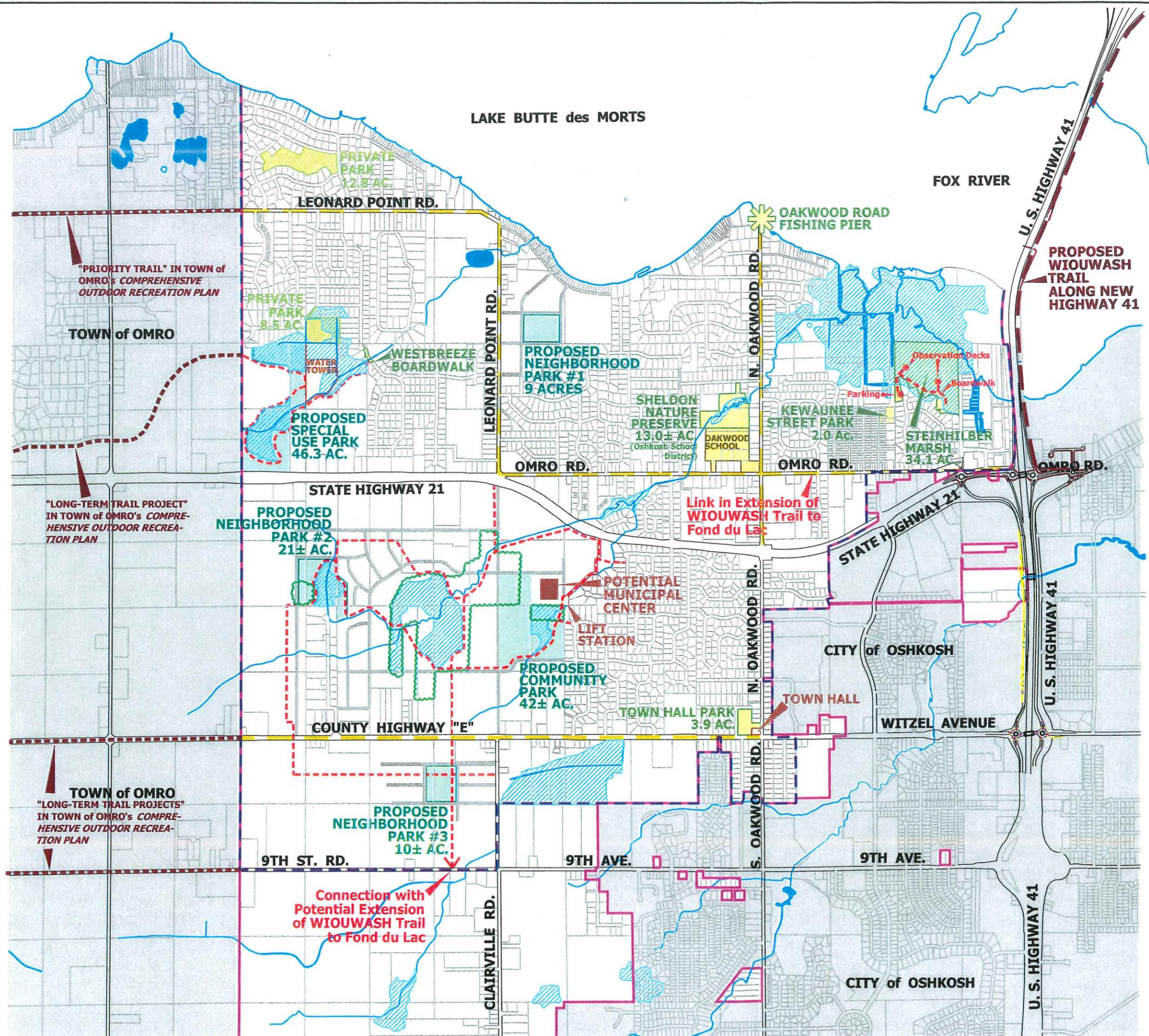
The "neighborhood park" portion of the community park would be in its southeast corner, adjacent to the neighborhood to the east. Because no facilities could be placed in the wetland, it would act as a buffer between the neighborhood and athletic facilities proposed for the western portion of the park.

The park could accommodate three soccer/football fields, three youth baseball/adult softball fields, two tennis courts, off-street parking, and picnic shelters/restrooms. The resulting facility would have active, passive, natural, and social areas, providing multiple leisure opportunities. In a broader sense, the athletic field complex in combination with the existing and proposed parks and natural areas, would provide this same set of leisure opportunities throughout the town.

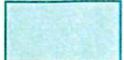
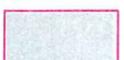
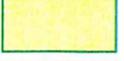
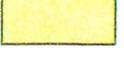
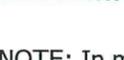
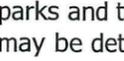
**TOWN of ALGOMA**  
Winnebago County, WI

**PARK and OPEN SPACE PLAN, 2009**

**Map 3**  
**Plan Map**



**LEGEND**

-  Proposed Public Recreation Area
-  Conceptual Layout of Proposed Roads
-  Proposed Off-Road Trail
-  Proposed Right-of-Way Trail
-  Town Boundary
-  Limit of City of Oshkosh Growth Area
-  Area of Town in Oshkosh Growth Area
-  Surrounding Community
-  Existing Wetland
-  Existing Community Facility
-  Existing Private Recreation Area
-  Existing Public Recreation Area
-  Existing School
-  Edge of Existing Woods

NOTE: In most cases, the locations of proposed parks and trails are approximate. Final locations may be determined as development occurs in the area of the proposed facility.

Scale in Feet



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## Proposed Trails

The trails proposed in this Plan are one of two kinds: off-road trails through subdivisions and parks, or on-road trails within road rights-of-way.

### Off-road Trails

Off-road trails are, as the name suggests, not associated with a road. That is their primary benefit, because they not only provide a safer environment for bicyclists and pedestrians, but often run through some sort of natural area that provides a more pleasant experience for the trail user. In suburban areas, another location for off-road trails is within subdivisions. "Subdivision trails" are vital components of an urban trail system because they provide neighborhood residents with access to the entire trail system. They may be especially important in the Town of Algoma because, if present practice continues, there are no paved paths along subdivision streets.

With the exception of a trail system associated with the proposed Special Use Park, all of the proposed off-road trails are in the Southwest Neighborhood. In general, the proposed trail corridors will either be all or partly within in the required setback of streams or wetlands, or they will be incorporated into subdivisions as they are developed.

#### *Off-road Trail Design*

Off-road trail corridors should be thirty to fifty feet wide. A greater width allows the trail to meander a bit within the corridor, and provides some space for berming and landscaping. Ten feet allows bicyclists and pedestrians (some with dogs) to pass comfortably as they move in opposite directions, or for bicyclists to pass pedestrians.

Asphalt is the best surface material. It has a higher initial cost but very low maintenance costs, and is the only surface that can be effectively plowed in the winter. Nonetheless, asphalt is probably not necessary for trails with a low amount of users. A crushed limestone surface is the best unpaved surface. There are maintenance costs, such as filling low spots that settle and repairing eroded edges. Gravel trails do not settle sufficiently to provide a smooth surface for bikes, strollers, and inline skaters. Wood chips are a bad surface in virtually all circumstances, and they require regular and frequent maintenance.

### Right-of-Way Trails

Where off-road trails are not possible, an on-road trail may be the only option. Ideally, on-road trails are not really "on the road". These trails run within a road right-of-way, but are separated from vehicular traffic by some means, such as a guard rail, concrete barrier, traffic island, or landscape strip. The greater the separation, the greater safety and comfort for users. Unless the right-of-way is wider than typical, trails segregated from traffic are usually only feasible when there is no ditch beyond the road shoulder.

Where rights-of-ways are narrow, trails could be a bike lane on a paved shoulder, as on Omro Road, but these are decidedly less safe than segregated trails because of the obvious chance of bicyclists and pedestrians being hit by a vehicle. Because of this, many bicyclists and pedestrians are uncomfortable with vehicles passing close by. Additionally, many users, particularly children, are not proficient in riding a bike, and may inadvertently swerve into the traffic lane.

In this Plan, right-of-way trails are only proposed to be built at the time of construction of new roads or the reconstruction of existing ones. Right-of-way trails are proposed for Omro Road, Emmers Drive from Omro Road to Highway 21, Oakwood Road north of Highway 21, CTH "E"

from the west town line to the current Town Hall, and Leonard Point Road from the west town line to Highway 21.

Each of these five right-of-way trails are a vital component of the Town of Algoma's trail system, but the provision of a safe trail along Omro Road is the most important. Omro Road passes through the most densely populated area of the Protected Area, and it carries children to Oakwood School. The portion of the Protected Area that is north of Highway 21 has no place to accommodate an off-road trail corridor, Omro Road is the only potential connection from the westerly portion of the Protected Area to the commercial area on Highway 21 near Highway 41, and, more importantly, to the segment of the WIOUWASH State Trail that will run along the east side of the new Highway 41 crossing of Lake Buttes Morts when it is rebuilt in the next several years. The WIOUWASH Trail currently runs from the north side of Lake Buttes des Morts to Hortonville in Outagamie County.

The Omro Road segment of the WIOUWASH Trail would connect with a proposed north/south off-road trail through the town, where it could meet a potential extension of the WIOUWASH Trail that would continue the WIOUWASH Trail to Fond du Lac and a connection with the State's Wild Goose Trail.

## **Project Prioritization**

Proposed park and trail projects are categorized as either Priority Projects or Long-Range Projects. Priority projects should be the focus of recreation facility development, and be implemented as soon as opportunities and resources allow. Priority Projects should be considered for implementation in the next five to seven years.

On the other hand, the time of implementation of long-range projects is usually beyond prediction. Nonetheless, long-range projects are vital as planning tools for decision-makers. The recreation facilities proposed in this Plan should be included as planning and design occurs in areas of the Protected Area that are currently undeveloped.

## **Priority Projects**

### **P1: Land Acquisition for Neighborhood Park #1 - 2009**

Acquisition of land for this park can be in advance of further platting in the area because the existing road network will determine the layout of future development. Therefore, land for the park can be acquired and future platting can occur around it.

### **P2: Omro Road Right-of-Way Trail - 2010**

From Leonard Point Road to Brooks Lane, where it intersects with the Highway 21 overpass over Highway 41 and to the future WIOUWASH Trail.

### **P3: Emmers Lane Right-of-Way Trail – 2011**

From Omro Road right-of-way trail to Highway 21, providing connection to commercial area on Highway 21.

### **P4: Construction of Neighborhood Park #1**

This park should be constructed when at least fifty percent of the lots in subdivisions within one-quarter mile of the park have occupied houses.

**P5: Land Acquisition for Special Use Park – 2012**

Because much of this proposed parkland is undevelopable wetland, acquisition costs should be relatively inexpensive. Therefore, all or part of the park’s construction could possibly begin immediately following land acquisition. Because it is not functioning as a typical neighborhood park, this park is not dependent on the pace of development around it. Park construction, however, is impossible until access can be provided from the west.

**P6: Oakwood Road Right-of-Way Trail - 2013**

From Highway 21 to the Town’s fishing pier at Lake Butte des Morts

**P7: Leonard Point Road Right-of-Way Trail - 2014**

**P8: CTH “E” Right-of-Way Trail - 2015**

**Cost Estimates for Park-Related Priority Projects**

Table 6 provides an estimate of the costs to acquire and construct the two parks listed as Priority Projects: Neighborhood Park #1 and the Special Use Park. Estimated costs for the right-of-way trails are not included because they would be part of the design and cost estimating for the reconstruction of the roads.

**Table 5  
Cost Estimates for Park-Related Priority Projects**

Proposed Park	Unit	Qty.	Estimated Unit Price (1)	Estimated Item Cost	Estimated Total Project Cost
<b>Neighborhood Park #1</b>					\$455,000
Land Acquisition (2)	Acre	9	\$20,000	\$180,000	
Construction (3)	Lump Sum			\$275,000	
<b>Neighborhood Park #2</b>					\$420,000
Land Acquisition (2) (4)	Acre	15	\$3,500	\$52,500	
Park Construction (5)	Lump Sum			\$200,000	
Trail in park and to Westbreeze Boardwalk	Lineal Foot	3,350	\$50	\$167,500	
<b>Total Parks</b>					<b>\$875,000</b>

- (1) Assumes land acquisition at market value, not including, land dedications, donations, or grants; construction by a private contractor
- (2) Timing dependent on development of land surrounding proposed location
- (3) Park construction includes picnic shelter, playground, grading for open play area, two tennis courts, sidewalks for accessibility, and landscaping
- (4) Price per acre reduced because portion of land is undevelopable wetland
- (5) Park construction includes site grading, picnic shelter, playground, sidewalks for accessibility, and landscaping. Trail in park and to Westbreeze Boardwalk is separate item

## Long-Range Projects

### **L1: Land Acquisition for Community Park Adjacent to Potential Municipal Center**

Acquisition of land for this park can be in advance of further platting in the area because the existing and proposed road network (after final determination of the location of the Leonard Point Road extension) will determine three of the park's boundaries. The park's east boundary is fixed at the property line of the subdivision to the east. The extension of Rosewood Lane will be the park's southern boundary, and the extended Leonard Point Road the west. The location of the road forming the north boundary, and providing access to the potential new Municipal Center, can be determined by the land needed for the park. Therefore, land for the park can be acquired and future platting can occur around it.

### **L2: Begin Phased Construction of Community Park Adjacent to Potential Municipal Center Site**

The Municipal Center and adjacent park cannot be built until Leonard Point Road is extended from STH 21 to Clairville Road at CTH "E". However, because this park has facilities that will serve the entire community, its construction can begin before the area surrounding it is developed.

### **L3: Acquisition of Property or Permanent Easement for Off-Road Trails in Southwest Neighborhood**

All or part of the land for this portion of the trail system can be secured before development occurs in the area because much of the proposed trail corridor lies within the required setbacks from streams and wetlands.

### **L4: Land Acquisition for Neighborhood Park #2**

Land for the park should be acquired as soon as the design of development surrounding its proposed location is known.

### **L5: Acquisition of Property or Easement for Subdivision Trails**

The corridors for these trails would be acquired via dedication during the subdivision platting process.

### **L6: Construction of East Trail Loop**

With two existing connections to the subdivisions to its east, this trail can be constructed and serve the residents of those neighborhoods.

### **L7: Construction of Neighborhood Park #2**

This park should be constructed when at least fifty percent of the lots in subdivisions within one-quarter mile of the park have occupied houses.

### **L8: Construction of Trail from Neighborhood Park #2 to East Loop Trail**

This park should be constructed when at least fifty percent of the lots in subdivisions within one-quarter mile of the park have occupied houses.

### **L9: Construction of Subdivision Trails**

These trails should be constructed when at least seventy percent of the lots in the subdivisions through the trail passes have occupied houses.

### **L10: Land Acquisition for Neighborhood Park #3**

Land for the park should be acquired as soon as the design of development surrounding its proposed location is known.

### **L11: Construction of Neighborhood Park #3**

This park should be constructed when at least fifty percent of the lots in subdivisions within one-quarter mile of the park have occupied houses.

### **L12: Construction of North/South Trail from East Loop Trail to South Town Line**

The portion of this trail from Neighborhood Park #3 to the south town line should not be constructed before its point of connection with the WIOUWASH Trail's extension through the City of Oshkosh (currently the Oshkosh growth area within the Town of Algoma) has been determined.

### **L13: Construction of Boardwalk and Observation Decks at Steinhilber Marsh**

One or two observation decks, accessed by a boardwalk similar to the Westbreeze Boardwalk, would provide the community the ability to enjoy the marsh and its wildlife. The observation deck(s) and boardwalk could be especially valuable to school groups. The deed from the Town's acquisition of the marsh from the Steinhilbers would have to be reviewed for any restrictions on the property's use.

## **Park and Trail Funding Options**

There are a number of grants available for the development of parks and trails. In Wisconsin, they are oriented either towards transportation or nature-based recreation. The following text is taken directly, or adapted, from the websites of the Wisconsin Departments of Transportation (WDOT) and Natural Resources (WDNR).

### **Stewardship Grants**

The WDNR administers the Stewardship Program. The program was created to preserve valuable natural areas and wildlife habitat, protect water quality and fisheries, and expand opportunities for outdoor recreation. In general, eligible projects involve land acquisition, development, and renovation projects for nature-based outdoor recreation activities.

The Stewardship Fund awards grants for eligible projects up to fifty percent of design and construction costs. Briefly, and as they relate to the Town of Algoma, eligible projects include:

#### **Land Purchases**

- To preserve scenic or natural areas, including areas of physical or biological importance and wildlife areas. These areas shall be open to the general public for outdoor recreation use to the extent that the natural attributes of the areas will not be seriously impaired or lost.
- Within urban areas for such uses as open natural space, undeveloped play areas, bicycling trails, walking and horseback riding trails, and day-use picnic areas.
- That preserve or restore urban rivers or riverfronts for the purposes of economic revitalization and nature based outdoor recreation activities.

#### **Development and Renovation Projects for Nature-Based Outdoor Recreation**

Eligible projects include trails, picnic areas, and water recreation areas. These projects can also include support facilities, such as access roads, parking areas, restroom facilities, utility and

sanitation systems, permanent landscaping, park signs, fences and lighting for the protection of park users.

Because of its natural characteristics, the acquisition and construction of the Special Use Park and its trails would be a good use of Stewardship Funds.

### **Ineligible Projects**

Projects not eligible for Stewardship Grants include:

- Land acquired through condemnation by the applicant; development of facilities on lands that were acquired through condemnation by the applicant.
- Purchasing land for and development of recreation areas that are not related to nature-based outdoor recreation - e.g., sports that require extensively developed open space such as dedicated sports fields, swimming pools, tennis courts, playgrounds, skateboard parks, hockey rinks, indoor horse arenas, golf courses, and motorized recreation.
- Lands dedicated through a local park land dedication ordinance.
- Buildings primarily devoted to operation and maintenance.
- Indoor recreation facilities.
- Environmental remediation or clean-up of site contamination

### **Transportation Grants**

There are several types of transportation grants administered by the WDOT.

#### **Bicycle and Pedestrian Facilities Program (BFPF)**

The objective of this program is to construct or plan for bicycle or bicycle/pedestrian facility projects. The statutory language specifically excludes pedestrian-only facilities, such as sidewalks, and streetscaping projects.

Projects must meet federal and state requirements. Projects costing \$200,000 or more that involve construction are eligible for funding, as are bicycle and pedestrian planning projects costing \$50,000 or more. Additionally, the project must be usable when it is completed and not staged so that additional money is needed to make it a useful project. A project sponsor must pay for a project and then seek reimbursement for the project from the state. Federal funds will provide up to 80% of project costs, while the sponsor must provide at least the other 20%.

Projects are solicited in even numbered years with applications available in January and due in April. Two years of funding is made available to projects for the three fiscal years following the calendar year in which projects are selected. For example, in 2008, projects are developed for FY 2009-2011 funding. Funding for the BFPF program is on a competitive basis with a committee ranking projects and making funding recommendations to the Wisconsin Department of Transportation Secretary.

#### **Local Transportation Enhancements (TE) program**

This program funds projects that increase multi-modal transportation alternatives and enhance communities and the environment. Federal funds administered through this program provide up to eighty percent of costs for a wide variety of projects, such as bicycle or pedestrian facilities, landscaping or streetscaping, and the preservation of historic transportation structures.

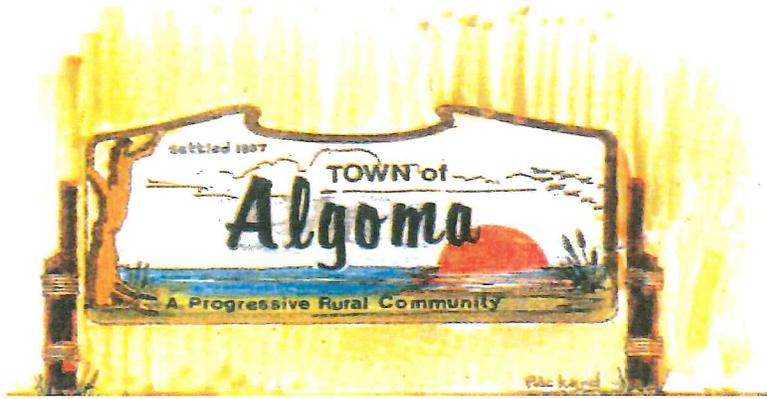
#### **Safe Routes to School**

Safe Routes to School (SRTS) programs encourage children ages K-8 to walk and bike to school by creating safer walking and biking routes. The program addresses a long-term trend

away from children bicycling and walking to school to being transported by car or bus. The trend has not only been part of the increasing levels of traffic congestion and air pollution, but also linked to child health and obesity problems. SRTS is an effort to reverse these trends by funding bicycle and pedestrian infrastructure, planning and promotional projects.

Projects must be within two miles of a kindergarten to 8<sup>th</sup> grade school. Unlike most federal programs, SRTS are one-hundred percent federally funded.





# Town of Algoma Citizen Survey 2015

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5/2/2015



# Town of Algoma

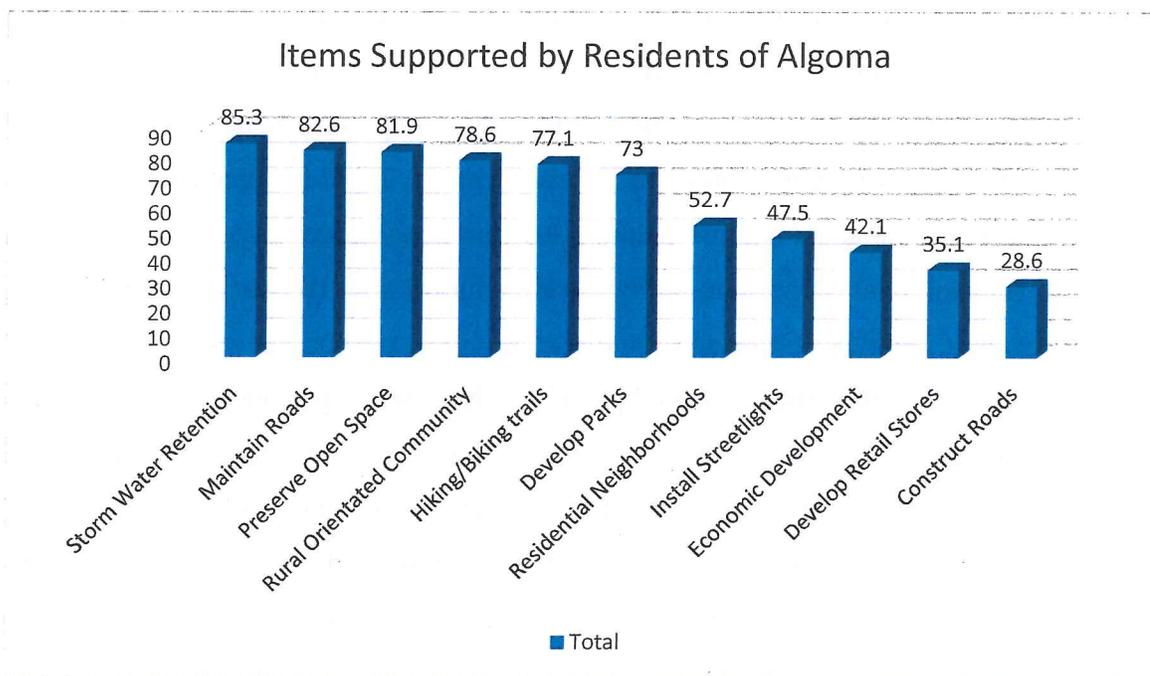
## Citizen Survey 2015

A survey of citizens in Algoma was undertaken by the Public Policy Analysis class at the University of Wisconsin – Oshkosh in cooperation with the Town of Algoma in the Spring of 2015. This report will analyze the results of this survey and provide insight into the perspectives of the citizens on a variety of issues. The 2015 Algoma Citizen Survey included three primary sections and multiple sub-sections, along with a question requesting general demographic data as well as an opportunity for comments from the respondents. Eight hundred and seventy-three (873) surveys were returned and the resulting data has been entered into a statistical analysis program. An additional twenty-nine surveys were returned after the April 1<sup>st</sup> deadline used so that the data base could be completed for the analysis of the results. The survey was sent to 2,530 properties consisting of all the residential parcels in the Town as provided from a data base of customers in the City. The 873 responses constitute a 34.5 percent response rate which is higher than the norm for citizen surveys. The relationship between sample size and precision of the survey instrument at a 95 percent confidence rate frequently used in surveys is shown below. The 873 responses create a margin of error of approximately 3.5 percent. A level of 5 percent is considered acceptable for most survey results. The confidence rate is 96.5 percent.

Sample Size	Margin of Error
100	10%
300	5.5%
400	5.0%
800	3.5%

## Question #1

The first item asked the citizens of the town of Algoma “What do you feel should be considered in the vision for the future of the Town of Algoma?” It then asked whether they agreed or disagreed with eleven different items to be evaluated. For the purpose of this analysis, we are going to focus on those that “agreed” with the statement as it shows support to pursue that particular activity.

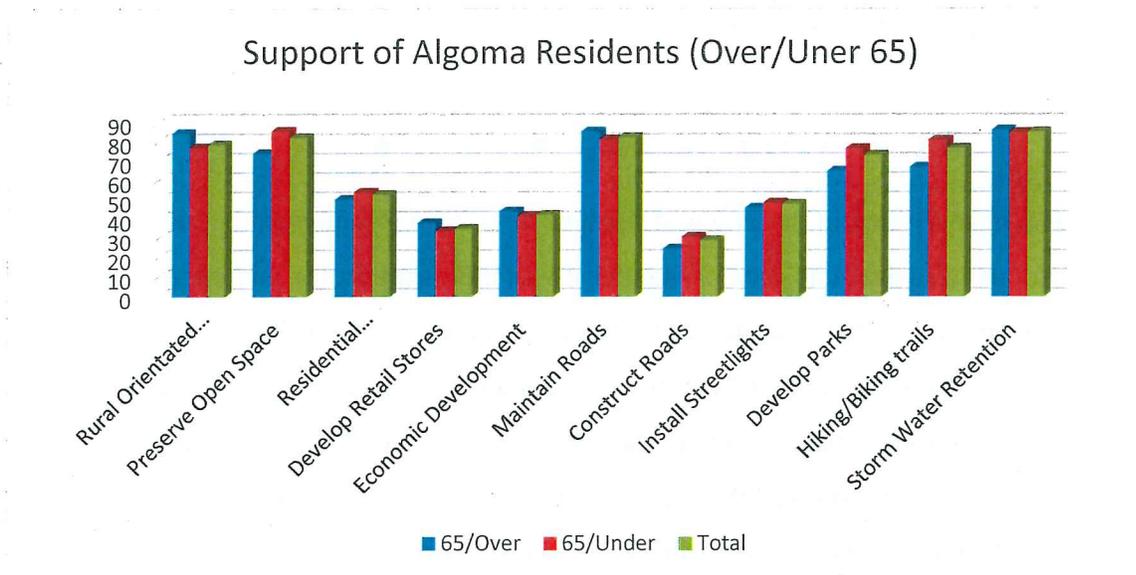


The community of Algoma agreed with developing solutions for storm water retention and flooding (85.3%), continuing to maintain or construct rural segments of roadways with ditches (82.6%), and preserving open space through the acquisition of nature preserves and parks the most (81.9%). They agreed the least with new roads should be constructed with curb and gutter and sidewalks or trails (28.6%), developing areas for retail stores and restaurants (35.1%), and stimulating economic development by attracting new businesses (42.1%).

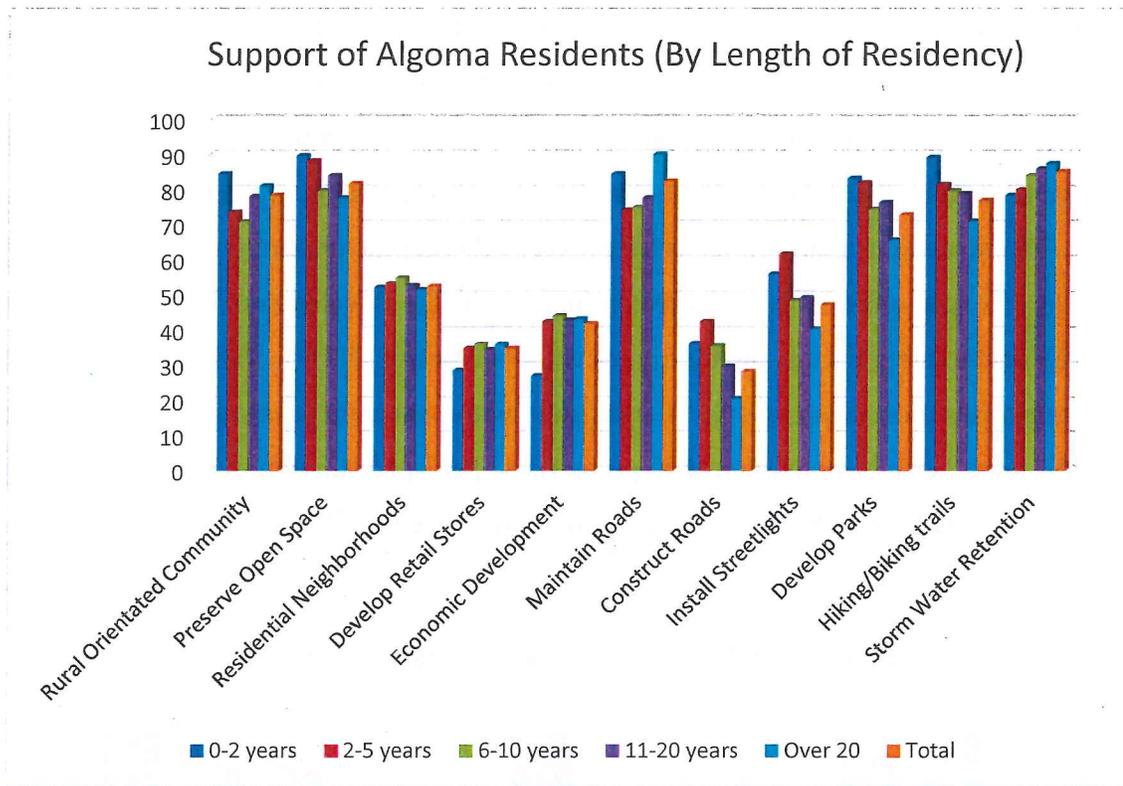
The overall consistency of support for these items would indicate that people move and continue to reside in the town of Algoma for its more rural atmosphere. The best example of this is the difference between the categories of continuing to maintain or construct rural segments of

roadways with ditches, and new roads should be constructed with curb and gutter and sidewalks or trails- an overall deviation of 54%. The lack of support for commercial development (Develop areas for retail stores and restaurants; Stimulate economic development by attracting new businesses) further supports the desire to maintain the community's rural feel.

The levels of support varied little between whether the residents were over/under 65. However, the categories with the largest variance were the development of parks for recreation (11.6%), and creating hiking and biking trails for residents (13.9%). Those under 65 supported these categories more which would be consistent with their more active lifestyles than those over 65. This would also be consistent with preserving open space through the acquisition of nature preserves and parks which also showed a similar variance (11.5%).



There was very little deviation for the results between the lengths of time people had resided in the town of Algoma. Those who resided in Algoma for over 20 years showed the least support for items such as installing streetlights and constructing roads with curb and gutter, which showed some of the greatest variances from others categories of residents.



Those who have resided in the Town of Algoma over 20 years showed the most deviance from the other groups in several categories, whether it was their support for maintaining roads (7.5% difference from the overall average), or their lack of support for developing parks (-7.2% from overall average). This should be taken into consideration seeing how this subgroup represented the largest group of participants in the survey in this category (40.2% of survey takers). In five categories they showed the least support among all groups, which may indicate their reluctance of change given the length of time they have already resided there. This group showed less support than most others for items dealing with development, but were close to or exceeded the support for items that dealt with maintaining or updating current services (90.1% of those who resided in Algoma over 20+ years supported maintaining roadways with ditches, the highest score of any category studied).

## Question 2

*When you pay your annual property taxes only 10% of the payment is allocated to the Town. The remaining amount goes to Winnebago County, local school districts and other taxing entities. For example; if you paid \$5,000 in property tax only \$500 of your total property tax bill of \$5,000 is retained for use by the town. As a resident of the town, are you willing to have your taxes increased to provide additional improvements for town services or amenities? If so, what amount of increase in your taxes per year would you consider acceptable for each service or amenity in the table below? Please check one box for each line.*

	Construct Urban Roadways	Construct Rural Roadways	Storm water management	Oakwood, Omro, Leonard Point Road	Construct Building Complex	Trails	Parks
0	672	511	399	498	574	362	402
50	90	227	315	175	169	343	304
100	36	44	72	102	57	83	71
150	6	7	11	21	10	17	10
200	5	3	7	8	5	6	7
250	11	6	13	25	8	9	10
No Answer	53	75	56	44	50	53	69
Total	873	873	873	873	873	873	873

Table 1. Results from Question 2 of the Algoma Survey

The Algoma Citizen Survey, overall, had a total of 873 responses received. Results for Question 2 are documented in Table 1. Completed responses to Question 2 ranged from a total of 799 to 829. Of note, 5.0-8.6% of respondents did not complete this question.

Overwhelming 77% of residents did not support any increase in taxes per year to provide funding for construction of urban roadways such as curb, gutter and sidewalks. In addition, 65.8% of Algoma residents did not support any increase in taxes per year to construct a new Town building complex.

Algoma citizens expressed some interest in utilizing tax funding for construction of rural sections of roadways (ditches with no sidewalks) and reconstruction of Oakwood Road, Omro Road and Leonard Point Road. A break of results by percentage may be viewed in Table 2.

	Construct Rural Roadways	Oakwood, Omro, Leonard Point Road
0		57.0%
50	26.0%	20.0%
100	5.0%	11.7%
150	0.8%	2.4%
200	0.3%	0.9%
250	0.7%	2.9%
No Answer	8.6%	5.0%

Table 2. Breakdown by percentage for Rural Construction and Reconstruction.

As seen in Table 2, approximately 57-58% of respondents expressed no interest in providing additional tax funding for these initiatives; however, 31% of respondents did indicate minimal tax increases of \$50-100 to support these improvements.

Algoma citizens most were most interested in paying additional tax funds towards storm water management, recreational trails and parks. Respondents supported a minimal tax increase of up to \$100 towards these developments. Close to half of Algoma residents (48.8%) supported additional taxes for recreational trails, 44.3% supported increases for storm water management (detention ponds and address flooding issues) and 42.9% for parks.

	Storm water management	Trails	Parks
0	45.7%	41.5%	46.0%
50	36.1%	39.3%	34.8%
100	8.2%	9.5%	8.1%
150	1.3%	1.9%	1.1%
200	0.8%	0.7%	0.8%
250	1.5%	1.0%	1.1%
No Answer	6.4%	6.1%	7.9%

Table 3. Breakdown by percentage for Storm Water Management, Trails and Parks.

When the responses were cross tabulated to Household Demographic Information, there was no correlation or significance identified when compared with the number of years the respondent had lived in Algoma. However, of note, households with a member 65 years or older, were more likely to approve a minimal increase of \$50 in taxes to support service improvements.

Based on the structure and framework of this question, results are potentially skewed and misleading. This is supported by the 5.0- 8.6% of residents that did not properly complete this question in the Algoma Citizen Survey. In reviewing the survey, two questions are essentially asked within the context of this one question. The first part inquires if the public would support additional taxes to address specific infrastructure problems, but does not give the public the ability to respond. The second part asks what amount of money the public would be willing to give in each category in the dividends of \$50, \$100, \$150, \$200 or \$250, which the public is able to give feedback to.

In future surveys, it would be recommend to restructure this question into two parts:

- a) Would you support an increase in taxes to provide additional improvements to these services for the Town of Algoma?

<b>SERVICE</b>	<b>YES</b>	<b>NO</b>
Construct Urban Roadways		
Construct Rural Roadways		
Storm water management		
Oakwood, Omro, Leonard Point Road		
Construct Building Complex		
Trails		
Parks		

- b) If the Town of Algoma had an excess of \$500, how should the funds be distributed to these service improvements?

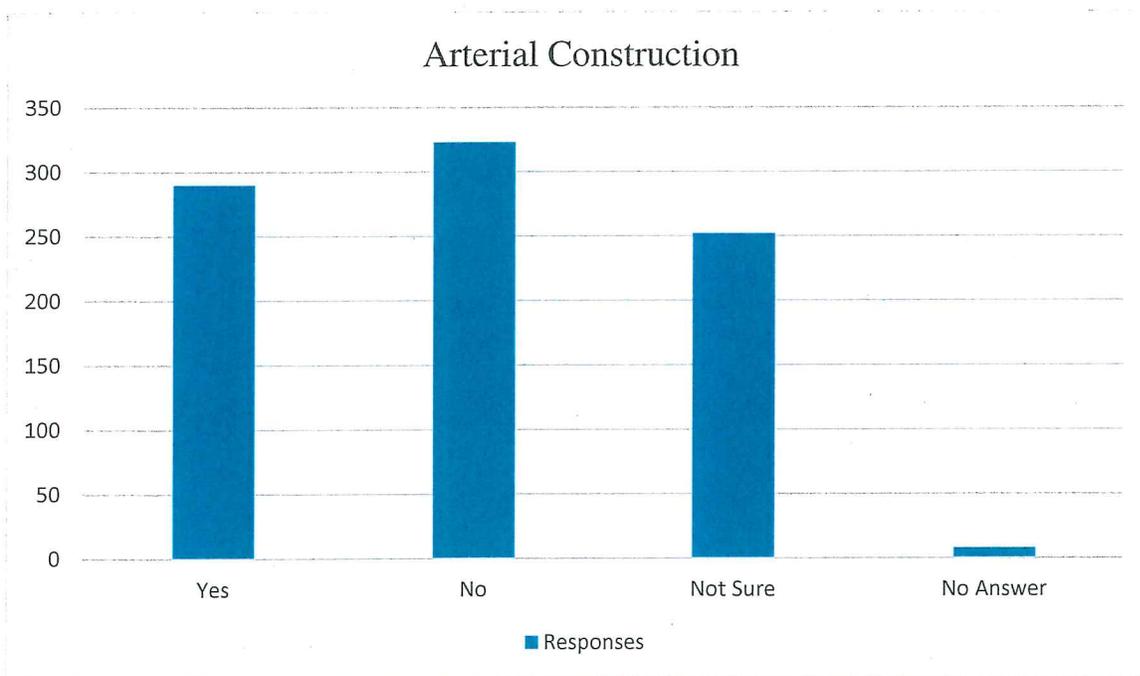
<b>SERVICE</b>	<b>VALUE</b>
Construct Urban Roadways	
Construct Rural Roadways	
Storm water management	
Oakwood, Omro, Leonard Point Road	
Construct Building Complex	
Trails	
Parks	
<b>TOTAL</b>	<b>\$500</b>

By restructuring Question 2, the Town of Algoma will be able to obtain a better understanding of citizen support for specific service improvements, as well as the value that citizens attach to each of the services.

### Question 3

Question number three on the survey dealt with the proposed construction of an arterial on the west side of the Town of Algoma. While the majority of responses do show a lack of support for the construction of the arterial, the difference in opinion between those against the project and those for it is at only 4%. In addition to this, 29% of those whom responded where “Not Sure” whether they supported the project or not.

Question 3. The Town of Algoma, City of Oshkosh and Winnebago County, have been involved in planning a new four lane highway (West Side Arterial similar to County Trunk Highway CB) for a number of years. The proposed road would be constructed on the Westside of the town beginning at State Highway 21 (STH 21) west of Leonard Point Road. The new roadway may initiate new economic development within the highway corridor. Do you support the ongoing effort to design and construct a new arterial on the west side of the Town of Algoma?

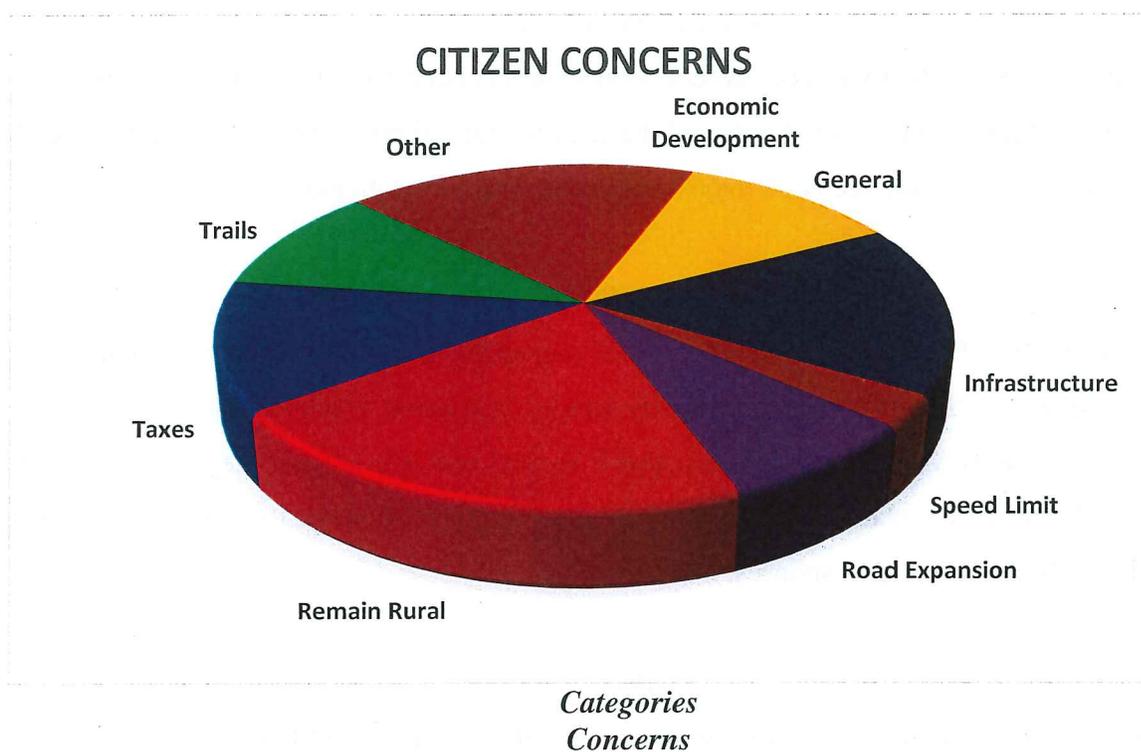


Due to the small variance amongst opinions toward the construction, the 29% of responders whom are unsure become quite significant. A sound conclusion on citizen support for the construction of the arterial cannot be made based on these statistics. To ensure that an accurate assessment of citizen opinion is made, it would be beneficial for the Town of Algoma to offer multiple forms of citizen education. The Town could post information online, hold open forums,

or mail out documents to provide citizens with extensive project details. By offering citizens this information, they will likely feel more comfortable in their ability to make an educated decision. It would be valuable to ask this question of citizens in the future, after providing this additional education, to obtain a more definite answer on the overall citizen opinion regarding the construction of the arterial.

## Question 4

The intent of this survey was to gather input from the citizens on their thoughts about the future of the Town of Algoma. The survey, among other things, included a catch-all question which asked the participants to add any additional comments that they wish to make for questions not included within the survey. Three hundred and five written responses were received.<sup>1</sup> These responses were analyzed and grouped into nine different categories, these categories are as follows: Economic Development, General, Infrastructure, Speed Limit, Road Expansion, Remain Rural, Taxes, Trails and Other. This portion of the study examines the concerns of the Town of Algoma's citizens that were not addressed in the Citizen Survey.



When analyzing the comments received from the Citizen Survey, it was discovered that the majority of the responses could be divided into nine different categories. Of the nine different categories, 21% would like to see the Town of Algoma remain rural while 16% felt that infrastructure was an important issue. Road Expansion, Taxes and Trails issues had comparable amounts of concern while less concern was given to economic development and reducing speed

<sup>1</sup> Some responses pertained to one or more categories, while 305 comments were received, 346 responses were incorporated into the identified categories.

limits. The chart below shows a breakdown of the categories and how much concern is given to each topic.

Out of the nine identified categories, Reduce Speed Limit, Remain Rural and Other were one part categories; in other words, these categories only resulted in one response and were not broken down any further. The remaining categories: Road Expansion, Tax Increase, Trails and Economic Development were broken down into two subcategories which include support and opposed. In addition, the General category was broken down into two subcategories, they are positive and negative. The portion of this analysis will explain what each category is and illustrate the number of responses pertaining to the category as well as identify appropriate subcategories.

#### *Reduce Speed Limit*

Ten comments or 3% of the total received comments were concerned with reducing speed limits in the Town of Algoma. This issued received the least amount of responses, meaning that speed limits in the Town of Algoma are not a major concern amongst the citizens.

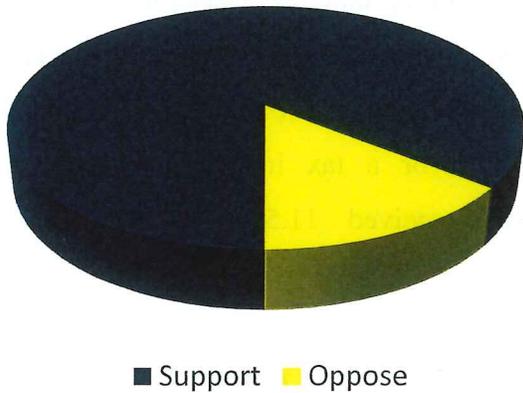
#### *Remain Rural*

The majority or 21% of the total comments received wanted the Town of Algoma to remain rural. Of the 305 responses, 72 wanted the Town to stay as it is. A number of responses said the reason why they live in the Town of Algoma is because it is rural and that is what they prefer. Other responses said that if they wanted to live in a city then they would move to a city. This topic received the highest number of responses.

#### *Other*

The “Other” category contains responses that did not fit into the other identified categories but did not have enough similar comments to warrant a new category. These comments ranged from asking for clarification and requesting more information to wanting to keep the newsletter. Forty-four comments or 13% of all comments are placed in the “Other” category.

### Infrastructure



### *Infrastructure*

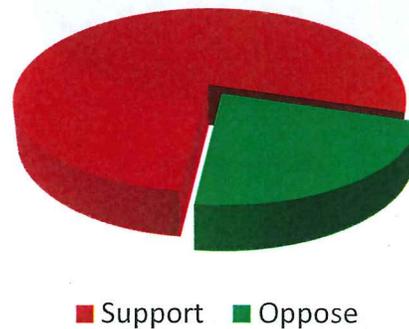
This category pertains to adding, maintaining and improving infrastructures such as curbs, sidewalks, drainage, stop lights, walk ways, bridges and street lights. Of the 56 comments received pertaining to infrastructure, 48 responses supported adding, maintaining and improving infrastructure, while 8 responses were opposed to increased or improved infrastructure. This category received

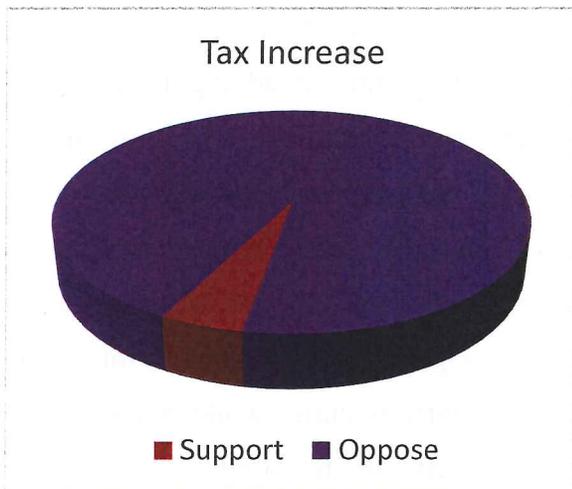
approximately 16% of the total comments and 14% of the total comments received favor adding or improving infrastructure.

### *Road Expansion*

The Road Expansion category includes road repair, road construction, developing roundabouts, relieve local roads, improve intersections, expanding roads and resurfacing. Of the 27 comments received on Road Expansion, 21 supported road expansion while six opposed road expansion. This category makes up 8% of the total comments received and of all the responses, 6% favor road expansion.

### Road Expansion





*Tax Increase*

An overwhelming number of responses oppose tax increases. Of the 42 comments that deal with tax, 40 responses oppose a tax increase. Only two responses favor a tax increase. Of the total comments received 11.5% do not favor tax increases.



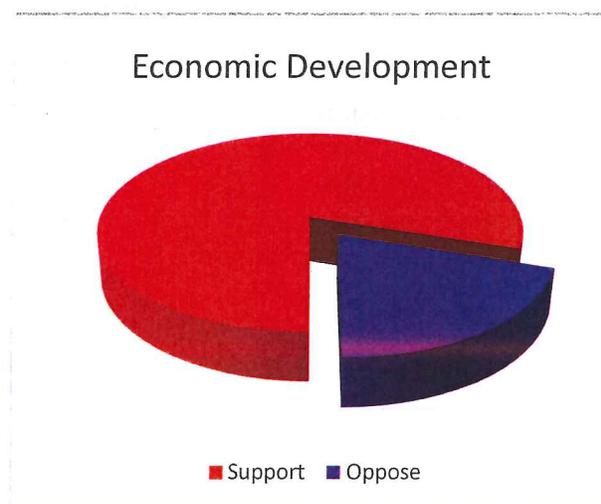
*Trails*

This category incorporates responses that have concerns on walking/biking trails, pedestrian safety and trail expansion. Thirty-five comments were received that discussed trails and of those comments, 30 responses support increasing trails in the Town of Algoma. Only five responses opposed expanding trails. The Trails category received 10% of the total comments received, and 9% of all responses favor expanding and/or improving trails in the Town of

Algoma.

### *Economic Development*

This category pertains to issues that deal with economic development. These issues include new businesses, attracting small business owners, increasing revenue by having new business, new restaurants, more options for dining, be proactive in commercial and industrial growth, more shopping and strip malls. Twenty comments were received that deal with economic development, of those comments, 16 support economic development while four oppose new businesses. This category



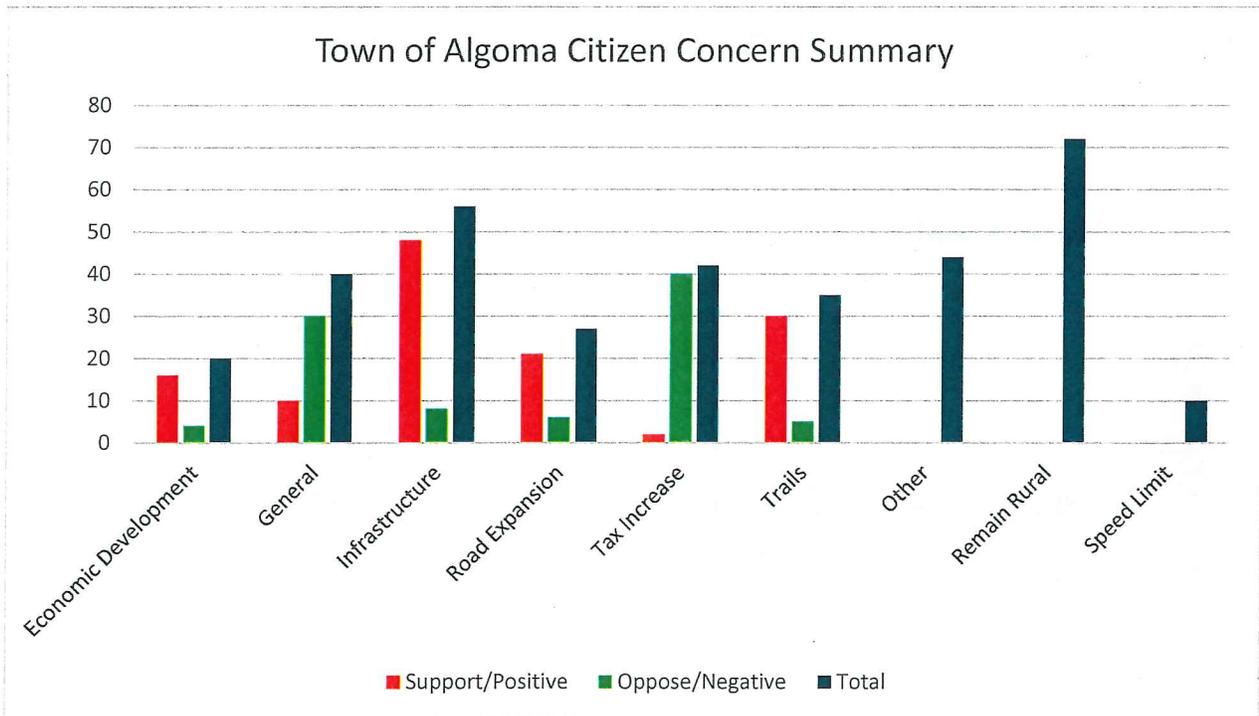
received 6% of the total comments received and 5% of the total responses favor economic development.

### General

A number of responses, 11.5% of the total comments received were grouped into the “General” category. These comments did not identify any particular area instead provided opinions of the Town of Algoma or a critique of Algoma’s government. Of the 40 responses received, 30 were considered negative while 10 were more positive.

### Summary

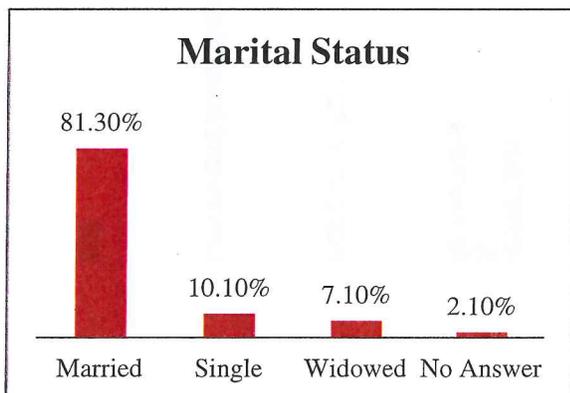
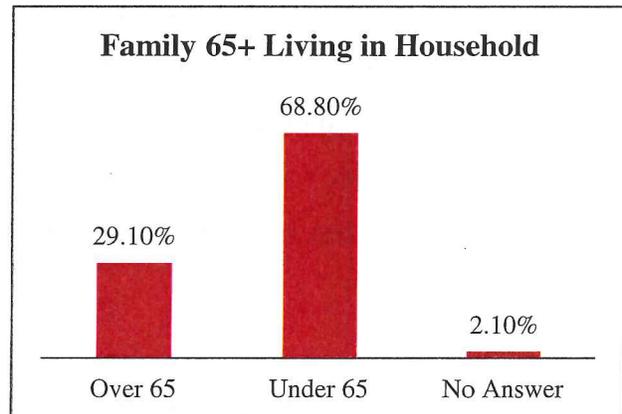
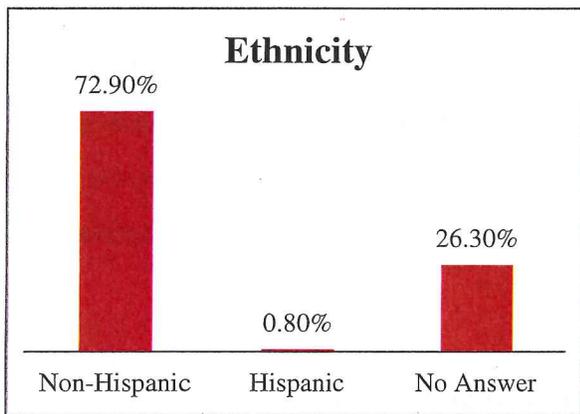
Of the all the responses that were received, the majority of Algoma citizens would like to remain rural. Many of the citizens would also support infrastructure; however a good number of responses do not support tax increases. The Trails, General and Other categories make up the middle part of the responses while road expansion, economic development and reducing speed limits are less of concern of the citizens. In conclusion, participants in the survey are more concerned with remaining rural and less concerned with speed limits. The following chart summarizes the comments received:



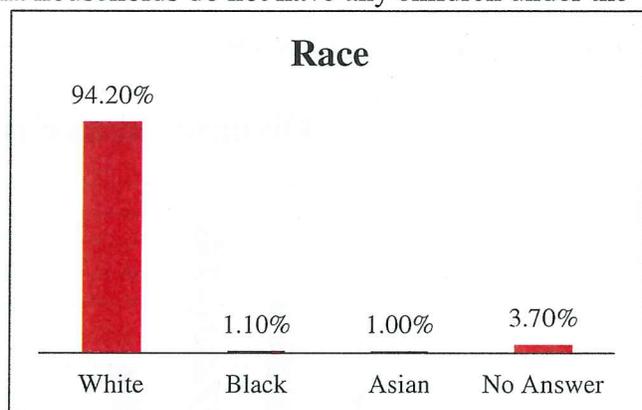
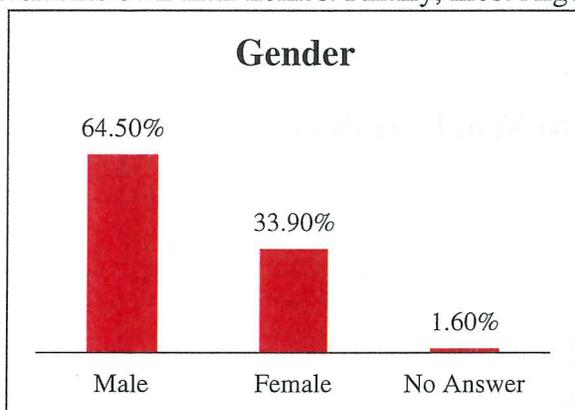
## Question 5

Algoma question five is the section of the survey that asks for the demographic information.

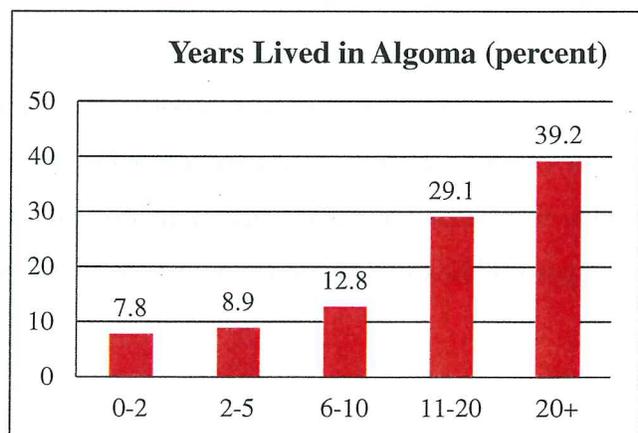
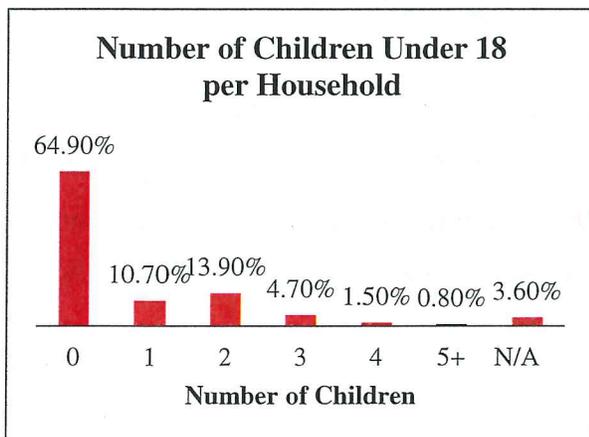
There were a total of 873 responses to the survey. The demographic questions ask respondents about their date of birth, ethnicity, race, marital status, whether they vote, how many children under the age of 18 they have, family 65 or older in their home, their income, and employment status. The respondents were primarily male (64.5%), white (94.2%), non-Hispanic (72.9%), and married (81.3%).



Most of the people completing the survey were under the age of 65 (69.1%), have lived in Algoma for more than 20 years (40.0%), and own their homes (96.9%). Based on the various responses, the date of birth varied over a span of 70 years, which ranged from 1921 to 1991. This does suggest there is a varied generational gap in the town. Additionally, 29.1% of the respondents reported the respondents of their family are under the age of 65 years old. In 2013, the US Census estimated this number to be 14.1%. Furthermore, the majority of residents in Algoma have lived in the town for more than 20 years (39.2%). Almost 97% of Algoma residents own their homes. Finally, most Algoma households do not have any children under the

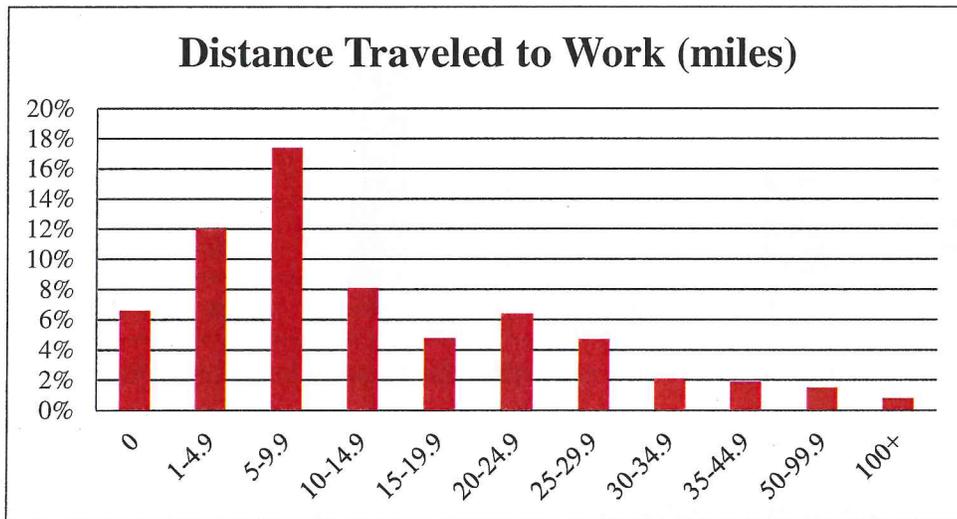


age of 18 (64.9%) which seems in line with when the housing boom took place and many young couples began their families.



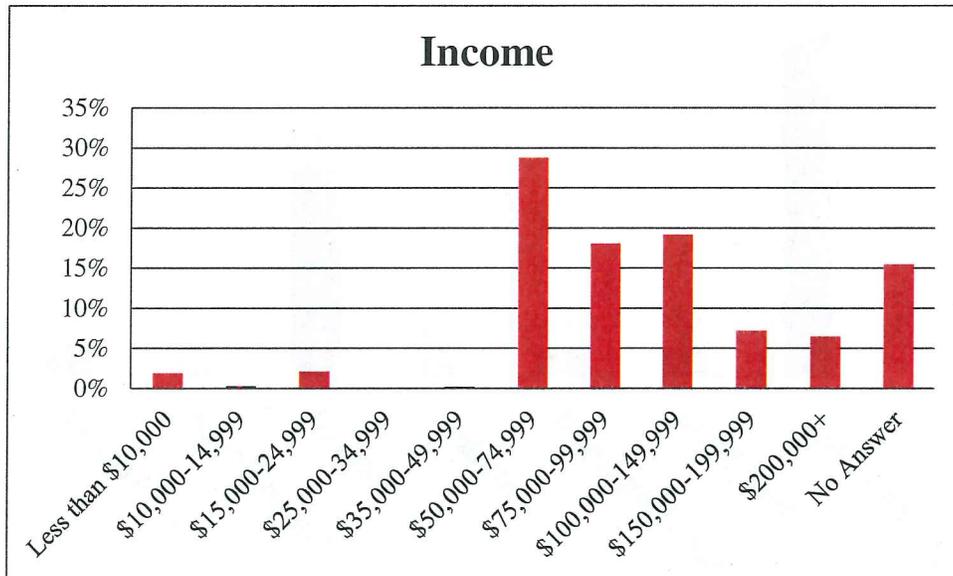
When asked about whether they voted in the jurisdiction, 94.6% (n=826) of Algoma's residents reported they vote within the jurisdiction. Additionally, 1.3% reported they did not vote, 0.2% reported they were ineligible to vote, 1.5% didn't know if they voted in the jurisdiction, and 2.4% chose not to answer this question. This is not surprising since many times, citizens who choose to respond to citizen surveys are also the ones who are most likely going to vote.

According to the U.S. Census, the average distance traveled to work in Algoma is about 19.5 miles. The results collected from the survey are slightly lower than this number, yet consistent. However, this question had a relatively high no response rate of 33.1% (could be related to the age of the respondent).

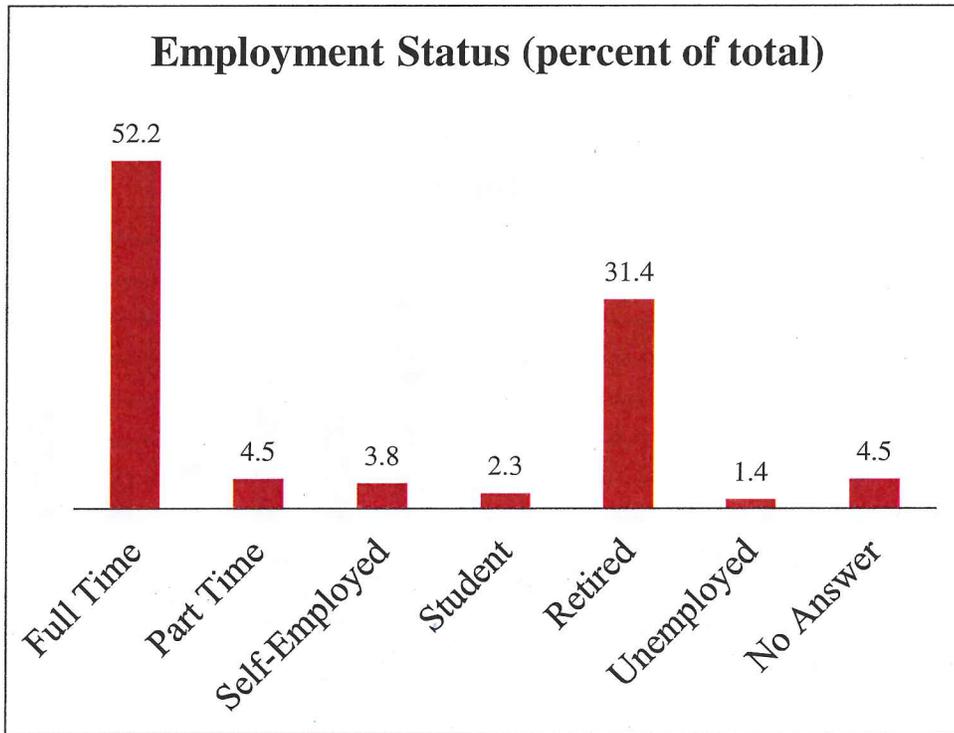


28.8% of the citizens who reported their household income fell within the area's median income of \$50 – 74,999. A relatively low number of citizens (4.6%) reported that their household income was below the area's median income of \$49,999. A fair number of households fell into the upper middle class category (37.3%) with an income range between \$75 – 149,999. 13.7%

rounded out the upper class at \$150 – 200,000+ household income. 4.5% of residents chose not to answer the question.

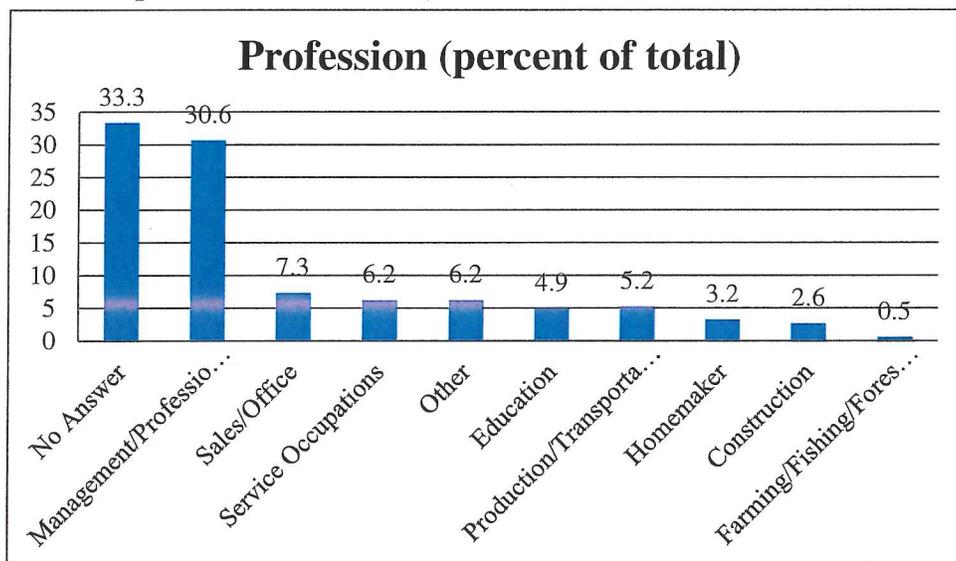


Of the 873 citizens that responded to the employment status question; over half of them stated that they are employed full time 52.2% (456) while a relatively large number of citizens are retired 31.4% (274). About the same amount of people are employed part-time (4.5%) or are self-employed (3.8%). The remainder of the population reported that they are students (2.3%) or unemployed (1.4%).

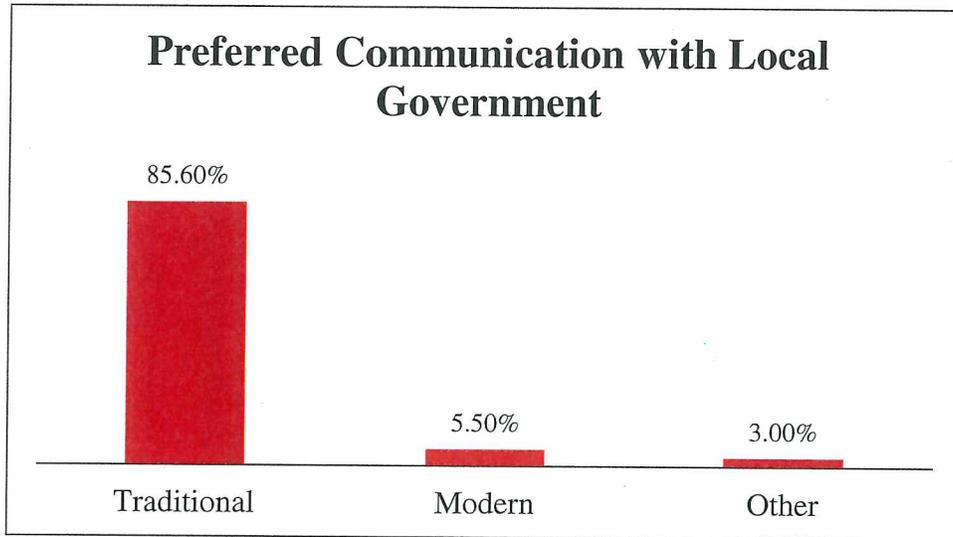


A total of 480 citizens replied to one of the following options pertaining to their profession: management, professional and related 31% (n=222); sales and office occupation 7.1% (n=51); service occupations 6.4% (n=46); education 5.2% (n=37); production, transportation, and material moving 5% (n=36); homemaker 2.9% (n=21); construction 2.8% (n=20); farming, fishing, and forestry 0.6% (n=4); and other 6% (n=43).

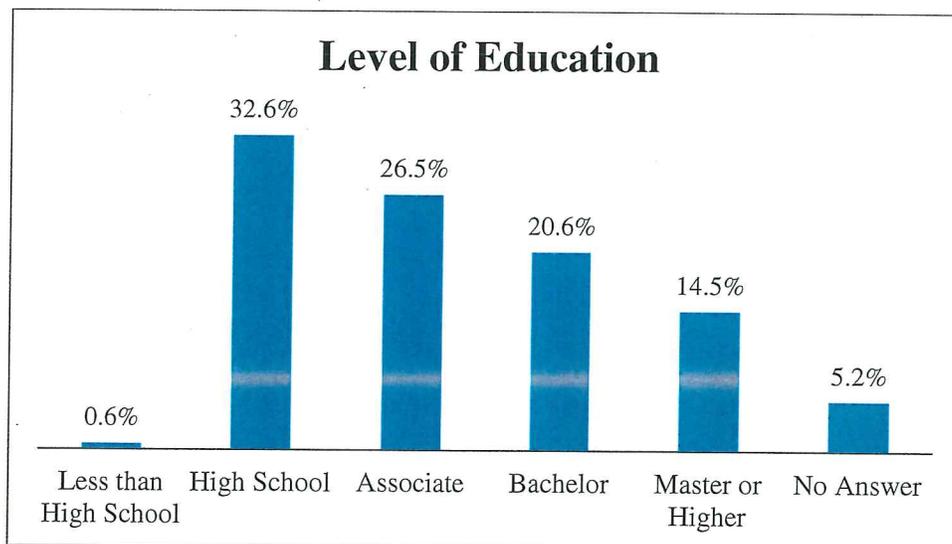
90.7% of respondents indicated they had a computer in their home. About the same amount, 91.0 % of respondents indicated they had internet access.



Citizens were asked “Which opportunities do you utilize to participate and stay informed with local government?” 85.6% said that they used traditional mediums to participate using mailed newsletters (77.8%), attend meetings (7.2%), write letters (0.6%), and make phone calls (0.6%). 5.5% choose the internet for their ability to stay informed: 3.8% use digital newsletters, 1.1% use email, 0.6% use social media (Facebook and Twitter). 5.3% chose not answer and 3.0% replied to other.



Algoma citizens were asked what their highest level of education was and 61.6% said that they had a degree of higher education. 14.5% have a master degree or higher, 20.6% have a bachelor degree, and 26.5% had an associate degree. 5.2% did not answer. 32.6% said that their highest level of education was high school while only 0.6% had less than a high school degree.



References - United States Census Bureau. (2010-2014). *QuickFacts Beta*.

