TOWN OF ALGOMA
WINNEBAGO COUNTY, WISCONSIN
PLANNING COMMISSION MEETING
15 N. Oakwood Road, Oshkosh, WI 54904
Wednesday, December 10, 2025 at 6:00 pm.

AGENDA

The Commission may discuss and act on the following:

1. **Call to Order.**
2. **Roll Call.**
3. **Discussion and possible action re:** Minutes from October 8, 2025.
4. **Discussion and possible action re**: Request by Randy D. Stafford to amend the Planned Development District to include an additional dwelling by remodeling the existing garage into a living space on parcel 002-0185-03.
5. **Discussion and possible action re**: Comprehensive Outdoor Recreation Plan 2026-2030
6. **Discussion and possible action re**: Winnebago County Comprehensive Future Land Use Plan 10-year Update
7. **For Discussion only:** Planning Commission Update
    a. 2025 Activities
    b. 2026 Calendar
8. **Adjourn.**

It is possible that members of other governmental bodies of the municipality may be present at the above scheduled meeting to gather information about a subject over which they have decision-making responsibility. No action will be taken by any governmental body at the above-stated meeting other than the governmental body specifically referred to above in this notice.

Please note that, upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information or to request this service, contact the Town Hall Office at 920-235-3789.

Posted: December 5, 2025

Posted at: Town of Algoma Hall, www.townofalgoma.org.

DRAFT

TOWN OF ALGOMA
WINNEBAGO COUNTY, WISCONSIN
PLANNING COMMISSION MINUTES
October 8, 2025
Algoma Town Hall, 15 N. Oakwood Road, Oshkosh, WI 54904

The Planning Commission meeting was called to order by Chairman Martin at 6:00 p.m.

The following members were present: Dan Martin, Bill Van Aacken, Mike Skoglind, Linda Kollmann, Scott Fischer, Kyle Kehoe, and Sherri Maruska.

The following staff members were present: Administrator Maggie Mahoney.

On a motion by Commissioner Kehoe and seconded by Commissioner Van Aacken, passed on a unanimous 7-0 voice vote, the minutes from the September 10, 2025 meeting were approved.

Chairman Martin introduced agenda Item 4, property owners William and Shawnee Bowman are requesting a Conditional Use to clear, clean, dredge, and alter a drainageway located in a Surface Water Drainage Overlay District at 4404 Bellhaven Lane, parcel 002-000902. William and Shawnee Bowman were in attendance. Administrator Mahoney gave the reason for and an analysis of the conditional use within the stormwater overlay district. She stated that the town does not have a permanent drainageway easement, the engineering plans have confirmed the planned work will handle a 25 year flood, and her analysis of the criteria for this conditional determined this request would have minimal impact on the area and recommended approval with no conditions. The Planning Commission briefly discussed. A motion was made by Commissioner Van Aacken and seconded by Commissioner Kehoe for the Planning Commission to approve a recommendation to the Town Board to approve the Conditional Use by William and Shawnee Bowman to clear, clean, dredge, and alter a drainageway located in a Surface Water Drainage Overlay District at 4404 Bellhaven Lane, parcel 002-000902." A voice vote was taken and approved the motion 7-0.

Chairman Martin introduced agenda Item 5, Rezoning of 3030 Witzel Avenue, parcel 002-022201, from A-2 General Agricultural District to B-3 General Business District. The petitioner, Pastor Brenenstuhl, was in attendance. Administrator Mahoney presented the information and analysis for the rezoning request including a discussion of the types of businesses that would be allowed within a B-3 General Business District. Commissioner Kollmann stated that in the past on Omro Road the neighbors were upset about a brewpub near their neighborhood and that the same thing could happen at this location in the future. Administrator Mahoney stated that there will be a public hearing and that all properties within 300 feet were notified, so there will be the opportunity for additional public input at the county level. The Planning Commission had further discussion. A motion was made by Commissioner Kehoe and seconded by Commissioner Kollmann to *recommend* approval to the Town Board to rezone 3030 Witzel Avenue, parcel 002-022201, from A-2 General Agricultural District to B-3 General Business District. A voice vote was taken and approved the motion 7-0.

On a motion by Commissioner Kollmann, and seconded by Commissioner Kehoe passed on a unanimous voice vote, the Planning Commission adjourned at 6:16 p.m.

Respectfully submitted,
Maggie Mahoney, Administrator

TOWN OF ALGOMA
A community connected

AGENDA MEMORANDUM

To: Planning Commission Chairperson and Members

From: Maggie Mahoney, Administrator

Date: December 10, 2025

RE: **Discussion and Possible Action re**: Request by Randy D. Stafford to amend the Planned Development District to include an additional dwelling by remodeling the existing garage into a living space on parcel 002-0185-03.

GENERAL INFORMATION:

Owner/Petitioner: Randy D. Stafford
4237 State Road 21
Oshkosh, WI 54904

Past Planning Discussion(s): An amendment to this Planned Development District (PDD) was discussed by the Planning Commission in January 2021 and considered in February 2021. It was approved to recommend to the board expanding the PDD to include additional living quarters in an attached shed, an outdoor kitchen, pergola, and composing washroom conditioned upon all building permits are obtained and maintained through the completion of the project and all conditions and sanitary permits are maintained as required for licensure. The Town Board concurred with the Planning Commission's recommendation and approved with conditions as listed at their February 2021 meeting.

Action Requested: Petitioner is requesting a similar amendment proposed in 2021, which would be to allow for two dwelling units instead of one dwelling unit. The proposed project is to remodel the existing garage into a living space.

Planned Development District (PDD) Explanation and Process (per Winnebago County Chapter 23 Town/County Zoning Code):
Planned development districts are a special type of zoning district and are initially proposed by a property owner who desires a mix of uses or flexibility in a project's overall design. Each district is unique and therefore has its own set of development standards that are documented in the general development plan, and any associated development agreement, if any.

The decision must be based on specific criteria (as listed in analysis section of this report).

The Town Planning Commission may render a recommendation to the Town Board and the Town Board may render a recommendation to the County Planning and Zoning Committee based on the decision criteria provided to either 1) approve the PDD; 2) approve the PDD with conditions, or 3) deny the PDD. Such decision shall be supported by written findings.

If the decision is to approve the PDD with conditions, the Town Board may also submit conditions of approval. If the Town Board does not submit a decision supported by written findings to the committee before, at, or within 10 days of the public hearing, it shall be deemed to have consented to whatever action the committee may take.

Property Location and Type:

The subject property is zoned PDD Planned Development District and to the south off of STH 21. The adjacent lots are zoned A-2 General Agriculture District, R-2 Suburban Residential District, B-2 Community Business District, and PDD Single Family (as defined above).

A-2 General Agriculture District – This district is intended to accommodate both large and small-scale farms and hobby farms. Although scattered residential lots are allowed, agriculture is the predominant land use. This district should be located in those areas suitable for agriculture, but not for large-scale agricultural operations, and adjacent to urbanizing areas.

R-2 Suburban Residential District – This district is intended to accommodate low and medium density residential lots commonly located, but not limited to, a duly recorded and legally maintained subdivision. This district provides a "suburban" arrangement of amenities, services, and facilities. Lots are connected to a public sanitary sewer system or have an on-site sewage disposal system.

B-2 Community Business District – This district is intended to accommodate both large- and small-scale pedestrian- and auto-oriented commercial development that primarily serves the needs of the surrounding community, including professional offices, retail stores, service establishments, overnight lodging, entertainment facilities and mixed use housing. Lots are connected to a public sanitary sewer system or have an on-site sewage disposal system.

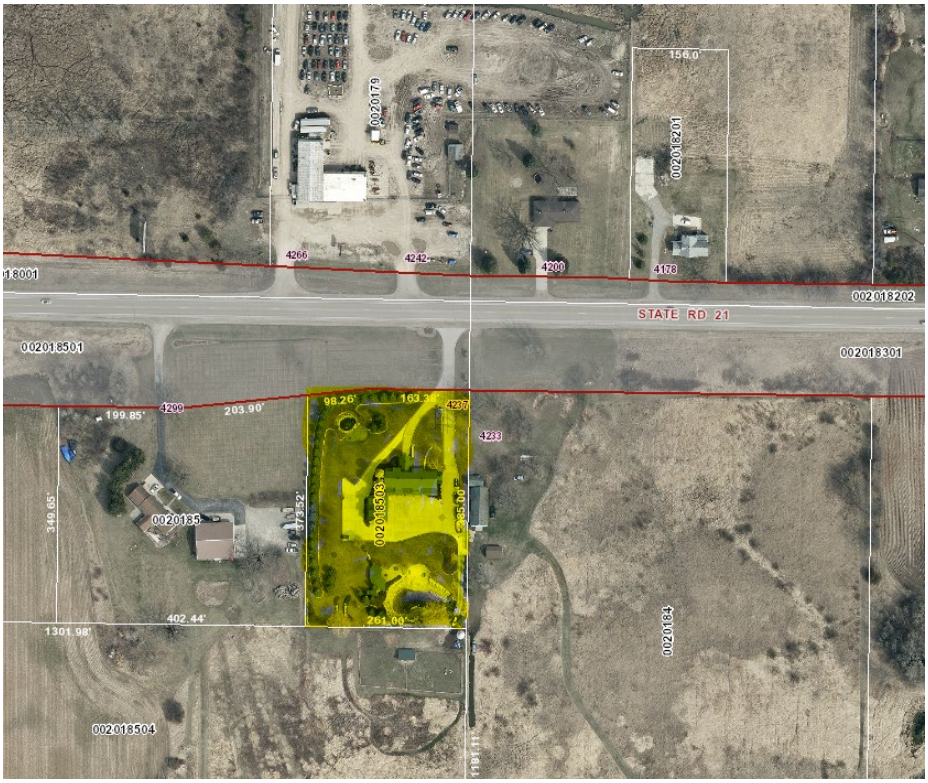
This property currently has a wedding, events and lodging business called Barn Stay (https://www.barn-stay.com/).

This parcel is not in an area of Town where a boundary agreement is currently in effect.

PDD Amendment Request:

The property owner wants to remodel the existing garage into a living space, thus creating a second dwelling unit. This is the same proposed amendment for use that was approved in 2021; however, the property owner did not start that project in the time allowed and the building permit expired. Because obtaining and maintaining building permits was a condition of the approval, he has to go through the approval process again. *The plan drawings are included in the county public hearing packet.*

2025 aerial of parcel 002-018503 with surrounding properties (left) and zoomed in (right):



ANALYSIS:

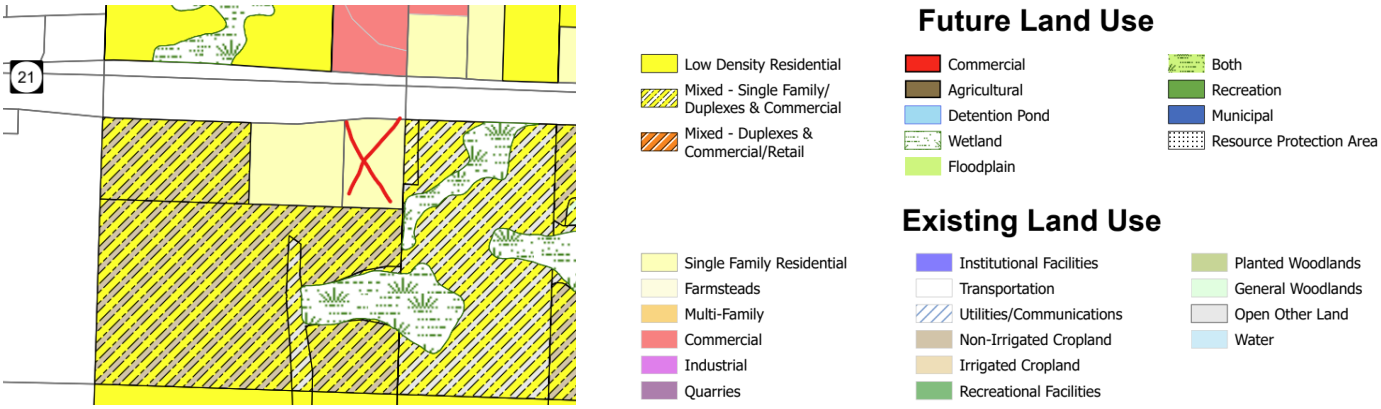
The following is the staff review of the criteria to consider as a basis of decision as required per Ch 23 Town/County Zoning, 23.7-68:

1. **Whether development in the proposed district is in keeping with the spirit and intent of this chapter.**
   Met, the proposed change is consistent with spirit and intent of the chapter to promote public health, safety and welfare.

2. **Whether development in the proposed district is consistent with the county's comprehensive plan.**
   Met, it is consistent with low density residential identified in the future use plan (see map on next page).

3. **The effects of development in the proposed district on traffic safety and efficiency and pedestrian circulation, both within and outside of the district.**
   Met, the proposed change will have minimal to no effect.

4. **Whether the proposed plan for development in the district is properly planned and is properly coordinated with the existing and anticipated land uses on properties in the immediate and surrounding areas.**
   Met, the use is consistent with both the existing and future town land uses of the surrounding areas which all allow residential. Here is an excerpt from the Town of Algoma Comprehensive Plan, Map 8-3, Future Land Use:



5. **Effects of development within the proposed district on the natural environment.**
   The proposed use will have a minimal impact on the natural environment—it is using an existing building.

6. **Whether development in the proposed district complies with provisions of this chapter and other chapters of the general code of Winnebago County that may apply.**
   Met, the town defers to the county for this determination but in review of the general code concludes that it is likely in compliance.

7. **The effects of development in the proposed district on public services and facilities.**
   The proposed use will have a minimal impact on public services and facilities.

8. **Whether adequate water and sanitary sewer facilities can be provided to development in the proposed district.**
   Met, the property has existing utilities that can be used for the second dwelling.

9. **The proposed means of maintaining the undeveloped area of the district for the purpose for which is was set aside.**
   Met, the proposed use is consistent with the existing and future use, it is just expanding from one living space to two using existing structures.

10. **Whether the plan for development in the proposed district is clearly superior to development that is permitted based on the design and development standards of the underlying zoning district.**
    Met, the town defers to the county for this determination but in review of the general code concludes that it is likely in compliance.

11. **Any other factor that relates to the purposes of this chapter as set forth in s. 23.1-5 and other sections as may apply.**
    No other factors are applicable.

Based on the criteria above, Staff determines that the proposed amendment for use to add an additional dwelling unit will have a minimal impact on the existing and future surrounding properties and recommend approval with conditions as follows:

That all building permits are obtained and maintained through the completion of the project and all conditions and sanitary permits are maintained as required for licensure.

RECOMMENDED ACTION:

Staff recommends approval with condition listed above. Should the Planning Commission agree, the following motion may be made:

"Motion to approve a recommendation by the Planning Commission to the Town Board to approve the request by Randy D. Stafford to expand an existing Planned Development District to include an additional living space in an existing garage on parcel 002-0185-03 conditioned upon all building permits are obtained and maintained through the completion of the project and all conditions and sanitary permits are maintained as required for licensure."

ATTACHMENTS:

1. Town Application
2. County Public Hearing materials, includes plan drawings

Town of Algoma
Wisconsin - Established 1848

Town of Algoma
15 N. Oakwood Road
Oshkosh, WI 54904
(920) 235-3789

Visit us at https://townofalgoma.org/
M-Th 9:00-5:00 F 9:00-1:00

Site Plan Review/Plan Commission General Application

APPLICANT INFORMATION

Petitioner: Randy P Stafford Date: Nov 25 2025

Petitioner's Address: 4237 State Rd. 21 City: Oshkosh State: WI Zip: 54904

Telephone #: [redacted] Fax: ( ) _____ Other Contact # or Email: [redacted]

Status of Petitioner (Please Check): ☑ Owner ☐ Representative ☐ Tenant ☐ Prospective Buyer

Petitioner's Signature (required): [signature] Date: Nov 25 2025

OWNER INFORMATION

Owner(s): _____ Date: _____

Owner(s) Information: Same City: _____ State: _____ Zip: _____

Telephone #: ( ) _____ Fax: ( ) _____ Other Contact # or Email: _____

Ownership Status (Please Check): Individual ☐ Trust ☐ Partnership ☐ Corporation ☐

Property Owner Consent (required)

By signature hereon, I/We acknowledge that Town officials and/or employees may, in the performance of their functions, enter upon the property to inspect or garner other information necessary to process this application. I also understand that all meeting dates are tentative and may be postponed by the Town of Algoma for incomplete submissions or other administrative reasons.

Property Owner's Signature: [signature] Date: 11/25/25

SITE INFORMATION

Address/Location of Proposed Project: Same

Current Use of Property: Single Family Zoning: PDD

Land Uses Surrounding Your Site:
North: Commercial Wally-U-Rolling Stake Yard
South: agricultural
~~West~~ East: PDD Single Family
~~East~~ West: agricultural

Projected Timeline: 1/15/26 — 5-15-26

Project Description: Remodeling Garage into Living Space

Note: The Town of Algoma or a duly appointed official maintain the right to cancel this agreement if the applicant has been deemed in violation of this agreement or Town of Algoma Municipal Code. No refund will be provided.

Town of Algoma
15 N. Oakwood Road
Oshkosh, WI 54904
(920) 235-3789

Visit us at https://townofalgoma.org/

M-Th 9:00-5:00 F 9:00-1:00

Site Plan Review/Plan Commission General Application Continued

SITE INFORMATION CONTINUED

Development Characteristics

Gross Acreage/ Square Feet: 2.6 Acres = 113,256 sq.ft.

Development Area and Percentage: 4400 sq.ft. and 3.89 %

of Employees/#of Residential Units: 2

of Proposed Parking Space: 6

Traffic Count Projections (attach documentation): ~~N/A~~ ~~N/A~~

Percent Impervious (attach documentation): 90% estimate

Description of Required Landscaping (attach landscape plan): Beautiful

Additional Information: Changing Garage use to Living ~~Space~~ Space

OFFICE USE ONLY

Received By: K. Reinbold Date: 11/25/25 Fee: $180 — Paid: (Yes) No

Note: The Town of Algoma or a duly appointed official maintain the right to cancel this agreement if the applicant has been deemed in violation of this agreement or Town of Algoma Municipal Code. No refund will be provided.

Winnebago County Planning and Zoning Department

NOTICE OF PUBLIC HEARING
PLANNING AND ZONING COMMITTEE
December 17, 2025

TO WHOM IT MAY CONCERN:

The applicant(s) listed below has requested a Planned Development District which is regulated by the Town/County Zoning Code, Chapter 23. You are receiving this notice because this application or petition for action: 1. affects area in the immediate vicinity of property which you own; 2. requires your agency to be notified; 3. requires your Town to be notified; or 4. requires you, as the applicant, to be notified.

The Winnebago County Planning and Zoning Committee will be holding a public hearing on December 17, 2025 at 6:30 PM in Conference Room 120 of the David Albrecht Administration Building located at 112 Otter Ave, Oshkosh, WI.

All interested persons wishing to be heard at the public hearing may appear in person or via Microsoft Teams using the meeting information below. A direct link to the Microsoft Teams Meeting is available on the Winnebago County Meetings and Agenda calendar on the above indicated date.

Microsoft Teams Meeting Information Link: https://winnebagocowi.portal.civicclerk.com/
Select the Agenda PDF on the meeting date and Click "Join Meeting Now"

For further detailed information concerning this notice, contact the Town Clerk or the Winnebago County Zoning office, where the application is available for viewing.

INFORMATION ON PLANNED DEVELOPMENT DISTRICT REQUEST

Application No.: 2025-PDD-7240

Applicant : STAFFORD, RANDY

Agent : NONE

Location of Premises : 4237 STATE RD 21, OSHKOSH

Tax Parcel No. : 002-0185-03

Legal Description : Being Lot 3 CSM-6162 located in part of the NW1/4 of the SW1/4 of Section 18, Township 18 North, Range 16 East, Town of Algoma, Winnebago County, Wisconsin.

Explanation : Applicant is requesting a PDD amendment to allow for two dwelling units on the parcel.

INITIAL STAFF REPORT

Existing Use of Property: SINGLE FAMILY, GARAGE AND STORAGE

Proposed Use of Property: DUPLEX, GARAGE AND STORAGE

Sanitation: Existing; Private System

Overlays: NONE

Current Zoning: PDD Planned Development District

Proposed Zoning: PDD Planned Development District

Surrounding Zoning: North: R-2;I-2; **South:** R-2;A-2; **East:** I-2;B-2;A-2; **West:** PDD;

THE FOLLOWING INFORMATION HAS BEEN PROVIDED BY THE OWNER/APPLICANT

Section Reference: Chapter 23, Article 7, Division 4 of the Town/County Zoning Code.

Describe existing site conditions: Single Family

Describe proposed project: Two Dwelling units

Describe why the current zoning classification is not appropriate for the proposed project and/or existing site conditions: I am not looking to change the PDD. I am looking to change the use of it.

Other information:

SECTION REFERENCE AND BASIS OF DECISION

23.7-68 The Planning and Zoning Committee in making its decision shall consider the following factors:

(1) whether development in the proposed district is in keeping with the spirit and intent of this chapter;

(2) whether development in the proposed district is consistent with the county's comprehensive plan;

(3) the effects of development in the proposed district on traffic safety and efficiency and pedestrian circulation, both within and outside of the district;

(4) whether the proposed plan for development in the district is properly planned and is properly coordinated with the existing and anticipated land uses on properties in the immediate and surrounding area;

(5) the effects of development within the proposed district on the natural environment;

(6) whether development in the proposed district complies with provisions of this chapter and other chapters of the general code of Winnebago County that may apply;

(7) the effects of development in the proposed district on public services and facilities;

(8) whether adequate water and sanitary sewer facilities can be provided to development in the proposed district;

(9) the proposed means of maintaining the undeveloped area of the district for the purpose for which it was set aside;

(10) whether the plan for development in the proposed district is clearly superior to development that is permitted based on the design and development standards of the underlying zoning district; and

(11) any other factor that relates to the purposes of this chapter as set forth in s. 23.1-5 and other sections as may apply.

PublicHealth
Winnebago County

WINNEBAGO COUNTY HEALTH DEPARTMENT
Environmental Health Food Safety and Recreational Licensing Program

License, Permit or Registration

The person, firm, or corporation whose name appears on this certificate has complied with the provisions of the Wisconsin statutes and is here by authorized to engage in the activity as indicated below.

ACTIVITY		EXPIRATION DATE	I.D. NUMBER
Tourist Rooming House (LTR)		30-Jun-2021	MPEN-BTBJJK

LICENSEE MAILING ADDRESS	NOT TRANSFERABLE	BUSINESS / ESTABLISHMENT ADDRESS
JENNIFER AND RANDY STAFFORD 4237 STATE RD 21 OSHKOSH WI 54904		BARN STAY 4237 STATE RD 21 OSHKOSH WI 54904

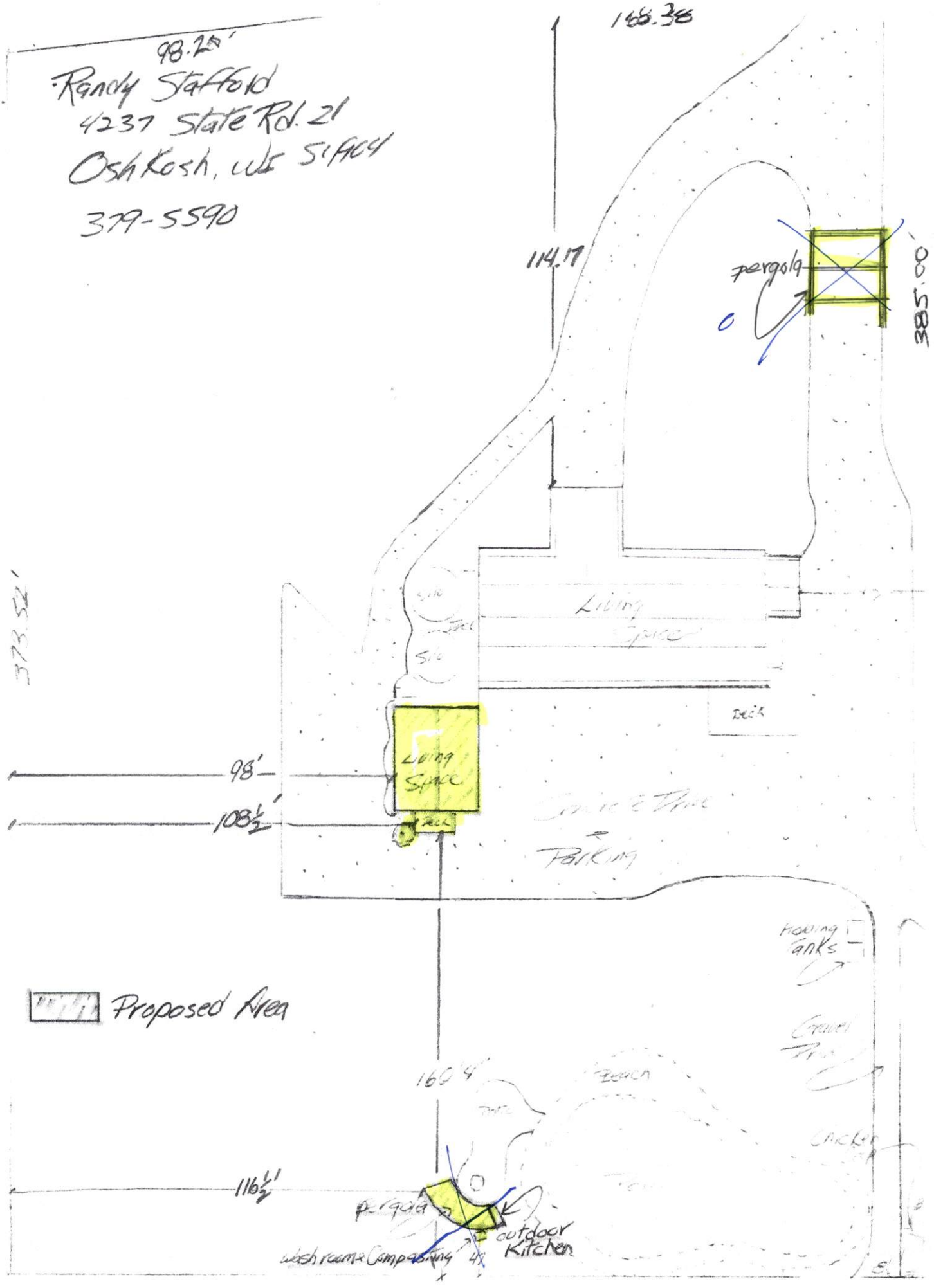
The department may send out a renewal notice as a courtesy, but in the absence of a courtesy reminder it is the licensee that is responsible for remittance of the permit fee to the department before July 1st. All Permits expire on June 30th; it is the responsibility of the licensee to make sure all applicable fees are received by the department before July 1st or a late payment fee will be assessed.

If you do not receive a renewal form prior to June 30th from your licensing authority, you should send in your payment for renewing your permit to the following address:

WINNEBAGO COUNTY HEALTH DEPARTMENT
112 OTTER AVE 2ND FLOOR
OSHKOSH, WI 54903-2808
(920)232-3000

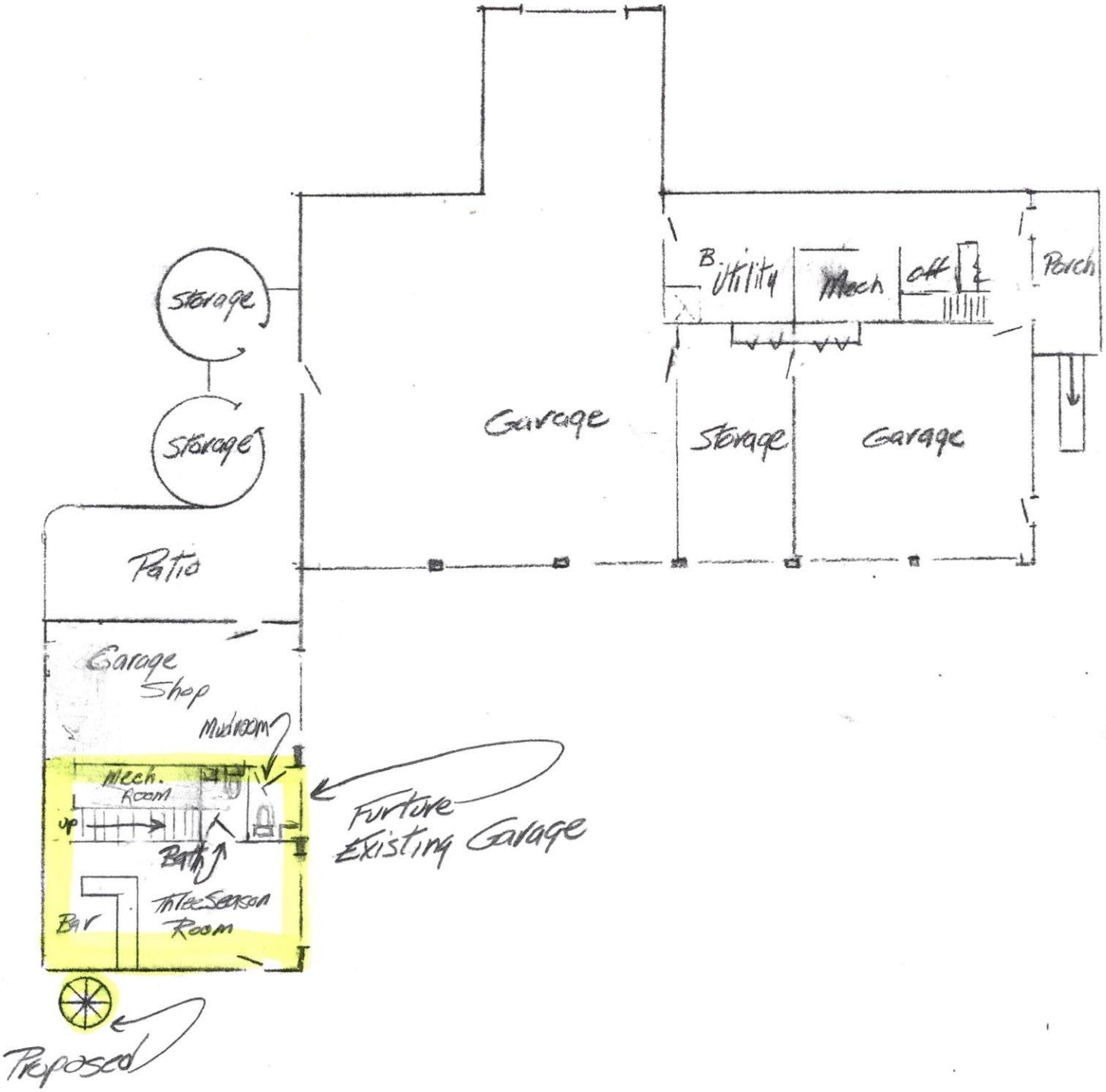
* Include the name of your facility and the ID number.

F-fd-123

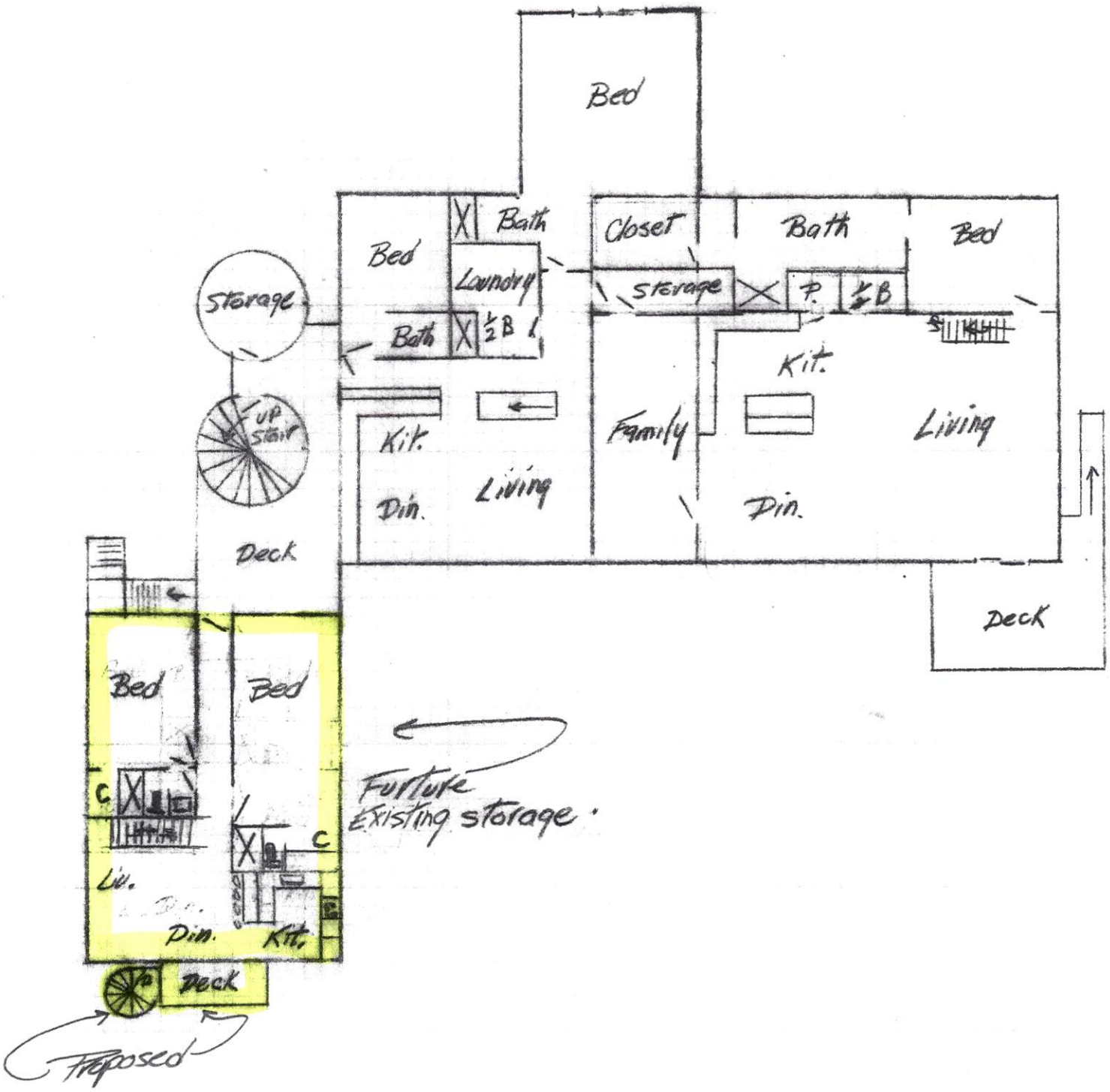

98.25'
Randy Stafford
4237 State Rd. 21
Oshkosh, WI 54904
379-5590
165.38
114.17
pergola
385.8'
373.52'
Living Space
Deck
Living Space
Deck
98'
108½'
Parking
Holding tanks
Proposed Area
160'4"
Beach
Deck
Cracker
116½'
pergola
outdoor Kitchen
wash room
Camping 4x

N. Gound

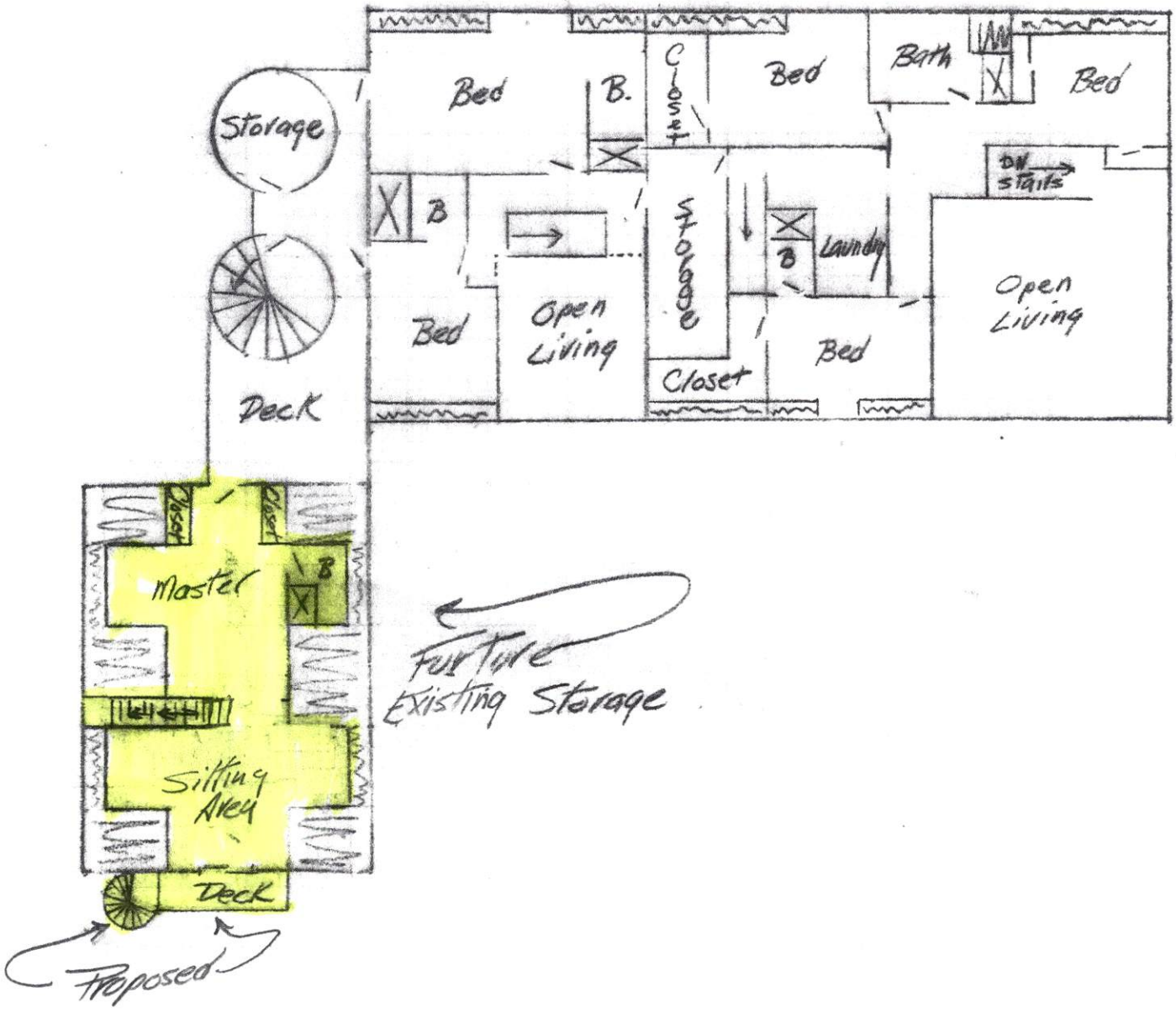
Randy D Staffold
4237 State Rd. 21
Oshkosh WI. 54904
920-379-5590



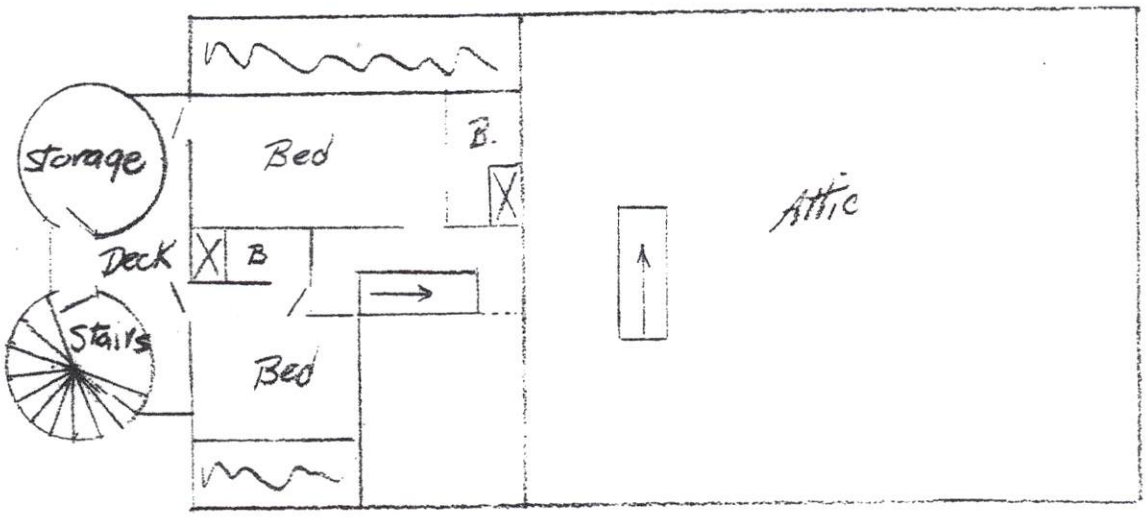
N. 1st Floor

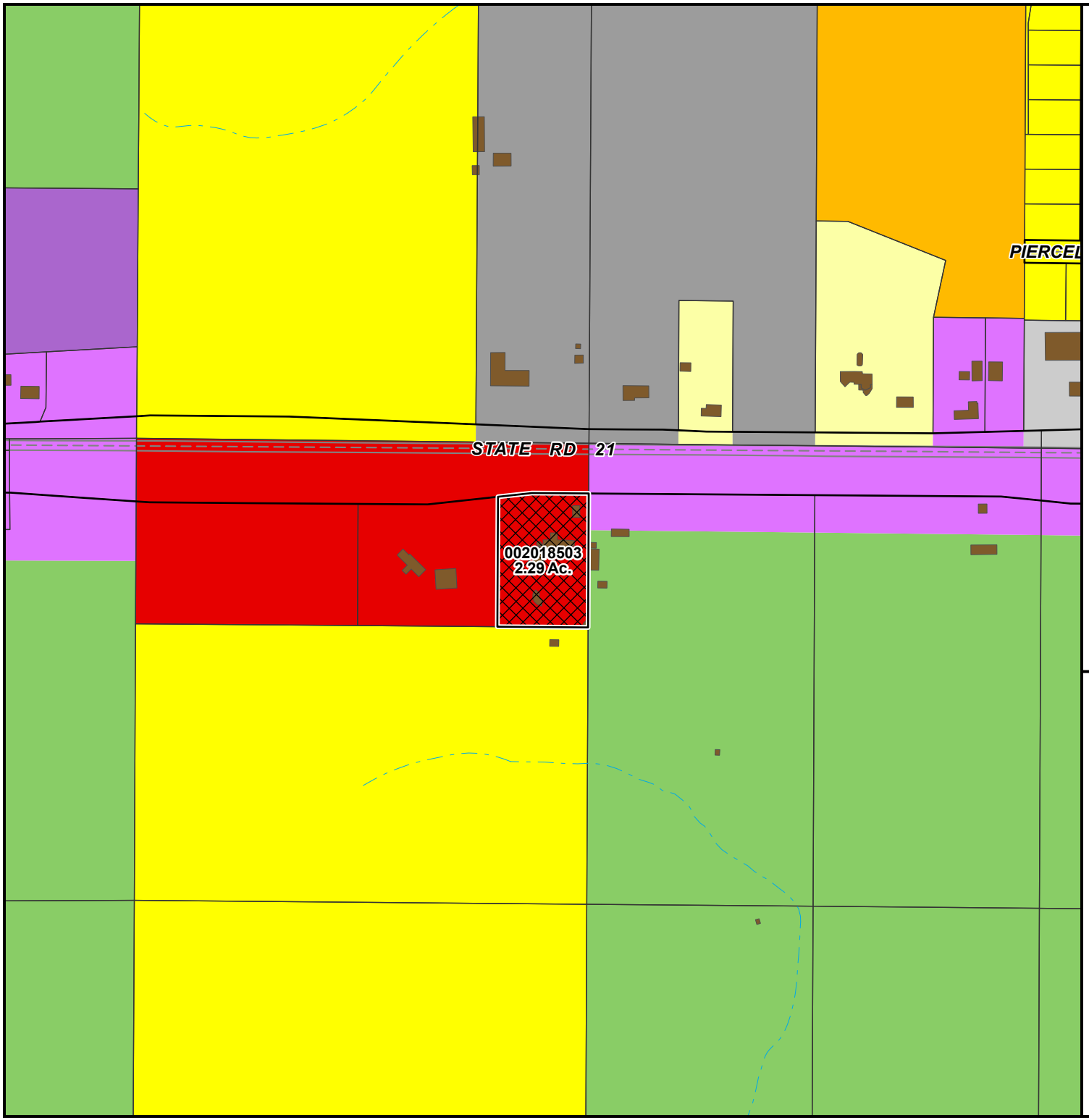

Bed
Bath
Closet
Bath
Bed
Bed
Laundry
storage
storage
P.
½B
Bath
½B
Kit.
Kit.
Family
Living
Living
Din.
Din.
UP
Deck
Deck
Bed
Bed
C
C
Liv.
Din.
Kit.
Deck
Future
Existing storage.
Proposed

N. 2nd Floor


Storage
Bed
B.
Closet
Bed
Bath
Bed
DN STAIRS
B
Storage
B
Laundry
Open Living
Bed
Open Living
Closet
Bed
Deck
Closet
Closet
Master
B
Future Existing Storage
Sitting Area
Deck
Proposed

N 3rd. Floor





Application #25-PDD-7240

Date of Hearing:
December 17, 2025

Owner(s):
STAFFORD, RANDY D

Subject Parcel(s):
002018503

N
W E
S

Winnebago County
WINGS Project

Scale
1 inch : 400 feet

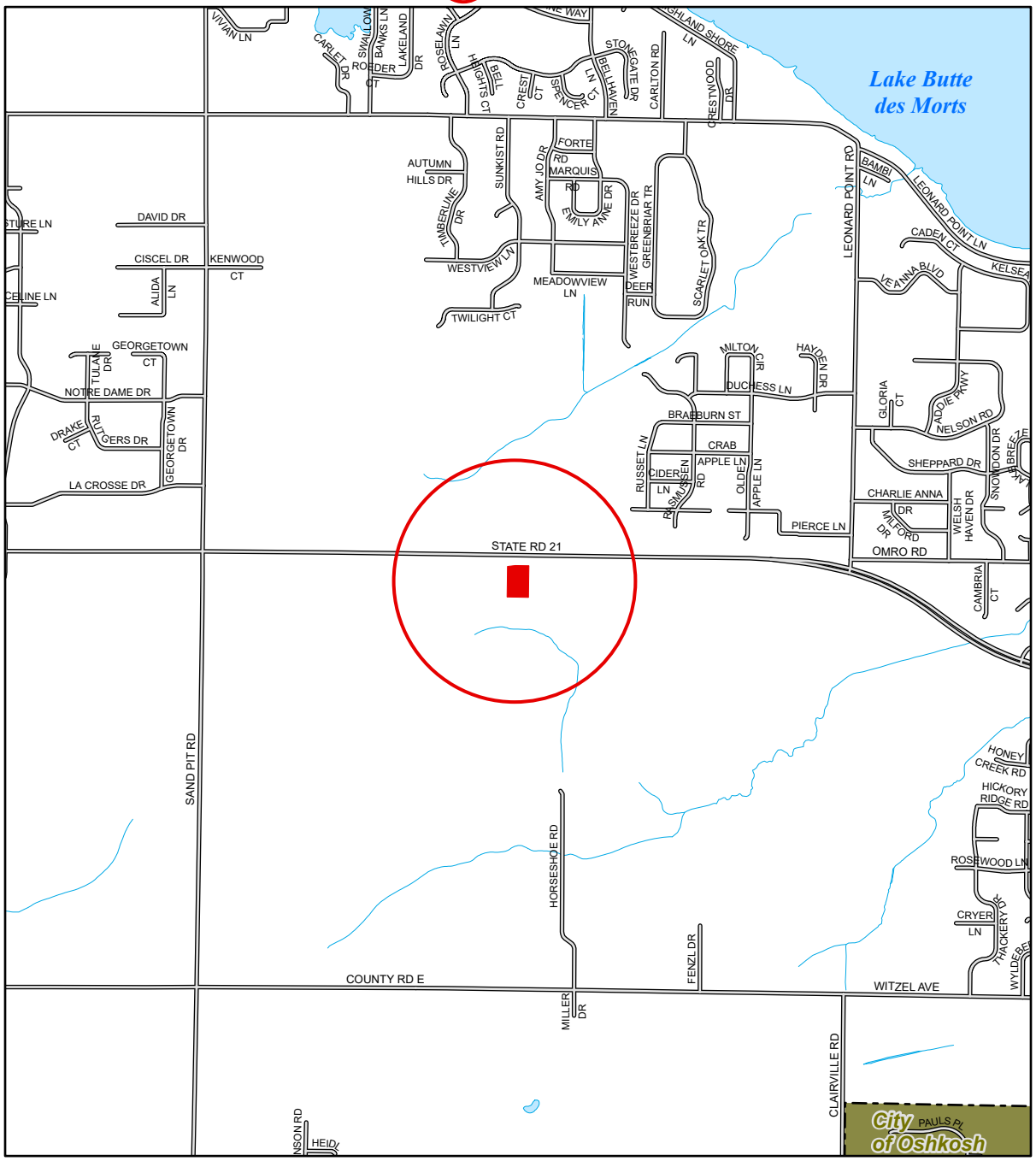
County Zoning Districts

R-1	PDD	B-1
R-2	A-1	B-2
R-3	A-2	B-3
R-4	I-1	M-1
R-8	I-2	Town Zoning

City of Oshkosh Extraterritorial Zoning Jurisdiction

Incorporated Area

= SITE



1 inch : 2,000 feet

Application #25-PDD-7240

Date of Hearing:

December 17, 2025

Owner(s):

STAFFORD, RANDY D

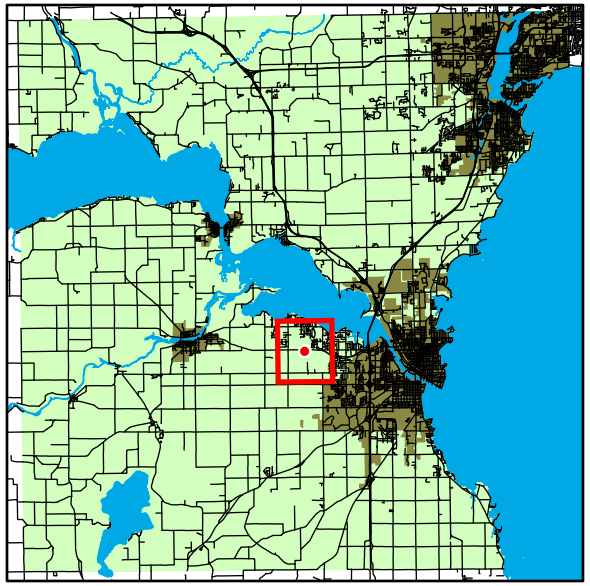
Subject Parcel(s):

002018503

N
W
E
S

Winnebago County
WINGS Project

= SITE



WINNEBAGO COUNTY

TOWN OF ALGOMA
A community connected

AGENDA MEMORANDUM

To: Planning Commission Chairperson and Members

From: Maggie Mahoney, Administrator

Date: December 10, 2025

RE: Comprehensive Outdoor Recreation Plan (CORP) 2026-2030

SUMMARY:

A CORP is updated every 5 years and serves as a long-range guide for the development and enhancement of the town's parks, natural areas, and recreational facilities. It assesses current assets, identifies future needs and opportunities and outlines strategic goals and objectives to support well-informed planning and investment in outdoor recreation. The town's last park and open space plan was last updated in 2009.

Town Staff have been working with East Central Wisconsin Regional Planning Commission (ECWRPC) since February 2025 to update the town's Comprehensive Outdoor Recreation Plan for 2026-2030.

The attached final report will be presented by Carmen Ebert, ECWRPC.

Staff is looking for a recommendation by the Planning Commission to the Town Board for approval of this plan by the attached resolution. This recommendation is not required at this meeting if further discussion and/or edits are needed for the plan.

RECOMMENDED ACTION: Staff recommends approval, should the Planning Commission agree the following motion may be made:

"Motion to recommend approval of Resolution 2025-7 A Resolution to Adopt the Comprehensive Outdoor Recreation Plan to the Town Board."

ATTACHMENTS:

1. Resolution 2025-7
2. CORP 2026-2030

TOWN OF ALGOMA
WINNEBAGO COUNTY, WISCONSIN
RESOLUTION NO. 2025-7

A RESOLUTION TO ADOPT THE COMPREHENSIVE OUTDOOR RECREATION PLAN

The Town Board of the Town of Algoma, Winnebago County, Wisconsin does hereby resolve as follows:

WHEREAS, the Town of Algoma has requested the development of a community wide open space and recreation facilities plan; and

WHEREAS, Town staff have incorporated previous Town planning documents and worked closely with other parties to prepare the Town's open space and recreation facilities plan; and

WHEREAS, the Town of Algoma Comprehensive Outdoor Recreation Plan encompasses a general outline and is a valuable tool for development of parks and recreation facilities throughout the Town through the year 2030; and

WHEREAS, adoption of said plan is required for the Town of Algoma to become eligible for cost sharing aid programs administered by the State of Wisconsin;

NOW, THEREFORE, BE IT RESOLVED, that the Town of Algoma Town Board adopt the attached Town of Algoma Comprehensive Outdoor Recreation Plan (CORP) as the approved park and recreation plan for the Town.

Adopted this 17th day of December, 2025.

_____
Joel Rasmussen, Chairman
Town of Algoma Board

ATTEST:

_____
Katherine Reinbold, Clerk/Treasurer
Town of Algoma

2026-2030

TOWN OF ALGOMA

COMPREHENSIVE OUTDOOR RECREATION PLAN



TOWN OF ALGOMA
WINNEBAGO CO.

East Central Wisconsin
REGIONAL PLANNING COMMISSION

TOWN OF ALGOMA

COMPREHENSIVE OUTDOOR RECREATION PLAN 2026-2030

ADOPTED DECEMBER XXXX, 2025

ACKNOWLEDGEMENTS

TOWN BOARD

Joel Rasmussen, *Town Chair*
Daniel Martin, *Supervisor*
Mike Brooks, *Supervisor*
Patricia Clark, *Supervisor*
Teresa Van Aacken, *Supervisor*

PLANNING COMMISSION

Daniel Martin
Bill Van Aacken
Mike Skoglind
Linda Kollmann
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1

INTRODUCTION

INTRODUCTION

PLAN PURPOSE

The Town of Algoma Comprehensive Outdoor Recreation Plan (CORP) is updated every five years and serves as a long-range, 20-year guide for the development and enhancement of the Town's parks, natural areas, and recreational facilities. This plan offers a thorough evaluation of existing recreational assets, identifies future needs and opportunities, and outlines strategic goals and objectives to support well-informed planning and investment in outdoor recreation

The CORP is shaped by a combination of public input and data-driven analysis to ensure it reflects the values, priorities, and vision of Algoma residents. This update was developed through collaboration between the Town of Algoma, the East Central Wisconsin Regional Planning Commission, the Town Board, local stakeholders, and community members. In addition to serving as a guiding document, the CORP ensures the Town remains eligible for competitive grant programs administered by the Wisconsin Department of Natural Resources (DNR)—critical funding sources that support park enhancements, recreational expansions, and land acquisitions for the benefit of current and future generations in the Town.



PLAN PROCESS

A project kickoff meeting was held on February 24th, 2025 with the Town of Algoma and ECWRPC staff. The CORP was developed in four phases, as depicted in Figure 1-1.

A draft of the plan was completed on November 19th, 2025, and the final plan was adopted on (DATE) by the Town of Algoma Board.

FIGURE 1-1. FOUR PHASED PLAN DEVELOPMENT PROCESS



Phase One provided a foundation for the planning process by gathering feedback on the condition and quality of the existing park system through community engagement efforts. A park inventory was also completed by ECWRPC staff to document all park facilities.

In Phase Two, ideas and preferences identified by the public during community engagement efforts were incorporated into the recreational needs assessment. ECWRPC staff then worked with key stakeholders to list goals and opportunities that complement the assessment.

In Phase Three, specific and actionable objectives were developed to support the goals and opportunities identified during Phase Two. Throughout this phase, key stakeholders and Town staff were involved in refining the plan recommendations. A five-year Action Program was developed during this phase.

Throughout Phase Four, Town staff, key stakeholders, and the public reviewed the final plan and provided edits as needed. The Comprehensive Outdoor Recreation Plan update was ultimately approved by the Town of Algoma Plan Commission and Town Board.

FIGURE 1-2. PLAN TIMELINE



COMMUNITY ENGAGEMENT EFFORTS

The success of any type of local planning effort is often dependent on the involvement, support, and active participation of community residents in the plan's preparation. The Town of Algoma provided opportunities for public input during each phase of the planning process. Figure 1-2 identifies key engagement efforts throughout the update of the CORP. These efforts and events are described in further detail below.

TOWN BOARD

ECWRPC staff provided the Town of Algoma Board with a draft of the plan, where members had the opportunity to provide feedback. A final meeting was held on (DATE HERE) to approve the CORP update.

WEBSITE AND SURVEY

Community engagement efforts took place from May 7th to August 1st via a project website and survey. The survey generated 37 responses. Survey feedback is analyzed in detail in Chapter Five: Community Voice.

IN-PERSON EVENTS

An in-person community visioning session event was held at the Algoma Town Hall on July 30th, 2025 to promote the CORP update and gather feedback from community stakeholders and residents.

PAST PLANNING EFFORTS

TOWN OF ALGOMA COMPREHENSIVE PLAN 2040 (ADOPTED IN 2020)

The Town of Algoma Comprehensive Plan was updated and adopted in 2020. A previous comprehensive plan was adopted in 2007. These long-range plans cover a variety of topics such as transportation, economic development, land use, and environmental resources. The 2040 Plan references including green space and trails in future planning and developments as a key strategy. In addition, one of the action steps within the plan is to identify opportunities to include recreational amenities in new and existing developments.[1] It is important to recognize that parks and recreation facilities are elements of a larger, interconnected system that also includes streets, museums, libraries, stormwater systems, and other civic infrastructure.[2]

https://townofalgoma.org/wp-content/uploads/2021/02/T-Algoma-Comp-Pln-Updte-2040-Web-Version.pdf

TOWN OF ALGOMA PARKS AND OPEN SPACE PLAN (ADOPTED IN 2009)

The Town of Algoma Parks and Open Space Plan was adopted in 2009. It included an inventory and analysis of the existing recreation activities and facilities within the Town. An examination of the Town revealed that incorporating recreational facilities in existing neighborhoods would prove to be difficult. However, the plan emphasized the need for additional parkland, trails, and facilities for residents and established goals to integrate recreational opportunities into future development in the Town.[3]

https://townofalgoma.org/wp-content/uploads/2018/01/2009-Park-and-Open-Space-Plan.pdf

WISCONSIN STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN (ADOPTED IN 2025)

The 2025-2030 iteration of the Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP) provides recommendations to guide public outdoor recreation policy and planning decisions, the use of Land and Water Conservation Fund money that comes to Wisconsin, and other Department of Natural Resources (DNR) administered grant programs. This plan includes results from a statewide survey regarding outdoor recreation participation and frequency, as well as opinions about future needs. The DNR undertook an assessment of recreation opportunities and needs in each region of the state. Top priorities for planning include providing equitable opportunities, supporting the growth of recreational opportunities, and growing collaborative partnerships.[4]

https://dnr.wisconsin.gov/topic/fl/PropertyPlanning/Scorp

ABOUT ALGOMA

PHYSICAL CHARACTERISTICS

The Town of Algoma, located in Winnebago County in east central Wisconsin, is known for its proximity to the City of Oshkosh and is uniquely situated for future growth. The Town enjoys strong regional connectivity, situated along U.S. Highway 41 and State Highway 21, providing convenient access to the Oshkosh urban center and more rural areas to the west.

Algoma offers a variety of recreational opportunities that appeal to outdoor enthusiasts. Most notably, Algoma is situated on the south end of Lake Butte des Morts which offers boating and fishing opportunities. In addition, the Town is dotted with parks and trails which support a variety of recreational activities such as walking, biking, and other family-friendly pastimes. The Town's blend of natural resources and accessible infrastructure makes it a desirable location for both residents and visitors seeking a balance of a peaceful environment and modern amenities.

SOCIAL CHARACTERISTICS

As of 2025, the Town of Algoma has a population of approximately 6,821 residents and 2,531 households. The Town has experienced modest population growth since 2000, with a projected population of 6,839 by 2030, according to Esri forecasts.

The median household income stands at $117,810, and the median home value is $339,290, with households spending about 18.0% of their income on mortgage payments, reflecting relatively affordable housing.

The Town has a daytime population of 4,494, supported by 114 local businesses consisting of a variety of business types, including LLCs. The Town of Algoma also maintains a low unemployment rate of 0.5%.

MAP 1-1. TOWN OF ALGOMA LOCATION

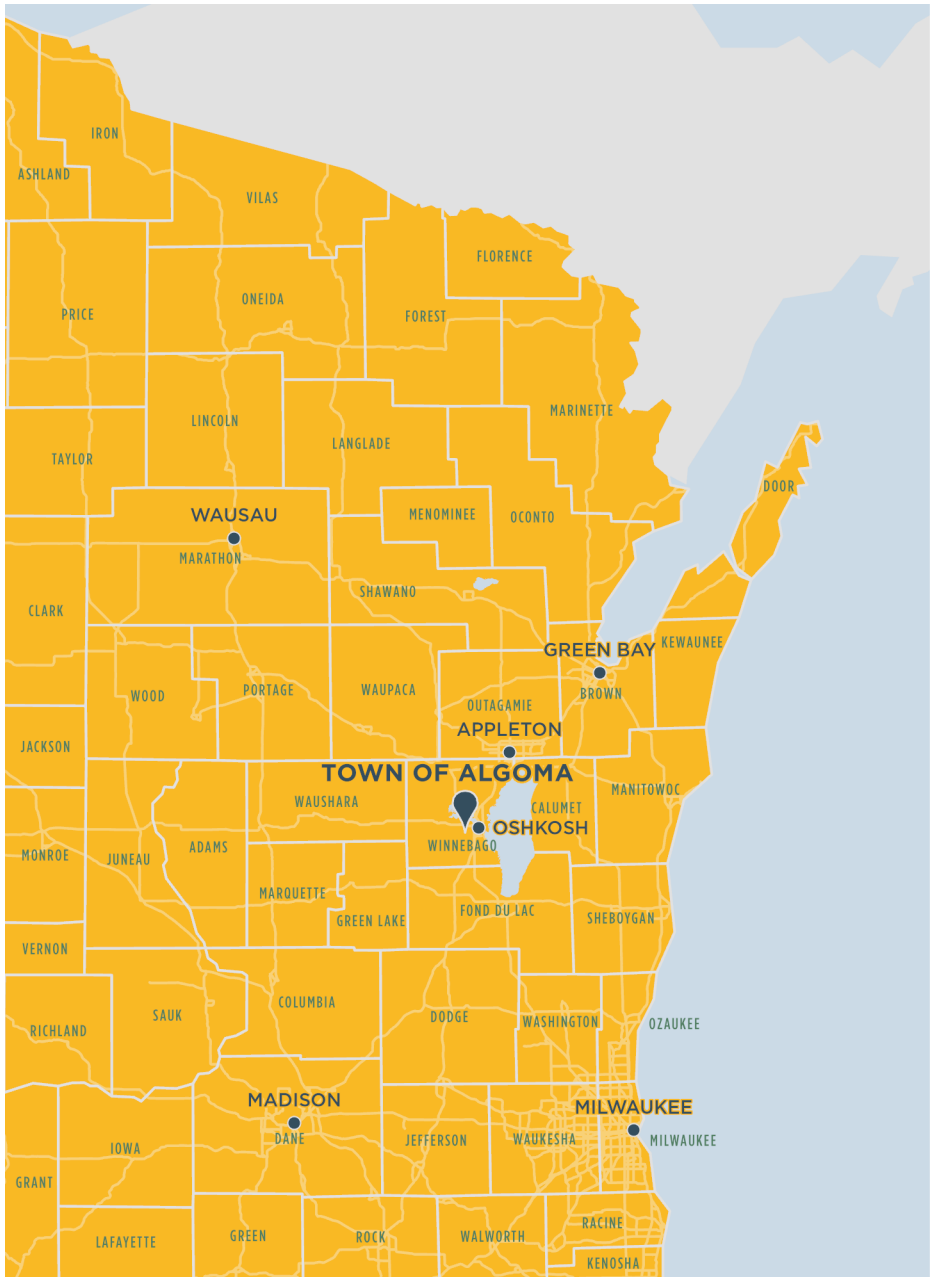
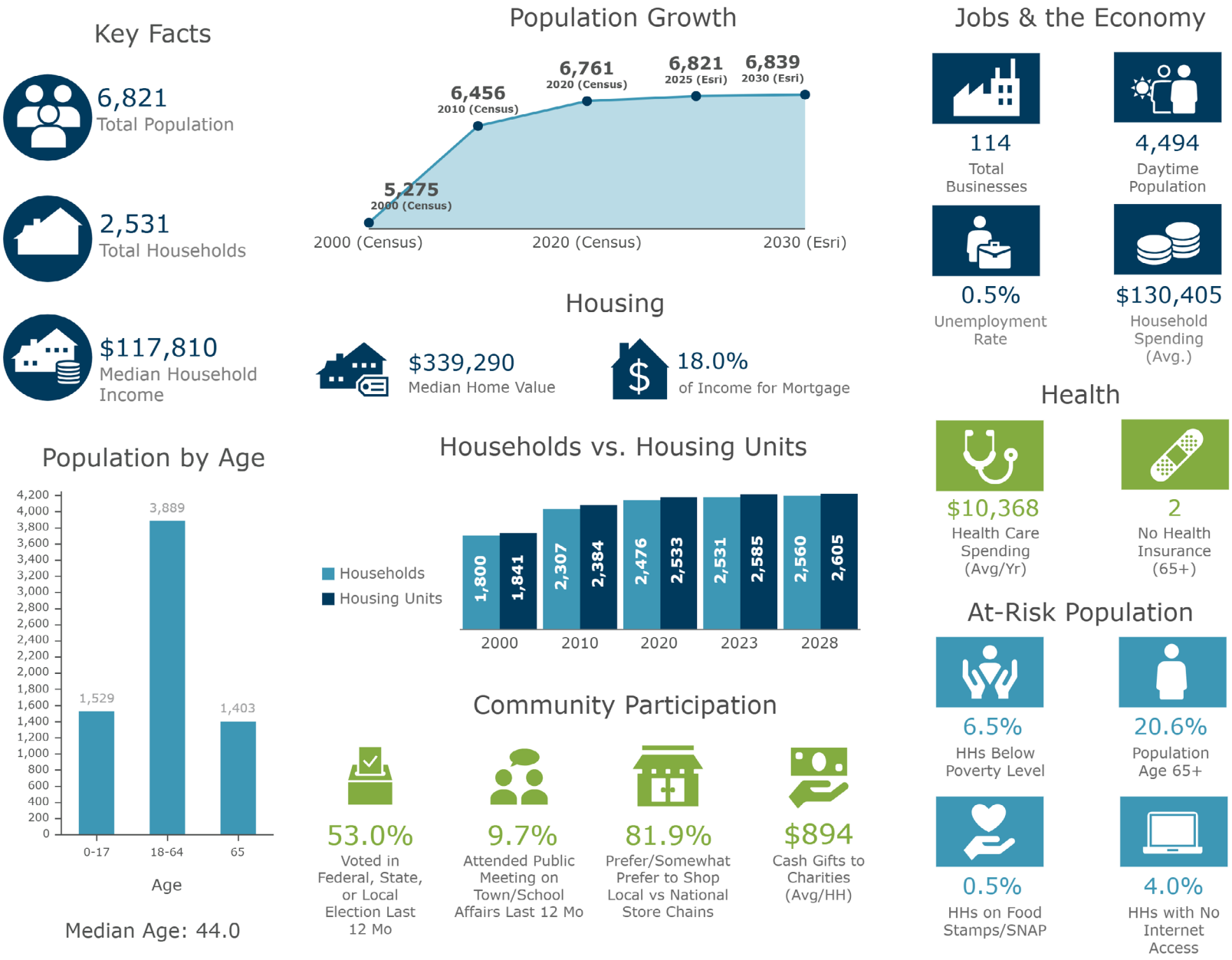
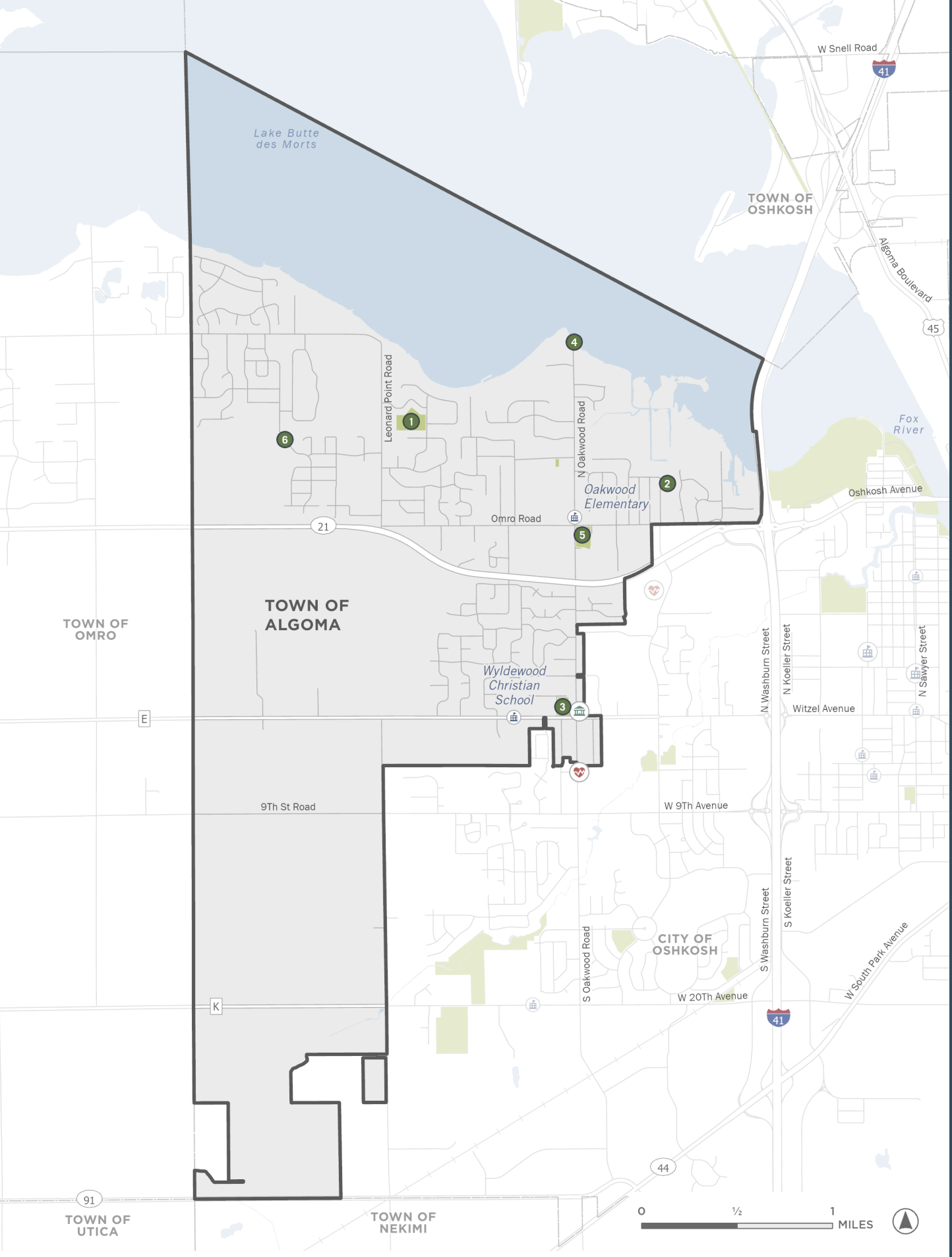


FIGURE 1-3. TOWN OF ALGOMA QUICK FACTS



Source: This infographic contains data provided by Esri-U.S. BLS (2025), ACS (2019-2023), Esri (2025, 2030), Esri-Data Axle (2025), U.S. Census (2000, 2010, 2020), Esri-MRI-Simmons (2025).
© 2025 Esri

MAP 1-2. COMMUNITY OVERVIEW



1. Jones Park
2. Kewaunee Park
3. Town Hall Park
4. Fishing Pier & Boat Landing
5. Irvine Stormwater Pond Trail
6. Westbreeze Boardwalk

Elementary or Middle School

High School

Algoma Town Hall

Hospital

CHAPTER ONE ENDNOTES

[1] *Town of Algoma Comprehensive Plan Update 2040*. Town of Algoma. 2020. https://townofalgoma.org/wp-content/uploads/2021/02/T-Algoma-Comp-Pln-Updte-2040-Web-Version.pdf

[2]Barth, David. *A New Approach to Parks and Recreation System Planning*. National Recreation and Park Association. 2020. https://www.nrpa.org/parks-recreation-magazine/2020/november/a-new-approach-to-parks-and-recreation-system-planning/

[3] *Town of Algoma Parks and Open Space Plan, 2009*. Town of Algoma. 2009. https://townofalgoma.org/wp-content/uploads/2018/01/2009-Park-and-Open-Space-Plan.pdf

[4] *Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2025-2030*. Wisconsin Department of Natural Resources. 2025. https://dnr.wisconsin.gov/topic/fl/PropertyPlanning/Scorp



2

RECREATIONAL RESOURCES

RECREATIONAL RESOURCES

EXISTING PARK FACILITIES

From basketball courts to scenic trails, the Town of Algoma maintains a total of 6 parks, facilities and green spaces. The Town parks offer various opportunities for outdoor recreation and play. The Town also boasts natural resources including Lake Butte des Morts, which provides water-based opportunities such as fishing, kayaking, and boating.

Green spaces and boardwalks enrich the natural landscape. These resources enhance the Town's recreational offerings, foster a thriving community, and ensure accessible and diverse outdoor experiences for all residents. Figure 2-1 below summarizes the park system in the Town.

FIGURE 2-1. TOWN OF ALGOMA PARK AND RECREATION FACILITIES QUICK FACTS

ALL FACILITIES MAINTAINED BY THE TOWN OF ALGOMA



2
NEIGHBORHOOD PARKS



1
MINI PARK



2
GREEN SPACES



1
SPECIAL FACILITY

PARK CLASSIFICATIONS

The National Recreation and Park Association's (NRPA) Park, Recreation, Open Space and Greenway Guidelines offer standard definitions for park classifications.[1] However, much has changed since the NRPA published this document in 1996. Today, each community must determine its own standards, level of service (LOS) metrics, and long-range vision for its parks and recreation system based on community issues, values, needs, priorities and available resources.[2] Table 2-1 summarizes the park classification system. The definitions are generally modified from the NRPA classifications to meet the Town's needs.

Individual park classifications should be reviewed and adjusted if necessary when new facilities are added, parklands are purchased, or recreation programs are changed. Also identified below are level of service standards for both walking and driving. A park's level of service is the accepted distance that the average park user will travel from their home to get to that recreation destination. LOS standards can help measure how accessible the park system is to a community's residents. Park service areas and the park system are analyzed in more detail in Chapter 3: Recreational Needs.

TABLE 2-1. PARK CLASSIFICATION DEFINITIONS

Classification	Definition	Size	Level of Service
Community Park	Designed to serve a broad segment of the community and provide a wide range of recreational activities. Often host organized sports leagues and are generally located in areas that are easily accessible near major roads and trails.	15+ acres	Walking: 0.5 miles Driving: 2 miles
Neighborhood Park	Basic unit of the park system, intended to serve the immediate neighborhood and a variety of age groups. Often include playground facilities, open play areas, shelters, small sports courts, and toilet facilities.	1 - 15 acres	Walking: 0.25 miles Driving: 0.5 miles
Mini Park	Serve a very localized area, offering small, accessible recreational spaces for nearby residents. Facilities include small playgrounds, open play areas, and benches. Amenities are limited due to size, and off-street parking is not necessary.	0.25 - 1 acres	Walking: 0.25 miles Driving: 0.25 miles
Green Space	Properties designated as parks that have few or no built facilities, but provide public open space to the local neighborhood. May include benches, open play areas, fishing access, or trails.	0.25 - 5 acres	Walking: 0.25 miles Driving: 0.25 miles
Special Facility Park	Designed to cater to specific activities or interests beyond general recreational purposes. Often include specialized equipment or infrastructure such as boat launches, kayak/canoe launches, skateboarding equipment, or docks.	1 - 5 acres	Walking: 0.25 miles Driving: 2 miles
Dog Park	Designated area where dogs can exercise and socialize off-leash in a controlled environment. Facilities often include fenced-in areas, dog agility equipment, waste disposal stations, and shaded areas.	1 - 15 acres	Walking: 0.5 miles Driving: 2 miles
Nature Conservancy	Lands designated for the protection of the natural environment and wildlife habitat. Personal recreation is a secondary objective with limited to no developed facilities.	5+ acres	Walking: 0.5 miles Driving: 2 miles
Recreation Center	Designed to provide a range of recreational, social, and educational activities for the broader community. Indoor and outdoor amenities are provided such as sports courts, pools, and exercise equipment.	1 - 5 acres	Walking: 0.5 miles Driving: 10 miles

NEIGHBORHOOD PARKS



JONES PARK

Addie Parkway

8.9 acres

- Open Pavilion
- Paved Trails
- Open Space
- Parking Lot
- Portable Restrooms
- Outdoor Fitness Equipment
- Benches
- Playground
- Picnic Area
- Volleyball Court
- Pickleball Court
- Basketball Court
- Pet Waste Station
- Drinking Water Fountain



TOWN HALL PARK

15 N Oakwood Rd

5.0 acres

- Playground
- Picnic Area
- Parking Lot
- Open Space
- Volleyball Net
- Soccer Nets



KEWAUNEE PARK

1351 Kewaunee St

2.0 acres

- Picnic Area
- Open Space
- Playground



IRVINE STORMWATER POND TRAILS

2725 Omro Rd

5.34 acres

- Trails
- Natural Area
- Parking Lot
- Benches



WESTBREEZE BOARDWALK

Rasmussen Rd/Westbreeze Dr

0.1 miles

- Boardwalk
- Little Free Library
- Natural Area
- Connection between two popular neighborhoods



LAKE BUTTE DES MORTS BOAT LANDING

Oakwood Rd

- Boat Launch
- Pier/Boat Dock
- Water Access
- Scenic Viewpoint
- Bench

TABLE 2-2. TOWN OF ALGOMA PARK MATRIX

	Acres	Restrooms (Seasonal)	Shelter	Picnic Tables	Walking/Biking Trail	Open Space	Natural Site	Playground	Basketball Court	Volleyball Net/Court	Pickleball Courts	Sledding Hill	Boat Launch	Pier	Soccer Nets	Workout Stations	Off Street Parking
Neighborhood Parks																	
Jones Park	8.9	X	X	X	X	X		X	X	X	X	X				X	X
Town Hall Park	5.0			X		X		X		X					X		X
Mini Parks																	
Kewaunee Park	2.0			X		X		X									
Green Spaces																	
Westbreeze Boardwalk	3.7				X		X										
Irvine Stormwater Pond Trails	5.3				X		X										X
Special Facility Parks																	
Lake Butte des Morts Boat Landing	0.1						X						X	X			

EXISTING BICYCLE AND PEDESTRIAN FACILITIES

TRAILS AND SIDEWALK

Overall, there are 3.5 miles of paved trail, 1.25 miles of unpaved trail, and 3.2 miles of sidewalk in the Town of Algoma boundary. The north side of the Town contains the largest stretch of sidewalk and bike lanes along Omro Road. The rest of the Town is largely unserved by sidewalk. Additionally, the Westbreeze Boardwalk links two neighborhoods via trail: the Olde Apple Acres and Westbreeze Meadows Subdivisions.

The Irvine Stormwater Pond was a recent addition to the Town's stormwater management system which features an unpaved pedestrian trail around the pond with native prairie flowers and grasses surrounding. Algoma's bicycle and pedestrian facilities are displayed in Map 2-1.

EXISTING NATURAL RESOURCES

WATER AND WOODLANDS

A wide variety of outdoor recreational opportunities are available in and around the Town of Algoma. Lake Butte des Morts and a few unnamed tributaries to the lake comprise the primary surface water in the Town. Lake Butte des Morts and the Fox River enable boaters, fishermen, and swimmers to move conveniently between Lake Winnebago, Lake Poygan and Lake Winneconne.

Several scattered wetland complexes and small areas of woodlands can also be found throughout the Town. The Town owns a large emergent/ wet meadow wetland complex along the shores of Lake Butte des Morts and another near the Westbreeze Boardwalk. Threatened and endangered species such as Forster's Tern, Peregrine Falcon, and Blanding's Turtle have been recorded in these habitats. Map 2-2 highlights the natural resources in the Town of Algoma.



BICYCLE AND PEDESTRIAN FACILITY DEFINITIONS

BIKE LANE

A bike lane is a portion of the roadway which has been designated by striping, signing and pavement marking for the preferential or exclusive use by bicyclists.

SIDEWALKS

Sidewalks are a space for pedestrian travel within the public right-of-way that is separated from roadway vehicles. The terrace provides a buffer zone between users and vehicles.

SHARED USE PATH

A shared use path is an off-road facility that is strictly designed for both bicyclists and pedestrians. Typically, widths of these facilities range from 10-14 feet.

CROSSWALK

Pedestrian roadway facilities should clearly indicate to pedestrians where and when they should cross the street. It is equally important crosswalks are clearly visible to motorists entering a pedestrian area.

CURB RAMP CUT

Curb ramps cut through a curb (or are built up to it) to provide an accessible route that people can use to enter a crosswalk, cross the street, or access a bus stop (where walkways meet at a curb).

LANDSCAPING AND STREET FURNITURE

Landscaping along the street provides separation between motorists and pedestrians, reduces the visual width of the roadways, and beautifies.

LIGHTING

Pedestrian lighting increases drivers' visibility of pedestrians, promotes perceived personal security, illuminates potential hazards, and creates vibrant and inviting streetscapes.

PEDESTRIAN REFUGE ISLAND

Pedestrian refuge islands are spaces that provide a waiting area for those unable to completely cross the street during a signal crossing phase.

PEDESTRIAN COUNTDOWN TIMERS

Pedestrian countdown timers improve safety by providing information to assist pedestrians with crossing decisions, sometimes with pushbuttons.

RAPID FLASHING BEACON

The Rapid Flashing Beacon is a device used in combination with pedestrian warning signs to provide a high-visibility strobe-like warning to drivers when pedestrians use a crosswalk.

SIGNED SHARED ROADWAYS

Signed shared roadway (bike route) is simply a street/road that has been identified as a preferred bicycle route.

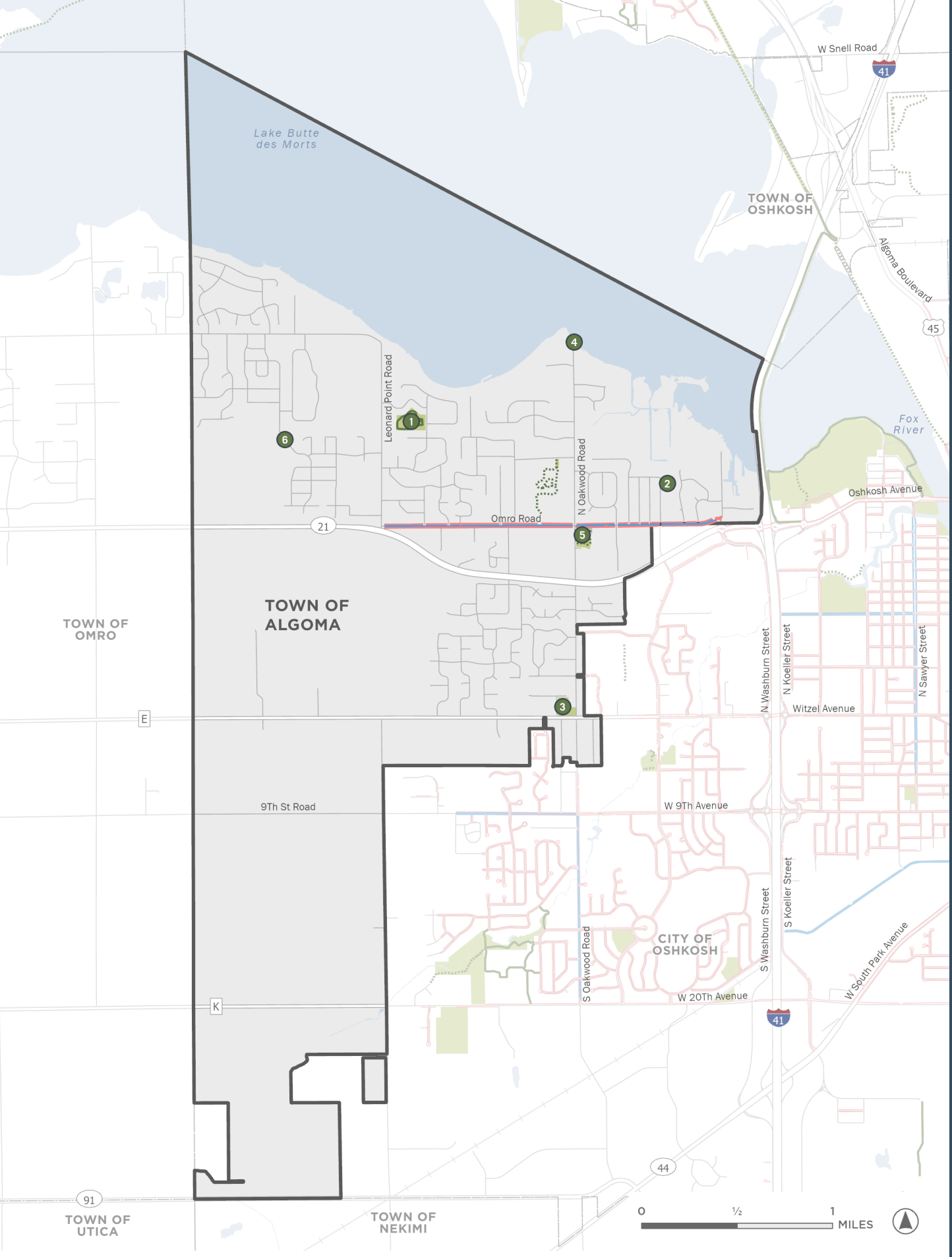
PAVED SHOULDERS

A paved shoulder accommodates bicyclists alongside travel lanes. Width varies according to the adjacent travel lane and whether or not a rumble strip is present.

SHARED LANE MARKINGS

An alternative to the bike lane designation is the sharrow, or lane designation that informs bicyclists and motorists to share the road.

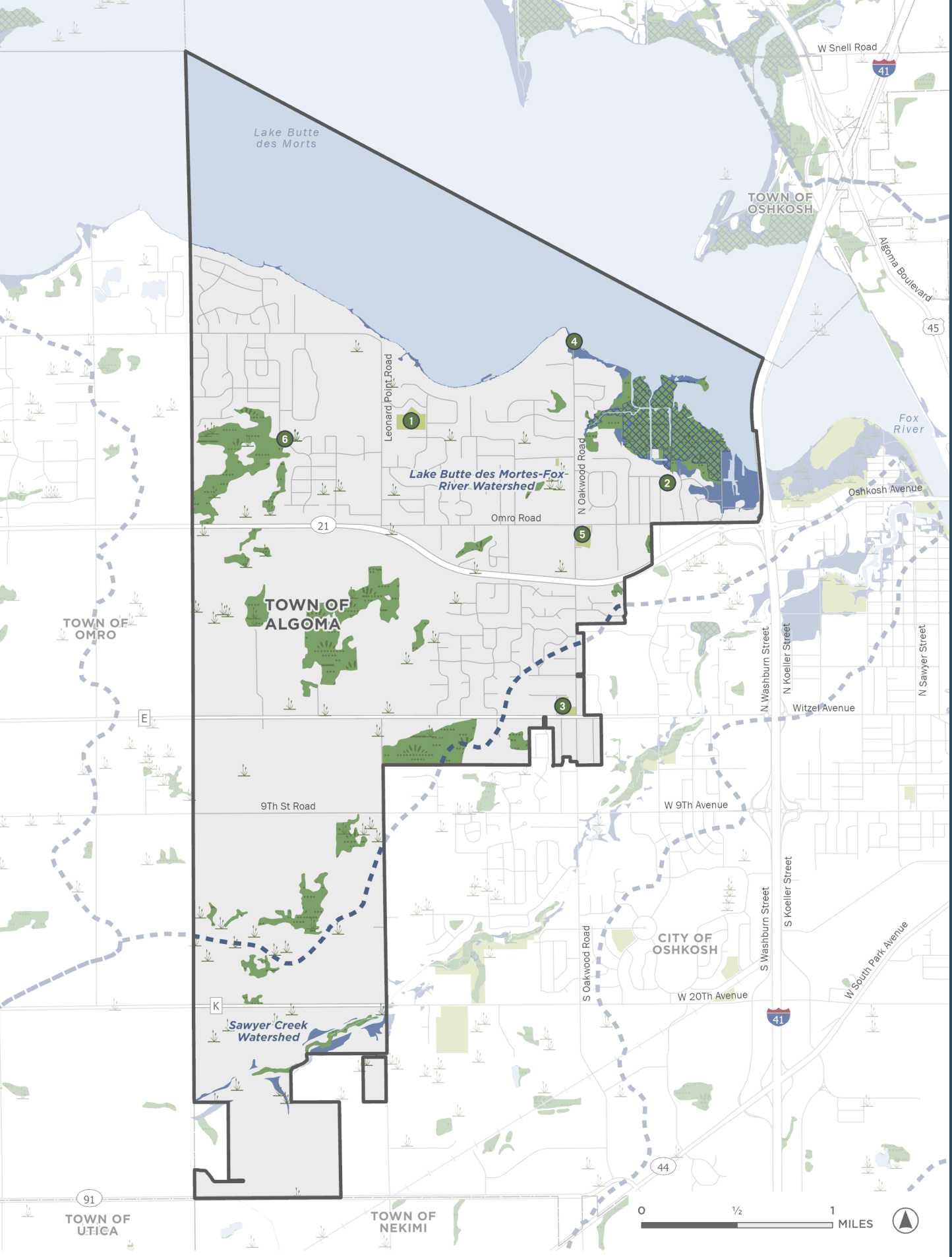
MAP 2-1. BICYCLE AND PEDESTRIAN FACILITIES



1 Jones Park
2 Kewaunee Park
3 Town Hall Park
4 Fishing Pier & Boat Landing
5 Irvine Stormwater Pond Trail
6 Westbreeze Boardwalk

Bike Lane
Paved Trail
Unpaved Trail
Sidewalk

MAP 2-2. NATURAL RESOURCES



1 Jones Park
2 Kewaunee Park
3 Town Hall Park
4 Fishing Pier & Boat Landing
5 Irvine Stormwater Pond Trail
6 Westbreeze Boardwalk

Wetlands (<5 Acres)
Subwatershed Boundary

Floodplain and Wetlands
100 Year Floodplain
Wetlands (>5 Acres)

CHAPTER TWO ENDNOTES

[1] Mertes, James and Hall, James. *Park, Recreation, Open Space and Greenway Guidelines.* National Recreation and Park Association. 1996. https://books.google.com/books/about/Park_Recreation_Open_Space_and_Greenway.html?id=U3FRAAAAMAAJ

[2] Barth, David. *A New Approach to Parks and Recreation System Planning*. National Recreation and Park Association. 2020. https://www.nrpa.org/parks-recreation-magazine/2020/november/a-new-approach-to-parks-and-recreation-system-planning/





3

RECREATIONAL NEEDS

RECREATIONAL NEEDS

ASSESSING NEED

The Town of Algoma's parks and recreational facilities serve not only the Town's residents, but also surrounding rural areas and the City of Oshkosh. The demographics of the Town have shifted over the past decades, and its population is projected to remain steady through 2050, whereas its neighboring communities are projected to decline in population. Therefore, this comprehensive recreational needs assessment will outline the evolving needs in the community.

A variety of data is analyzed in this chapter to identify key recreational needs for the Town of Algoma. Figure 3-1 lists the six components of the recreational needs assessment. These components include a population assessment, facilities assessment, systems assessment, accessibility assessment, health assessment, and community voice overview.

FIGURE 3-1. RECREATIONAL NEEDS ASSESSMENT COMPONENTS



POPULATION ASSESSMENT

HISTORIC AND PROJECTED POPULATION

Per the ACS 2023 5-Year Estimates, the current population of the Town of Algoma is 6,938 people. From 2000 to 2020, the Town experienced a large amount of growth, as the population increased just under 20% according to U.S. Census data. The Wisconsin Department of Administration (DOA) predicts this trend will discontinue through 2050 with the population remaining steady or slightly declining. It is possible the Town of Algoma will continue to develop and the DOA projections may be lower than what is actually experienced. Table 3-1 and Figure 3-2 show population trends for the Town of Algoma and comparable communities. The Town of Algoma attributes for about 4% of Winnebago County's population (Table 3-1).

AGE TRENDS

The Town of Algoma has an older population than the County as a whole. Per the ACS 2023 5-Year Estimates, 26.1% of the Town's residents are under the age of 20. The Town's median age has increased from 42.8 in 2010 to 47.2 in 2023. In the same time period, the median age for Winnebago County remained relatively steady from 37.4 to 38.4. Of the communities analyzed in Figure 3-3, the Town of Algoma's median age is the highest.

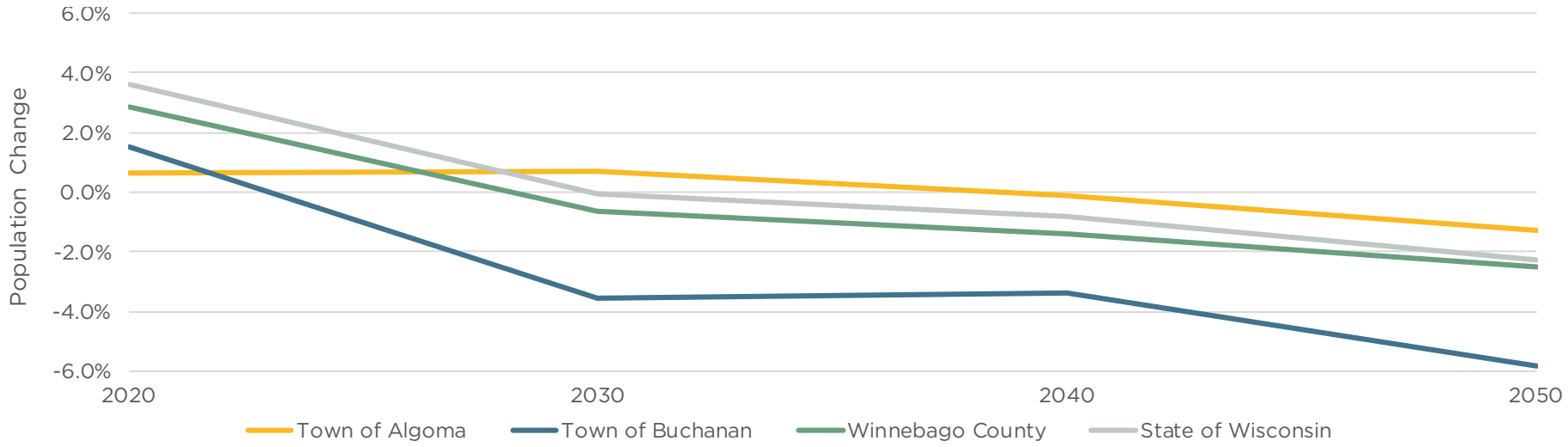
Age trends indicate that the Town contains a large percentage of families. Therefore, recreational facilities should accommodate the unique needs of both children and older adults.

TABLE 3-1. POPULATION TRENDS AND PROJECTIONS (2010-2050)

		T. Algoma		T. Buchanan		Winnebago County		State of Wisconsin	
Year	Source	Total Pop.	% Change	Total Pop.	% Change	Total Pop.	% Change	Total Pop.	% Change
2000	Census	5,733		5,689		156,763		5,363,675	
2010	Census	6,822	19.0%	6,755	18.7%	166,994	6.5%	5,686,986	6.0%
2020	Census	6,866	0.6%	6,857	1.5%	171,730	2.8%	5,893,718	3.6%
2030	DOA	6,913	0.7%	6,615	-3.5%	170,615	-0.6%	5,890,915	0.0%
2040	DOA	6,904	-0.1%	6,391	-3.4%	168,260	-1.4%	5,841,620	-0.8%
2050	DOA	6,814	-1.3%	6,019	-5.8%	164,080	-2.5%	5,710,120	-2.3%

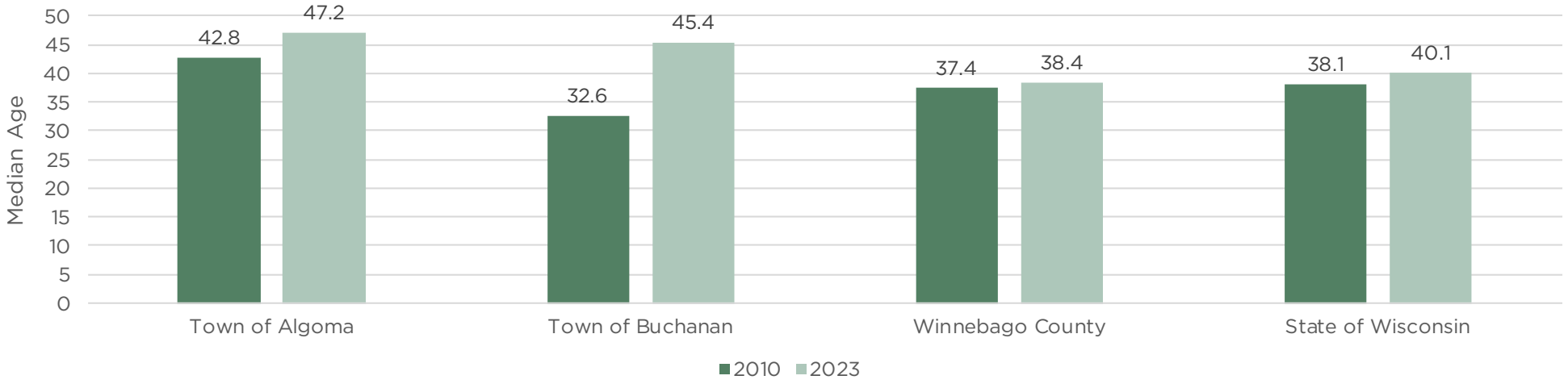
Source: 2000 U.S. Census, 2010 U.S. Census, 2020 U.S. Census, and DOA State Population Projections Vintage 2024.

FIGURE 3-2. POPULATION PROJECTIONS (2020-2050)



Source: 2020 U.S. Census and DOA State Population Projections Vintage 2024.

FIGURE 3-3. MEDIAN AGE TRENDS (2010, 2023)



Source: ACS 2010 5-Year Estimates and ACS 2023 5-Year Estimates.

FACILITIES ASSESSMENT

Outdoor park and recreation facilities provide a safe and inclusive environment where community members can gather, socialize, and engage in physical activity. People use parks for both active and passive forms of recreation, as well as for structured and unstructured activities. To accommodate the diverse needs, interests, and lifestyles of Town of Algoma residents, the Town should provide a broad array of park and recreation facilities. It is important to periodically assess facility demand as the community continues to evolve. In addition to the facilities listed below, the Town provides passive amenities such as benches and shelters.

The 2024 National Recreation and Park Association (NRPA) Agency Performance Review serves as the standard for evaluating the Town of Algoma with comparable communities.[1] It offers an extensive collection of data on park and recreation agencies across the United States. Table 3-2 analyzes the prevalence of key park facilities in the Town of Algoma compared to communities with a similar population. On average, the Town of Algoma provides less facilities per person than other communities in the U.S. However, the need for additional facilities in the Town depends largely on local demand. Chapter 4: Community Voice includes detailed survey data on preferred park facilities in the Town.

It is also important to note that the Town has limited parks staff and resources, which should be considered prior to integrating additional park facilities into the Town.

TABLE 3-2. TOWN OF ALGOMA PARK FACILITIES BY PREVALENCE AND POPULATION PER FACILITY

Facility Type	Total Number of Facilities	Number of Residents per Facility Town of Algoma: 6,938 residents (2023)	Median Number of Residents per Facility NRPA Community: Less than 20,000 residents
Basketball Courts	1	6,938	4,366
Diamond Fields	-	-	1,833
Disc Golf Courses	-	-	10,327
Dog Parks	-	-	11,079
Outdoor Fitness Zones/Exercise Stations	1	6,938	8,233
Pickleball Courts	1	6,938	3,390
Playgrounds or Play Structures	3	2,313	1,990
Rectangular Fields	1	6,938	2,493
Splash Pads	-	-	12,756

Source: ACS 2023 5-Year Estimates and 2024 NRPA Agency Performance Review.

TABLE 3-3. ESTIMATED CHANGE IN STATEWIDE PARTICIPATION IN NATURE-BASED ACTIVITIES (2020-2040)

It is important to understand statewide recreational trends to effectively plan for recreational facilities at a local scale. Table 3-3 is published in the 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan.[2]

This table shows the estimated change in the number of people that would be participating in the top 25 nature-based recreational activities if the rate of participation in 2020 and 2040 are the same as today.

Ranked by number of additional participants from 2020 to 2040		Ranked by percent change in additional participants from 2020 to 2040	
Activity	# of Additional Participants	Activity	Percent Growth
Birding/wildlife watching at home	242,000	Birding/wildlife watching at home	8.60%
Picnicking/tailgating/cookout	231,000	Birding/wildlife watching away from home	7.70%
Visiting a nature center	209,000	Visiting a nature center	7.30%
Hiking/walking/running on trails	172,000	Nature photography	7.00%
Visiting a beach/beach walking	166,000	Gathering berries, mushrooms, etc.	6.90%
Birding/wildlife watching away from home	152,000	Picnicking/tailgating/cookout	6.30%
Nature photography	127,000	Visiting a beach/beach walking	5.30%
Fishing - any	124,000	Hiking/walking/running on trails	5.30%
Swimming in lakes/rivers/ponds	115,000	Motor boating	5.30%
Motor boating	113,000	Fishing - any	5.20%
Gathering berries, mushrooms, etc.	104,000	Hunting - any	5.20%
Bicycling on roads	92,000	Driving 4-WD vehicles on trails or routes	4.90%
Hunting - any	68,000	Target shooting	4.60%
Target shooting	64,000	Cross-country skiing	4.60%
Walking/running dogs on trails	55,000	Sailing	4.50%
Biking on rail-trails/developed trails	51,000	Swimming in lakes/rivers/ponds	4.50%
Canoeing/kayaking	51,000	Ice skating outdoors	4.20%
Ice fishing	40,000	Bicycling on roads	4.10%
RV camping	38,000	RV camping	3.90%
Waterskiing/tubing/wakeboarding	33,000	Ice fishing	3.70%
Target archery	31,000	Walking/running dogs on trails	3.60%
Tent camping	31,000	Riding ATV/UTVs on trails or routes	3.50%
Cross-country skiing	28,000	Target archery	3.40%
Ice skating outdoors	27,000	Waterskiing/tubing/wakeboarding	3.30%
Riding ATV/UTVs on trails or routes	26,000	Canoeing/kayaking	3.20%

Source: 2019-2023 Wisconsin Statewide Comprehensive Outdoor Recreation Plan (SCORP).

SYSTEMS ASSESSMENT

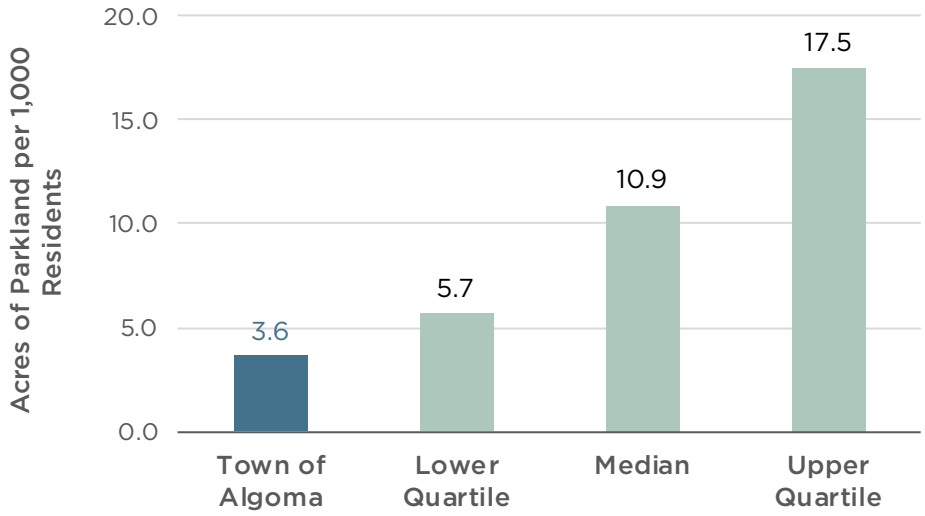
PARK SERVICE AREAS

The Town of Algoma maintains three parks and three green spaces/ special facilities. As shown in Map 3-1, approximately half of the Town's residential neighborhoods are served by a park or facility within walking distance. Areas within a park service area include the north and east sides of Town. Unserved areas include the northwest, center, and southern sides of the Town. The Town roadways and neighborhoods also largely lack bicycle and pedestrian accommodations, which restricts the community's access to the existing parks and facilities.

PARKLAND DEMAND

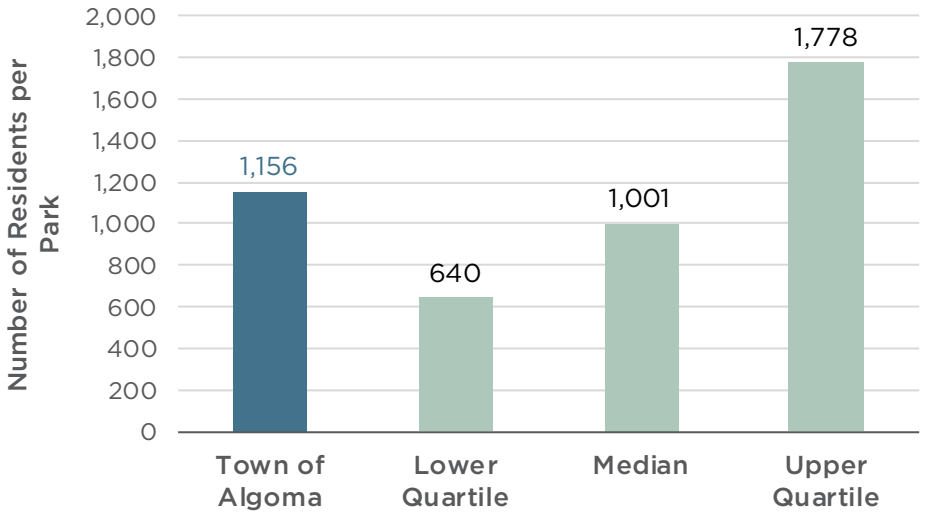
There are 25.1 total acres of parkland and green space in the Town of Algoma, equating to 3.6 acres for every thousand residents. According to the 2024 NRPA Agency Performance Review, this number falls below the lower quartile when compared to communities of similar size in the U.S. (Figure 3-4). Additionally, there are 1,156 residents per park in the Town. As shown in Figure 3-5, the Town offers fewer parks to its residents than comparable communities. The average area of the 6 parks is modest at 4.2 acres. Adding on trails at the Westbreeze Boardwalk could provide the community with a large, forested recreational space. In looking solely at the total acreage and number of parks available in the Town, there is a need to develop additional parks.

FIGURE 3-4. ACRES OF PARKLAND PER 1,000 RESIDENTS (COMMUNITIES <20,000 RESIDENTS)



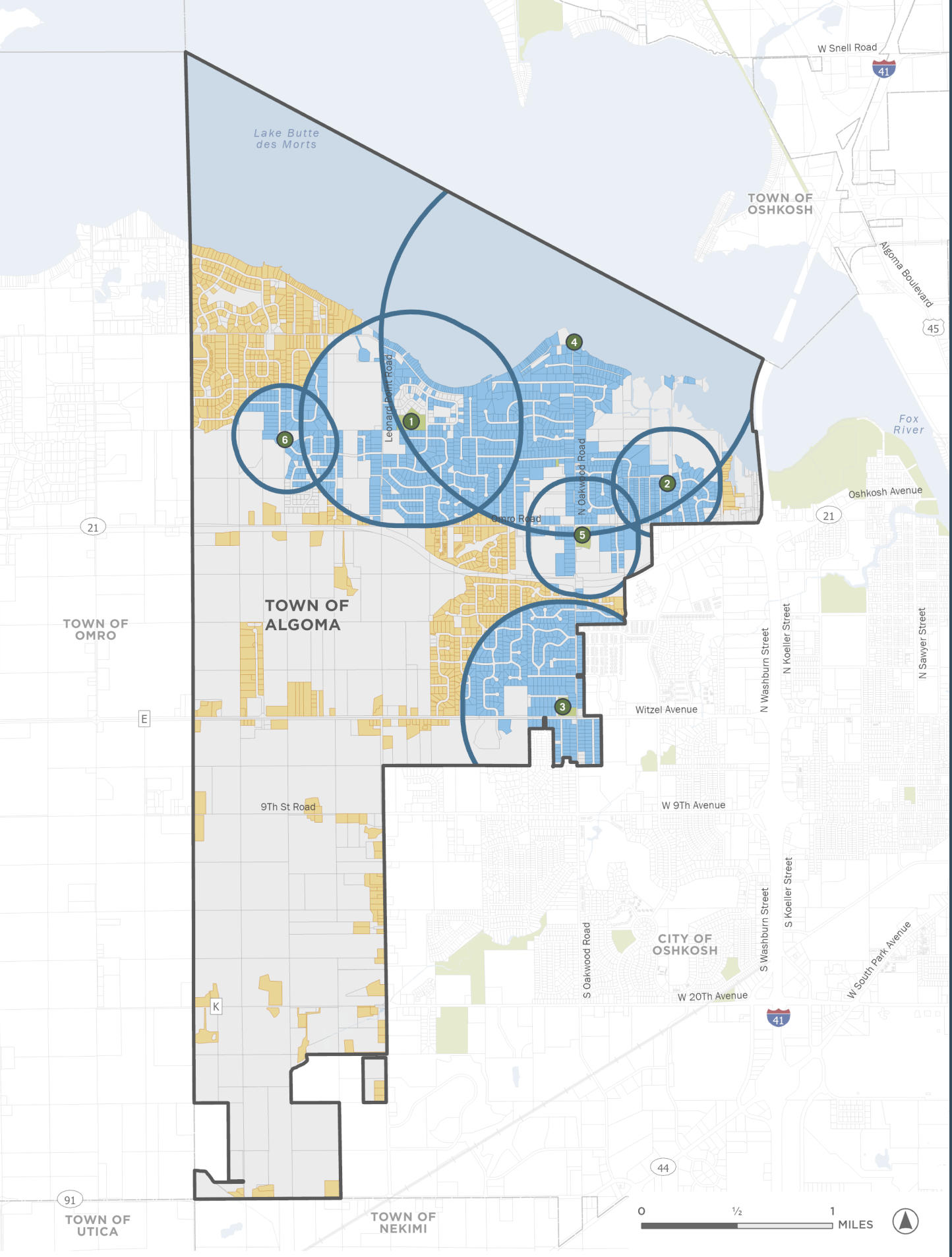
Source: ACS 2023 5-Year Estimates and 2024 NRPA Agency Performance Review.

FIGURE 3-5. NUMBER OF RESIDENTS PER PARK (COMMUNITIES <20,000 RESIDENTS)



Source: ACS 2023 5-Year Estimates and 2024 NRPA Agency Performance Review.

MAP 3-1. RESIDENTIAL AREAS SERVED BY A PARK



1. Jones Park
2. Kewaunee Park
3. Town Hall Park
4. Fishing Pier & Boat Landing
5. Irvine Stormwater Pond Trail
6. Westbreeze Boardwalk

Park Service Area Buffer

Residential areas served by a park

Residential areas unserved by a park

ACCESSIBILITY ASSESSMENT

ADA ACCESSIBILITY

From barrier removal to the development of new facilities, the inclusion of people with disabilities is vital in park and recreation planning. In 2010, the Americans with Disabilities Act (ADA) revised regulations to specifically address areas that affect parks and recreation. Therefore, the concept of renovating parks to make them more accessible and inclusive has grown increasingly popular. The Town of Algoma currently has a limited number of ADA-accessible facilities.

SAFE ROUTES TO PARKS

Creating safe walking and biking connections to parks is crucial for ensuring universal access to park facilities. The bicycle lanes and sidewalks along Omro Road help form safe routes to parks in the Town. Linking parks to the greater Oshkosh area via bicycle facilities such as trails or bike lanes should be prioritized. Major barriers to walking or biking include State Highway 21, Leonard Point Road, and Witzel Avenue.

INCLUSIVE PLAYGROUNDS

Inclusive playgrounds are accessible to children and caregivers of all abilities, allow all children to learn through play and better social-emotional skills, and boost children's confidence by allowing them to try new things and build new skill sets.[3] Listed below are common inclusive features found on playgrounds.

- Communication boards
- Accessible surfacing
- Ramps
- Accessible paths to, and around, the playground
- Ample shade and seating
- Fences or natural barriers
- Imaginative play opportunities and themes
- Wheelchair accessible swings; Saucer swings; "Adaptive" or "inclusive" swings
- "Quiet" or "calm down" spaces
- Spinny egg-shaped chairs
- Accessible merry-go-rounds/"spinners"
- Tactile/musical elements
- Inclusive gliders/rockers
- Slides with easy transfer mechanisms

HEALTH ASSESSMENT

PARKS AND HEALTH

People's health is often related to and influenced by their participation in outdoor recreation. According to the Trust for Public Land, there are eight ways parks can improve overall health.[4]

1. Parks increase exercise. People who live near and regularly use parks are shown to exercise more than people who don't.
2. Most moderate exercise takes place in parks, about 12%. Parks are where people get the type of exercise their bodies need most.
3. Parks reduce stress and clear the mind. Outdoor areas boost focus and promote relaxation.
4. A park makeover with aesthetically pleasing spaces encourages use and promotes public health habits.
5. A variety of amenities can attract different users (i.e. skateparks, baseball diamonds, or trails) and encourage fun, physical activities.
6. Dedicated fitness zone areas encourage exercise and increase park use. Body fitness stations encourage adults to workout.
7. Supervised activities and programming maximize a park's public health benefit.
8. Exercise is one of the cheapest ways to stay healthy. By promoting healthy habits, parks can help reduce health care costs.

COUNTY HEALTH RANKINGS

Table 3-4 highlights key metrics from the 2024 Winnebago County Health Rankings and Roadmaps. The measures in the County Health Rankings and Roadmaps are based on a model of population health that emphasizes social, economic, physical, and clinical factors.

TABLE 3-4. WINNEBAGO COUNTY KEY HEALTH METRICS (2024)

Health Metric				
Poor or Fair Health	Percentage of adults reporting fair or poor health (age-adjusted)	Winnebago Co.	15%
		Wisconsin	13%
Poor Physical Health Days in Past 30 Days	Average number of physically unhealthy days reported in past 30 days (age-adjusted)	Winnebago Co.	3.9
		Wisconsin	3.3
Poor Mental Health Days in Past 30 Days	Average number of mentally unhealthy days reported in past 30 days (age-adjusted)	Winnebago Co.	5.6
		Wisconsin	4.8
Adult Obesity	Percentage of adults that report a BMI of 30 or more	Winnebago Co.	40%
		Wisconsin	34%
Physical Inactivity	Percentage of adults age 20 and over reporting no leisure-time physical activity	Winnebago Co.	21%
		Wisconsin	19%
Access to Exercise Opportunities	Percentage of population with adequate access to locations for physical activity	Winnebago Co.	48%
		Wisconsin	56%

Source: 2024 County Health Rankings and Roadmaps.

CHAPTER THREE ENDNOTES

[1] *2024 NRPA Agency Performance Review*. National Recreation and Park Association. 2024. https://www.nrpa.org/siteassets/research/2024-agency-performance-review.pdf

[2] *Wisconsin Statewide Comprehensive Outdoor Recreation Plan 2019-2023*. Wisconsin Department of Natural Resources. 2019. https://dnr.wisconsin.gov/topic/fl/PropertyPlanning/Scorp

[3] Lammert, Madison. *Inclusive playgrounds provide a safe place for children of all abilities. Here's why that's important*. Appleton Post Crescent. 2024. https://www.postcrescent.com/story/life/family/2024/04/23/inclusive-playgrounds-are-cropping-up-what-are-they/73245636007/

[4] *8 Ways that Parks Improve your Health*. The Trust for Public Land. 2013. https://e7jecw7o93n.exactdn.com/wp-content/uploads/2022/10/Parks-Health-Brochure.pdf





4

COMMUNITY VOICE

COMMUNITY VOICE

COMMUNITY ENGAGEMENT OVERVIEW

Creating a successful Comprehensive Outdoor Recreation Plan relies heavily on engaging the community. This chapter highlights feedback from residents and stakeholders about the Town's parks and recreation amenities. Key engagement efforts included a visioning session and community survey. Ultimately, community feedback informs the final recommendations for the plan.

By engaging a diverse cross-section of the population, including youth, seniors, families, and local organizations, this chapter underscores the commitment to creating parks that truly reflect the vision of the Town of Algoma community. This inclusive approach not only fosters transparency but also builds a sense of ownership among residents, ensuring that the final plan reflects their priorities.



COMMUNITY ENGAGEMENT EFFORTS

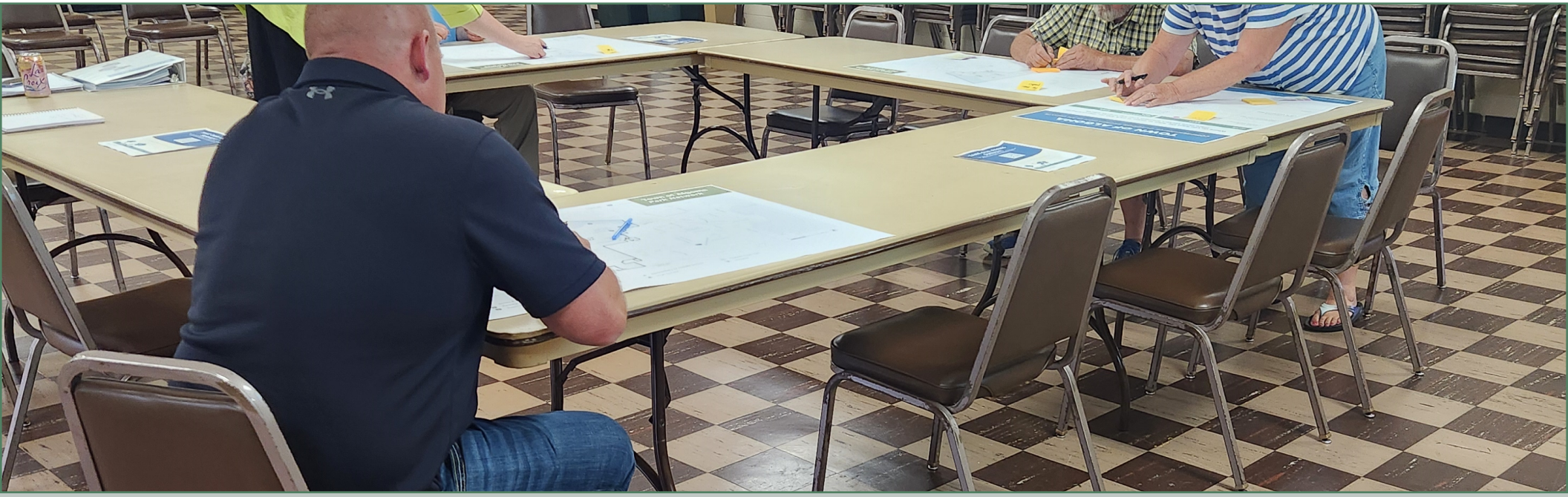
WEBSITE AND SURVEY

A project website for the CORP update was active from May 7th, 2025 to August 1st, 2025. The project website was advertised on the Town of Algoma website, social media, at the community visioning session event. The project flyer was posted at the Town Hall & Jones Park, as well as shared at Town Hall meetings. The website included a link to a survey with 15 questions, exploring topics such as park facility needs, bicycle and pedestrian access, priority investments, and demographics. The survey generated 37 responses.

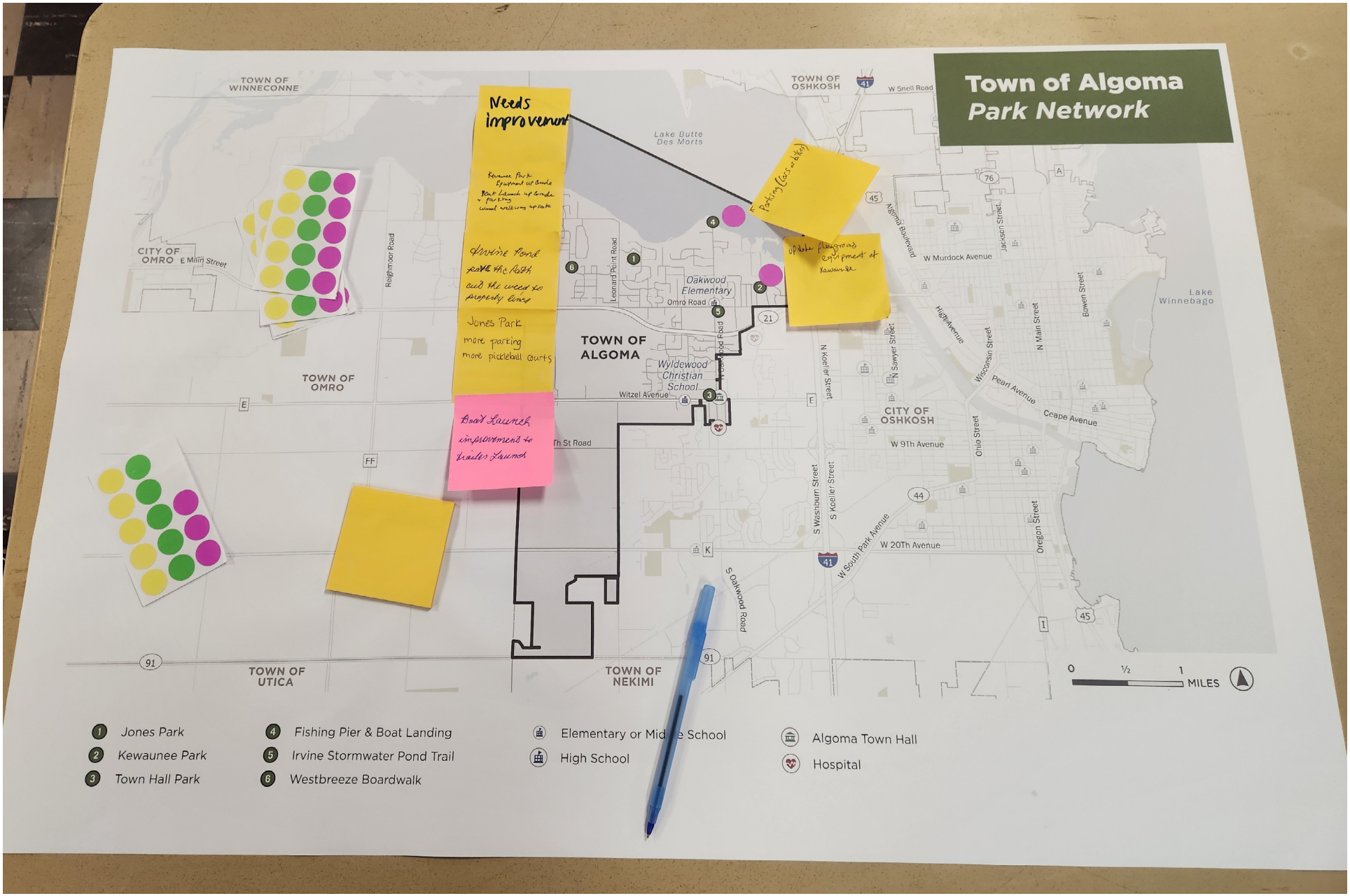
IN-PERSON ENGAGEMENT

ECWRPC staff and Town of Algoma staff attended an in-person community visioning session event on July 30th, 2025 to promote the CORP update and gather feedback from the community. The event was located at the Algoma Town Hall. During this event, key stakeholders and community members discussed park investments and improvements. Attendees were asked to identify parks and/or facilities that need improvement. In addition, one of the activities consisted of placing three stickers next to various parks and facilities on a poster amongst the top areas they would like to see the Town invest in.

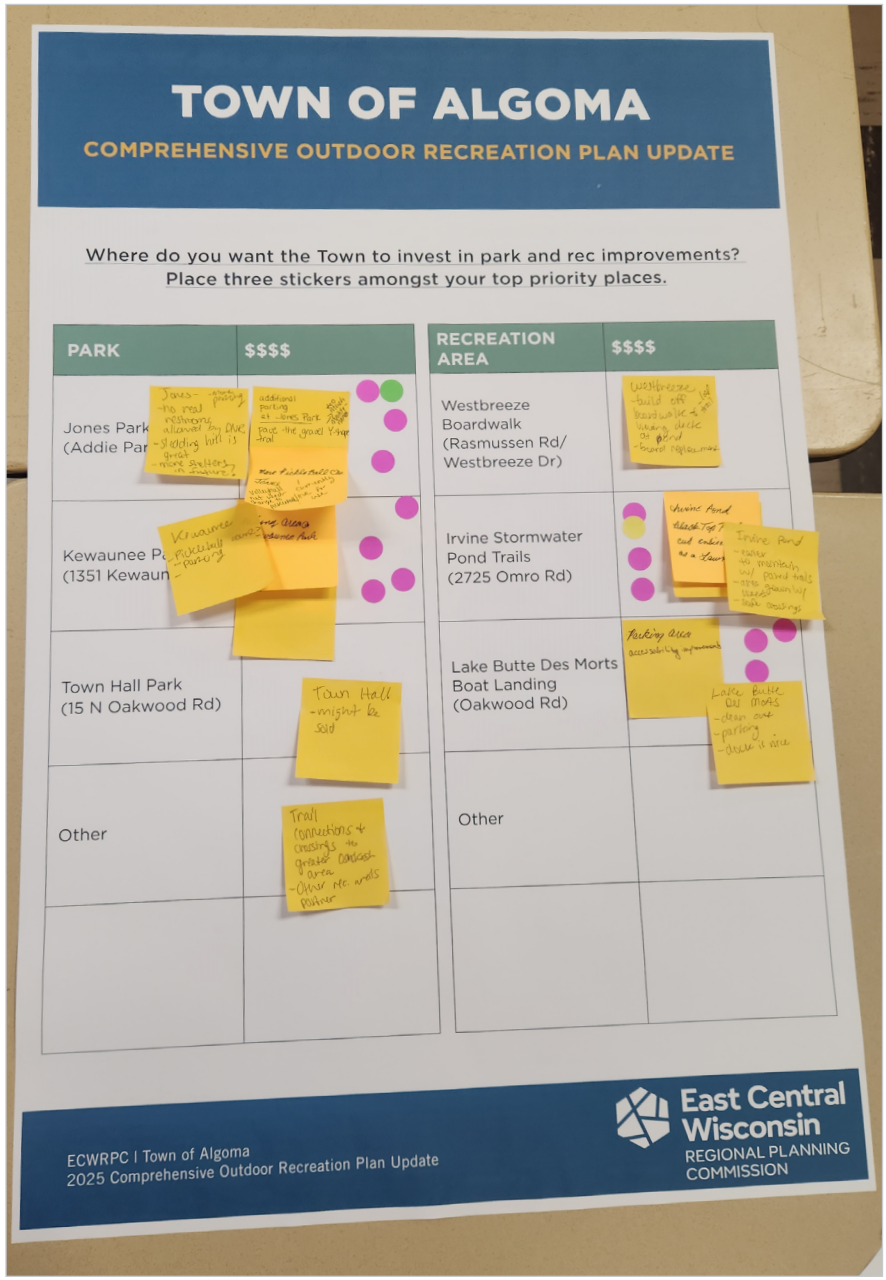
Attendees were also asked for their input for new parks and what their "dream park" would entail. Ideas consisted of new trail crossings and connections, adding tennis courts and additional pickleball courts, and a lakefront park boasting an amphitheater.

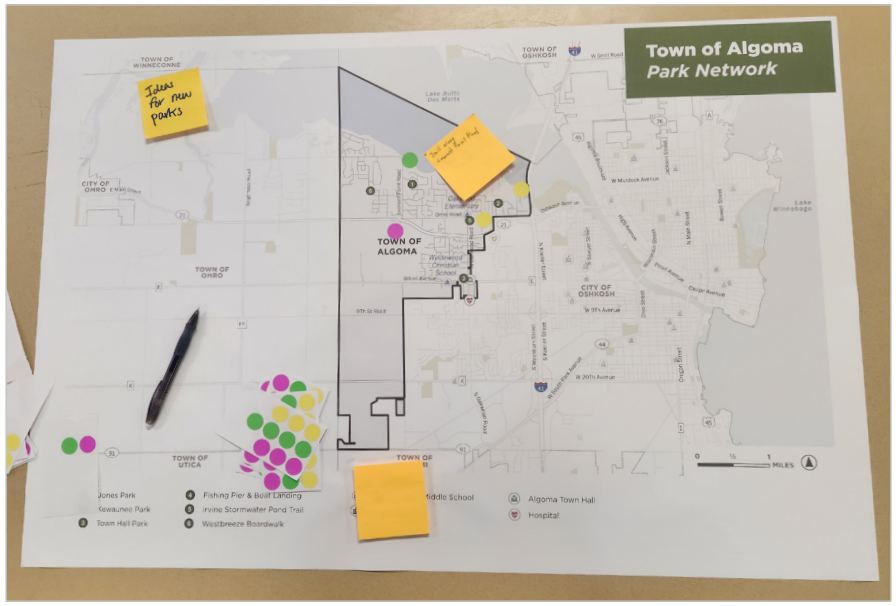


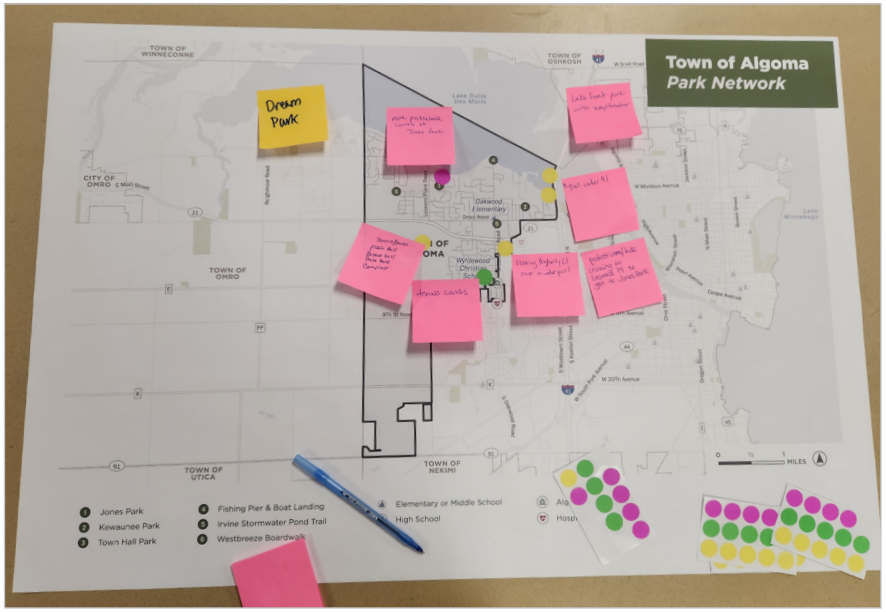
IN-PERSON ENGAGEMENT RESULTS: "NEEDS IMPROVEMENT"



IN-PERSON ENGAGEMENT RESULTS: "INVESTMENT PRIORITIES," "NEW PARKS," & "DREAM PARK"



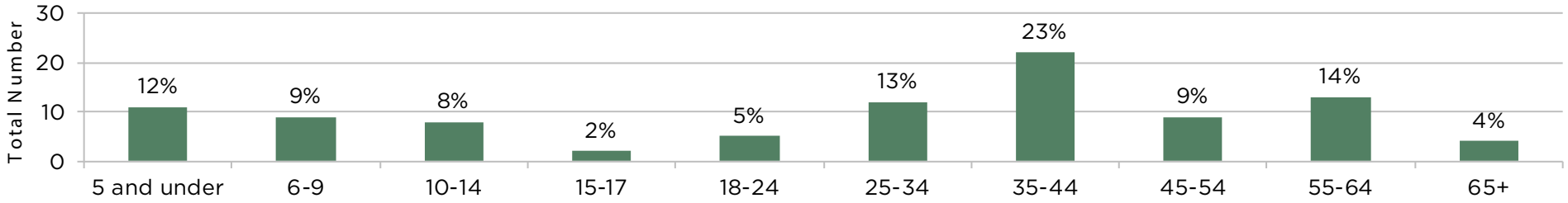




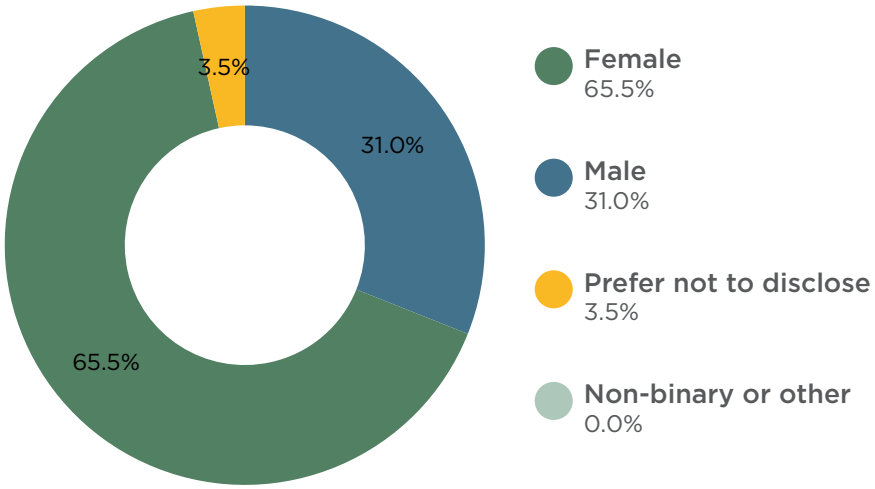
DEMOGRAPHICS

FIGURE 4-1. DEMOGRAPHICS OF SURVEY RESPONDENTS

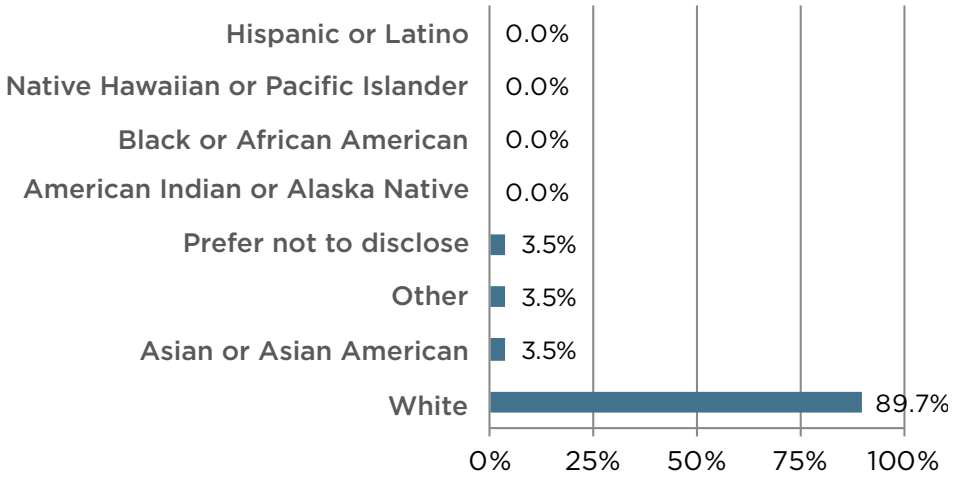
PLEASE IDENTIFY THE NUMBER OF PEOPLE IN EACH AGE GROUP LIVING IN YOUR HOUSEHOLD.



WHAT IS YOUR GENDER?



WHAT IS YOUR RACE OR ETHNIC GROUP?



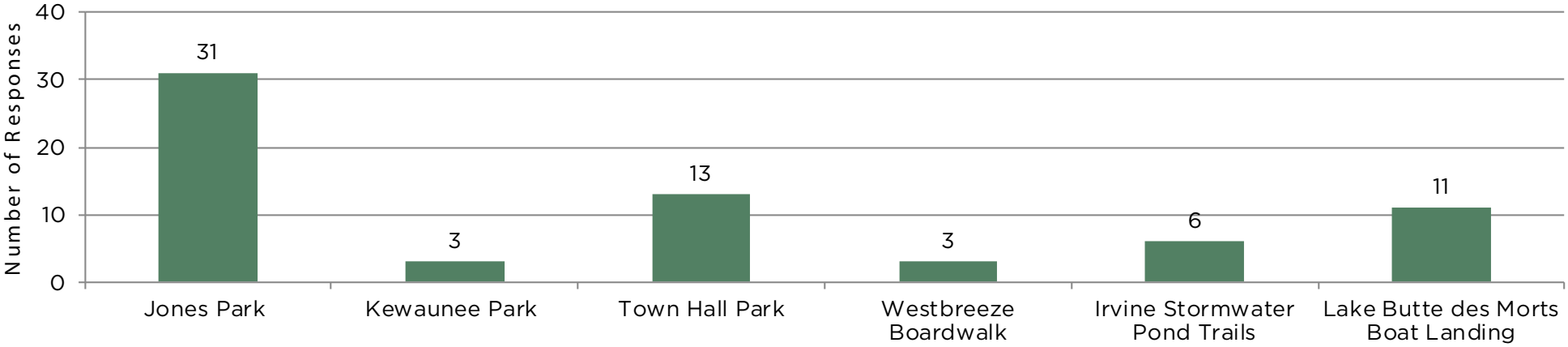
Q1: WHAT MUNICIPALITY DO YOU RESIDE IN?

FIGURE 4-2. Q1 RESULTS



Q2: WHICH PARK(S) OR OTHER AREA AMENITIES HAVE YOU VISITED IN THE LAST 12 MONTHS?

FIGURE 4-3. Q2 RESULTS



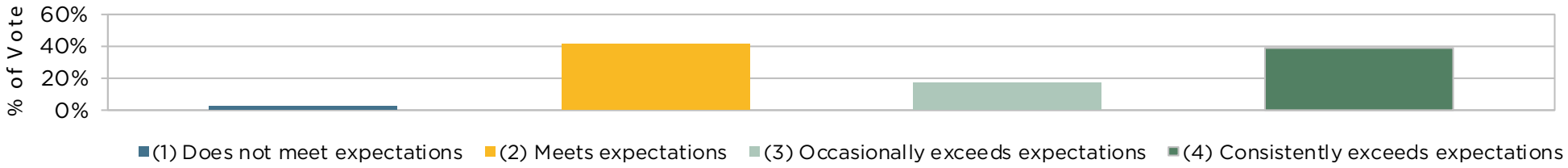
Q3: WHY DO YOU USUALLY VIST PARKS?

FIGURE 4-4. Q3 RESULTS



Q4: OVERALL, HOW SATISFIED ARE YOU WITH THE QUALITY AND CONDITION OF THE PARKS IN THE TOWN OF ALGOMA? (SCALE OF 1-4)

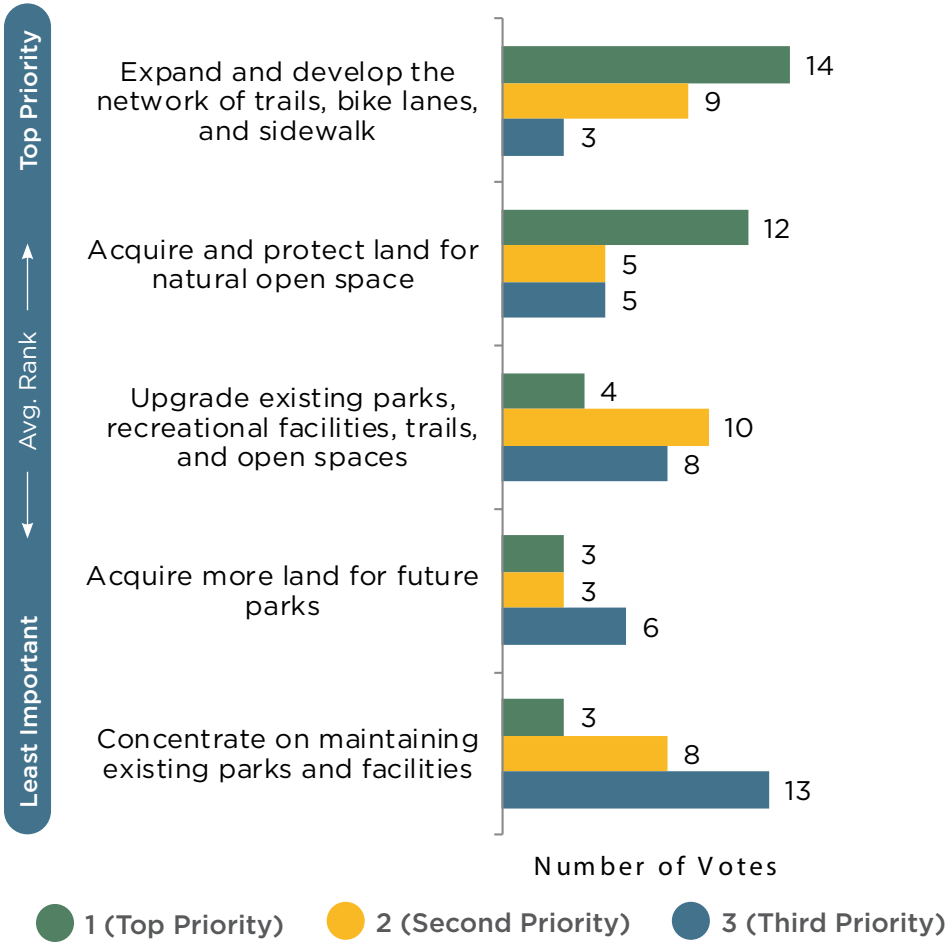
FIGURE 4-5. Q4 RESULTS



2.92 Average Rating

Q5: HOW CAN THE TOWN OF ALGOMA BEST IMPROVE THE LOCAL PARK SYSTEM? RANK UP TO THREE OPTIONS (1-3) WHERE 1 IS THE TOP PRIORITY TO YOU.

FIGURE 4-6. Q5 RESULTS



BICYCLE AND PEDESTRIAN ENHANCEMENTS

"I would love to see sidewalks along Oakwood Road. The number of people walking the street in all four seasons makes me believe that they would be greatly used by people of all ages. Furthermore, the number of children and families that live in the areas between Oakwood elementary and the boat landing deeply need a safe way to walk to school."

" There absolutely has to be a signal on the crosswalk across Leonard Point Road to access Jones Park."

" We really need a safe crossway across 21. For families/kids to walk or bike for recreational and to even go to school if they'd choose."

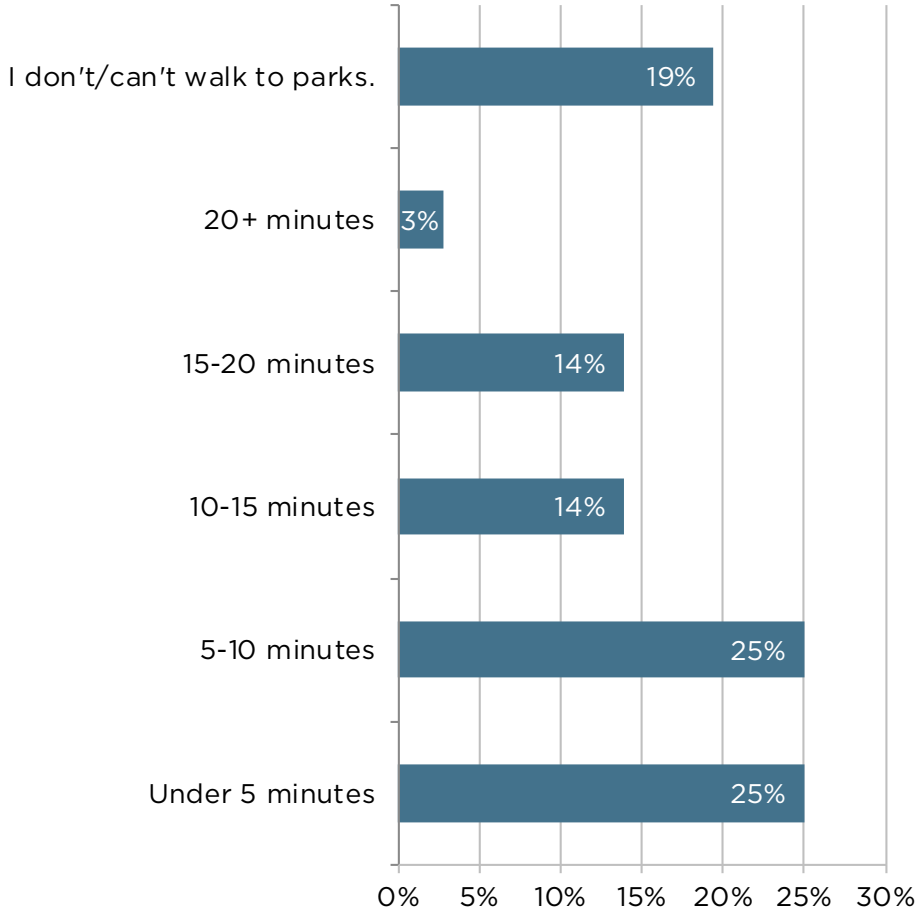
NEW PARKS & FACILITIES

"Please add a park in the Overland [Trail] area."

"Use [the] Irvine farmhouse lot for additional park facilities (or a library)."

Q6: ON AVERAGE, HOW LONG DOES IT TAKE YOU TO REACH YOUR NEIGHBORHOOD PARK VIA WALKING?

FIGURE 4-7. Q6 RESULTS



BICYCLE AND PEDESTRIAN ENHANCEMENTS

" I drive to Jones Park because it's the nicest one in the area but it's too far to walk."

" We ride our bikes from HIckory Hills subdivision (Scarlet Oak Trail area) to Jones Park but often can't get there because of traffic on Leonard Point Road. This stops many families from walking or biking there safely!"

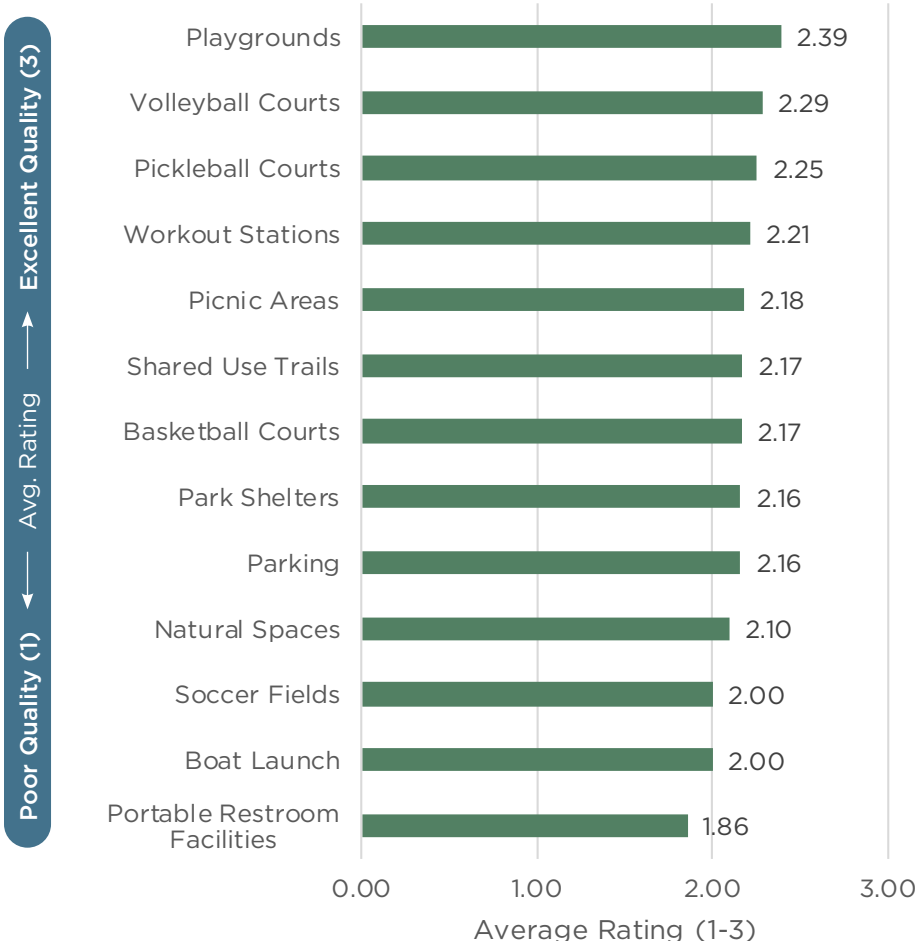
" Deep ditches on N Oakwood road make it dangerous for pedestrians to access Irvine pond or sidewalks on Omro road."

"Jones park would be the park we'd "walk" to and we would have to cross 21."

"I am a strong proponent of sidewalks from Oakwood Lane to Oakwood Elementary due to the need for a safe way to walk along Oakwood Road for everyone in the community. Oakwood Road is much too narrow to safely support the number of people and pets who walk the road daily."

Q7 PART 1: IN YOUR OPINION, WHICH PARK FACILITIES NEED IMPROVEMENT IN THE TOWN OF ALGOMA? PLEASE RATE THE *QUALITY* OF EACH FACILITY.

FIGURE 4-8. Q7 PART 1 RESULTS



PARK AND FACILITY UPGRADES

"Boat launch is not adequate. It's more a canoe and kayak launch."

"I would rate the ability to utilize garbages at parks [as] not adequate as well."

"The quantity and quality of parks is good, maybe 1-2 more depending on location but if it sacrifices improving current I would suggest to focus on current by improving facilities offered not only restrooms but also trails, pavilions, equipment, etc."

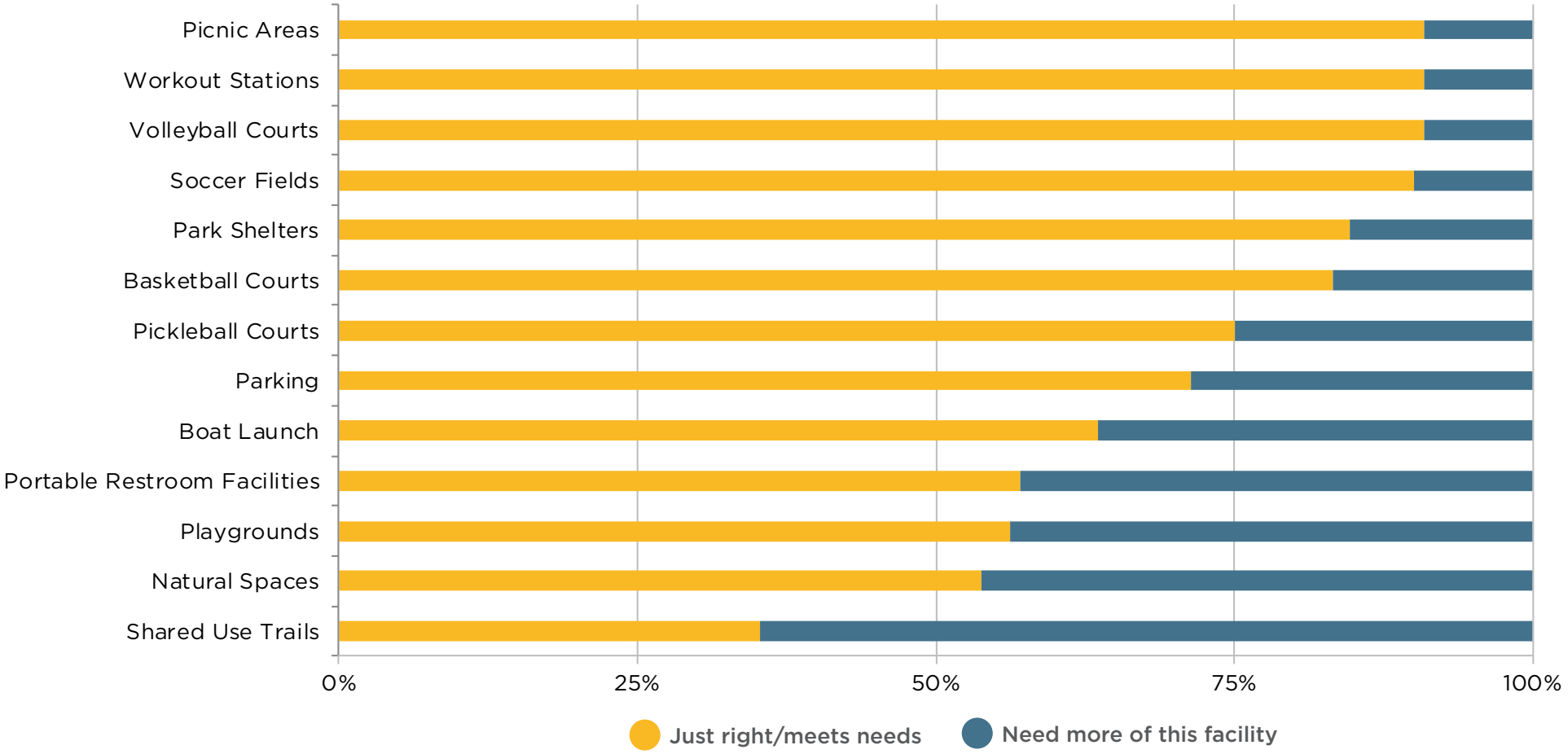
"Parking near the boat launch should be available."

"Need waste receptacles in close proximity to walking trails for pet waste."

"Need permanent restroom facilities not portable, especially at Jones Park."

Q7 PART 2: IN YOUR OPINION, WHICH PARK FACILITIES NEED IMPROVEMENT IN THE TOWN OF ALGOMA? PLEASE RATE THE *SUPPLY* OF EACH FACILITY.

FIGURE 4-9. Q7 PART 2 RESULTS



Q8: BASED ON YOUR HOUSEHOLD, WHAT ARE THE MOST POPULAR PARK AMENITIES THAT THE TOWN OF ALGOMA CURRENTLY OFFERS? PLEASE CHOOSE UP TO TWO (2) AMENITIES FOR EACH AGE GROUP IN YOUR HOUSEHOLD.

FIGURE 4-10. Q8 RESULTS

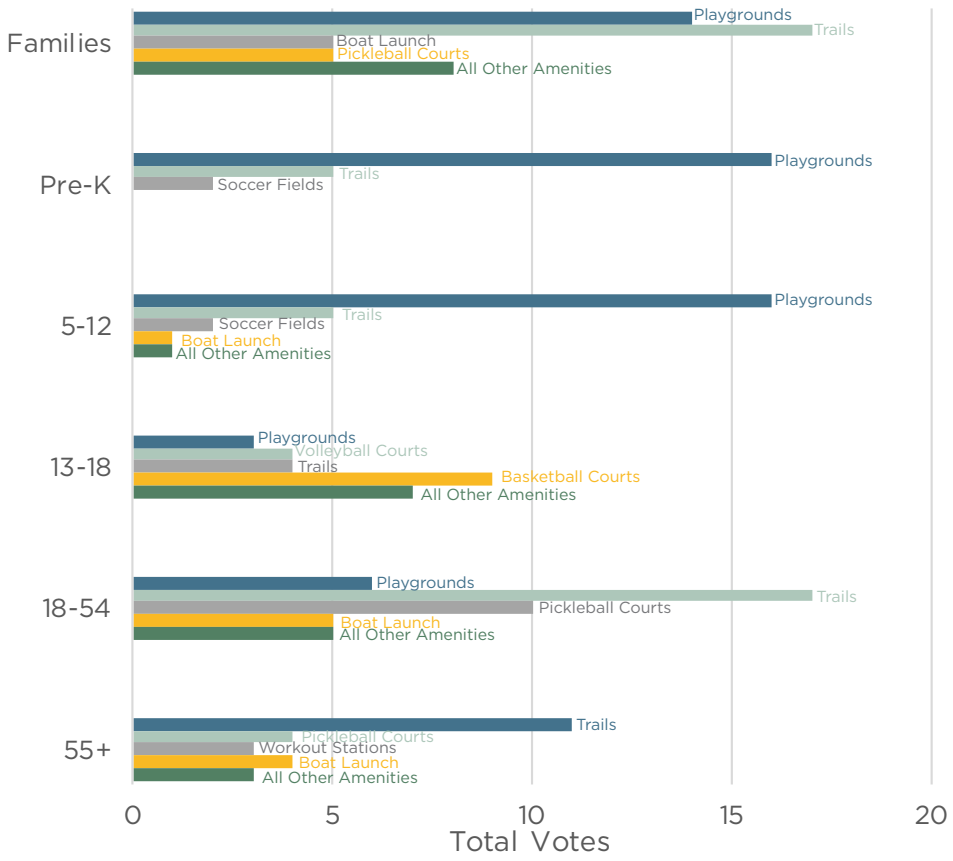
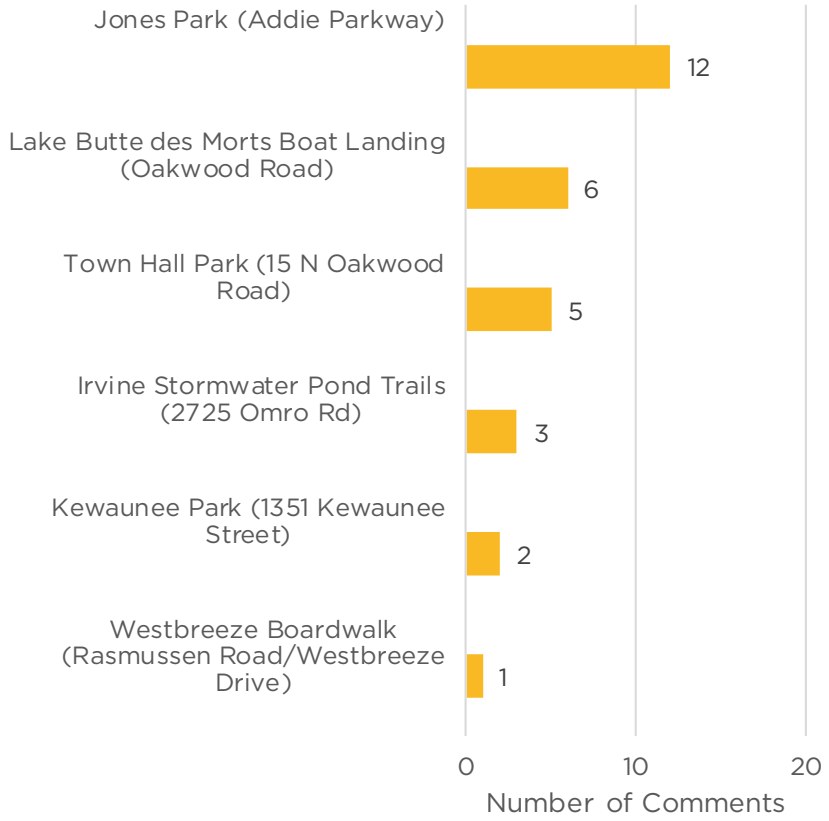


TABLE 4-1. Q8 RESULTS

Age Group	Survey Results	
	Top Pick Amenity	Second Pick Amenity
Families	Trails (71%)	Playgrounds (58%)
Pre-K	Playgrounds (100%)	Trails (31%)
5-12	Playgrounds (100%)	Trails (31%)
13-18	Basketball Courts (69%)	Volleyball Courts/Trails (31%)
18-54	Trails (71%)	Pickleball Courts (42%)
55+	Trails (79%)	Pickleball Courts/Boat Launch (29%)

Q9 & Q10: ARE THERE ANY ADDITIONAL RECREATIONAL AMENITIES, FACILITY IMPROVEMENTS, OR MAINTENANCE NEEDS THAT YOU FEEL ARE STRONGLY NEEDED AT A PARTICULAR PARK OR RECREATIONAL AREA IN THE TOWN?

FIGURE 4-11. Q9 & Q10 RESULTS



PARK AND FACILITY UPGRADES

Kewaunee Park: "More parking, but not sure how much that park gets used"

Town Hall Park: "Picnic tables and sitting area. Outdoor pavilion. Restroom access via town hall (door on outside of building to restrooms)."

Irvine Stormwater Pond Trails: "Waste receptacles, shade structure(s)."

Lake Butte des Morts Boat Landing: "Parking options. I don't understand how this is supposed to be used/accessed. We tried to ice skate here, and we couldn't park anywhere."

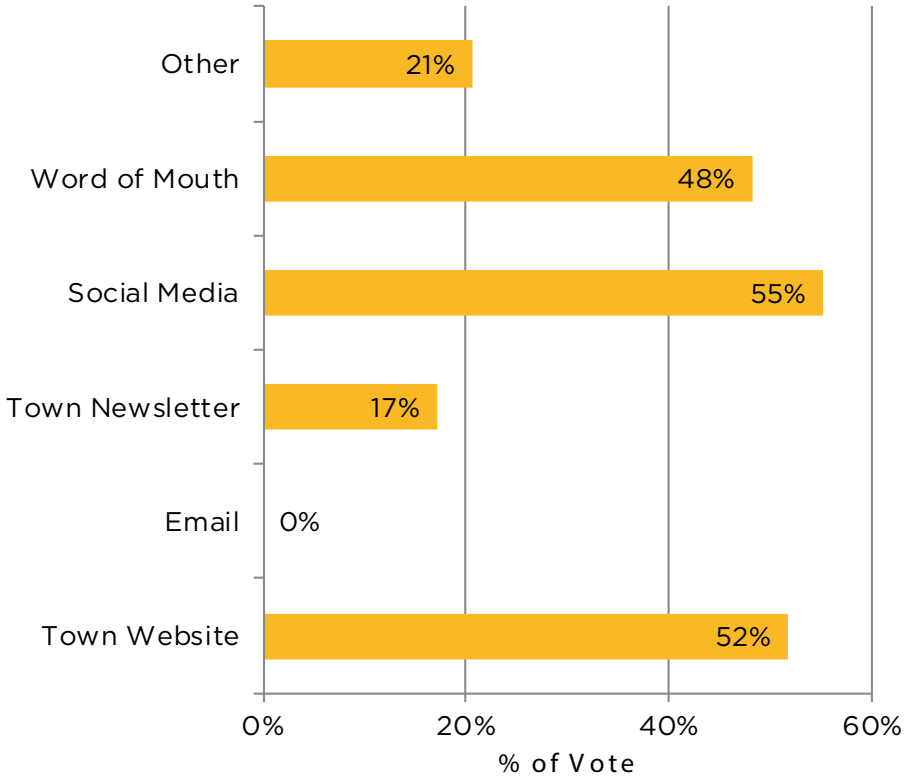
BICYCLE AND PEDESTRIAN ENHANCEMENTS

Jones Park: "Safe crossing for Leonard Point Road to access Jones Park! Crosswalk lights that can be activated by pushing a button."

Town Hall Park: "It would be nice to have a path for walkers/bikers to cut through the property from Oakwood to Witzel. The roads are both wide enough for runners/walkers/bikers, but the intersection there doesn't leave much room for them. It would be nice to cut the corner through the town hall park."

Q11: HOW DO YOU GET INFORMATION ABOUT TOWN PARKS AND RECREATION PROGRAMS OR ACTIVITIES? PLEASE CHECK ALL THAT APPLY.

FIGURE 4-12. Q11 RESULTS



Q15: PLEASE PROVIDE ANY OTHER COMMENTS TO HELP US IMPROVE THE PARKS FOR THE TOWN OF ALGOMA.

PARK AND FACILITY UPGRADES

"Future improvements for [Jones] park might include an additional basketball court of even just another hoop. Another pickleball court and a fenced in dog area would also be greatly appreciated."

"Jones [Park] is used and beloved by many. There is a lot of opportunity to enhance even further with older kid style activities or play equipment, disc golfing and a cleaner looking retention pond."

NEW TRAILS & RECREATION OPPORTUNITIES

"I believe there is a need for safe recreational trails for walking and biking to connect different parts of the town and the City of Oshkosh. Specific over Highway's 21 and 41. The current crossings over 21 are very unsafe."

"Make use of the wooded lot where the Irvine home is located (When the timing is appropriate.) There is so much wildlife living there."



5

GOALS AND RECOMMENDATIONS

GOALS AND RECOMMENDATIONS

PLAN GOALS

The following goals and objectives were developed by reviewing the recreational needs assessment and identifying key themes from community input outlined in Chapter 3 and Chapter 4. These goals are common ideals of the community that can be achieved through the actions of government leaders, private organizations, and individual citizens.

Objectives specify in greater detail how these desired goals can be achieved. The goals and objectives provide a basis for establishing Town policy regarding the planning, acquisition, and future development of park and recreation facilities. Specific recommendations and action plans for each objective are also identified later in this chapter.





GOAL ONE

Facilitate safe and accessible bicycle and pedestrian connections to parks and destinations within the Town.

OBJECTIVES

- Develop plans for a network of trails and sidewalks strategically located throughout the Town of Algoma.
- Integrate sidewalks and/or bicycle lanes during road improvement projects at various high-usage roadways.
- Incorporate safe street crossings for pedestrians for easier parks access.
- Ensure all users can safely navigate the Town's park system via bicycle and pedestrian facilities.

GOAL TWO

Provide a variety of recreational amenities and transform vacant spaces into parks, trails, and open spaces that serve and engage the public.

OBJECTIVES

- Evaluate and develop plans for new park(s) to accommodate underserved residential areas, providing green space and recreational amenities for residents.
- Develop plans to expand trail network within existing parks and recreation sites.
- Integrate a variety of recreational amenities in the Town for use in all four seasons.



GOAL THREE

Improve the condition of existing park and recreation sites by upgrading infrastructure, enhancing maintenance, and improving accessibility to showcase the Town's unique character.

OBJECTIVES

- Upgrade playground equipment and surfaces at select parks.
- Address high-priority park needs and maintenance.
- Make improvements to the Butte des Morts Boat Landing to create a more functional space.
- Expand upon natural features and provide ongoing care in parks and recreational areas.
- Make incremental improvements to existing park sites to maintain a quality park and recreation system.

PLAN RECOMMENDATIONS

The recommendations identified in this plan seek to enhance the recreational infrastructure in a way that meets current needs while anticipating future growth and changes in the community. Accompanying the plan's goals and objectives, the following recommendations serve as a guide for the future development of parks, trails, and recreation areas in the Town of Algoma. The plan recommendations were drafted based on the findings from the recreational needs assessment, community input, discussions with Town staff, and discussions with the Planning Commission and Town Board.

Recommendations should be reviewed annually by the Town as implementation will require ongoing effort, coordination among stakeholders, and adaptability to changing circumstances. Although some of the identified recommendations may not be feasible to complete in five years, they represent a course of action that the Town should take if the opportunity arises.

The recommendations are also included in the action program tables with additional timeline and cost estimate details. The action program tables list projects that are feasible for implementation from 2026 to 2030. The table also includes rough cost estimates or ranges for planning purposes. It is important to note that there may be associated annual or periodic maintenance and management costs with certain amenities or infrastructure, therefore the Town's annual budget should reflect those potential costs.

Map 4-1 displays the recommended bicycle and pedestrian facilities based on existing bicycle and pedestrian plans for the area. If implemented, these recommendations would provide greater bicycle and pedestian connectivity throughout the Town. There is a planned reconstruction project for part of Leonard Point Road in 2027. This project, which is part of the Oshkosh MPO, will incorporate bicycle and pedestrian facilities into the roadway.



FACILITATE SAFE AND ACCESSIBLE BICYCLE AND PEDESTRIAN CONNECTIONS TO PARKS AND DESTINATIONS WITHIN THE TOWN

OBJECTIVE 1-1. DEVELOP PLANS FOR A NETWORK OF TRAILS AND SIDEWALKS STRATEGICALLY LOCATED THROUGHOUT THE TOWN OF ALGOMA.

Recommendations

- Identify ideal trail and sidewalk locations that links parks and destinations, using Bicycle & Pedestrian Plans in place as reference.
- Create a master plan for the trails sytem informed by the input from residents and community partners.
- Ensure bicycle and pedestrian connectivity to future parks.

OBJECTIVE 1-2. INTEGRATE SIDEWALKS AND/OR BICYCLE LANES DURING ROAD IMPROVEMENT PROJECTS AT VARIOUS HIGH-USAGE ROADWAYS.

Recommendations

- Identify future roadway construction projects throughout the Town and ensure bicycle and pedestrian accommodations are incorporated.
- Work with key stakeholders to determine suitable types of bicycle and pedestrian improvements for each project.
- Prioritize adding lighting for enhanced visibility and safety.

FACILITATE SAFE AND ACCESSIBLE BICYCLE AND PEDESTRIAN CONNECTIONS TO PARKS AND DESTINATIONS WITHIN THE TOWN

OBJECTIVE 1-3. INCORPORATE SAFE STREET CROSSINGS FOR PEDESTRIANS FOR EASIER PARK ACCESS.

Recommendations

- Pinpoint key high-use locations that are lacking safe street crossings to parks and other destinations.
- Develop plans for each identified location to incorporate appropriate street crossings such as signal-controlled crosswalks, raised crossings, or push button crossings.
- Incorporate street lighting near street crossings to increase safety.

OBJECTIVE 1-4. ENSURE ALL USERS CAN SAFELY NAVIGATE THE TOWN'S PARK SYSTEM VIA BICYCLE AND PEDESTRIAN FACILITIES.

Recommendations

- Improve bicycle and pedestrian connectivity to the south.
- Work with county and state partners to remove major road barriers such as State Highway 21 and Witzel Avenue by incorporating safe street crossings into future planning.
- Replace existing gravel trails with pavement to ensure ADA-accessibility.
- Ensure bicycle and pedestrian connectivity to future parks.
- Prioritize safe routes to school throughout the Town.

PROVIDE A VARIETY OF RECREATIONAL AMENITIES AND TRANSFORM VACANT SPACES INTO PARKS, TRAILS, AND OPEN SPACES THAT SERVE AND ENGAGE THE PUBLIC.

OBJECTIVE 2-1. EVALUATE AND DEVELOP PLANS FOR NEW PARK(S) TO ACCOMMODATE UNDERSERVED RESIDENTIAL AREAS, PROVIDING GREEN SPACE AND RECREATIONAL AMENITIES FOR RESIDENTS.

Recommendations

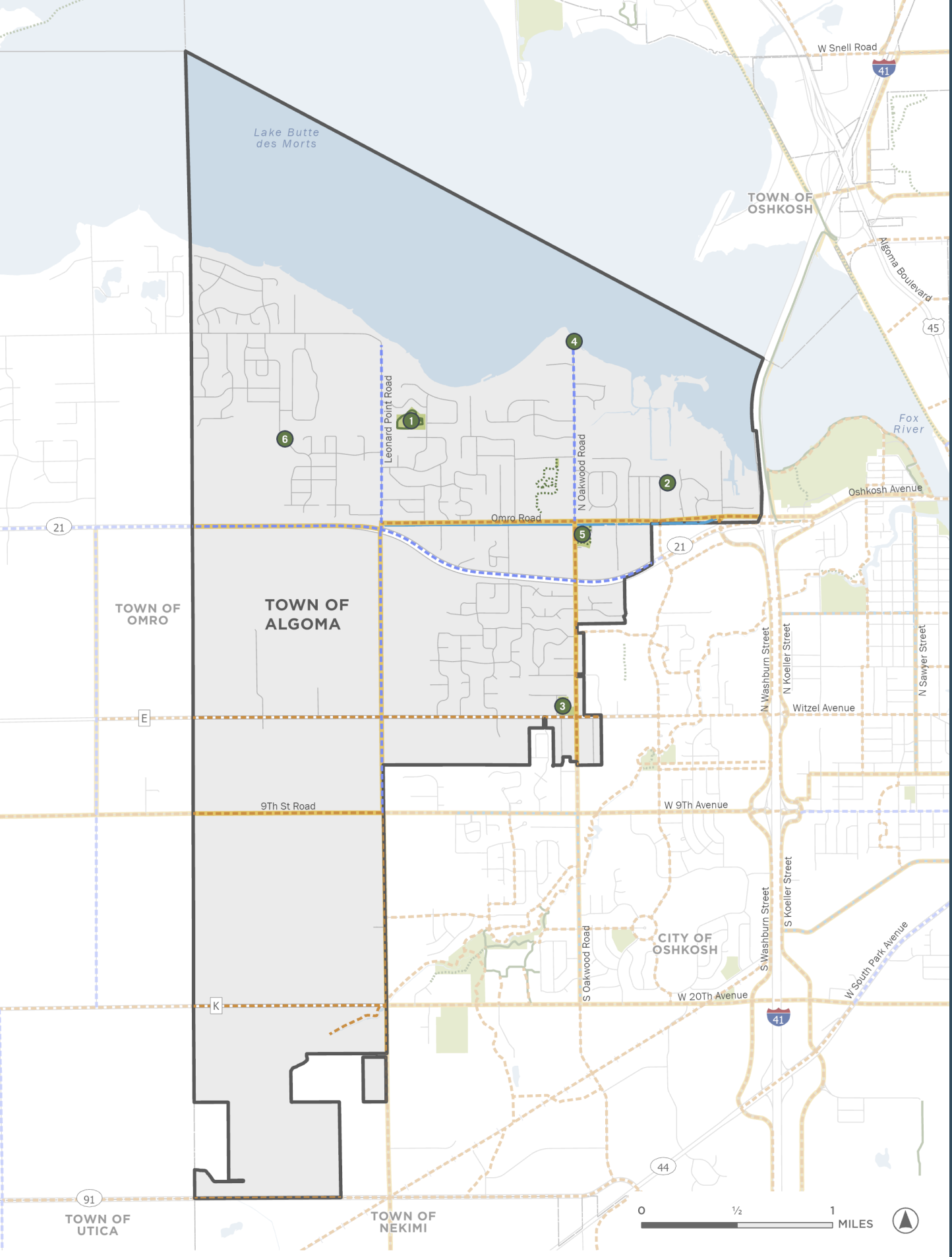
- Identify park site(s), focusing on underserved residential areas and lakefront areas. Purchase property if necessary.
- Develop a master plan for the new park(s).
- Conduct public outreach and engagement to gather community input, ensure that diverse perspectives are considered, and build broad support for the park development project(s).

OBJECTIVE 2-2. DEVELOP PLANS TO EXPAND TRAIL NETWORK WITHIN EXISTING PARKS AND RECREATION SITES.

Recommendations

- Identify sites within the Town's park network that could accommodate additional trails.
- Perform feasibility study(ies) and environmental site assessments to determine the viability and potential impacts.
- Develop plans for integrating new trails or boardwalks into existing parks and recreation sites, such as at the Westbreeze Boardwalk.
- Ensure bicycle and pedestrian connectivity to future parks.

MAP 4-1. RECOMMENDED BICYCLE AND PEDESTRIAN FACILITIES



1. Jones Park
2. Kewaunee Park
3. Town Hall Park
4. Fishing Pier & Boat Landing
5. Irvine Stormwater Pond Trail
6. Westbreeze Boardwalk

- Bike Lane
- Paved Trail
- Unpaved Trail

- 2017 Winnebago County Bike & Ped Plan: Recommended Facility
- 2019 City of Oshkosh Bike & Ped Plan: Recommended Facility
- 2021 Oshkosh MPO Bike & Ped Plan: Recommended Network

PROVIDE A VARIETY OF RECREATIONAL AMENITIES AND TRANSFORM VACANT SPACES INTO PARKS, TRAILS, AND OPEN SPACES THAT SERVE AND ENGAGE THE PUBLIC.

OBJECTIVE 2-3. INTEGRATE A VARIETY OF RECREATIONAL AMENITIES IN THE TOWN FOR USE IN ALL FOUR SEASONS.

Recommendations

- Incorporate outdoor athletic courts into parks such as additional pickleball courts, tennis courts, and/or basketball courts.
- Construct an additional park pavilion.
- Identify potential locations for a future ice rink and a dog park.
- Install an additional parking lot at Jones Park to accommodate high-usage.
- Develop plans for a wildlife viewing platform/deck off of the Westbreeze Boardwalk.
- Incorporate additional desirable and trending amenities as identified by NRPA such as disc golf courses, community gardens, kayak rental stations, and ball diamonds into the parks system.

IMPROVE THE CONDITION OF EXISTING PARK AND RECREATION SITES BY UPGRADING INFRASTRUCTURE, ENHANCING MAINTENANCE, AND IMPROVING ACCESSIBILITY TO SHOWCASE THE TOWN'S UNIQUE CHARACTER.

OBJECTIVE 3-1. UPGRADE PLAYGROUND EQUIPMENT AND SURFACES AT SELECT PARKS.

Recommendations

- Replace outdated playground equipment at select parks with inclusive, ADA-compliant equipment.
- Upgrade playground surfaces for increase safety and ADA-accessibility.
- Install lighting throughout park playground areas to enhance safety.

OBJECTIVE 3-2. ADDRESS HIGH-PRIORITY PARK NEEDS AND MAINTENANCE.

Recommendations

- Address parking issues at Lake Butte des Morts Boat Landing.
- Develop plans to incorporate a parking area into Kewaunee Park to increase usage.
- Install waste receptacles and/or dog waste stations to raise quality ratings across the system.
- Replace boards as necessary at the Westbreeze Boardwalk to ensure safety.

IMPROVE THE CONDITION OF EXISTING PARK AND RECREATION SITES BY UPGRADING INFRASTRUCTURE, ENHANCING MAINTENANCE, AND IMPROVING ACCESSIBILITY TO SHOWCASE THE TOWN'S UNIQUE CHARACTER.

OBJECTIVE 3-3. MAKE IMPROVEMENTS TO THE BUTTE DES MORTS BOAT LANDING TO CREATE A MORE FUNCTIONAL SPACE.

Recommendations

- Make repairs to the boat landing to ensure better accessibility to the water for all types of boaters.
- Address wear and make upgrades to the pier to improve safety.
- Install waste receptacles to reduce litter at the site.
- Consider adding a kayak rental station for public use.

OBJECTIVE 3-4. EXPAND UPON NATURAL FEATURES AND PROVIDE ONGOING CARE WITHIN PARKS AND RECREATIONAL AREAS

Recommendations

- Create and implement a tree planting plan.
- Add native plants and landscaping throughout the parks and recreation system.
- Continue routine maintenance of natural features within the parks system.

IMPROVE THE CONDITION OF EXISTING PARK AND RECREATION SITES BY UPGRADING INFRASTRUCTURE, ENHANCING MAINTENANCE, AND IMPROVING ACCESSIBILITY TO SHOWCASE THE TOWN'S UNIQUE CHARACTER.

OBJECTIVE 3-5. MAKE INCREMENTAL IMPROVEMENTS TO EXISTING PARK SITES TO MAINTAIN A QUALITY PARK AND RECREATION SYSTEM.

Recommendations

- Improve the surfaces of basketball and pickleball courts to maintain their integrity and longevity.
- Install an additional basketball hoop at Jones Park.
- Integrate permanent restroom facilities into select parks and recreational areas.
- Develop plans to add a disc golf course to the parks and recreation system.
- Construct additional shade structures and/or add shade trees at various locations throughout the parks system.

TABLE 5-1. TOWN OF ALGOMA CORP 5-YEAR ACTION PROGRAM (PART ONE)

Location & Project	2026	2027	2028	2029	2030	Estimated Construction/ Implementation Cost	Estimated Annual Maintenance Cost
Jones Park							
Add parking lot and pave gravel access trail on west side of park	x					$110,000	Varies
Add more pickleball courts				x		$20,000-$50,000 (per court)	$250-$1,000
Pave remaining gravel trails & increase ADA accessibility throughout park			x			$25,000-$50,000	Varies
Install safe pedestrian crossing on Leonard Point Road		x				$3,000-$30,000	Varies
Upgrade playground surface to rubber surface		x				$150,000	$250-$2,000
Pickleball court surface upgrades (coating)	x					$4,000-$10,000	N/A
Basketball court surface upgrades (coating)	x					$3,000-$10,000	N/A
Construct permanent park restroom facilities				x		$80,000-$200,000	$10,000
Incorporate ADA accessible playground equipment into playground					x	$1,500-$10,000	Varies
Add additional basketball hoop		x				$800-$3,000	$0
Lighting upgrades					x	$5,000-$12,000	Varies
Kewaunee Park							
Install new ADA accessible playground equipment			x			$150,000-$500,000	Varies
Upgrade playground surface to rubber surface			x			$100,000-$175,000	$250-$2,000
Lighting upgrades					x	$5,000-$12,000	Varies
Add parking lot/parking area		x				$50,000-$80,000	Varies
Install dog waste station/waste receptacles		x				$300-$600	$150
Plant more trees throughout the park				x		$5,000-$12,000	Varies
Install dual use pickleball/tennis courts					x	$20,000-$50,000	$250-$1,000
Develop plans to integrate a pavilion or shelter into the park					x	N/A	N/A
Add picnic tables			x			$300-$800	$0
Town Hall Park							
Install dog waste station/waste receptacles		x				$300-$600	$150
Incorporate ADA accessible playground equipment into playground				x		$1,500-$10,000	Varies

TABLE 5-2. TOWN OF ALGOMA CORP 5-YEAR ACTION PROGRAM (PART TWO)

Location & Project	2026	2027	2028	2029	2030	Estimated Construction/ Implementation Cost	Estimated Annual Maintenance Cost
Westbreeze Boardwalk							
Install dog waste station/waste receptacles		x				$300-$600	$150
Replace boards in boardwalk as necessary		x		x		N/A	$300
Create a master plan to expand trail/boardwalk			x			N/A	N/A
Install boardwalk/loop trail around pond with viewing platform				x		$150,000-$400,000	$300
Irvine Stormwater Pond Trails							
Install new pavement along trail (consider porous pavement)			x			$70,000-$140,000	Varies
Install waste receptacles to accompany dog waste stations		x				$300-$600	$150
Plant more trees & improve landscaping				x		$5,000-$15,000	Varies
Lake Butte des Morts Boat Landing							
Make repairs to boat landing/launch & upgrades to the pier	x					$5,000	N/A
Install dog waste station/waste receptacles		x				$300-$600	$150
Add parking accommodations		x				$10,000-$40,000	Varies
Install a kayak rental station					x	$10,000-$40,000	$2,000-$4,000
Other Projects							
Identify site & develop master plan for new parks within the Town			x			N/A	N/A
Conduct public outreach and gather community input for the new park project			x			N/A	N/A
Identify site & develop master plan for a fenced-in dog park				x		N/A	N/A
Identify site & develop master plan for a disc golf course					x	N/A	N/A
Identify site & develop plans for an ice rink					x	N/A	N/A
Improve bicycle & pedestrian connectivity		x				Varies	Varies
Develop plans to integrate an additional pavilion into parks system			x			N/A	N/A
Construct a pavilion				x		$50,000-$100,000	Varies
Create a tree planting plan for the Town		x				N/A	N/A
Projects Per Year	4	13	9	9	8	**Total Projects**	43

TABLE 5-3. WDNR KNOWLES-NELSON STEWARDSHIP LOCAL ASSISTANCE GRANT PROGRAMS

Program	Purpose	Funding Priorities	Details
Stewardship Local Assistance Acquisition and Development of Local Parks (ADLP) Subprogram	Helps communities and organizations acquire/develop/improve land for public nature-based outdoor recreation	• Support a local CORP; • Support multiple uses, for multiple seasons; • Are of regional/statewide significance; • Result in a first-of-a-kind facility for the applicant; • Projects that involve the use of materials or products utilizing Wisconsin recycled products; • Provides recreation opportunities for elderly, minorities, disabled, and low-income populations; • Project facility planned will be more basic in attributes than elaborate; • Projects to renovate existing facilities that are in danger of being lost for public use; • Provide accessible recreation opportunities; and • Have other priority characteristics specified in statute/code.	• 50% local match; • May 1st deadline; and • Project must be identified in local CORP.
Stewardship Local Assistance Acquisition of Development Rights (ADR) Subprogram	Protect natural, agricultural, and forest lands that provide nature-based outdoor recreation by purchasing development rights and compensating landowners for limited future development on their land	• Land with water frontage; • Land that provides a buffer between developed and natural areas; • Land that connects existing natural resource protection areas; and • Land with other priority characteristics specified in statute/code.	• 50% local match; • May 1st deadline; and • Project must be identified in local CORP.
Stewardship Local Assistance Urban Greenspace (UGS) Subprogram	Supports acquisition of land for open natural areas and community gardens within or near urban areas	• Preserves land on the natural heritage inventory database; • Implements elements of approved water quality plans or initiatives; • Has unique natural features; • Provides a linear corridor connecting open natural areas; • Has water frontage; • Is of regional or statewide significance; • Land related to brownfields redevelopment; • Land can accommodate all NBOA uses; hunting, fishing, trapping, hiking, and cross country skiing; • Provides area for community gardens; • Has other priority characteristics specified in statute/code; and • Involve two or more governmental agencies.	• 50% local match; • May 1st deadline; and • Project must be identified in local CORP.
Stewardship Local Assistance Urban Rivers (UR) Subprogram	Helps restore and preserve the character of urban river corridors through the acquisition and development of land adjacent to rivers	• Restore river corridors following dam removal; • Support redevelopment of brownfields; • Acquire land with unique natural or aesthetic values; • Acquire land that connects with previous land acquisitions; • Provide outdoor recreation opportunities for diverse urban populations; • Provide new or expanded access to urban waterways; • Involve two or more governmental agencies; • Support local/regional plans; and • Have other priority characteristics specified in statute/code.	• 50% local match; • May 1st deadline; and • Project must be identified in local CORP.

TABLE 5-4. FEDERAL RECREATION GRANT PROGRAMS

Program	Purpose	Funding Priorities	Details
Federal Land and Water Conservation Fund (LWCF)	Supports land acquisition and development of high-quality outdoor recreation amenities in local communities	• Meet the needs of urban areas; • Provide recreation opportunities for elderly, minority, disabled, and low-income populations; • Acquire land in areas with limited outdoor recreation facilities; • Provide multi-use and multi-season facilities; • Enhance or preserve natural beauty; • Are proposed by applicants which have sufficient financial resources to adequately maintain and operate the project; and • Have other priority characteristics specified in law/statute/code or the LWCF Federal Financial Assistance Manual, Vol. 72.	• 50% local match; • May 1st deadline; and • Project must be identified in local CORP.
Federal Recreational Trails Program (RTP)	Provides funds to develop and maintain recreational trails and trail-related facilities for both motorized and non-motorized recreational trail uses	• Rehabilitation and maintenance of existing trails and trailhead facilities; • Development of new trails, trail linkages and trailhead facilities (some restrictions apply on federal lands); and • Acquisition of property for trails in areas with limited trail opportunities.	• 50% local match; • May 1st deadline; and • Project must be identified in local CORP and SCORP.

TABLE 5-5. ALL WDNR DEPARTMENT GRANT PROGRAMS (PART ONE)

Program	Website
Angler Recruitment, Retention and Reactivation (R3) Grants	https://dnr.wisconsin.gov/Aid/angler.html
ARPA Well Abandonment	https://dnr.wisconsin.gov/aid/WellAbandonmentARPA.html
ARPA Well Compensation	https://dnr.wisconsin.gov/aid/WellCompensationARPA.html
ATV Enhancement	https://dnr.wisconsin.gov/Aid/atvEnhancement.html
ATV Patrols	https://dnr.wisconsin.gov/ATV/ATVPatrolGrants
ATV Trails	https://dnr.wisconsin.gov/Aid/atvTrails.html
Boat Patrol Grants	https://dnr.wisconsin.gov/Boat/BoatPatrolGrant
Boating Infrastructure Grant (BIG) Program	https://dnr.wisconsin.gov/Aid/BIG.html
Clean Diesel Grant Program	https://dnr.wisconsin.gov/Aid/CleanDiesel.html
Clean Vessel Act	https://dnr.wisconsin.gov/Aid/CleanVessel.html
County Conservation Aids	https://dnr.wisconsin.gov/Aid/CountyConservation.html
County Forest Acquisition (Stewardship)	https://dnr.wisconsin.gov/topic/stewardship/applyCounty
County Forest Acreage Share Payments	https://dnr.wisconsin.gov/topic/CountyForests/
County Forest Administration Grants	https://dnr.wisconsin.gov/Aid/ForestAdmin.html
County Forest Sustainable Grant	https://dnr.wisconsin.gov/Aid/ForestSustainable.html
County Forest Wildlife Habitat Grant	https://dnr.wisconsin.gov/Aid/ForestHabitat.html
Dam - Municipal	https://dnr.wisconsin.gov/Aid/DamMunicipal.html
Dam - Removal	https://dnr.wisconsin.gov/Aid/DamRemoval.html
Dry Cleaner Environmental Response Fund (DERF)	https://dnr.wisconsin.gov/Aid/DERF.html
Emerging Contaminants - Small/Disadvantaged Communities Grant Program (EC-SDC)	https://dnr.wisconsin.gov/aid/EC-SDC.html
Forest Fire Protection (FFP)	https://dnr.wisconsin.gov/Aid/ForestFireProtection.html
Forest Landowner Grant Program (WFLGP)	https://dnr.wisconsin.gov/Aid/ForestLandowner.html
Friends of State Parks (Stewardship)	https://dnr.wisconsin.gov/topic/stewardship/ApplyFriends
Friends of State Parks and Forests (Heritage Trust Fund)	https://dnr.wisconsin.gov/topic/parks/friends/grants/heritagetrust
Habitat Area (Stewardship)	https://dnr.wisconsin.gov/topic/stewardship/applyNCO
Hunter R3 (Recruitment, Retention and Reactivation) Grant Program	https://dnr.wisconsin.gov/Aid/HunterRecruit.html
Landowner Incentive Program	https://dnr.wisconsin.gov/topic/endangeredresources/lip.html
Motorized Stewardship Grants	https://dnr.wisconsin.gov/Aid/MotorStew.html
Municipal Flood Control	https://dnr.wisconsin.gov/Aid/MunFloodControl.html
Natural Areas (Stewardship)	https://dnr.wisconsin.gov/topic/stewardship/applyNCO
Notice of Intent/Discharge Cost-Share Grants (NOD)	https://dnr.wisconsin.gov/Aid/NOD.html

TABLE 5-6. ALL WDNR DEPARTMENT GRANT PROGRAMS (PART TWO)

Program	Website
Off-Highway Motorcycle	https://dnr.wisconsin.gov/Aid/OHMTrails.html
Ready for Reuse Hazardous Substance Grants	https://dnr.wisconsin.gov/topic/Brownfields/rlfHaz.html
Ready for Reuse Petroleum Grants	https://dnr.wisconsin.gov/topic/Brownfields/rlfPetro.html
Recreational Boating Facilities	https://dnr.wisconsin.gov/topic/Brownfields/rlfPetro.html
Recycling Consolidation Grant	https://dnr.wisconsin.gov/Aid/Consolidation.html
Recycling Grant to Responsible Units	https://dnr.wisconsin.gov/Aid/Recycling.html
Shooting Range Grants	https://dnr.wisconsin.gov/Aid/ShootingRange.html
Snowmobile Trail Aids	https://dnr.wisconsin.gov/Aid/SnowmobileTrails.html
Snowmobile Patrols	https://dnr.wisconsin.gov/Snowmobile/SnowPatrolGrant
Sport Fish Restoration (SFR) - Boat Access	https://dnr.wisconsin.gov/Aid/SFR-BA
Sport Fish Restoration (SFR) - Fishing Piers	https://dnr.wisconsin.gov/Aid/SFR-FP
Stamp Funds - Wild Turkey, Pheasant and Waterfowl	https://dnr.wisconsin.gov/topic/WildlifeHabitat/stamps.html
State Trails (Stewardship)	https://dnr.wisconsin.gov/topic/stewardship/applyNCO
Streambank Protection (Stewardship)	https://dnr.wisconsin.gov/topic/stewardship/applyNCO
Summer Tribal Youth Program	https://dnr.wisconsin.gov/Aid/styp.html
Surface Water Grants	https://dnr.wisconsin.gov/Aid/SurfaceWater.html
Targeted Runoff Management Grants	https://dnr.wisconsin.gov/Aid/TargetedRunoff.html
Underserved Drinking Water System	https://dnr.wisconsin.gov/aid/udws
Urban Forestry	https://dnr.wisconsin.gov/topic/UrbanForests/grants/index.html
Urban Forestry Catastrophic Storm Grant	https://dnr.wisconsin.gov/topic/UrbanForests/grants/index.html
Urban Nonpoint Source & Storm Water Management Grants	https://dnr.wisconsin.gov/Aid/UrbanNonpoint.html
Urban Wildlife Damage/Abatement Control	https://dnr.wisconsin.gov/Aid/UWDAC.html
Utility Terrain Vehicle (UTV) Trails	https://dnr.wisconsin.gov/Aid/UTVTrails.html
Weed Management Area - Private Forest Grant Program (WMA-PFGP)	https://dnr.wisconsin.gov/Aid/WMA.html
Well Abandonment	https://dnr.wisconsin.gov/Aid/WellAbandonment.html
Well Compensation	https://dnr.wisconsin.gov/Aid/WellCompensation.html
Wildlife Damage Abatement and Claims Program	https://dnr.wisconsin.gov/Aid/WDACP.html
Wisconsin Assessment Monies (WAM)	https://dnr.wisconsin.gov/topic/brownfields/wam.html
Wisconsin Habitat Partnership Fund	https://dnr.wisconsin.gov/aid/whpf.html
Wisconsin Wetland Conservation Trust in Lieu Fee Mitigation Program (WWCT)	https://dnr.wisconsin.gov/topic/wetlands/wwct

TABLE 5-7. OTHER FEDERAL, STATE, AND COMMUNITY GRANT PROGRAMS

Program	Partner	Purpose	Website
Surface Transportation Block Grant program (STBG)	Wisconsin Department of Transportation	Provides flexible funding that may be used by States and localities for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects, including interTown bus terminals	https://www.fhwa.dot.gov/specialfunding/stp/
Highway Safety Improvement Program (HSIP)	Wisconsin Department of Transportation	Develop and implement, on a continuing basis, stand-alone safety projects designed to reduce the number and severity of crashes on all streets and highways	https://safety.fhwa.dot.gov/hsip/
Safe Routes to School (SRTS) Grant Program	East Central Wisconsin Regional Planning Commission	Provides funding and programming for bicycle and pedestrian activities to promote walking and biking to school	https://eastcentralsrts.org/
Community Development Block Grant program (CDBG)	Wisconsin Department of Administration	Provides annual grants to develop decent housing and a suitable living environment, expanding economic opportunities for low- and moderate-income people	https://doa.wi.gov/DECHR/DEHCR%20CDBG%20Brochure.pdf
Community Facilities Direct Loan and Grant Program	U.S. Department of Agriculture	Provides affordable funding to develop essential community facilities (e.g. health care, street improvements, community centers, libraries, community gardens) in rural areas with no more than 20,000 residents	https://www.rd.usda.gov/programs-services/community-facilities/community-facilities-direct-loan-grant-program-16
Rural Community Development Initiative Grants	U.S. Department of Agriculture	Support housing, community facilities and community and economic development projects in rural areas	https://www.rd.usda.gov/programs-services/community-facilities/rural-community-development-initiative-grants
Environmental Education (EE) Grants	U.S. Environmental Protection Agency	Provides financial support for projects that design, demonstrate, and/or disseminate environmental education practices, methods, or techniques	https://www.epa.gov/education/grants
Oshkosh Area Community Foundation Grants	Oshkosh Area Community Foundation	Preserve and improve the quality of life in the Oshkosh area.	https://www.oshkoshareacf.org/apply-for-grants/#



6

RESOLUTION OF ADOPTION

Resolution of Adoption



Town of Algoma
15 N Oakwood Rd, Oshkosh, WI 54904
Phone: 920-235-3789

TOWN OF ALGOMA
WINNEBAGO CO.

East Central Wisconsin
REGIONAL PLANNING COMMISSION

TOWN OF ALGOMA
A community connected

AGENDA MEMORANDUM

To: Planning Commission Chairperson and Members

From: Maggie Mahoney, Administrator

Date: December 10, 2025

RE: Winnebago County Comprehensive Future Land Use Plan 10-year Plan Update

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SUMMARY:
The county is updating their comp plan needs the town review the current plan and propose any updates we would like to see in the new version, which will be proposed and considered in 2026.

At this meeting I will discuss the process and timeline with the Planning Commission and provide guidance and materials to prepare for discussions and actions for future meetings. **You DO NOT need to review all of this information in advance of this meeting.**

I will go over the following with you at the meeting:

1. A link to §66.1001 the state statute pertaining to comprehensive planning which lists the 9 components of the plan. **The primary focus of this update is the housing.**
2. Attached is a short excerpt of the Future Community Facilities from current county comp plan policy document section (volume 2) which lists the goals, objectives and recommendations for each of the 9 components. This is the information we will be reviewing and discussing at a future meeting.
   FYI, here is a link to full comp plan—again, we are focusing on a small section in volume 2 only.

RECOMMENDED ACTION: This item is for discussion only.

ATTACHMENTS:

1. Current comp plan Future Community Facilities excerpt

5. Future Community Facilities

As shown in Table 15, the facilities operated by Winnebago County are generally adequate for the next 20 years. An assessment of utilities and community facilities at the local level are provided in each of the local plans.

Table 15. County Facility Assessment

County Facility	Status 2015	2016-2021	2021-2025	2026-2030	2031-2035
Administrative offices	Adequate	--	--	--	--
Highway Department	Adequate	--	--	--	--
Sherriff's Department	Adequate	--	--	--	--
County Parks	Generally Adequate	On-going upgrades and maintenance consistent with the county's 5-year park and recreation plan as may be amended.			

6. Goals and Objectives

Overview

This section includes a series of goals and objectives that will help guide the future growth of Winnebago County. A goal describes a long-term target that is typically broad in scope. In contrast, an objective tends to be more specific and is achievable. In addition, this chapter includes recommendations for action.

Housing

Goal: To achieve a provision of housing choices for all residents, including different age, income, and special need levels, that protect the environments, balance fiscal constraints with available services, and promote a strong economy.

Objectives:

1. Promote the availability of land for the development and redevelopment of all income (including low and moderate income), all age groups including elderly), and special need housing.
2. Maintain and rehabilitate the existing housing stock.
3. Promote orderly housing development that provides vital infrastructure balanced with reasonable and equitable taxes.
4. Promote small compact development that integrates open/green space into development.
5. Promote large areas with low population density in the rural areas and small areas with high population density in the urban areas.
6. Promote housing that maintains and develops healthy urban centers.
7. Develop a functional housing system that makes housing available to a variety of employees upon which our economy is dependent.
8. Integrate housing development with goals and objectives of the other functional elements of the

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comprehensive plan.

9. Collaborate with profit, non-profit, and governmental organizations to address implementation of tools to address housing issues and opportunities in Winnebago County.

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

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

1. **Plan for sufficient residential development**. Planning for future residential development should be based on reasonable projections of population and household growth. Land use plans should accommodate at least 20 years of projected residential development. No more than twice the amount of land needed to accommodate housing for the next 20 years should be designated for residential development. The development areas should be consistent with local values and of densities and types consistent with service requirements. Plans for residential development should be coordinated with plans for surrounding areas.
2. **Plan for housing in proximity to amenities**. New housing should be directed to areas with amenities such as sewer service areas, sanitary district, transportation arterials, schools etc. as they are available within communities.
3. **Encourage an even distribution of various types of housing**. Affordable, elderly, and multi-family housing should be effectively located and integrated throughout the County. Housing should be near services, transportation corridors, and community services and not isolated.
4. **Encourage housing maintenance and rehabilitation**. The County and local municipalities should work together to use the various funding programs available to residents for the maintenance and rehabilitation of existing residential units.
5. **Pursue funding for developing affordable housing**. The County and local municipalities should work together to use the state, federal and local funding programs available for developing affordable housing.
6. **Strengthen site and design guidelines for mobile/manufactured housing**. Manufactured housing and mobile homes are a source of affordable housing in Winnebago County. The county should review its current ordinance that govern Mobile/manufactured housing and revise them as necessary to address issues such home size, placement, roofing, and siding. In addition, site design concerns such as density of units, open/park space should be included.
7. **Encourage conservation development patterns in rural areas**. In land, surrounding agricultural areas allow for lower density housing, use conservation and other techniques to maintain the character of the area. The County should work with local communities to provide detailed guidelines on the siting of homes (and driveways) in agriculture areas. Any necessary ordinance revisions required to accommodate 'cluster subdivisions' should be made at the county level and encourage at the local level.
8. **Encourage traditional neighborhood design (TND) standards**. In the design of residential development in urbanized and urbanizing areas, the concepts of traditional neighborhood

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design should be used. Creating walkable neighborhoods, with a mix of housing option and uses, take advantage of amenities that more urban area can provide. The county should develop model TND design standards that could be used by local communities.

9. **Preserve important natural features**. Preserve and enhance natural resources, environmental systems, and recreational facilities that define, connect, and add character to neighborhoods. Promote and preserve connectivity of roadways and environmental systems, and preserve rural character.

Transportation

Goal: To achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility for all Segments of the population and supports the economy of the County.

Objectives:

1. **Integrated planning.** Because of the direct link between land use planning and its effect on transportation, Winnebago County must integrate the transportation program with other elements of this plan.
2. **Maximize system effectiveness for all residents.** To plan for the travel needs of the region's population through consideration of the capabilities and preferences of all population subgroups and in so doing determine the relative effectiveness of various system alternatives.
3. **Connectivity**. Encourage municipal connectivity to future developments.
4. **Local input**. Work to raise the level of local input into regional transportation decisions.

Utilities and Community and Facilities

Goal: To achieve maintenance and development of quality public services and facilities that provide for recreational opportunities, a low crime rate, strong rural and urban economies, a clean environment, and reasonable and equitable taxes.

Objectives:

1. Promote the expansion, maintenance, and rehabilitation of utilities and community facilities to achieve housing, economic development, land use and other comprehensive planning goals.
2. Provide a pedestrian and bicycle path system connecting the county.
3. Promote community development initiatives that maintain and enhance the quality education system.
4. Provide community services that maintain the low crime rate.
5. Use the capacity of utilizes and community facilities to direct future growth.
6. Develop nature-based recreational resources.

Recommendations:

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

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2. **Establish minimum Level of Service (LOS) Standards** The county should work with local and regional agencies and departments to establish minimum LOS standards for the county. The ECWRPC has established thresholds and standards for LOS for single-family (based on density), Commercial, and Industrial Developments. The County could either endorse these standards for LOS or revise them to suit the needs of communities in Winnebago County.
3. **Direct intensive development to areas where utilities, community facilities, and public services are available**. Work with towns to encourage clustering and/or more intensive development so that community facilities and services (e.g. school bus routes, snow removal, police patrol) can be provided in a cost-effective manner.
4. **Provide the appropriate and cost efficient level of community services**. Ensure the appropriate level of community services and administrative facilities and practices while striving for a low tax levy. Encourage towns to explore joint service agreements with neighboring towns and municipalities where consolidating and coordinating services will result in better services and/or cost savings. Support cooperative public sanitary sewer service area planning as a means to provide efficient utility services to properly manage growth.
5. **Ensure adequate capacity in utility services to accommodate projected growth for the next 20 years**. Coordinate future land development with planned improvements to public sanitary sewer systems and planned improvements to public water systems. Plan for enlarging and/or modifying services to fit projected demand.
6. **Regulate private on-site waste disposal systems**. Most development in the County's unincorporated areas (not served by sewer), utilize private on-site sewage systems. Systems used include mound systems and holding tanks. COMM 83 allows for both conventional systems and advanced pre-treatment systems for residential development. These rules have significant implications for rural communities. Properties with soil depths or types unsuitable for conventional systems can be developed and serviced by advanced pre-treatment sewage systems. COMM 83 allows Wisconsin counties to further regulate private on-site waste disposal systems through a county sanitary code and permitting process.

   The county should revise its ordinances to allow holding tanks as a last resort, for the development of a site, if the site is unsuitable for any other type of private sewage system. The ordinance should restore the requirement to connect to public sewer when it becomes available.

   The county should work with towns to create special assessments for system maintenance, to address issues related to failing septic systems. The County should promote the state's grant program called the Wisconsin Fund, to help repair and replace failing septic systems.
7. **Assist in the expansion of public and/or utility systems**. The ability for utilities to expand to meet demand is critical to maintaining an adequate level of service to the community as it grows. As utilities cross a variety of municipal boundaries, it is essential the County act as a coordinator for expansion efforts initiated by public and/or private service entities.
8. **Develop and implement the Winnebago County recreation plan**. Developing a coordinated and integrated countywide recreation plan will ensure the provision of recreation facilities to all areas of the County. This may identify opportunities for recreation amenities for the shared park facilities and coordinating public, identify opportunities for the purchase of new facilities and improvement for existing facilities. WisDNR requires counties to update their recreation plan every five years in order to remain eligible for State Stewardship and federal Land and Water Conservation funds, available through WisDNR each year. These funds can assist the County with acquisition and development of parks and trails.

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9. **Enhance park facilities**. Park facilities provide Winnebago County residents with both active and passive recreational opportunities and enhance overall quality of life. The following are recommendations to enhance park facilities in the County:
    - Provide new park facilities within areas planned for significant residential development
    - Improve the County's existing parks with a range of facilities designed to serve the entire community
    - Work with local governments on the possibility of providing shared park facilities
    - Work with DNR and other local communities to acquire more park and recreational facilities in the county.
    - Coordinate community volunteers to improve and maintain parks
    - Develop a system in which users of recreational areas can provide feedback on desired facilities and improvements
    - Work on developing parks, recreational areas, and trails as a key component of Winnebago County's Economic Development strategy.
    - Improve and maintain non-motorized recreational facilities (hiking, off-road biking routes, horseback riding trails, cross-country ski trails and canoe and kayak routes).
    - Improve and maintain motorized recreational facilities (snowmobile trials, all-terrain vehicles (ATV) trails, lake and steam access).
10. **Libraries**. The County should work with respective communities on reviewing formulas for funding library services.
11. **Medical facilities**. As the population in Winnebago County ages, it will be important for there to be a consistent review of services offered within the community. The County should anticipate these increased demands for facilities and services and develop plans to accommodate them as needed.
12. **Educational Facilities**. In general, new schools should be located within or adjacent to planned residential development areas. The opportunities for co-development of recreational facilities suggest that Public Park and school sites should be located together wherever possible. Actual site selection for future schools should occur only after completion of detailed analysis of existing school capacities and growth trends, and development criteria for future school site selection. The county, working with local governments, should help the school districts identify, map, and secure land for future school construction in advance of the need for such facilities. Partnerships between educational institutions, local businesses, and governments should be encouraged in an effort to retain younger workers in Winnebago County. Programs in local colleges and technical schools should be directed to actual training needs of local workers and businesses.
13. **Childcare facilities**. The County should work with local governments and the County Industrial Development Board to promote the provision of childcare services within businesses and near job centers. The IDB could assist in facilitating joint day care by multiple businesses.
14. **Law enforcement**. The Winnebago County Sheriff's Department serves as the primary law enforcement agency to all towns in the County. The sheriff's department should work closely with local units of government to ensure that they have the necessary facilities and resources to provide the service needs in the community, and are able to offer these services in a cost effective and efficient manner.
15. **Fire and rescue facilities**. The County should continue to support cooperative fire service agreements and the operation of volunteer fire departments in rural areas. The County should also work with towns and the state to ensure that the departments have adequate equipment

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and training. The County should work with towns to address specific deficiencies in water supply and/or water storage areas that affect fire protection.

16. **County administrative facilities**. The County administrative facilities are located in the City of Oshkosh. An ongoing evaluation of space needs in order to facilitate the convenient use of county services by the public should be conducted. Space and expansion needs should be evaluated at regular intervals and accommodated into long-range capital improvement plans.
17. **Private facilities and utilities**. There are several facilities owned by private or quasi-public entities in Winnebago County that are open to the public for recreational use. The County should support the continued operation of these facilities, which benefit all county residents. As some of these "quasi-public" lands may be disposed of by their current owners the County should play an active role in attempting to preserve all or part of these facilities for public use over the next 20-year planning period.

Economic Development

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

Objectives:

1. Promote the availability of land for the orderly commercial and industrial development that supports healthy rural and urban economies through redevelopment, retention, and attraction.
2. Maintain, improve and develop transportation systems that effectively move goods, services, and employees to foster economic development.
3. Maintain and promote the agriculture economy through comprehensive planning policies.
4. Use brownfield sites for redevelopment opportunities.
5. Capitalize on economic development programs available from the local, state and federal level.
6. Promote a community atmosphere and educational system that retains and attracts a quality labor force that is paid livable wages.
7. Foster a system in which business, industry, and the educational institutions work together in order to develop the labor force and the economy.
8. Continual review of emerging economic sectors, and programs to support those trending sectors, e.g. the Health Care Industry.

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

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

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- **Businesses and services that support farming should be encouraged to locate in rural areas**. The county should work with towns to allow these types of businesses in areas planned for agricultural use, if the natural resources and character of the area are not negatively impacted. Develop a plan for the transition of agricultural to non-agricultural uses.
- **Promote and support home-based businesses and professional services**. These businesses are particularly appropriate in rural areas as they afford an opportunity to supplement household income. These types of businesses may range from selling craft items, repair services, and telecommuting (using the computer and the internet to conduct business from home). The County and local communities should evaluate their land use, zoning and subdivision regulations for consistency with these types of businesses and make necessary changes to accommodate them.

2. **Promote recreation-based development.** Tourism is one of Wisconsin's largest industries and one of the least developed industries in Winnebago County. With the abundance of natural resources in the county developing, a countywide recreational based tourist industry will help diversify the county's economic base. The strategy should capitalize on existing natural resource without destroying the character of the County. The County should develop and enhance existing public and private facilities, such as, campgrounds, recreation trails, harbors and marinas, and other lake and river access areas.

   The types of recreation and tourism related development appropriate in Winnebago County may include small retail shops, convenience stores, lodges, resorts, inns, bed and breakfast establishments, and restaurants. Large-scale commercial oriented tourist uses, which do not enhance the county's natural resources, should be generally discouraged.

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

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

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

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

   Businesses and services which support agriculture and other natural resource based industries should be located in rural areas where they are needed.

   Infill of existing industrial and business parks in the County should be encouraged, before new business areas are developed. Revitalizing urban centers is critical to the health of urban centers but also uses existing infrastructure and resources in a sustainable manner.

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7. **Reuse environmentally contaminated sites.** Promote the assessment, clean up, and re-use of existing 'brownfield' sites within Winnebago County. In general, most contaminated sites are older industrial properties. The County and Town governments should require proper environmental assessment and any required clean up before offering final approval on any property identified as possibly being contaminated. The County should work with local communities to identify potential contaminated sites and develop a strategy for there clean up and redevelopment. There are many state and federal programs available for this and the County should assist the communities in pursuing this funding. The redevelopment strategy for these properties will require detailed site-specific plans
8. **Economic programs and partnerships.** The County through the Industrial Development Board of Winnebago County offers assistance to local municipalities and private enterprises to promote, fund and develop local businesses. The various Chamber of Commerce's, UW-Oshkosh, local Technical Colleges, and the Regional Planning Commission all have incentives and programs for job creation and retention. These organizations play an integral role within the County and direct some of their programs to the training needs of local workers and businesses, while identifying methods to attract new businesses.

Agriculture

Goal: To achieve maintenance and development of the agriculture industry through agriculture diversification, protection of economically viable tracts of arable land, and the prevention of conflict between agriculture and incompatible uses.

Objectives:

1. Preserve large, contiguous tracts of farmland in rural areas.
2. Discourage rural development policies which result in the encroachment on agricultural development.
3. Promote availability of land for current and emerging trends in the agricultural industry.
4. Encourage municipalities to communicate across political boundaries regarding policies on farmland preservation and rural development.

Recommendations: The following recommendations are intend to supplement, support, and enhance more detailed planning documents covering the County's natural and agricultural resources.

1. **Discourage rural development policies which result in the encroachment on agricultural development.** Large amounts of non-farm development in farming areas make farming difficult to continue. The numerous conflicts, which exist due to incompatible land uses include; use of roads, noise, odors, and hours of operation. Encouraging local communities to plan non-farm development with careful attention to viable farming operations, utility and community facilities will be critical. In addition, the use of conservation neighborhood design principals will minimize the physical impact of residential development and preserve the rural character of the community.
2. **Support the continuation of the 'family' farm.** Farmers, local governments, and the County have little control over the price of agricultural products. However, interested parties can work locally on a variety of efforts to improve farm income. These may include, working with UW-Extension and County staff to increase efficiency in farm operations, providing technical support including alternative farming techniques, and providing advice on other financial and technical support opportunities.

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3. **Promote non-farm home businesses.** Promote flexibility in zoning regulations to allow non-farm home businesses that have little or no impact on surrounding properties.
4. **Promote specialty agriculture.** Work to promote specialty agriculture, directed primarily to providing food and products for the local market. On the demand side, work with local stores to promote sales of local products and help develop farm markets.
5. **Protect the needs of agricultural support businesses.** Agricultural support businesses play an important role in an agricultural economy. The County should review its ordinances, and encourage local municipalities to do the same, for inclusion of these types of businesses in rural areas.
6. **Promote availability of land for 21st century current and emerging trends in the agricultural industry.** Land use and planning practices need to take into account the future of farming practices, the trends in farming and ensure that appropriate acreage, location and style of land is readily available for our future agricultural practitioners.
7. **Encourage municipalities to communicate across political boundaries regarding policies on farmland preservation and rural development.** This statement is a strong encouragement for our Winnebago County municipalities to understand that agriculture does not see political boundaries and that adjacent municipalities need to work together and adopt similar policies that allow agriculture to thrive and flourish. For example, Farmland preservation and conservation compliance can be supported in similar ways by each municipality adopting similar comprehensive planning future land use categories and development policies.

Natural, Cultural and Historic Resources

Goal: To achieve a clean and attractive environment through the protection of natural resources, land use stewardship, development of recreational opportunities, and preservation of historical assets.

Objectives:

1. Continue to protect surface and ground water resources through lake, steam, and river corridor preservation and development policies.
2. Continue to prevent non-point pollution through construction site erosion control, stormwater management, and development that sustains resources.
3. Protect aquatic and wildlife habitat by managing development away from environmental corridors, riparian areas and woodlands.
4. Protect air resources through development that encourages multi-modal transportation and minimizes vehicle miles traveled where economically feasible.
5. Protect and develop passive and active recreational resources (e.g. parks, biking/hiking trails, hunting & fishing opportunities).

Natural Resources Recommendations:

1. **Designate and map environmental corridors.** Updating and maintaining an accurate environmental resource map is essential to the long-term protection of these features. Environmental areas are included in the environmental corridor district of the Winnebago County Land Use Policy Framework. They should include:
    - Wisconsin DNR-identified Wetlands as mapped in the Wisconsin Wetlands Inventory and subject to County Shoreland Zoning. Wisconsin DNR-purchased land and other privately owned land deeded for preservation.

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- Federal Emergency Management Association (FEMA) designated floodplains subject to existing County Zoning. These general floodplain delineations represent the areas potentially subject to the 100-year flood. Not all areas of the County subject to flooding are necessarily reflected in mapped flood plains.
- Lands with steep slopes of 15 percent or greater, as determined from the Winnebago County Soil survey. Due to instability of these soils and erosion concerns, development of these steep slopes is not advisable.
- Soils with a majority of hydric content.

2. **Implement the Winnebago County land and water management plan.** The Winnebago County Land and Water Management Plan was prepared by the Winnebago County Land and Water Conservation Department. This is the most detailed land and water resource management plan in the county. Recommended policies and programs should be implemented and the plan evaluated and updated periodically.
3. **Develop performance standards for agricultural and non-agricultural nonpoint sources of pollution.** Certain land use and land management practices are known to impair surface and groundwater resources. The goal will be to establish at what point certain activities begin to adversely impact the resources. The Wisconsin Department of Natural Resources (WDNR) and the Department of Agriculture, Trade and Consumer Protection (DATCP) have developed performance standards for agricultural and non-agricultural non-point sources of pollution. Winnebago County will rely upon these standards and other relevant methodologies to assist in directing conservation compliance.
4. **Explore opportunities to expand natural and cultural resources.** Work closely with Wisconsin DNR and local property owners to acquire land for preservation.
5. **Establish a natural resource citizen advisory subcommittee.** The county should establish a citizen advisory subcommittee to advise the county on a regular ongoing basis. The charge of the citizen subcommittee should be to advise the County of existing and possible use opportunities and conflicts with natural resources.
6. **Support enrollment in the Managed Forest Land (MFL) Program.** The county should encourage private landowners to participate in the State's Managed Forest Land (MFL) Program as a way to promote multiple goals and objectives of the Winnebago County Comprehensive Plan. Enrollment is open to all private landowners owning ten or more acres of contiguous forestland. Adhering to a forest management plan- prepared for each piece of MFL enrolled property is a requirement of the program. Property owners must allow public access to all but 80 acres of MFL-enrolled land is a single town for hunting, fishing, cross-country skiing, hiking, and sightseeing. Owners have the option of posting up to 80 acres per town as closed for recreational activities. Landowners with 'closed' MFL land pay a higher annual property tax than those who allow their land to be 'open' for public recreation.
7. **Protect environmentally sensitive areas**. The County should pursue oversight of wetlands that are outside of County shoreland zoning and are outside of wetlands owned by Federal and State agencies. These wetlands, are currently unregulated by Winnebago County. Furthermore, the County should use funds from state programs designate to assist in efforts to protect and enhance surface water quality in key areas, including;
    - The DNR Targeted Runoff Management Program
    - The DNR-River Protection Grant Program, aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty.
8. **Protect shoreland areas**. Under State Law Winnebago County currently regulates development within 300 feet of all rivers or streams, and 1,000 feet of all lakes ponds and flowages. The

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Counties Shoreland Zoning ordinance should be evaluated for consistency with the Comprehensive Plan goals and objectives, and needs of waterfront property owners. In addition, the County should monitor anticipated proposed changes to NR 115.

9. **Protect groundwater quality and quantity**. County should develop land use, development, and public health strategies, policies and ordinances for addressing arsenic in drinking water to protect public health. County should develop a countywide groundwater management plan to include policies and strategies for long range protection of groundwater quality and quantity. County should develop policies to separate incompatible uses from landfills and quarries that may cause concern about quality drinking water. County should pursue involvement in regional approaches and efforts regarding groundwater issues.

10. **Develop tools for protecting environmentally sensitive areas**

    - **Environmentally sensitive mapping** – The identification of site-specific natural resources should be the first step in planning any site development, and a prerequisite for receiving development approval. The county should amend its zoning and subdivision ordinance regulations to require such mapping on preliminary subdivision plats, with certified survey map submittals, and with site plans for larger commercial and industrial projects. These plans should also identify natural resource features that are proposed to be disturbed, and any mitigation, which is proposed.
    - **Overlay zoning districts** – an overlay-zoning district would not change the underlying zoning of the property but it may impose additional standards, which a development must meet in order to protect any site-specific natural resources.
    - **Purchase or transfer of development rights** – Working with local governments and nonprofit groups, Winnebago County should consider other innovative techniques to preserve open space where fee simple acquisition is either impractical or undesirable.
    - **Land trusts and environmental conservancies** – These are non-profit organizations set up by local people to acquire through purchase or donation, environmentally sensitive land. Acquisitions may be for fee simple title, conservation easements (development rights), or other means.

Mineral Resource Recommendations:

1. **Implement standards for reclamation of nonmetallic mineral extraction sites.** Wisconsin has administrative rules on the reclamation of nonmetallic mines (NR 135). The rules require virtually all nonmetallic mines operating on or after September 1, 2001 to obtain a nonmetallic mine operation and reclamation permit. Recently, Winnebago County joined other counties in the Fox Valley to implement a multi-county nonmetallic mining program administered by East Central Regional Planning. Permitting and inspection fees support the administrative costs of the program.
2. **Nonmetallic mineral reserve identification.** The State reclamation program provides procedures for mineral producers and landowners to register the location of marketable nonmetallic mineral reserves. The effect of the reserve is to prohibit the granting of zoning-type permission for any land use activities that would permanently interfere with the future extraction of the mineral deposit. The County should accurately record all registration and share this information with the towns. In addition, the County should develop policies to protect shallow bedrock, nonmetallic mining resources from development (to include identification and mapping).

Cultural Resource Recommendations:

1. **Protection of known historic and archeological sites.** The County and local municipalities should work together to locate and map known historical and archeological sites.

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2. **Other preservation techniques.** Preservation for historical or archeological resources may include renovation design guidelines, historic preservation ordinances, demolition controls, and amendments to subdivision regulations, and/or registration on the State and/or National Register of Historic Places. Such registration makes properties eligible for restoration funding and tax credits.
3. **Heritage tourism.** The County should work to promote tourism opportunities that celebrate and take advantage of the county's historic, archeological and scenic resources. The Industrial Development Board and/or the County should explore state grant opportunities to study, establish, and fund a 'heritage tourism' program in Winnebago County.

Land Use

Land use is a critical component of the comprehensive planning policy as it pulls together the various planning elements (housing, commercial uses, transportation, utilities and community facilities, agriculture and natural resources). Land use directly or indirectly impacts many aspects of our lives. Where a community chooses to place housing, employment centers, and recreational facilities is inextricably linked to land use planning.

Goals:

1. Small, compact development that integrates public spaces into development.
2. Large areas with low population density and small areas with high population density.
3. Development and protection of nature-based recreational resources.
4. Provision of housing for all populations.
5. Effective transportation system, including continued development of public transit, automobiles, and pedestrian and bicycle modes.
6. Vital infrastructure and services balanced with reasonable and equitable taxes.
7. Education of public and private Landowners on environmental stewardship and conservation ethic.
8. Effective protection of natural resources.
9. The rural, agricultural area maintained in large, contiguous tracts.
10. Healthy urban centers with diversified uses.
11. Historical preservation of unique community characteristics.
12. Maintenance and enhancement of a quality education system.
13. Owner rights balanced with community rights.
14. Promote communication and respect between diverse populations.

Intergovernmental Coordination

1. **Long-term planning** The overall goal of the Winnebago County Comprehensive Plan is to initiate a countywide planning process that will continue over the long term as a means of dialogue, coordination, and improvement in planning decisions at the local and County level. If effective, this process will lead to lower public costs, taxes, and higher quality development.
2. **Cooperation and coordination** A key aspect of this plan is the assumption that the most effective planning decisions (a) begin at the local level and (b) require coordination and cooperation

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between different agencies and jurisdictions. A first step has to be an understanding of the economic and environmental implications of planning decisions. Consequently land use regulations contained herein are oriented at collecting information about fiscal and environmental impacts.

3. **Border and boundary agreements** are important to minimize major jurisdictional conflicts over annexation, costly infrastructure expenditures, and long-term service inefficiencies. As more of these agreements occur, communities are searching for less expensive more effective alternatives. One such option is to begin a collaborative and coordinated planning process that balances land use recommendations with local control of decisions and increased communication with the various jurisdictions. In this way, the planning process envisioned herein can form the basis for less expensive service delivery and more effective land use decisions.
4. **Encourage cost sharing and revenue sharing** As pressure increases to reduce property taxes governments are searching for ways to maintain services and cut costs. Sound planning can form the basis for such agreements. Here too, it is the intention to make this County Plan a starting point for the long-term dialogue needed to bring about effective cost-sharing and revenue sharing agreements.

Implementation

1. **Activities**. Over time, the goal should be to continue the planning process and make amendments that broaden public support for the plan and the effectiveness of the plan. To ensure consistency and integration between the elements in the Plan, the County will;
   a) ensure that land use decisions are compatible with the goals and objectives of the nine elements,
   b) utilize the ordinance to enact the plan to ensure consistency between the elements.
   c) List the ordinances that implement this plan
2. **A compilation of existing programs and specific actions**. Many of the recommendations in the County plan encourage more detailed planning at the local level. To support and improve planning at the local level the County should compile, and make available, local planning documents and their constituent reports. Such plans should be made available in digital format for all local governments and their staff. In addition the County should make available other plans that are relevant to local planning efforts such as population projections, market studies, and similar reports. To fully benefit from this work, the County, in cooperation with UW Extension should sponsor periodic meetings of local planning officials to present and review these documents and planning efforts.

Relationship of the county plan to other plans and regulations The plan includes many recommendations with implications for updating the County's zoning and subdivision regulations. The County should develop a list of specific changes that would facilitate the recommendations in the

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TOWN OF ALGOMA
A community connected

AGENDA MEMORANDUM

To: Planning Commission Chairperson and Members

From: Maggie Mahoney, Administrator

Date: December 10, 2025

RE: Planning Commission Update

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a. **2025 Activities Report:**
   - Held 8 meetings
   - Considered the following:
     - 3 Minor Land Divisions/Certified Survey Maps
     - 2 Zoning Map Amendments
     - 1 Conditional Use Permit
     - 2 Site Plans
     - 1 Preliminary Plat
     - 1 Planned Development District Amendment
     - Comprehensive Outdoor Recreation Plan

b. **2026 Calendar:** The 2026 calendar is attached and will be available on the Town website in the coming weeks. It includes application deadlines for each meeting.

ATTACHMENTS:

1. 2026 Planning Commission Calendar

TOWN OF ALGOMA

A community connected

2025 and 2026 Planning Commission Monthly Application Dates

Monday 4:00 P.M. Application Deadline	**Wednesday** Staff Review Completed	**Wednesday** 6:00 p.m. Planning Commission Meeting	**Wednesday** 6:00 p.m. Town Board Meeting
August 25, 2025	September 3, 2025	September 10, 2025	September 17, 2025
September 22, 2025	October 1, 2025	October 8, 2025	October 15, 2025
October 27, 2025	November 5, 2025	November 12, 2025	November 19, 2025
November 24, 2025	December 3, 2025	December 10, 2025	December 17, 2025
December 29, 2025	January 7, 2026	January 14, 2026	January 21, 2026
January 26, 2026	February 4, 2026	February 11, 2026	February 18, 2026
February 23, 2026	March 4, 2026	March 11, 2026	March 18, 2026
March 23, 2026	April 1, 2026	April 8, 2026	April 15, 2026
April 27, 2026	May 6, 2026	May 13, 2026	May 20, 2026
(Tues) May 26, 2026	June 3, 2026	June 10, 2026	June 17, 2026
June 22, 2026	July 1, 2026	July 8, 2026	July 15, 2026
July 27, 2026	August 5, 2026	August 12, 2026	August 19, 2026
August 24, 2026	September 2, 2026	September 9, 2026	September 16, 2026
September 28, 2026	October 7, 2026	October 14, 2026	October 21, 2026
October 26, 2026	November 4, 2026	November 11, 2026	November 18, 2026
November 23, 2026	December 2, 2026	December 9, 2026	December 16, 2026
December 28, 2026	January 6, 2027	January 13, 2027	January 20, 2027

Note: All relevant application materials are due by the stated deadlines. This includes information provided to and received from the Winnebago County Planning and Zoning Department. For any applications that are within the Joint Town/City Extraterritorial Zoning Area, the application packet must include any relevant information provided to and received from the City of Oshkosh's Planning Services Division.

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