

COMPREHENSIVE PLAN

TOWN OF VINLAND COMPREHENSIVE PLAN 2026 - 2046

FOR
TOWN OF VINLAND
WINNEBAGO COUNTY, WISCONSIN



THE HEART OF WISCONSIN

DRAFT

February 2, 2026



McMAHON ASSOCIATES, INC.

1445 McMAHON DRIVE NEENAH, WI 54956 Mailing: PO BOX 1025 NEENAH, WI 54957-1025 PH 920.751.4200 MCMGRP.COM
McM. No. V0006-09-25-00186 | WMS:mck

COMPREHENSIVE PLAN



LIST OF OFFICIALS TOWN OF VINLAND

WINNEBAGO COUNTY, WISCONSIN

Town Board

Don O'Connell	Chairman
---------------	----------

Supervisors

Todd Devens	Supervisor
Mike McNamee	Supervisor

Town Officials

Karen Brazee	Clerk/Treasurer
Maggie Starr	Deputy Clerk/Treasurer
Don O'Connell	Zoning Administrator
Chris Anderson	Fire Chief

Plan Commission

Joe Kuehnl	Chairman
John Kunde	
Mike Giese	
Corey Maertz	
Kate Pfaendtner	
Jeff Gorr (Alternate)	
Dale Wilde (Alternate)	



THE HEART OF WISCONSIN

COMPREHENSIVE PLAN

TABLE OF CONTENTS

- I. PURPOSE OF THE COMPREHENSIVE PLAN
 - A. Why Plan?
 - B. Comprehensive Planning Legislation
 - C. Introduction to the Town of Vinland
 - D. Planning in the Town of Vinland
- II. FUTURE LAND USE PLAN
 - A. The Vision for the Town of Vinland
 - B. Future Land Use Findings and Recommendations
 - C. Future Land Use Goals, objectives and Policies
 - D. Development and Redevelopment Opportunities
 - E. Map 1 Future Land Use Plan Map
- III. SUMMARY OF THE PLANNING PROCESS
 - A. Findings and Recommendations
 - 1. Issues and Opportunities
 - 2. Agricultural, Natural, and Cultural Resources
 - 3. Transportation
 - 4. Housing
 - 5. Utilities and Community Facilities
 - 6. Economic Development
 - 7. Land Use
 - 8. Intergovernmental Cooperation
 - B. Goals, Objectives and Policies
 - 1. Agricultural Resources
 - 2. Environmental Resources
 - 3. Transportation
 - 4. Housing
 - 5. Utilities and Community Facilities
 - 6. Economic Development
 - 7. Intergovernmental Cooperation
- IV. PLAN IMPLEMENTATION
 - A. Introduction
 - B. Integration and Consistency
 - C. Ordinances
 - D. Measurement of Progress
 - E. Programs and Actions
- V. PUBLIC PARTICIPATION
 - A. Public Participation Plan
 - B. Public Hearing

- VI. COMMUNITY INFORMATION AND ANALYSIS
 - A. Issues and Opportunities
 - 1. Community History
 - 2. SWOT Workshop
 - 3. Population Characteristics
 - 4. Income Characteristics
 - 5. Education Characteristics
 - 6. Population and Household Projections
 - B. Agricultural, Natural and Cultural Resources
 - 1. Agricultural Resources
 - 2. Natural Resources
 - 3. Cultural Resources
 - C. Transportation
 - 1. Transportation Characteristics
 - 2. Comparison with Local Transportation Plans
 - 3. Programs for Local Government
 - D. Housing
 - 1. Housing Characteristics
 - 2. Housing Affordability
 - 3. Housing Plans and Programs
 - E. Utilities and Community Facilities
 - 1. Utilities
 - 2. Community Facilities
 - F. Economic Development
 - 1. Analysis of Labor Force and Economic Base
 - 2. Types of New Businesses Desired
 - 3. Local Government's Ability to Retain and Attract Business
 - 4. Sites for New or Expanding Businesses
 - 5. Use of Brownfield Sites
 - 6. Applicable County, Regional and State Programs
 - G. Land Use
 - 1. Land Use Characteristics
 - 2. Trends in the Supply, Demand and Price of Land
 - 3. Conflicts Between Adjacent Land Uses
 - 4. Development and Redevelopment Opportunities
 - 5. Limitations on Development
 - 6. Land Use Projections
 - H. Intergovernmental Cooperation
 - 1. Relationships with Other Governments
 - 2. Conflicts and Opportunities

MAPS

- Map 1 Future Land Use
- Map 2 Town Zoning
- Map 3 Floodplain and Wetland Areas
- Map 4 Shoreland Area and Sanitary Districts
- Map 5 Areas of High Ground Water
- Map 6 Arsenic Advisory Area
- Map 7 Soil Suitability for Agriculture

Map 8	Soil Limitations for Dwellings with Basements
Map 9	Wisconsin Natural Heritage Inventory
Map 10	Highway Functional Class, Daily Traffic Volume and Official Mapped Roads
Map 11	Airstrips, Bridges, Buoys, Railroads and Truck Routes
Map 12	Community Facilities
Map 13	Oshkosh Sewer Service Area
Map 14	Neenah/Menasha Sewer Service Area
Map 15	School District Boundaries
Map 16	Existing Land Use Map
Map 17	Minimum Well Casing Depth
TABLES	
Table 1	Population Change
Table 2	Population Race and Ethnicity
Table 3	Age Distribution
Table 4	Median Income
Table 5	Household Income
Table 6	Poverty Status
Table 7	Educational Attainment
Table 8	Population Projections
Table 9	Household Projections
Table 10	Age of Housing
Table 11	Housing Units
Table 12	Occupancy Status
Table 13	Vacancy Status
Table 14	Median Housing Value
Table 15	Housing Value
Table 16	Household Type
Table 17	Persons Per Household
Table 18	Household Size
Table 19	Homeowner Affordability
Table 20	Renter Affordability
Table 21	Labor Force
Table 22	Employment by Place of Industry
Table 23	Employment by Place of Residence
Table 24	Employment by Occupation
Table 25	Travel Time to Work
Table 26	Average Weekly Wages
Table 27	Per Capita Income
Table 28	Existing Land Use in Acres
Table 29	Residential Construction, January 2000 through April 2005
Table 30	Residential Land Use Projections, 2005-2020
APPENDICES	
Appendix A	Wisconsin Historical Society: Architecture and History Inventory
Appendix B	Town of Vinland Existing Business Inventory

COMPREHENSIVE PLAN

TOWN OF VINLAND COMPREHENSIVE PLAN 2026 - 2046



THE HEART OF WISCONSIN

TOWN OF VINLAND

WINNEBAGO COUNTY, WISCONSIN

JANUARY 20, 2026

McM. No. V0006-09-25-00186

I. PURPOSE OF THE COMPREHENSIVE PLAN

A. Why Plan?

Planning is being prepared for what will likely happen “tomorrow,” and being ready with an alternate strategy if something else happens instead.

Planning is knowing what you have today before deciding on what to do tomorrow.

Planning is knowing the big picture for your future, so you don’t make rash decisions when a new idea comes along.

Planning for the Town of Vinland is taking a proactive role in directing future changes for the best interests of the Town and the residents of the Township to ensure compatible land use and to reduce land use conflicts. Housing, productive agriculture, recreational opportunities, financial opportunities and roads maintenance are critical for the town future and will be a major focus of the comprehensive plan update.

We all do a little planning each day, each month, each year. If we didn’t, our lives would likely be chaos. We plan in groups, too – at home, at work, at church, at the Town Hall.

When we plan at the Town Hall, we’re deciding how we want our community to look, function, and feel. We create a “Comprehensive Plan,” but this is not just the title of a document, it’s the description of a process, too. This plan is really little more than the documentation of the **planning process**. During that process, Town of Vinland officials, with aid from the consultant and input from residents, took a **comprehensive look** at the Town in order to create a vision and work plan for the future.

“Comprehensive” means complete, wide-ranging, and thorough. A community has many aspects that contribute to its success as a place to live and play and work and run a business. Individual persons or groups will be aware of, or consider important, some aspects more than others. The role of the planning process is to consider all the various aspects and issues of the community, facilitate agreement on common goals, and lay out a path to achieve them.

So, the “**Comprehensive Plan**” records facts, documents a vision for the future, and aids in the allocation of financial and human resources; but “**comprehensive planning**” brings

people together to talk about what responsible growth looks and feels like. It encourages discussion among citizens, agencies, and governments. It is an opportunity to discuss options and develop common goals. It provides a focus for finding and discussing innovative ways to meet diverse community needs.

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

B. Comprehensive Planning Legislation

The most complete planning legislation in Wisconsin’s history was included in the State of Wisconsin Biennial Budget for 1999 to 2001 and was revised in May 2000 for technical changes. The planning legislation found in State Statute 66.1001 provides local governmental units with the framework to develop comprehensive plans and assists the community in making informed land use decisions. The framework includes nine specific elements:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

By January 1, 2010, all communities in Wisconsin that make land use decisions will need to base those decisions on an adopted comprehensive plan based on the legislation, if the local unit of government amends an official mapping, land division, or zoning ordinance, the enactment or amendment ordinance must be consistent with the communities’ comprehensive plan.

C. Introduction to the Town of Vinland

The Town of Vinland is a rural agricultural community in Winnebago County that has experienced significant land use changes since the 1990s, impacted as an extension of growth from nearby cities and a major State Trunk Highway (76 S.T.H.) intersection with the Interstate 41 (I-41) freeway. Although the town has been dominated by dairy farms and agricultural lands used for cash cropping, there is a transition taking place that reflects urban land uses occurring at scattered sites throughout the community, particularly along the major highways that extend through Vinland, and the residential development that has occurred along the shore of Lake Winnebago. These urban land uses are an outgrowth of development pressures and trends occurring within Oshkosh Urbanized Area and the Greater Fox Cities Urbanized Area. In particular, urban types of development have spread

into the Town of Vinland from the nearby cities of Oshkosh and Neenah with extraterritorial jurisdiction along the eastern portion of the Township.

Town Setting

The Town of Vinland is a rural community of approximately 1,751 residents per the 2024 census. The Town is located in the east central portion of Winnebago County. The Town encompasses approximately 28.5 square miles of area, or nearly 18,336 acres of land. Configuration of the town boundaries can best be described as placing two rectangular shaped pieces side by side with the larger rectangle being located on the west side. The town varies from two to four miles from north to south between its boundaries. By contrast, the distance between the west town boundary and the shoreline on Lake Winnebago at the east end is nearly nine miles.

The Town of Vinland is surrounded by four other towns in Winnebago County. Proceeding clockwise from the west, surrounding towns include Winneconne, Clayton, Neenah and the Town of Oshkosh. The corporate limits for the City of Neenah are now abutting the Vinland's northeast boundary, due to recent growth from the city and annexed boundary areas. The corporate boundaries for the City of Oshkosh are only one half mile south of the town's southern boundary along Brooks Road and Indian Point Road. There is relatively easy access to the cities of Neenah and Oshkosh by I-41 and S.T.H. 76, and C.T.H. "A" from the eastern half of the Town of Vinland. Additional highways on the Winnebago County Highway System also provide residents with connecting routes to the major thoroughfares that traverse the town. The federal, state, and county highway system is further complimented by an extensive system of local town roads that provide direct access to thousands of acres of land in the town.

D. Planning in the Town of Vinland

Although Vinland is preparing a revised Town Comprehensive Land Use Plan in 2026, planning related issues and growth and development concerns have been addressed through the years by the Town of Vinland Board of Supervisors and the Winnebago County Board of Supervisors.

In 1968, the County Board adopted and enacted shoreland zoning (Revised 10/18/2016), floodplain zoning (Revised 5/20/2014) and conservancy zoning as mandated by Wisconsin State Statute 59.692. Ordinances were also passed to regulate the installation of private / rural septic systems (Revised 8/20/2019) and the division of land parcels (Revised 6/16/2015). On February 7th, 1980, the Town of Vinland adopted a Town Zoning Ordinance to regulate the land uses on all properties, with the exception of the 1,000 feet of shore land adjacent to Lake Winnebago, or within 300 feet of the ordinary high-water mark of a river or stream, which is under County jurisdiction. The Town has adopted other municipal ordinances and codes under "Village Powers" to protect the public health, safety, and welfare of town residents as the need arises.

Concerned with the changing land uses and the potential for "urban sprawl" in the community, the Vinland Town Board requested planning assistance from Martenson & Eisele, Inc. to prepare the Town's first Comprehensive Land Use Plan. This plan, adopted in 1998, established goals, policies, and recommendations to guide the community's direction for a twenty-year timeframe.

In 2016, the Town Board updated the Future Land Use Plan map. The updated map, which was later incorporated into the Winnebago County Plan, shows land use changes since 2005 and updated the twenty-year land use projections. At this same time, the zoning district colors were synchronized with land use colors.

The 2016 Comprehensive Land Use Plan update took into account the preservation of rural characteristics in the town, while providing some urban development on a limited basis.

II. FUTURE LAND USE

A. The Vision for the Town of Vinland

The Town of Vinland desires to maintain its rural character, with limited residential development based on conservation subdivision platting, and commercial and industrial development along or backing up to major thoroughfares with wise land use planning as the mechanism for implementation.

B. Future Land Use Findings and Recommendations

- The amount of platting and new construction has decreased significantly since 2014 and 2016. Platting in the Town of Vinland is currently limited to two subdivisions per year, based on the Town's Subdivision Ordinance.
- To reflect the high importance of maintaining a rural atmosphere, the Town will continue to require all subdivisions be done as a "conservation" plat.
- Although development has been down in the past several years, the Town of Vinland has attributes that will continue to attract all types of development over the next twenty years.
- The Town of Vinland is positioned between major state and county highways that provide direct access to all parts of the region and state.
- Commercial and industrial real estate has been active in the recent past. The Town should anticipate and plan for more commercial and industrial development along STH 76 and the frontage road on I-41.
- Town officials should continue to meet with officials from the Cities of Neenah and Oshkosh to reach a boundary agreement.

C. Future Land Use Goals, Objectives, and Policies

Goal:

Encourage future town growth and development to be planned in an "orderly fashion" to maintain a high quality of life throughout the community.

Objectives:

1. Consider a variety of development opportunities (residential, industrial, and commercial) to broaden the community's tax base.
2. Review existing Town ordinances and standards as needed to implement the recommendations of this plan.
3. Preserve and enhance the "rural character" of the Town of Vinland
4. Amend and update the Town Zoning District Map to implement the recommendations of the Vinland Comprehensive Land Use Plan.
5. Continue to support the clustering of rural residential homes (as required in the Town's Subdivision Ordinance) in areas that are compatible with existing land uses and developed areas.
6. Large residential lots are not encouraged.
7. Create development nodes of "pockets" for future commercial and industrial areas. Where possible encourage these types of urban uses to locate adjacent to existing similar development and major highways.
8. The Vinland Comprehensive Land Use Plan should promote an orderly development pattern of land uses that allows for the provision of future public services in an economical and efficient manner.

D. Development and Redevelopment Opportunities

Residential (Potential Rural Plats)

In the twenty-year planning period, developers will be approaching the Town to consider conservation subdivisions and certified survey mapped lots. Farmland is not being prematurely designated as residential on the Town Future Land Use Plan because it is unknown which parcels may be purchased for platting purposes.

The Town has a Subdivision Ordinance that sets forth procedures and standards to develop a piece of land. If a petitioner desires to subdivide land, a change in the zoning will likely be required. Such change will require the filing of a rezoning and plat review process at the Town and County level.

Commercial

Future commercial development in the town is projected to occur along both the I-41 frontage (accessed through a frontage road system) and on STH 76 frontage. The development of commercial areas will especially occur at or near the intersection of I-41 and STH 76, up to CTH "GG". Some additional new commercial development may occur in an area around the intersection of STH 76 and County Road "G". Another possible area for smaller commercial developments is along CTH "JJ".

Industrial

Existing industrial development is limited to land at the southwest corner of STH 76 and Breezewood Lane in the area of JJ Keller. Future industrial or business park development is likely to expand in this location. Another area may be around Dixie Road, just east of I-41.

E. Map 1 Future Land Use Plan Map – INSERT MAP IMAGE HERE/NEXT PAGE

III. SUMMARY OF THE PLANNING PROCESS

A. Findings and Recommendations

1. Issues and Opportunities

- During the fifty-three-year period from 1970 through 2023, the Town of Vinland experienced its most growth between 1990 and 2000.
- The racial and ethnic makeup of Vinland's citizenry continues to be predominantly "White", even more so compared to the County and State profiles.
- The number of children under nineteen years has declined in the Town, County and State from 2000 to 2023. The percentage of people over forty-five years old has gone up in the Town, County and State.
- Vinland's median household and family income figures have increased significantly more than the County's and State's income levels, as of 2023.
- Household income from 1999 to 2023 was significantly higher in the Town of Vinland than in the County or State.
- Although the poverty levels for both person and families in the Town of Vinland increased in 1999 and 2023, the levels are still much smaller than Winnebago County's and the State of Wisconsin's.
- In 2023, Vinland had a larger percentage of residents in the one to three years of college category when compared to the County or State, but a smaller percentage in the four college years or more category.
- Population projections indicate Vinland will grow by a smaller percentage as compared to the surrounding Towns of Clayton and Winneconne, but more than the Town of Neenah. The County and State are also shown to have a larger percentage growth than Vinland.
- Despite 103 more households being projected for Vinland by 2040, the Town's persons per household figure is anticipated to flatten or have a slow steady decline.

2. Agricultural, Natural, and Cultural Resources

- Agricultural land within and near the Town of Vinland, especially around its transportation corridors, is gradually being converted to a more intensive use such as residential, commercial, or industrial.
- Surface water is a very important resource for the Town of Vinland. Dagget's Creek, Arrowhead River, and Lake Winnebago are the dominant surface water features of the Town.
- Surface water, stream corridors, floodplains, and wetlands are highly regulated resources. Local, state and federal regulations and ordinances need to be thoroughly reviewed when development is proposed for property that is in or near any of these resources.
- Groundwater is the source of water for the residents and businesses in the Town of Vinland. New development should be encouraged to share common wells or dig a community (neighborhood) well.
- Addressing water quality through the management of storm water is a priority of federal and state regulators. The Town of Vinland has adopted the Winnebago County Construction Site Erosion Control and Storm water Management Ordinance, Section 23.15 of the Town/County Ordinance adopted by the Winnebago County Board. Any land development or redevelopment activity in the Town of Vinland must meet the conditions of this ordinance.
- Soils and geology in the Town of Vinland do not present serious obstacles to development.
- Woodlands, while not plentiful in the Town of Vinland, provide both aesthetic and practical benefits and should be preserved whenever possible.
- Environmentally sensitive areas should be preserved from development.
- Federal and state records provide general information on wildlife habitat and threatened and endangered species and should be consulted as part of the review process for new development projects.
- The Town of Vinland should understand the importance of properties that are listed in the Architecture and History Inventory.

3. Transportation

- The Town of Vinland should continue to use the WISLR Program to help prioritize improvements to the existing street system.
- The Town of Vinland recognizes its responsibility to maintain its own Town Road system.
- Official mapping of future streets needs to be consistent with future roadways shown on the Future Land Use Plan and needs to be updated periodically.
- The Town of Vinland will consider trail locations, and their interconnectivity to each other and the Wiouwash Trail, as they review future conservation subdivisions.

- The Town of Vinland will cooperate and work with the County Highway Department and State Department of Transportation as major improvements to County and State roads occur.

4. Housing

- Nearly 65% of housing units in Vinland were 45 years of age or older in 2024. As these units continue to age during the next twenty-year planning period, consideration should be given to developing/adding a “Housing Assistance” section to the community web page.
- Vinland is predominately composed of single-family housing units with high levels of owner occupancy compared to Winnebago County and the State of Wisconsin.
- Consideration could be given to a diversified housing stock in future years.
- A significant amount of single-family home construction and re-evaluation in 2005 resulted in a significant increase in Vinland’s median housing value. For example, 215 homes in the Town were valued at \$150,000 to \$199,999. In the year 2014 only 14 homes were in that value range.
- The Town experienced the national trend of a decrease in the percentage of traditional family households and an increase in the percentage of non-family households from 2014 to 2023. Nonetheless, Vinland still possessed a larger representative percentage of family households than Winnebago County and the State of Wisconsin in 2023.
- Vinland, Winnebago County and Wisconsin all had an increase in the percentage of home- owners who spent more than 30% of their income on housing costs from 2014 to 2023.
- The Town also had an increase in the percentage of renters who spent more than 30% of their income on housing from 2014 to 2023. Both Winnebago County and the State of Wisconsin had decreases in this category.
- Vinland should continue to enforce their Subdivision Ordinance to ensure that new residential areas possess proper design and performance standards that preserve and promote “green space.”
- The Town should continue to enforce their Zoning Ordinance to ensure that residential areas are properly protected from the encroachment of incompatible land uses.

5. Utilities and Community Facilities

- Only a portion of the Town of Vinland has public sewer, mainly along Lake Winnebago.
- Most town residents and businesses are dependent on private wells and on-site sanitary sewer systems. The quality and quantity of ground water is an important issue.

- New wells must be constructed with a cement-grouted steel casing extending to the top of the Cambrian sandstone aquifer, following specific well construction methods outlined in WI Admin Code NR 812 and the Special Arsenic Casing Requirements.
- All new subdivisions and other land development must meet the Winnebago County Storm- water Drainage Plan regulations.
- Town of Vinland has a contract with Harters Fox Valley Disposal to provide solid waste and recycling services.
- Telecommunications industry has resulted in significant change, but more infrastructure is needed.
- The current generation, transmission and distribution systems should provide the Town of Vinland with adequate energy from electricity. Natural gas is supplied to some areas of the Town. Areas not served by natural gas are obtaining their heat from other energy sources.
- The Fire Department and Ambulance service is currently adequate.
- Town residents have excellent library services through the WinneFox system and libraries in adjacent communities, both now and into the future.
- The Town has a number of civic clubs and organizations that meet at the Town Hall.
- Town residents are served by three highly rated school districts.
- Health care facilities are not located in the Town of Vinland, but residents are within a short distance from excellent hospitals and clinics.
- The Town of Vinland contains Winnebago County's Grundman Park, with a boat landing, and a major pedestrian trail. The Winnebago County Community Park is located just south of the Town border.

6. Economic Development

- The national trend of the services sector replacing the manufacturing sector as the largest employer will benefit the Town of Vinland, as many of the jobs can be located in smaller communities.
- The emergence of sectors other than manufacturing offering high paying positions should be considered by the Town of Vinland as it targets businesses to start up and expand, or relocate to, the community.
- Vinland's attractive rural environment, proximity to a strong transportation network, and general location to the Appleton-Oshkosh-Neenah Metropolitan Statistical Area provides the Town with a strong package to market to future residents and businesses.
- Vinland should encourage telecommunication upgrades and infrastructure to improve offerings for local businesses, industry, and residents.

- Town officials should consult and work with the Fox Valley Workforce Development Board, Inc., in analyzing how the strategies from the NEW Economic Opportunity Study can be implemented to benefit Vinland.
- The Town of Vinland should cooperate and work with the private sector to develop future commercial and industrial areas in the community.
- Strong economic development programs are characterized by partnerships. The Town of Vinland is fortunate to have, or have access to, many other organizations that are or may be part of its economic development efforts, including the Winnebago County Industrial Development Board, the New North, the Wisconsin Department of Commerce, the Department of Natural Resources, the Wisconsin Small Business Development Center, Forward Wisconsin, and others.

7. Land Use

- The intensity of development in the Town is moderate to low. Single-family residential density is typical of urban communities.
- Building permit information indicates that the market for single-family residential development has been consistent over the past years.
- The commercial and industrial real estate market has been slower in recent years than in the past.
- Conflict in land uses has occurred between adjacent properties and the landfill or non-metallic mining operations.
- While the projections for industrial land are not significant, the Town should plan for some industrial growth.
- Knowledge of property limitations by natural resources, environmentally sensitive areas, or the boundaries of utility services and community facilities is important information that any property owner or developer should know.
- The Town of Vinland should anticipate residential, commercial and industrial growth in the next twenty years. However, the amount of residential growth is slowing due to the housing market, and it may be too soon to know whether the Town of Vinland's new subdivision requirements will affect the amount of platting in the future.

8. Intergovernmental Cooperation

- Vinland should keep their respective school districts informed when a major subdivision is submitted for review.
- The Town should continue to work with economic development groups to promote economic development in the Vinland area.
- The Town of Vinland should continue to have discussions with the Cities of Oshkosh and Neenah on boundary agreements.

- The Town of Vinland should pursue any additional means of intergovernmental cooperation.

B. Goals, Objectives and Policies

In this section, the goals, objectives, and policies for each of the Comprehensive Plan's nine major elements are presented. Definitions for goals, objectives and policies are given below.

Goal: An **ideal future condition** to which the community aspires. It is usually expressed in general terms and is not quantifiable.

Objective: An **intermediate step** toward attaining a goal that is measurable and attainable.

Policies: **Principles of land use design and management of development** derived from the goals and aimed specifically at what Vinland can do to attain the goals. Policies typically use "shall" and "should" in describing actions and are often expressed as specific standards.

Goals, objectives, and policies are intended to serve as guides for preparing and implementing the recommendations presented in the nine elements of the Comprehensive Plan.

The development of goals, objectives, and policies is a key element of the comprehensive community planning process. The goals and objectives are intended to express the basic values, desires and needs of the community with respect to physical development and redevelopment. Further, they contribute to the successful implementation of the Plan after it is adopted by providing guidelines for reviewing new development proposals. Essentially, they define the Town's vision for the future and provide guidance for realizing that vision. The policies give community leaders specific directions on guiding, encouraging and regulating development.

1. Agricultural Resources

Goal:

Protect the productive agricultural lands in the Town for long-term farm use and maintain agriculture as a major economic activity and way of life.

Objectives:

1. Protect the prime agricultural lands in Vinland by encouraging farming operations.
2. Encourage residential and other types of urban land uses to locate away from prime agricultural lands and recommend areas that would best accommodate non-farm uses.
3. The Town of Vinland will not support another landfill operation within the Town boundaries.

4. The Town of Vinland will not support the conversion of additional farmland into another quarry or gravel pit operation within the Town boundaries.
5. Require public agencies, utility companies and private entities to locate future roadway corridors, pipelines or power transmission lines away from prime agricultural land areas, to protect drain tile, drainage-ways and grass waterways, and not violate the preservation goal.
6. Encourage farmers and agricultural land owners to continue their participation in state and federal programs that would provide benefits for keeping land in agricultural production.
7. The Town of Vinland should investigate other implementation methods or techniques that would preserve productive farmland. Such methods may include the establishment of easements, the acquisition of development rights, limited review and approval of certified survey maps and subdivision plats, and possible boundary and/or inter-municipal agreements with surrounding municipalities.

2. Environmental Resources

Goal:

Conserve, protect and enhance the natural resources and environmentally sensitive areas that exist in the Town.

Objectives:

1. The Town of Vinland should use its official mapping powers and the establishment of drainage easements to protect Dagget's Creek, the Arrowhead River and other significant drainage ways from development encroachment and potential soil erosion.
2. The Town of Vinland should work cooperatively with Winnebago County and the State of Wisconsin to ensure that watersheds, shoreline areas, wetlands, and woodlands that are part of existing wetlands, are protected.
3. The Town of Vinland should continue to work with Winnebago County in its enforcement of the Construction Site Erosion Control and Stormwater Management ordinance for all new single family residential subdivisions, multi-family, commercial and industrial developments.
4. Where possible, support governmental agency efforts to protect and upgrade the quality of surface waters and groundwater within the Town of Vinland.
5. Encourage efforts to protect and preserve areas needed to support local wildlife.
6. The Town of Vinland should review all development plans in or adjacent to important natural features with the intent of preserving those features.

7. The Town should not support new industries that are known to have air, water or noise pollution characteristics.
8. Consider renewable energy on lower productive lands as a Working Lands Initiative to protect agricultural sustainability and provide economic resources. Sites will be considered in the Future Land Use Map.

Policies:

1. The Town of Vinland shall use the zoning and subdivision ordinances to maintain the character of existing residential neighborhoods and allow a controlled amount of land for new residential developments in appropriate locations.
2. The Town of Vinland shall continue to use effective building and housing codes (Uniform Dwelling Code SPS 320-325) to maintain and ensure the quality and safety of existing and new housing units.

3. Transportation

Goal:

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

Objectives:

1. Develop an annual capital improvements program with a five-year timeline that is integrated with the other elements of the Town's Comprehensive Plan.
2. Adjust the Official Map Ordinance to reserve adequate right-of-way for future constructed or reconstructed streets and multi-purpose trails, as shown on the Future Land Use Plan.
3. Continue to review road conditions periodically and use the WISLR program to help prioritize needed road maintenance and improvements.
4. Provide a transportation system that allows for safe and efficient movement of motor vehicle, bicycle, and pedestrian traffic within the Town.
5. Encourage the development of a connected private trail system that pedestrians and bicyclists can use to travel to all parts of the Town, and to connect to other trail systems.
6. Coordinate transportation improvements with the surrounding Towns, Winnebago County, and the Wisconsin Department of Transportation.

7. Minimize the impact of new transportation improvements on existing development and the community's natural resources.
8. ATV/UTV operation on all Town and County roads if designated and follow rules as stated in section 7.16 of the General Code of Winnebago County as well as State of Wisconsin S23.33.

Policies:

1. The Town of Vinland shall review, revise and adopt a flexible transportation improvement program at the discretion of the Town Board, consistent with this Plan.
2. The Town should continue to use official mapping to preserve the right-of-ways for planned additions to its street system.
3. The Town should communicate periodically with surrounding Towns, Winnebago County, and the Wisconsin Department of Transportation on transportation issues.
4. The Town should seek assistance from the County Sheriff's office to enforce lower speed limits posted on certain Town roads.
5. The Town of Vinland shall use their zoning ordinance and shoreland-wetland ordinances, through Winnebago County to protect environmentally sensitive areas from urban development.

4. Housing

Goal:

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

Objectives:

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

5. Utilities and Community Facilities

Goals:

Provide community facilities and services to meet the needs of existing and future residents of the Town of Vinland.

Objectives:

1. Provide an appropriate range of governmental services to Town residents and property owners.
2. To charge an impact fee for trail development, a Public Facilities Needs Study will need to be prepared.
3. Continue to support a strong volunteer Fire Department and First Responder's Program.
4. When possible, connect trails to the County "Wiouwash Trail."
5. Provide open space and recreational facilities to serve the residents as the demand and needs are identified.
6. Where feasible, future trail systems should be targeted where there is a concentration of residential development.
7. The Town of Vinland should utilize drainage easements, official mapping, land acquisition, or other legal means to ensure that environmentally sensitive areas and unique open space areas are protected and preserved for ecological purposes and the enjoyment of residents now and in the future.

Policies:

1. Through its Subdivision Ordinance, the Town requires developers to dedicate land sufficient to provide residents of the community with trail related activities.
2. The Town shall require land developers to pay all improvement costs associated with the development of new subdivisions.
3. To charge an impact fee for trail development, a Public Facilities Needs Study will need to be prepared by the developer and submitted to the Vinland Town Board.

6. Economic Development

Goal:

Encourage the development of a diversified economic base for Vinland in a manner that will maintain a high-quality living environment.

Objectives:

1. Support the concepts of the “New North” (page 85) and promote business development in areas shown for commercial land use on the Future Land Use Plan.
2. Encourage (through enforcement of codes and a future Site Plan Ordinance) the maintenance and appearance of existing businesses in the community.

Policies:

The Town of Vinland should ensure that an adequate supply of land is zoned for commercial and industrial uses.

7. Intergovernmental Cooperation

Goal:

To promote the provision of governmental services in a cooperative, efficient, environmentally sound and socially responsible manner, and to work towards boundary agreements with neighboring entities.

Objectives:

1. Continue to maintain reciprocal fire department agreements.
2. During the Town’s annual budgeting process, review opportunities to provide efficient and economical public facilities and services through cooperation with other units of government.
3. The Town will strive to meet with surrounding communities to discuss boundary agreements to assure a long-term planning area.

Policy:

The Town of Vinland shall continue to have good communications and discussion of mutual interests with neighboring communities.

IV. PLAN IMPLEMENTATION

A. Introduction

The most important action needed for the implementation of a Comprehensive Plan is when it is adopted by ordinance. A key difference between the old style of comprehensive plans and the comprehensive plan prepared to comply with chapter 66.1001 of the Wisconsin State Statutes is the fact that the municipality’s governing body adopts a 66.1001 comprehensive plan by ordinance instead of by resolution. This means that decisions affecting the development of land in the Town of Vinland must be consistent with the Town’s adopted comprehensive plan.

The Comprehensive Plan is a vision looking into the future that is intended to guide all decisions related to community development in the Town of Vinland. All public and private

sector community development-related decisions should be made in the context of the Comprehensive Plan's goals, objectives, policies and recommendations.

Specifically, the Comprehensive Plan should be used as a guide when site plans are reviewed, the rezoning of land is proposed, conditional use requests are considered, subdivision plats are reviewed and public utility improvements or extensions are proposed. The Comprehensive Plan should be used to evaluate the impact of proposed development projects on existing land uses, transportation system facilities, utility systems, recreational facilities and other municipal services and facilities prior to issuing permits to, for example, commence construction, divide land, and occupy buildings. The eastern portion of the Town is adjacent to the City/Town of Neenah and boundary agreements for future development into the Town of Vinland will need to be assessed for consistency with the future land use plan.

B. Integration and Consistency

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

Of particular importance is consistency between the Future Land Use Plan (Map 1) and the Zoning Map (Map 2). Because zoning reflects the current situation and a future land use plan reflects where the land use is expected to change, the two maps at the time of the adoption of the Comprehensive Plan will not be consistent. The two maps were analyzed, and the areas where there are inconsistencies are described below. These are the areas where the Town of Vinland should consider amending either the Zoning Map or the Future Land Use Plan.

Area	Current Zoning	Future Land Use Plan
Locations along STH 76	A1 and A2	Commercial
Locations along I- 41	A-2	Commercial
Land west of CTH "A" and north edge of the Town	A-2	Residential
Land north of Indian Point Road, E., W. of CTH "A"	A-2	Residential
Land around J.J. Keller Property	A-2	Industrial

The Agricultural Land Use category on the Future Land Use Map includes existing and future platted residential lots, subject to the land being zoned or rezoned to R-1, R-2, or A-2, and properly subdivided by CSM or plat in accordance with the Town of Vinland Zoning and Subdivision Ordinances and the Winnebago County Subdivision Ordinance.

The Business Land Use category on the Future Land Use Map includes existing and future commercial and industrial land uses, subject to the land being zoned or rezoned to B-1, B-2, M-1 and M-2, and approval of a Conditional Use permit as required in the Town of Vinland Zoning Ordinance.

C. Ordinances

The State of Wisconsin's comprehensive planning legislation requires that a community's Comprehensive Plan be consistent with the community's Zoning Ordinance and map, subdivision Ordinance, and Official Map. It is recommended that the Zoning Ordinance be reviewed to determine where changes may be needed to implement the recommendations of this plan.

In 2004, the Town of Vinland created their own Subdivision Ordinance that establishes limits on the number of plats reviewed in any calendar year and specifies that all land division be done in a "conservation type" plat.

On January 14, 2002, the Town of Vinland adopted their own Official Map Ordinance. The Official Map identifies existing and future arterial and collector roadways, mostly near the Neenah metropolitan area.

D. Measurement of Progress

The Town of Vinland Planning Commission may, on a periodic basis, provide a written report to the Town Board on the progress made in implementing the programs and actions described in the Implementation Element of the Comprehensive Plan.

E. Programs and Actions

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

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

Who is responsible for developing the program or taking the action needed to implement the objectives? In some cases, it may be an individual who is responsible for the program or action. In other cases, it may be a joint effort between several different public sector organizations or between the public and private sectors. The list includes but is not limited to the Town Board, and the Plan Commission.

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

On the following pages are the What, the Who, and the When for each of the elements of the Comprehensive Plan.

Future Land Use

What	Who	When
Consider a variety of development opportunities (residential, industrial, and commercial) to broaden the community's tax base.	Plan Commission and Town Board	Ongoing
Review existing Town ordinances and standards as needed to implement the recommendations of this plan.	Plan Commission and Town Board	Ongoing
Reserve and enhance the "rural character" of the Town of Vinland.	Plan Commission and Town Board	Ongoing
Amend and update the Town Zoning District Map to implement the recommendations of the Vinland Comprehensive Land Use Plan.	Plan Commission and Town Board	Ongoing
Continue to support the clustering of rural residential homes (as required in the Town's Subdivision Ordinance) in areas that are compatible with existing land uses and developed areas.	Plan Commission and Town Board	Ongoing
Large residential lots in excess of two (2) acres are not encouraged.	Plan Commission and Town Board	Ongoing
Create development nodes or "pockets" for future commercial and industrial areas. Where possible encourage these types of urban uses to locate adjacent to existing development and major highways.	Plan Commission and Town Board	Ongoing
The Vinland Comprehensive Land Use Plan promotes an orderly development pattern of land uses that allows for the provision of future public services in an economical and efficient manner.	Plan Commission and Town Board	Ongoing

Agricultural, Natural, and Cultural Resources

What	Who	When
Protect the prime agricultural lands in the Town of Vinland by encouraging farming operations.	Plan Commission and Town Board	Ongoing
Encourage residential development and other types of urban land uses to locate away from prime agricultural lands and recommend areas that would best accommodate non-farm uses.	Plan Commission and Town Board	Ongoing
The Town of Vinland will not support another landfill operation within the town boundaries.	Plan Commission and Town Board	Ongoing
The Town of Vinland will not support the conversion of additional farmland into another quarry or gravel pit operation within the town boundaries.	Plan Commission and Town Board	Ongoing
Require public agencies, utility companies and private entities to locate future roadway corridors, pipelines or power transmission lines away from prime agricultural land areas, in order to protect drain tiles, drainageways and grass waterways, and not violate the preservation goal.	Plan Commission and Town Board	Ongoing
Encourage farmers and agricultural landowners to continue their participation in state and federal agency programs that would provide benefits for keeping land in agricultural production.	Plan Commission and Town Board	Ongoing
The Town of Vinland should investigate other implementation methods or techniques that would preserve productive farmland. Such methods may include the establishment of easements, the acquisition of development rights, limited review and approval of certified survey maps and subdivision plats, and possible boundary and/or inter-municipal agreements with surrounding municipalities.	Plan Commission and Town Board	Ongoing

Transportation

What	Who	When
Develop an annual capital improvements program (CIP) with a five-year time horizon that is integrated with the other elements of the Town's Comprehensive Plan.	Town Board	Annually
Adjust the Official Map Ordinance to reserve adequate right-of-way for future constructed or reconstructed streets and pedestrian and biking trails, as shown on the Future Land Use Map.	Plan Commission and Town Board	Ongoing
Continue to review road conditions periodically, and use the WISLR program to help prioritize needed street maintenance and improvements.	Highway Supervisor and Town Board	Bi-Annually
Provide a transportation system that allows for safe and efficient movement of motor vehicle, bicycle, and pedestrian traffic within the Town.	Plan Commission and Town Board	Ongoing
Encourage the development of a connected private trail system that pedestrians and bicyclists can use to travel to all parts of the Town and to connect to other trail systems.	Plan Commission and Town Board	Plat Re-view
Coordinate transportation improvements, with the surrounding Towns, Winnebago County, and the Wisconsin Department of Transportation.	Town Board	Ongoing
Minimize the impact of new transportation improvements on existing development and the community's natural resources.	Plan Commission and Town Board	Plat Re-view

Housing

What	Who	When
Promote good physical condition of homes by enforcing local and state property maintenance and building codes to ensure health and safety.	Town Board	Ongoing
Buffer residential areas from incompatible land uses.	Plan Commission and Town Board	Ongoing
Structures that are no longer habitable should be demolished to protect the safety and welfare of the residents.	Town Board	Ongoing

Utilities and Community Facilities

What	Who	When
Provide a range of governmental services to the citizens of the community.	Town Board	Ongoing
To charge an Impact Fee for Trail development, a Public Facilities Needs Study will need to be prepared.	Plan Commission and Town Board	Future
The Town Plan Commission may recommend to the Town Board how impact fee monies could be applied to trail related activities.	Plan Commission and Town Board	Ongoing
Continue to support a strong voluntary Fire Department and First Responder's Program, as well as law enforcement officials.	Plan Commission and Town Board	Ongoing
When possible, connect trails to the County "Wiouwash Trail."	Plan Commission and Town Board	Annually
Provide open space and recreational facilities to serve the residents as the demand and needs are identified in the Town.	Town Board	Ongoing

Where feasible, future trail systems should be targeted where there is a concentration of residential development.	Plan Commission and Town Board	Ongoing
The Town of Vinland should utilize drainage easements, official mapping, land acquisition, or other legal means to ensure that environmentally sensitive areas and unique open space areas are protected and preserved for Town resident enjoyment as well as for use by future generations.	Town Engineer and Town Board	Ongoing
Identify potential areas where broadband internet services and cell service areas are lacking and promote high-speed services.	Plan Commission and Town Board	Ongoing

Economic Development

What	Who	When
Support the concepts of the “New North” and promote business development in areas shown for commercial land use on the Future Land Use Map.	Town Board	Ongoing
Continue to use the conditional use permit site plan process to assure a good appearance and functional layout of new commercial and industrial projects in the Town.	Plan Commission, Town Board and Town Building Inspector	Ongoing
Facilitate the development of commercial and industrial development along the Hwy 41 Corridor	Plan Commission and Town Board	Ongoing
Continue to support agricultural land use throughout the Township as an economic stronghold as well as sustainability for wise land use.	Plan Commission and Town Board	Ongoing

Intergovernmental Cooperation

What	Who	When
Continue to maintain reciprocal fire department agreements.	Fire Department and Town Board	Ongoing
Review, as part of the Town’s annual budgeting process, opportunities to provide efficient and economical public facilities and services through cooperation with other units of government.	Town Board	Ongoing
The Town will strive to meet with surrounding communities to discuss boundary agreements to assure a long-term planning area.	Town Board	Ongoing
Work with State and County entities to develop relationships with the intent of the Townships interested to be evident and supported.	Plan Commission and Town Board	Ongoing

V. PUBLIC PARTICIPATION

A. Public Participation Plan

Town of Vinland Comprehensive Plan
Adopted Unanimously Oct. 17, 2016
Revision adopted April, 2026

Wisconsin’s Comprehensive Planning law requires public participation throughout the comprehensive planning process. Specifically, Wisconsin Statutes 66.1001(4) (a) states:

“The governing body of a local government shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

The Town of Vinland will utilize a variety of methods to involve citizens at differing levels – from passive to active – developed by the Plan Commission.

- **Public awareness** of the comprehensive planning process and opportunities to participate in the process will be generated through the use of news releases and mass media.
- **Public education** will provide citizens with balanced and objective information to assist them in understanding issues and alternatives for addressing them. Public meetings will be held as one approach to providing education.
- **Public input** is an important part of participatory efforts. Feedback at public meetings will be critical in assessing needs and providing input on alternatives developed to address them. SurveyMonkey was utilized for this update to gain public support and public input.
- **Public interaction** provides a higher level of participation. Through a community visioning process, public concerns and issues will be directly reflected in the alternatives developed to address them, and feedback will be given on how the input affected decision-making.
- **Planning Commission** will conduct a review of the Comprehensive Plan in its entirety.

The Town of Vinland Plan Commission and Town Board will lead the comprehensive planning effort and public involvement in it. The following activities have been developed to encourage public participation. It is possible that additional opportunities for public participation may be identified and made available during the planning process.

Strengths, Weaknesses, Opportunities and Threats (SWOT) review

The Plan Commission will hold a review of the SWOT document to ensure public viewpoints regarding the Town of Vinland’s strengths, weaknesses, opportunities and threats are addressed. The Plan Commission reviewed the SWOT document at the kickoff meeting where discussion occurred for interested residents of the Town of Vinland. The meeting was open to all residents of the Town of Vinland.

Town of Vinland Website

The Town’s Website will provide dates and topics to be discussed at Plan Commission meetings. Drafts of the Comprehensive Plan may be available on the Website as the update progresses toward the final document. For those in the Town who cannot access a Website, draft versions of the Plan will be available for review during Town Hall hours. An email link will be provided for residents to submit their comments to the Town.

Town of Vinland Newsletter

The Town of Vinland newsletter will include information on the status of the comprehensive planning process.

Public Comment at Meetings

The meetings of the Plan Commission will be open to residents of the Town of Vinland and any interested parties. Such meetings will be duly posted pursuant to Wisconsin State Statutes 985.02(2). Time will be set aside at each of the Plan Commission meetings to allow for public comment on the topic being discussed. Residents and other interested parties may present comments verbally or in writing. Copies of the material being presented to the Plan Commission will be available at the Town Hall for residents and any other interested parties to read and review prior to the meeting.

“Town Hall” Meeting

Upon completion of the recommended Comprehensive Plan, the Plan Commission shall hold a “Town Hall” Public Hearing meeting on the plan. It will be an informal occasion during which the public can ask questions and discuss the plan. In order to encourage attendance and provide people with an opportunity to attend, the “Town Hall” meeting will be held in the evening. The Public Hearing will be published as a 30-day Class 1 notice, as well as published on the Town Hall’s website - <https://townofvinlandwi.gov/>

Public Hearing – Town Board Adoption of the Plan by Ordinance

After the Plan Commission has made their recommendation to the Town Board for adoption of the Comprehensive Plan by ordinance, the Town Board shall hold a public hearing on the final Comprehensive Plan. The date and time of the hearing will be published as a class 1 notice thirty days in advance of the meeting pursuant to State Statutes 985.02(1). It will also note where a copy of the Comprehensive Plan may be viewed prior to the hearing, how a copy may be obtained, and who may be contacted for additional information on the plan. Residents and other interested individuals may present comments verbally or in writing. After the public hearing is completed, the Town Board will take action on adopting the comprehensive plan by ordinance. Future amendments to the Town of Vinland Comprehensive Plan will follow the same procedure.

In accordance with State Statute 66.1001(4), one copy of the adopted plan (as a pdf. document) (or future amendments to the plan) shall be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Vinland.
2. The clerk of every governmental unit that is adjacent to the Town of Vinland.
3. Winnebago County Planning Department
4. The Wisconsin Department of Administration.
5. East Central Wisconsin Regional Planning Commission.
6. The Cities of Neenah, Oshkosh and Winneconne Public Libraries.

The public participation activities in the Town of Vinland Public Participation Plan are summarized in the following table:

Method	Public Awareness	Public Education	Public Input	Public Interaction
SWOT Update	Moderate	High	Possible	Moderate

Town of Vinland Web Site	Moderate	High	Possible	-
Town of Vinland Newsletter	Moderate	High	Possible	-
Public Comments at Meetings	-	Moderate	High	Moderate
Public Hearings	-	Moderate	High	Moderate

The table was based on a similar table developed by the Citizen Participation Team, as noted from the meetings and web-site activity.

B. Public Hearing

Following a 30-day notice in the local newspaper, a public hearing on the draft Comprehensive Plan was held on April, 2026. **Twenty-three people attended the hearing.** The planning process, including participation from the public, Plan Commission, Town Board and surrounding communities was described. Questions were asked about the Subdivision Ordinance and the subdivision zones that were shown on the Future Land Use Plan. The process by which land could be subdivided by conservation plats was described. Once the public hearing was closed, the Town Board will adopt the plan by ordinance, which will be read to the public.

VI. COMMUNITY INFORMATION AND ANALYSIS

A. Issues and Opportunities

1. Community History

Source: John Allen, Town of Vinland

The Town of Vinland was organized April 3, 1849. The land was purchased by the United States Government from Native American's for a penny an acre, but was sold to prospective land owners for one and a quarter to one and one-half dollars an acre. Farmers from New York and the New England states viewed this as an opportunity to cultivate untapped resources and move on from their stony, depleted soils and intensely harvested forests. Prospective landowners scouted the area, made payment for land, and returned to the east coast to retrieve their families and inform neighbors of their findings.

Vinland's first settler, N.P. Tuttle, arrived in spring 1846. The following individuals also arrived the same year: Horace Clemans (Clemansville), Jeremiah Vosburg, Charles Scott, Wakeman Partridge, William Swan, Silas M. Allen (Allenville), Jacob and Walter H. Weed, William G. Gummar, and Thomas Knott. By 1850, the Town population increased to approximately 900 residents. Wheat was the main crop and could be planted in oak openings, which were made after girdling and killing oak trees. Yields typically ranged from twenty to thirty bushels an acre. After subtracting for family use and seed, farmers could sell the balance to flour mills in Neenah for 50 cents a bushel. Land was often paid for in two to three years and the raising of hops for breweries was a profitable business for those who had the money to invest and the labor to perform the work.

The early settlers from New York and New England brought with them a county-town form of local government. Among the first actions the Town engaged in was to elect various officials. The list included the following: chairman, side supervisors, rally road supervisors, clerk, treasurer, assessor, justices, superintendent of schools,

constables, and sealer. In later years, some of these offices were eliminated or taken over by the county. The chairman was a member of the county board for years until the enactment of "one man, one vote legislation".

One of the more notable events in Vinland's early history involved the kidnapping of Alvin Partridge's two-year old son in 1850. The boy disappeared while the family was collecting maple sap and local Native Americans were suspected of kidnapping. Two years later, a boy with a light complexion was seen within a Native American gathering near Waupaca and a Native American woman was formally accused of the kidnapping. A trial near Oshkosh followed with Native Americans and friends/neighbors of the Partridge family attending. The woman was found not guilty, but the Partridge family absconded with the boy and relocated to Indiana. They were eventually found and brought back to Milwaukee for another trial, which never occurred because the Partridge family ran off with the boy again. No further legal actions occurred but the bones of a small boy were found in the woods and marsh some time thereafter in the vicinity of where the child originally disappeared.

The Town's first school (Vosburg School later named Beardmore School) was erected in 1847 on property owned by Jeremiah Vosburg. Another school was built in 1849 at Gillingham Corners and district No. 7 on the west side of the Town (later the Allenville School). The first church (West Vinland Free Will Baptist Church) was built in 1852-1853 and the original structure is still part of the current building serving as the Allenville Community Baptist Church. Shortly thereafter, East Vinland Free Will Baptist Church arrived at Mears Corner and churches of differing denominations were built in Clemansville and Gillingham Corners as well. The Town owns and operates Brooks and Allenville cemeteries (non-denominational) which have gravestones pre-dating the Town's formal existence.

Local demographics were altered significantly in 1861 by the Civil War. The prices of farm commodities increased; however, local men often enlisted or were drafted for the War, which caused financial burdens and/or personal tragedies for many. There also was an influx of German immigrants who purchased land from the English settlers who were moving to cities to become merchants, businessmen, and professionals (e.g. doctors, lawyers, etc.). By 1880, local soil was depleted by the constant growing and harvesting of wheat and the chinch bug destroyed most of the remaining crops. Insects in general were a problem for hops as the price dropped from 75 to 80 cents a pound to 5 cents. Subsequently, farmers began dairy production and by 1905, Vinland possessed seven cheese factories, which was the most of any town in the county at the time. Dairy production continued strongly into the 1920's when a farm depression arrived. Consequently, consolidation of farms occurred, which increased herd sizes and farm operations in an attempt to make activities more efficient and profitable. Currently, the Town has no operating cheese factories, several dairy herds, and multiple large-scale farm operations that specialize in raising cash crops (e.g. corn, wheat, and soybeans).

The first railroad in Vinland was the Chicago and Northwestern that ran from Oshkosh to Neenah and Menasha in 1868. Another railroad was financed by lumber barons Sawyer and Paine (purchased later by Chicago and Northwestern) that passed through the western portion of the Town to access northern pines for logging. The rail line passed through the farm of Timothy Allen who provided

Sawyer and Paine with land for a station that eventually became Allenville. The rail line and its proximity to Allenville eliminated the need for post offices at Clemansville, East Vinland, Mikesville, and Winchester. Instead, mail was distributed by Rural Free Delivery in Allenville, Oshkosh, and Neenah. The result of the depot included the following: a general store, a coal yard to supply the cheese factories, stockyard, grain elevator, machinery dealer and the formation in 1909 of the Grange and the Grange Hall. By 1920, Allenville was a center for business and entertainment.

The horse and buggy influenced businesses, schools, and social life until the 1920's. The advent of the automobile changed the way the Town operated thereafter. People were able to drive to nearby cities for entertainment purposes and were able to have livestock picked up at their farms and trucked to Milwaukee if needed. Similarly, grain crops could be picked up at farms and delivered to mills efficiently and effectively and trucking companies began delivering various fuels to companies in need. By the 1940's the district schools were dissolved by consolidation. Town government also changed as a result. The populace was composed of former city residents who desired better roads, more efficient snow removal, garbage disposal service, and community planning (e.g. zoning). In addition, financial aid via the State was reformed and welfare costs and law enforcement duties became county responsibilities/obligations.

Over time, Vinland has evolved predominantly into a "bedroom community". However, there has been an increase in local commercial and industrial activities, while some farming practices have subsisted. Vinland now faces new challenges and opportunities as the area becomes more urbanized and populated, especially the areas to the east of the Township boundary known as Town of Neenah, City of Neenah.

2. SWOT UPDATE (Public Input Sessions)

On March 3rd, 2025, the Planning Commission held Public Meeting to receive input from the public for the Comprehensive Plan of the Town of Vinland. The Planning Commission meeting was posted as an open meeting for public participation on the Town website and published. The following summarizes the public comments received at those meetings:

- Review of the existing Strengths, Weakness, Opportunities and Threats were discussed.
- The list of businesses in Town was reviewed and updated.

3. Population Characteristics

The Town's population in 2023 was 1,754 which is an increase of 29% since 1970 (see Table1). Comparatively, Winnebago County increased by 32% and the State of Wisconsin 33.7% during the same time period. During that fifty-three-year timeframe, the greatest period of Town growth occurred between 2015 and 2023, when Vinland increased by 474 residents. The decade between 1990 and 2000 produced growth as well (i.e. 161 residents). Vinland's population has since the year 2000 fluctuated between 1749 and 2223.

The Town of Vinland, Winnebago County, and the State of Wisconsin all experienced an increase in the diversity of race and ethnicity between 2016 to 2023 (see Table 2). Within Vinland, the category that increased the most (percentagewise) was White with a 4.5% increase, followed by Asian with a 4.2% increase. Black or African American, Hispanic or Latino, Other Races or Two or more Races all had slight increases on population. “American Indian-Alaskan Native”, and “Asian or Pacific Islander” categories remained unchanged.

Winnebago County increased its “African American”, “Asian or Pacific Islander”, and Two or More Races categories from 2010 to 2023, but the “American Indian/Alaskan Native” and Other Race population declined. Meanwhile, the State’s “Asian or Pacific Islander” and “Other Race” categories all increased from 2010 to 2023. The percentage of “African American” and “American Indian/Alaskan Native” declined from 2010 to 2023.

The first step in analyzing the age distribution of a community is to look at the similarities and differences in the same age group in 2010 and 2023 (see Table 3). Vinland, Winnebago County, and Wisconsin all experienced a decrease in their representative percentages within the following age groups: 5 to 19 years old and 45 to 64 years old. Conversely, increases occurred at all three levels for 65 years old and older categories. The Town had an increase in Under 5 years old and 20 to 24 years old, category, whereas the County and State each decreased. The Town had a decrease in the age group 25-44 years old, but the County and State had an increase.

The second step in analyzing the age distribution of a community is to follow an age group from 2000 to 2010 to 2023. Typically, there is a decrease in the 10 to 19 age group as it becomes the 20 to 29 age group. The reasons for this include moving away to college or to larger communities in Wisconsin or to other states for career opportunities. This traditional decrease was true for the County and Wisconsin, but not for Vinland in the age grouping of 20-24, but the 25-44 years old decreased for Vinland and increased for the County and State.

Also of note, in past years within Vinland the 45 – 64-year-olds represent the 34.3% of any of the age categories in 2020. In 2010, that age group represented the largest category at 40%. Meanwhile, the 25-44 years old category represented 28% in 2000, but was 19% representation in 2010 with the population number declining again to 17.3% in 2020. The >65 year old categories represented 11% in 2000 but 17% in 2010 and now has taken over the second highest population in the Town with 24.7%.

The median age of Vinland residents is twelve years older than the State’s and over thirteen years older than the County’s. Moreover, approximately 41% of Vinland’s total population was 45 years or older as of 2000, compared to 56.6% as of 2010 and now is 59% in 2020. As these groups continue to age, there will be a growing need for housing, services, and facilities to meet their needs.

4. Income Characteristics

Table 4 shows the percentage change for median *households between* 1999 and 2010-2014 and 2023 in the Town of Vinland was higher than Winnebago County and the State of Wisconsin. The **median family income** for the Town dropped below Winnebago County and the State of Wisconsin. The Town of Vinland had the highest **median household** income in terms of actual dollars, distancing themselves by approximately \$20,000 from the County and State figures. The Town is behind the County and State by approximately \$1,000 and \$2,000 respectively, in terms of actual dollars in median family income.

The \$50,000 to \$74,999 household income category was the largest representative percentage for Winnebago County, and the State of Wisconsin in 2009 with the Winnebago County still having the highest representative percentage in this category (see Table 5). The \$75,000 to \$99,999 category, however, experienced the largest percent increase from 1999 to 2009 in Vinland. In 2023 the largest representative percentage for the Town and State of Wisconsin have now moved to the \$100,000 to \$149,000 category. Percentagewise, the Town had fewer household incomes of <\$10,000 to \$24,999 than both the County and State in 2023 and led both the County and State with regards to household incomes of \$200,000 or more.

Moreover, the Town exceeded both the County and State representative percentages in the \$50,000 to \$74,999, \$75,000 to \$99,999, and \$100,000 to \$149,999 categories as of 2023. On the contrary, Vinland had a smaller representative percentage than Winnebago County and the State of Wisconsin in the <\$10,000, \$10,000 to \$14,999, \$15,000 to \$24,999, \$25,000 to \$34,999, and \$35,000 to \$49,999 categories as of 2023.

In 1999, 2009 and 2023, the percentage of *persons* and *families* below the poverty level was lower in Vinland than in the County and the State (see Table 6). However, both the percentage of persons and families below the poverty level decreased in the Town from 1999 to 2009, but in 2023 the percentage has increased slightly for person below the poverty level both in the Town and decrease in Winnebago County and the State of Wisconsin. For total families below the poverty level the percentages dropped in the Town, Winnebago County and the State of Wisconsin in 2023.

5. Education Characteristics

Table 7 shows the educational attainment in 2023 for the Town of Vinland, Winnebago County, and the State of Wisconsin for persons age 25 or older. The Town possessed a higher percentage of persons with some college (no degree) and associates degree than the State and County. However, Vinland trailed both Winnebago County and the State of Wisconsin with a Bachelor's degree percentage. The Town of Vinland has a higher percentage of Graduate or professional degree attainment than Winnebago County, but a lower percentage than the State of Wisconsin.

Also of note, Vinland had a larger percentage of persons with high school diplomas than Winnebago County and the State of Wisconsin. The Town had a smaller

percentage of people age 25 or older with 9th-12th grade and less than 9th grade educational attainment than both the County and State in 2023 as well.

6. Population and Household Projections

The process to prepare population projections begins at the national level where the population of the entire United States is projected. That total is then used to determine what portion of the projected population should be allocated to each of the fifty states. The states, in turn, allocate the state's projected population among the counties in the state. In Wisconsin, the regional planning commissions prepare population projections for the cities, villages, and towns in each of the counties in their regions, based on the projected population for the county that has been provided by the state. The process becomes more difficult and the accuracy becomes less reliable as it moves from the macro (the entire United States) to the micro (a city, village, or town).

Table 8 shows population projections acquired from the East Central Wisconsin Regional Planning Commission. From 2010 to 2050, the Town is projected to show a significant reduction or negative growth pattern moving into 2050 due to the reduction in household size.

A key factor in planning for the future growth of a community is household projections. The projections are an important part of determining the amount of land that will be needed for future residential development. Table 9 shows that while the number of households is projected to increase, until 2035 when the number of households is predicted to start declining. The number of persons per household is expected to decrease. What this means is that more single, two-family, or multi-family housing units will be needed to accommodate the projected growth in the same period of time. Projections show a steady increase from 693 in 2000, up until the year 2030, where the highest number of household units will be noted at 736 and then start to decline to 717 in the year 2040. The Town can anticipate an average of approximately 18-20 new households every five years if growth continues as it has for the past ten years.

B. Agricultural, Natural and Cultural Resources

1. Agricultural Resources

Land, either being farmed or lying fallow, is a very important asset to communities. The Town of Vinland wants to retain the rural character but realizes that some lands strategically located along main roadways may develop into some other type of land use, depending upon what is shown on the Future Land Use Map. The Town will require developers to address environmental aspects of the land, taking into account that no development of wetlands can occur, recognizing floodplains, and designing appropriate storm drainage facilities for all new developments. Per the Town of Vinland code of ordinances for the Farmland Preservation District (410-29) and General Farming District Section (410-30), any and all development will follow the guidelines as stated with a review process implemented by the Planning Commission and Town Board if any deviation is requested.

The importance of agricultural land cannot be underemphasized within the Town of Vinland. The “buy and grow local” concept is gaining strength as well as “farm to table” as well as farmers markets. The main emphasis to maintain productive agricultural land within the Townships continues to be emphasized due to the fact that once land is developed it will never be agricultural land again. Competition for land development will continue to be an issue in the future with land values at around \$10,000 per acre in the Fox Valley and Oshkosh areas. As residential developments are continuing to occur on the boundaries of the municipalities, land use conflicts can become an issue due to continual agricultural activities in close proximity to the new housing units. “Right to farm” or “Working Land Initiative” must be provided by the Town for those who continue to produce agricultural crops on the land that has been in crop production for many years.

Recognition of environmental aspects is reflected in the Town of Vinland’s Subdivision Ordinance, which requires all new subdivisions to be designed as a “conservation” plat. Generally, conservation subdivisions emphasize common open space and compact clustered lot arrangements. The overall goal is to maximize residential development opportunities without compromising significant amounts of farmland or natural areas.

2. Natural Resources

The natural resource base of Vinland provides an important determinant of the potential physical and economic uses of the land. The management and preservation of these resources are important for sustaining economic uses of the land and maintaining the quality of life enjoyed by residents. Environmental characteristics, including topography, drainage patterns, floodplains, wetlands and soil properties are among the features that determine whether an area is suitable for a specific type of development. Development in wetlands or woodland areas can destroy the important environmental benefits these areas provide to the community including, for example, the filtering of storm water runoff and the provision of habitat for wildlife.

Topography

In general, the topographic relief in the Town of Vinland can best be described as gently rolling upland areas throughout much of the Town; supplemented by areas that are relatively flat, particularly along the Lake Winnebago shoreline and the western portions of the township. Overall, elevations range from about 750 feet above sea level at Lake Winnebago, to elevations slightly over 850 feet near U.S.H. 76, Breezewood Lane and C.T.H. G. These elevations are taken from the 1992 U.S.G.S. Oshkosh NE Quadrangle Map that covers much of the land area in Vinland.

West of S.T.H. 76 where the surface elevations exceed 850 feet above sea level, the land generally slopes in a south to southwesterly direction. High points of elevation can be found along the major roadways that traverse this geographic area of the Town. In addition to S.T.H. 76, elevations exceeding 850 feet are located along Breezewood Lane, and C.T.H.’s G, T and GG.

Some of the higher elevations in Vinland can be found in Section 21 west of C.T.H. T and south of C.T.H. GG near the Northeast Asphalt gravel pit. Southwest of the Northeast Asphalt pit, elevations drop sharply to around 800 feet near the vicinity of the Wiouwash recreational trail that runs in a northwesterly direction through the Town.

Between S.T.H. 76 and I-41, the elevations drop off gradually from 840 feet to around 750 feet near the overpass area of I-41 and C.T.H. GG in Section 18. This area is best characterized with topographic relief that slopes in a southeasterly direction. Once east of I-41, the degree of physical relief is sharply diminished. Generally, there is approximately 20 to 30 feet of relief over a two-to-three-mile area that extends easterly to the shoreline of Lake Winnebago. As stated previously, this land area is relatively flat when compared to other areas of the Town.

Water

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

Surface Water and Stream Corridors

The major storm water carriers in the Town of Vinland are Daggets Creek and Arrowhead River. Both of these major surface water features add scenic value to the community and need to be protected. The Town also contains other drainageways at various locations throughout its boundaries. These waterways either drain east to Lake Winnebago, northeast through Neenah and into Little Lake Butte des Morts, or west to Lake Butte des Morts. Eventually, all this water flows into the Fox River, which, in turn flows north to Green Bay.

Floodplains

Land areas in Vinland susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. As revised in March 17, 2003, the Flood Insurance Rate Map for the unincorporated portions of Winnebago County identifies areas along the Arrowhead River and the Lake Winnebago west shoreline that are subject to flooding.

Key updates regarding Winnebago County zoning and floodplain regulations for 2026 include:

- **Relinquishment of General Shoreland Zoning:** Effective November 21, 2025, and continuing into 2026, Winnebago County is relinquishing general zoning authority over shoreland areas (300 feet from a river/stream or 1,000 feet from a lake) to certain towns, such as the Town of Clayton.
- **Continued Shoreland Overlay Control:** Despite losing general zoning control in some areas, the County maintains **shoreland overlay zoning control**, meaning they still regulate development to protect against flooding and pollution in these zones.
- **Town Zoning Expansion:** Towns may amend their ordinances to incorporate the shoreland areas previously controlled by the County.
- **Public Hearings on Zoning Changes:** A public hearing for Planning and Zoning Committee map amendments is scheduled for January 27, 2026, which may directly affect Chapter 26 (Floodplain) and Chapter 27 (Shoreland) of the County Code.
- **Floodplain Development Rules:** The county continues to adhere to Chapter 26 of the County Code, which generally prohibits development that obstructs flow or increases regional flood heights. Any removal of land from the floodplain requires filling to at least 2 feet above the regional flood elevation.

Wetlands

The State of Wisconsin defines wetlands as those areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation and which have soils indicative of wet conditions. The Wisconsin Department of Natural Resources (DNR) has state regulation authority over all wetlands.

The United States Army Corps of Engineers (USACE) has authority over the placement of fill materials in federally regulated wetlands. In general, the most restrictive regulations (DNR or United States Army Corps of Engineers) apply in a situation where development is being proposed. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program. Prior to placing fill or altering wetland resources, the appropriate agencies should be contacted to receive authorization.

Vinland has numerous wetlands as mapped by the DNR on its Wisconsin Wetland Inventory Maps. Some of the most extensive wetland areas are located in Section 9, west of C.T.H. T and south of C.T.H. G, about one mile east of Allenville (see Map 4). Most of these wetlands are forested, with broadleaf deciduous trees and wet soils (T3K mapping symbol per Wisconsin DNR). Parts of the wetlands are drained by Daggets Creek. Another significant wetland area can be found in the center of Section 10 about one-half mile east of C.T.H. T. These wetlands are mostly emergent wet meadows with persistent narrow-leaved vegetation and wet soils (E2K mapping symbol per Wisconsin DNR). There are additional wetland areas in the north-western portion of the Town near the Arrowhead River. These wetland areas are a combination of forested and wet meadows with wet soils throughout. Several of these wetland tracts are less than 5 acres in size.

Another location where small wetland areas are prevalent is east of U.S. 41 near the Lake Winnebago shoreline. These wetlands vary in size, and are mostly wooded, with some meadows and typically wet soils. Many of these wetland areas are between 2 and 5 acres in size.

Local officials and decision-makers should pay particular attention to these areas as development opportunities will be challenging. Protection of wetlands in the Town is important since they serve several vital environmental functions including flood control, water quality improvement, groundwater recharge and providing habitat for fish, birds and other wildlife.

Local, state, and federal regulations place limitations on the development and use of wetlands and shoreland. The Shoreland District Zoning Ordinance (Section 17.20), adopted by the Winnebago County Board, regulates shoreland use and development within 300 feet of the high water mark of navigable streams, rivers or to “the landward side of the floodplain, whichever distance is greater” and shoreland use and development 1,000 feet of lakes, ponds or flowages. Flood Plain Zoning (Chapter 26) and Shoreland Zoning Code (Chapter 27) of the Winnebago County Zoning Ordinance describes permitted uses of wet- lands, some of which include development of public and private parks and the cultivation of agricultural crops.

Groundwater

Groundwater was identified at the Town’s initial public hearing as a very important issue to town residents. This is especially a concern because Vinland is in the middle of an arsenic advisory area, as shown on Map 6 in the appendix. The arsenic advisory area has been noted in the northwestern and southwestern portions of the Township.

Besides arsenic levels, any number of activities can have a detrimental effect on groundwater quality, including failing septic systems, use of pesticides and insecticides, underground storage tanks, and chemical spills. While groundwater quality is an issue that has been an issue for decades, the quantity of groundwater has only recently been identified as a concern. As the demand on groundwater aquifers has increased due to development, the level of groundwater has been dropping, requiring wells to be drilled deeper and deeper. This is not a local issue, but a regional issue that will require many units of government to come to together to address. Approximately 75 percent of the Township has a depth of water table of less than 30”.

Another area of concern is the interrelationship between shallow ground water levels and development. Areas of high groundwater should be avoided for development because of the potential negative impact on the quality of the groundwater and the cost of mitigating the impacts of high groundwater levels on the building foundations. Private On-site Waste Treatment Systems (POWTS) do not function well due to the limited percolation of wastewater which can cause high nitrates draining into the shallow ground water aquifer.

Soils maps can be used as a guide to identifying shallow ground water levels (see Map 5). Areas that have prime soils for agriculture are typically well drained with several feet to the ground water level. Development in these areas is less likely to have an impact on the quality of the groundwater than in areas where the soils are not as suitable for agriculture.

Wellheads

The issue of wellheads generally deals with geographic areas that are dependent upon groundwater. These private wells are required to have a permit. When a well is abandoned, the property owner is responsible for complying with the regulations established by the Wisconsin Department of Natural Resources.

The federal Safe Drinking Water Act (SDWA) was enacted in 1974 amended in 1986 and 1996 to include a nationwide program to protect groundwater used for public water supplies. The amendment established state wellhead protection programs. The goal is for communities to prevent the contamination of their wells by delineating and protecting the land area that contributes water to their wells.

The requirements of Wisconsin’s wellhead protection program are found in section NR 811.16(5) of the Wisconsin Administrative Code. All new municipal wells installed after May 1, 1992, must have a Department of Natural Resources approved wellhead protection plan (WHP) prior to placing the well into service. The Town of Vinland has adopted a wellhead protection plan.

More information on wellhead protection is available at:

<https://dnr.wisconsin.gov/topic/DrinkingWater/SourceWaterProtection.html>

Drainage

The Town of Vinland is an integral part of the Fox-Wolf River drainage basin that includes the “pool lakes” that are situated upstream from Lake Winnebago. For the most part, the existing drainage ways and streams are well defined in the Town. The northwestern part of Vinland is drained by the Arrowhead River, which flows in a southwesterly direction and discharges into Lake Winneconne. Some land areas

near the Arrowhead River are subject to seasonal flooding and may need protection in the future from additional runoff.

Daggets Creek is by far the largest and most well-defined drainageway in the Town. The Daggets Creek watershed drains several thousand acres in the Towns of Clayton and Vinland. Like the Arrowhead River Daggets Creek also flows in a southwesterly direction and discharges into Lake Butte Des Morts, just beyond the Town boundaries.

The eastern portion of the Town has a number of smaller drainage ways that flow in an easterly to southeasterly direction towards Lake Winnebago. However, some of these drainage ways are somewhat shallow and are susceptible to localized flooding in the spring and during periods of heavy rainfall. As the Town continues to grow and develop, these smaller streams and drainage ways may require protection from additional stormwater runoff and necessitate some measures of storm water management practices to be implemented.

Woodlands

Much like the wetlands in Vinland, woodlands are scattered throughout the Town. The most extensive area of woodlands is located in Sections 8 and 9, about one mile east of Allenville. The wooded tract actually surrounds the previously identified wetlands area. Overall, the woodlands encompass an area in excess of 160 acres, with a mixture of broadleaf deciduous trees, cedar and other varieties of evergreen trees. A main tributary of Daggets Creek also flows through the wooded area. There are also several other wooded tracts of land that can be found near Allenville. The largest parcel is located along the east side of Fahley Road in Section 8. Another wooded tract east of Fahley Road in Section 5 is also notable; while a wooded parcel east of Angell Road in Section 6 is somewhat larger.

Another wooded area can be found along Daggets Creek adjacent to Skeleton Bridge Road in Section 20. This wooded area is along the banks of Daggets Creek and extends upstream for nearly a mile where the recreational trail crosses the creek. Smaller tracts of woodlands can also be found at scattered sites in the central part of Section 11 just west of U.S.H. 76.

Moving east of U.S.H. 76, other wooded sites can be found at scattered locations between U.S.H. 76 and I-41 with several of those parcels located in Section 12 between U.S.H. 76 and Woodenshoe Road. There are also several wooded sites in Sections 13 and 24, with the largest wooded area located in Section 24 directly south of the I-41 and C.T.H. GG overpass. This wooded parcel is significant and would certainly be worth preserving.

There are a number of wooded parcels that can be found between the Canadian National Railroad Tracks and C.T.H. A. Some of these wooded tracts encompass about 10 acres and certainly would be worth preserving from an aesthetic and environmental point of view.

Finally, several wooded sites can be found near the shoreline of Lake Winnebago as well as along the shoreline itself. Some of these areas are subject to the provisions of the Shoreline Zoning Ordinance and must be protected, while other wooded tracts would be important to preserve.

Soils

Soil Suitability for Agricultural use in the Town of Vinland is shown on Map 7 in the appendix. This map shows four colors for soil classification purposes. Based on these color classifications, the great majority of land currently developed in the Town of Vinland is either prime farmland or prime if drained. It should

be noted that there are various scattered areas shown on the map as not prime farmland. Local leaders and decision-makers should pay careful attention to these particular areas when considering possible direction for future growth.

Soil provides the physical base for agriculture and development within the Town of Vinland. Knowledge of the limitations and potential of soil types is important in evaluating crop production capabilities or constructing buildings, installing utilities, or other uses of land. Some soil types exhibit characteristics such as slumping, compaction, erosion, and/or high-water tables that place limits on development. Severe soil limitations do not necessarily indicate areas that cannot be developed, but rather indicate that more extensive construction measures are being taken to prevent environmental and/or property damage. Such construction techniques generally increase the cost of development and the utilities needed to service the development.

The dominant soil association found in the Town of Vinland is the Kewaunee-Manawa-Hortonville Association. These soils are found on glaciated uplands where the soils form a thin layer of sandy or silty windblown material over reddish glacial till (loamy to clayey subsoils). This association of soils typically has high water tables and is moderately drained.

Kewaunee soils, clayey glacial till, are found on ground, terminal, and recessional moraines. These soils are moderately well-drained with moderately slow permeability. Manawa soils, found on valley terraces and in drainage ways are somewhat poorly drained and are slowly permeable. Hortonville soils are found on valley sides and moraines, are well-drained and moderately permeable. Cultivated crops such as corn, soybeans, oats and alfalfa and dairy farming are good farming practices for this soils association.

In the Town of Vinland, approximately 15,000 acres of land are in agriculture use either being cultivated or pastured. Map 7 identifies soil types considered productive agricultural soils, capable of producing high yields of crops typically grown in Winnebago County under a high level of management. The Soil Conservation Service considers a “high level of management” to include provisions for adequate drainage, appropriate tillage, planting and seeding with high yielding varieties, control of weeds, diseases, insects, optimum fertilizer application and timely, efficient harvesting techniques. Productive agricultural soils are considered those which are capable of producing an average of 6 tons per acre of grass-legume hay and 180 bushels per acre of corn (using Winnebago County averages).

Map 8 displays the Town of Vinland areas with severe limitations for buildings with basements. Among the criteria considered by the Soil Conservation Service in establishing the severe rating for soils include wetness, shrink-swell potential, bearing strength, susceptibility to flooding, depth to bedrock, slope steepness, and frost action. A “severe” limitation for buildings with basements indicates that one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required. Costly measures may not be economically feasible for some soils rated severe. The Town of Vinland soils have some potential for flooding and ponding and also allow for the potential of groundwater contamination.

Due to the high-water table soils, Private Onsite Waste Treatment Systems (POWTS) would most likely be installed as mound systems. Soil types rated for septic tank absorptions fields are rated as severe due to limitations due to high water table conditions. The number of in-ground or at grade systems is significantly less than the number of mound systems installed. The Natural Resources Conservation Service (NRCS) is the source for the soil ratings which can be obtained on the Web Soil Survey (WSS) for the Township.

<https://websoilsurvey.nrcs.usda.gov/app/>

Storm Water Runoff, Erosion & Nonpoint Source Pollution

Storm water drains to the Fox River through named and unnamed streams. Any large development or subdivision is required to build detention ponds to prevent any runoff from the property that was more than pre-development flow rates.

If any future construction of buildings, streets and parking areas occurs in the Town, the management of storm water flows from new impervious surfaces takes on additional importance. The ability of the land to absorb the runoff diminishes and the need to control and direct the runoff becomes essential. During the conversion of land from a natural state to a developed state, soil erosion must also be addressed.

Several actions can be taken to mitigate the negative effects. One is to require remedial actions by contractors to control erosion during construction. A second action is to work with the County to stringently enforce required storm water drainage planning before construction occurs.

Winnebago County adopted a Construction Site Erosion Control and Storm Water Management Ordinance in 2003. The ordinance applies to activities associated with removing ground cover, excavating, driveway or road work, utility work and ditch maintenance. Persons involved with these types of land-disturbing activities should contact the Winnebago County Land & Water Conservation Department if the property is located in the Town of Vinland.

<https://www.co.winnebago.wi.us/zoning/stormwater-and-erosion-control>

The purpose of this ordinance is to “preserve natural resources; to protect the quality of the waters of the State and the County; and to protect and promote the health, safety and welfare of the people, to the extent practical, by minimizing the amount of sediment and other pollutants carried by runoff or discharge from land disturbing construction activity to lakes, streams and wetlands.”

Additionally, the ordinance “is to set forth long-term, post-construction storm water requirements and criteria which will diminish the threats to public health, safety, welfare, and the aquatic environment due to runoff of storm water from land development and land redevelopment activity.” The ordinance can be viewed in its entirety at the following address:

<https://www.co.winnebago.wi.us/GeneralCode>

Livestock Waste Management

Winnebago County has had a Livestock Waste Management Ordinance (LWMO) since 1985. The LWMO is currently Chapter 13 of the Winnebago County General Code. It has been updated several times over the years to reflect the changes made by the State and Federal governments. The main goals of the LWMO are to prevent water pollution, protect the health and safety of residents, prevent the spread of disease, and promote the prosperity and general welfare of the citizens of Winnebago County.

What does a LWMO do?

- Regulates and permits where manure storage and transfer systems are located and verifies they are built to protect the environment.
- Permits livestock facilities and livestock lots to maintain a safe distance from surface water and wetlands to prevent runoff pollution.

- Regulates and permits the abandonment/closure of a waste storage facility and verifies environmental safety.
- Regulates the distance to wells from livestock waste to protect groundwater.
- Follows the Agriculture Performance Standards Livestock Waste Prohibitions (NR151).
- Follows the Manure Spreading Rules for all livestock waste detailed in Wisconsin NRCS Code 590 to protect water quality.

Permit Required

Any person who acquires ownership of leases, constructs, reconstructs, enlarges, abandons/closes, or substantially alters any livestock waste storage facility, livestock waste transfer system, or livestock facility will be required to have a Livestock Waste Management Permit.

What is Shoreland Zoning and a Water Quality Management Area?

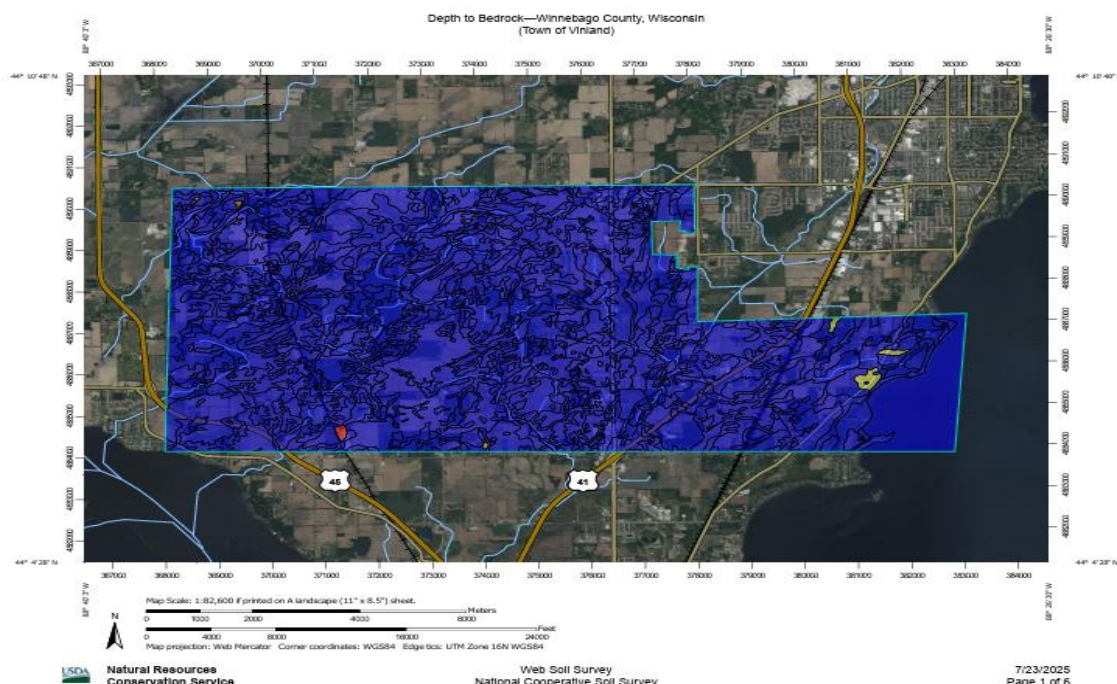
"Shoreland Zoning" and "Water Quality Management Area" mean any of the following:

- The area within 1,000 feet from the ordinary high-water mark of a lake, pond, or flowage.
- The area within 300 feet from the ordinary high-water mark of a stream or river.
- A site that is susceptible to groundwater contamination or that has the potential to be a direct conduit for contamination to reach groundwater.

<https://www.co.winnebago.wi.us/lwcd/lwmo>

Bedrock

The term bedrock in soil a survey refers to a continuous root and water restrictive layer of rock that occurs within the soil profile. Bedrock is a restricted layer that can occur in the soil profile which has formed due to pressure, heat, cementation or fusion of rocks and mineral material. Similar to ground water levels, soils maps can be used as a guide to identifying areas where bedrock is close to the surface. Areas that have prime soils for agriculture typically do not have bedrock near the surface. Development in these areas is less likely to experience constraints due to high bedrock, but development is counter-productive to preserving prime farmland. Restricted bedrock is almost non-existent within the Township.





Environmentally Sensitive Areas

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

- Lakes and streams shown on the United States Geographic Survey Maps
- Wetlands shown on the Wisconsin Wetland Inventory Maps (Department of Natural Resources)
- Floodways as delineated on the official Federal Emergency Management Administration (FEMA) Flood Boundary and Floodway Maps
- Natural plant and animal habitats with the potential for disturbance by human development

The majority of the areas designated as environmentally sensitive in the Town of Vinland are along the lakes, rivers, creeks and drainageways.

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

Metallic and Non-Metallic Mineral Resources

General Description and Regulations

Copper, zinc, lead, iron, gold and silver are common examples of metallic mineral resources that are recovered by mining operations for use and profit. Conversely, building stone, lime, sand, gravel, and crushed stoned are common examples of non-metallic mineral resources that are recovered by mining operations for economic purposes as well. Both metallic and non-metallic mining operations are governed by State mandated guidelines, regulations, and policies.

For example, Chapter NR 135 of the Wisconsin Administrative Code established reclamation standards for Wisconsin communities to adhere to when dealing with non-metallic mining sites. On June 1, 2001, all counties within the state were required to adopt ordinances that established non-metallic mine

reclamation programs to comply with NR 135 provisions. Cities, villages, and towns can elect to adopt an ordinance and administer the program within their jurisdiction if desired. The Wisconsin Department of Natural Resources reviews local ordinances for compliance with statewide requirements. Further information about the non-metallic mining reclamation program can be viewed at the following: <https://dnr.wisconsin.gov/topic/Mines/Nonmetallic.html>

Meanwhile, metallic mining activities (e.g. exploration, prospecting, and reclamation) are also regulated by the Wisconsin Department of Natural Resources. A comprehensive set of laws, rules, etc. have been established to protect environmental degradation caused by mining operations. Industry standards suggest that a typical mining operation will need to obtain ten to twenty permits, licenses or approvals from the state to develop their site.

The Wisconsin Department of Natural Resources has principal regulating authority for metallic mining activities in the state. The Department's Bureau of Waste Management has the lead role in reviewing applications for mining permits. However, it is the Bureau of Integrated Science Services, Environmental Analysis and Liaison Program that assumes the lead in performing required environmental impact analysis of a proposed mining project. Mining is a legal activity subject to state mining law and other state environmental regulations according to laws created by the Wisconsin Legislature.

Permitting Process

The following describes the permitting process in more detail and was borrowed from the WDNR's website:

"Before a mining permit may be issued, an applicant must provide the Department with considerable information about the proposed project. Metallic mining (site construction, mine development and a reclamation permit) may proceed only if a mining permit is granted by the DNR with its approval of the environmental monitoring, mining and reclamation plans. Additionally, the applicant may be required to apply for permits from other regulatory agencies, such as the state Public Service Commission or the U.S. Army Corps of Engineers. If a DNR review concludes that requirements of any of the applicable state laws and rules could not be met by a proposed mine, the Department cannot issue a mining permit. Conversely, if the proposed mine is found to meet all environmental protection standards, comply with all applicable laws, and receive local zoning approval, the Department must issue a mining permit.

Further information regarding metallic mining in Wisconsin can be viewed at the following: <http://dnr.wi.gov/org/aw/wm/mining/metallic/>

Importance of Non-Metallic Mining

Non-metallic natural resources are an integral part in many elements of a Comprehensive Plan. Aggregate material plays a vital role in new construction projects. Availability and good management of aggregate within a reasonable distance of construction projects will promote cost effective economic development.

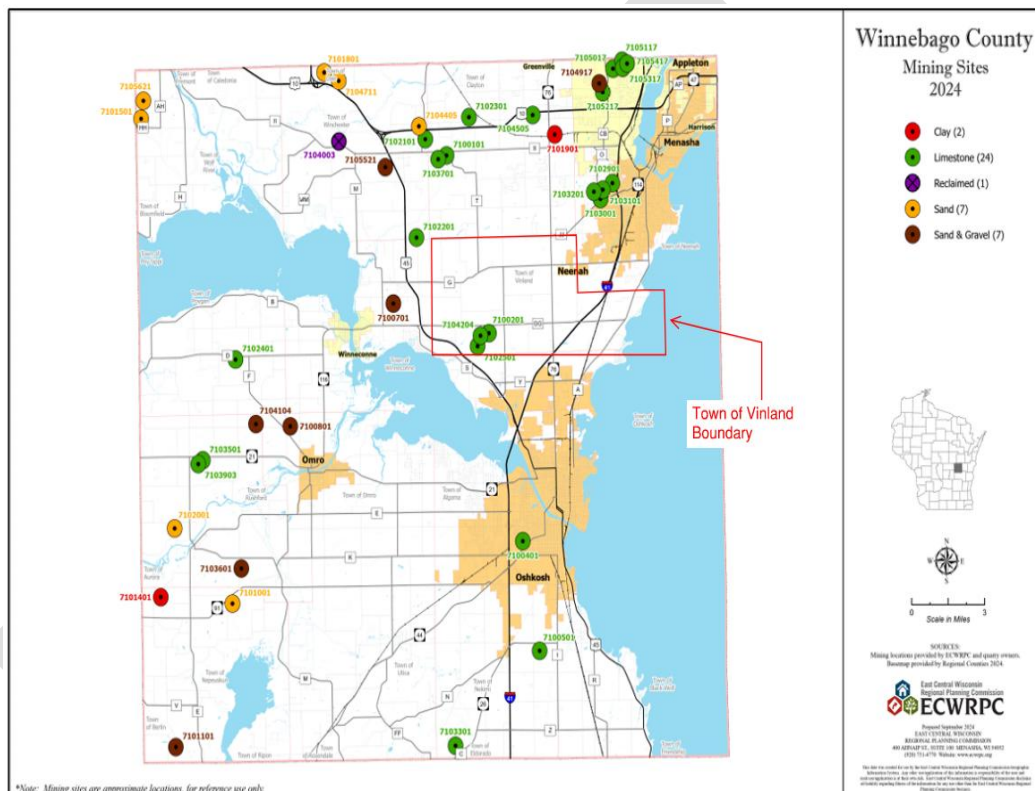
Non-Metallic Mining in The Town of Vinland

In the Town of Vinland, an extraction permit is required in accordance with Chapter 20 (Mineral Extraction provisions) of the Winnebago County Non-Metallic Mining Reclamation Ordinance. As part of a nonmetallic mine closure, a Reclamation Plan must be followed, which is administered by the Winnebago County Planning and Zoning Committee, its staff and/or its designated Administering Agency

with assistance for administering the state-mandated requirements of NR 135 by East Central Regional Planning Commission (ECRPC).

The Town of Vinland has three non-metallic mining operations, located next to each other on the south side of County Road “GG”, east of Skelton Bridge Road, west of County Road “T”, and north of Brooks Road. The first non-metallic mining operation is owned by Schmoker Farm with access from Brooks Road. The second non-metallic mine is owned by P&Q Central WI LLC. Michels Materials rents from both Schmoker and P&Q with active crushing in both quarries and the ability to grow due to only a portion of the land is active mine currently, as of the date of this Plan.. The third non-metallic mine is owned by Northeast Asphalt Inc. The first permits were applied for in 1998 and are renewed bi-annually.

See the attached map below for the green dots located in the Town of Vinland.



Wildlife Habitat and Threatened and Endangered Species

Because the Town of Vinland is generally a rural area, wildlife habitat is plentiful for birds and small animals. Aquatic life is also present in and along Lake Winnebago and all of the streams that flow to surrounding lakes. Hunting is allowed in the town. Information on wildlife habitat and threatened and endangered species is available from the Wisconsin Department of Natural Resources at the following web site: <https://dnr.wisconsin.gov/topic/lands>

While the map is produced at the county level, information is available at section level. It is recommended that landowners and developers consult this web site for information on habitat and species that may affect their property. Available at this web site are the Natural Heritage Inventory County maps, which were developed by the Endangered Resources Program and are based upon data from the Wisconsin

Natural Heritage Inventory. The maps provide generalized information about endangered resources at the section level and are intended for public audiences. The maps are a general reference to identify areas with known occurrences of endangered resources. The NHI County Maps do not identify the specific locations of endangered resources. As such, these maps are appropriate for general planning and assessment purposes only.

Map (9) is the NHI map for Winnebago County. The Town of Vinland is outlined in red. The light blue areas represent locations where rare aquatic species have been documented somewhere in the area. The green areas represent locations where rare terrestrial species or natural communities have been documented somewhere in the area. The pink area identifies where both aquatic and terrestrial species have been found.

State Parks, Natural Areas, and Public Wildlife Recreational Lands

The State of Wisconsin provides its citizens access to various parks, nature areas and recreational lands. While some of these amenities may or may not be physically located within the Town of Vinland, proximity to each resource offers value to community stakeholders.

State Parks

The closest State Park to the Town of Vinland is High Cliff in Sherwood. High Cliff's name is derived from the limestone Niagara Escarpment ledge, which runs parallel to the eastern shore of Lake Winnebago. This escarpment extends to the Door County peninsula, and ceases at Niagara Falls, New York.

High Cliff is the only state-owned recreational area on Lake Winnebago. Park offerings include a marina, historic sites, campground, picnic areas and shelters, a beach, observation tower, play areas, and view wildlife. Many facilities are accessible for people with disabilities. More information on the park can be viewed at the following: <https://dnr.wisconsin.gov/topic/parks/highcliff>

State Natural Areas

According to the WDNR website, State Natural Areas (SNAs) "protect outstanding examples of outstanding natural communities, significant geological formations, and archaeological sites, critical habitat for rare species of plants and animals, ecological benchmark reference areas, and are an exceptional site for natural area research and education. They harbor natural features essentially unaltered by human-caused disturbances or that have substantially recovered from disturbance over time. SNAs also provide the last refuges in Wisconsin for rare plants and animals. In fact, more than 90% of the plants and 75% of the animals on Wisconsin's list of endangered and threatened species are protected on SNAs."

Currently, over 700 sites in 70 of 72 Wisconsin counties (more than 406,000 acres of land and water) are considered SNAs. Management of the SNAs is lead by the Wisconsin Department of Natural Resources with more than 60 other partners. Site acreages range from less than one acre to more than 7,700 acres. Winnebago County is home to the following four SNAs: Oshkosh-Larsen Trail Prairies (located along the Wiouwash State Trail, T19N-R16E, Sections 7, 8, 17; T20N-R16E, Sections 31, 32; 7 acres), Koro Prairie (located at T17N-R14E, Section 17 W½SW¼; 3 acres), Rush Lake (located at T17N-R14E, Sections 25, 34, 35; T17N-R15E, Section 30; 441 acres), and Winchester Meadow (located in T20N-R15E, Section 19 & 30; 444 acres).

Each area offers unique natural features, habitats, wildlife, etc. More information for each area can be viewed at the following:

<https://dnr.wisconsin.gov/topic/StateNaturalAreas>

Public Wildlife Recreation Lands

These large, state-owned areas offer citizens the opportunity to hunt, fish, hike, canoe, or watch wildlife. Winnebago County is part of the WDNR's northeast region. Sixty-one total areas are included in the northeast region, but the following five are exclusively part of Winnebago County: Wolf River Wildlife Area (located one mile southwest of Zittau, 1,800 acres); Rat River Wildlife Area (located north of STHs 150 and 110 between Winchester and Zittau, 4,000 acres); Deppe Wildlife Area (located nine miles northwest of Omro, 373 acres); Jaeger's Island Wildlife Area (located 1.25 miles northeast of Oshkosh, (1/4 mile offshore north of Doemel Point in southern Asylum Bay, Lake Winnebago) .02 acres); and Glacier Habitat Restoration Areas which is a patchwork of restored grasslands and wetlands amid the established croplands of Columbia, Dodge, Fond du Lac and Winnebago counties.

More information regarding these and other public wildlife recreation lands can be viewed at the following:

<https://dnr.wisconsin.gov/topic/Lands/WildlifeAreas/alpha>

Air Quality

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

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

The air quality monitoring stations nearest to the Town of Vinland is located in the Cities of Oshkosh and Appleton. Winnebago County currently is an attainment area. That designation was confirmed in July 2003, when then Governor Jim Doyle recommended that the U.S. Environmental Protection Agency expand the non-attainment areas in Wisconsin to additional counties under the EPA's new, 8-hour ozone air quality standards. One of the counties under consideration for adding was Winnebago County. It is important that community and business leaders actively take steps to maintain and improve the air quality of Winnebago and surrounding counties. More information on air quality is available at:

<https://dnr.wisconsin.gov/topic/AirEmissions>

3. Cultural Resources

Historical Resources

State and National Register of Historic Places

The State Historical Society of Wisconsin's Division of Historic Preservation (DHP) is the clearinghouse for information relating to the state's cultural resources: its historic buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places

programs. The National Register is the official list of historic properties in the United States that are worthy of preservation. The National Park Service in the U.S. Department of the Interior maintains the program. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage and is maintained by the DHP. Both listings include sites, buildings, structures, objects and districts that are significant in national, state or local history, architecture, archaeology, engineering and culture. (For ease of discussion, "National Register" is used generally to refer to both programs. In Wisconsin, if a property is listed on one, then it is typically listed on the other.)

There is currently one Town of Vinland listing in the National Register. The historic name associated with this listing is known as the "Brennerd Site" reference number 84003823. The specific address/location of this listing is restricted according to the records page; however, the information that is listed indicates it is some type of Archeology/prehistoric grave/burial site that was significant around 1499-1000 AD and/or 1000 AD-999 BC.

The National Register is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to access the most up-to-date version list of the National Register properties. This information can be found by contacting the DHP at (608) 264-6502 or at the following web site: www.wisconsinhistory.org/hp/register/

Architecture & History Inventory

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. A search of the DHP's on-line Architecture & History Inventory (AHI) revealed there are 83 records of properties for the Town of Vinland. A listing of the records is in the appendix.

Inclusion in this inventory conveys no special status, rights, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the collections of the DHP. AHI is primarily used as a research and planning tool for those interested in pre-serving and rehabilitating older properties. Like the National Register, AHI is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to use the most up-to-date list of properties within a given area. This information can be found by contacting the DHP at (608) 264-6502 or at the following web site: www.wisconsinhistory.org/ahi

Community Design

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

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

The challenge in developing and implementing community design standards and guidelines is that they are subjective, meaning not everyone will agree with the design that results from the standards and

guidelines being followed. One person's view of the physical appearance of a building or the aesthetic value of a wetland area may differ dramatically with another person's view. One objective should be to find the proper balance between maintaining the natural beauty of an area and developing it for urban use as the community continues to grow.

Vinland's first public informational session on the Plan revealed a strong interest on the part of local residents that the rural character needs to be preserved, protected, and maintained. Therefore, local officials will need to carefully review future proposals for activities within the Town within the parameters of existing codes, ordinances, etc., listen to public testimony regarding said applications, and determine an appropriate course of action.

One helpful tool that Vinland utilizes to assure code compliance is the Town review of each building permit. A petitioner must submit a site plan and storm-water management plan for town review before a permit is issued.

C. Transportation

1. Transportation Characteristics

Streets and Highways

The Town of Vinland's transportation system consists of a well-defined network of highways and roads. There are two federal highways, a state highway, and three county trunk roads in Vinland. For the most part, the network of highways and roads follow a modified grid pattern. Most transportation facilities are oriented in a north-south or east-west direction. The exception to this rule is the diagonal routes of I-41 and C.T.H. "A", oriented in a southwest to northeast direction, and U.S.H. 45 in the southwest corner of the Town, running northwest and southeast.

Interstate 41 and S.T.H. 76 are the primary highway routes that traverse the town. Access to I-41 is available at the interchange with S.T.H. 76, on the south town line, near Brooks Road and Indian Point Road. While I-41 is a limited access-controlled facility built to freeway standards, Highway 76 has some restricted access, and is readily accessible by intersecting county trunk highways and town roads. Both highways provide Vinland residents with good access to the Oshkosh Urbanized Area as well as the Fox Cities Metro Area.

The replacement of S.T.H. 110 by U.S.H. 45 in the southwest corner of the Town, and its intersection with Brooks Road, provides another way to enter the Oshkosh area and access I-41. U.S.H. 45 also provides direct access to northern areas of the State.

Official Mapping

One of the tools available to a community to help in planning for future streets is an official map ordinance and map. The mapping of the streets provides guidance to those interested in developing land in that area and preserves important access points. The Town of Vinland adopted an Official Map on April 1, 2025 (Section 392-9 Official Road Map)

Road Classifications and Traffic Counts

Highways, streets and roads are classified according to their primary function, either to move vehicles or serve adjacent land areas that are either developed for urban purposes or maintained in an agricultural status as productive farmland. Arterials usually accommodate the movement of vehicles, while local town roads provide direct access to farming operations or individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads. Facilities classified under the Federal Aids Secondary System (State and County highways) qualify for federal aid for capital projects involving construction, reconstruction or repair. State Highway aids are available to all communities for construction and maintenance based primarily on lane mileage.

The Town of Vinland has 62 miles of highways and roads within its boundaries. Interstate 41 and S.T.H. 76 account for 6.80 miles of the highway network, while U.S. Hwy 45 accounts for approximately two miles. Winnebago County highways account for another 21.12 miles of roadways in the Town. Town roads accounted for 34.96 miles of public right-of-way, or 56.4 percent of all roads in Vinland.

Arterial Roads – United States and Wisconsin Highways are the arterial roadways in the Town of Vinland. Generally, arterials are designed to move traffic with minimal obstruction. Arterial roadways in the Town of Vinland are I-41 and U.S.H. 45, and S.T.H. 76. An expansion of I-41 from a four lane to a six-lane roadway was completed in 2014. As shown in Map 10, traffic counts on I-41 have increased from 36,700 vehicles per day in 1994 to 53,700 vehicles in 2000. In 2004, this same roadway experienced another increase to 63,900 vehicles per day, which is nearly a 75% increase in an eleven-year period. In the year 2024, I-41 averaged 66,900 vehicles per day which is less than a 5% increase in twenty years.

In 2004, through traffic that once was carried by S.T.H. 110 was transferred to a new four-lane road that is now U.S.H. 45. U.S.H. 45 has an average of 14,500 vehicles per day in 2023. The old S.T.H. 110 was re-classified to C.T.H. “S” and only carries local traffic.

Traffic counts on S.T.H. 76 (previously U.S.H. 45) has also increased, from 5,300 to 6,500, and now is up to 8,300 vehicle trips per day in one segment (south segment), and 5,800 to 6,700 and now is up to 9,000 vehicle trips per day in another (north segment). The highest volumes were between Breezewood Lane and C.T.H. G. Some of this increase can be attributed directly to the growth of business and industry along this section of S.T.H. 76. The increase of regional traffic between the Oshkosh-Neenah Metropolitan Area and the Fox Cities Metro Area has also been a key factor. Wisconsin Dept. of Transportation has completed reconstruction of S.T.H 76 in 2020. Roundabouts at County Highways GG, G, JJ were installed during the reconstruction in 2020.

Collector Roads – County highways serve as collector roads in the Town of Vinland, those being County Trunk Highways A, G, T, GG, and JJ. As shown on Map 10, traffic counts have increased steadily on these highways between 1994 and 2019. The Winnebago County Highway Department has

studied County Trunk A to determine the feasibility of expanding the facility to a four-lane highway between Neenah and Oshkosh. However, due to U.S. Hwy 45, 41 and 10, some County highways have decreased in traffic counts. Examples of this are C.T.H. "G", C.T.H. "T", and C.T.H. "GG", west of State Hwy 76. Other increases and then decreases have also been seen on C.T.H. "A" (on the eastern edge of the town) and C.T.H. "GG" (east of S.T.H. 76).

Traffic volumes on C.T.H. "GG", located between U.S.H. 45 and CTH "A", range from 940 to 2,500 vehicle trips per day, with the higher volumes closest to U.S.H. 45. In the past nine years, traffic counts have increased by 210 to 400 vehicle trips per day, which is rather significant. Breezewood Lane by contrast is a minor collector that carries much higher traffic volumes between U.S.H. 45, C.T.H. "JJ" and the west side corporate limits of the City of Neenah. From 1994 to 2019, traffic volumes increased and decrease due to alternative route choices. There was only one traffic count available for 2023 to determine whether the increase or decrease has continued as past trends have indicated.

Local Roads - Local roads are primarily the Town of Vinland-owned roads, and serve as direct access to homes, businesses and agricultural uses. Overall, there are 40 town roads located throughout the community. When combined, these 40 roads amount to 34.96 miles of roadway.

On an annual basis, the Town Board of Vinland budgets a certain amount of money for road improvements. The annual road maintenance and snowplowing for town roads is handled by the Winnebago County Highway Department.

Access Permits

Access to local, county, and state highways requires a permit. The primary purpose of access permits is to increase safety by restricting the number of locations where vehicles can enter a roadway from adjacent property. The Town of Vinland requires culvert permits for anyone interested in obtaining new access to a town road. Winnebago County Highway Department issues driveway access permits for all County Highways, and the Wisconsin Department of Transportation issues access permits for all State Highways. Proper planning through the permit process will ensure that the requirements for the Town of Vinland, Winnebago County, and the Wisconsin DOT roadway access are met before any installation occurs.

WISLR Road Surface Rating Program

Another tool available to the Town of Vinland in determining budget priorities for street construction and repair is utilizing the WISLR program. WISLR is a simplified pavement management program that communities use to evaluate pavement surface conditions. The WISLR rating reflects the physical condition of the street. In general, the Vinland town road system is in good condition. A five-year Capital Improvement Plan (CIP) for roadwork within the Township should be a discussion item for future budgeting.

Major Road Improvements

Interstate 41 is a major transportation corridor linking Green Bay, the Fox Valley and northern Wisconsin to the major urban centers of Madison and Milwaukee and the

rest of the country. It is classified as a multi-lane backbone route on the Wisconsin Department of Transportation's (WisDOT) Corridors 2030 plan map, which allocates high priority funding to highways connecting major regions and economic centers.

In Winnebago County, I-41 serves local economic development in the Town of Vinland and other surrounding municipalities. Interstate 41 also is the only high-speed route crossing the Lake Butte des Morts/Fox River System. In 2016 U.S.H 41 was classified an interstate and named I-41. Completion of I-41 to interstate standards occurred in 2015.

The State Highway 76 project was completed in October of 2020, roadway updates included:

Reconstruction of WIS 76 as a rural, two-lane highway beginning north of Greenhill Court and extending to just north of County JJ.

- Single lane roundabouts at County GG and County G intersections were completed.
- A multilane roundabout at the County JJ intersection was completed.
- Construction of a left turn bypass lane at the Vinland Center Road intersection was completed.
- Replacement of drainage culverts and the pavement structure are continually assessed for maintenance and repair.
- Minor changes in the roadway profile to improve drainage along the highway is continually assessed.

Railroad Service

The Canadian National Railroad tracks are located between I-41 and C.T.H. "A" in the eastern portion of the Town. The dual sets of tracks are used for rail freight service that connects the Fox Cities Metro Area and the Oshkosh Urbanized Area with Minneapolis-St. Paul, Milwaukee, Chicago, Upper Michigan, and beyond. During the week, approximately 25 freight trains are scheduled on a daily basis. Freight transfers and switching operations for Canadian National Railroad take place in the yards located in Appleton, Menasha, Neenah and Oshkosh.

Airport Facilities

The nearest airport facilities include the Wittman Regional Airport (Oshkosh) and the Appleton International Airport (Appleton).

Wittman Regional Airport

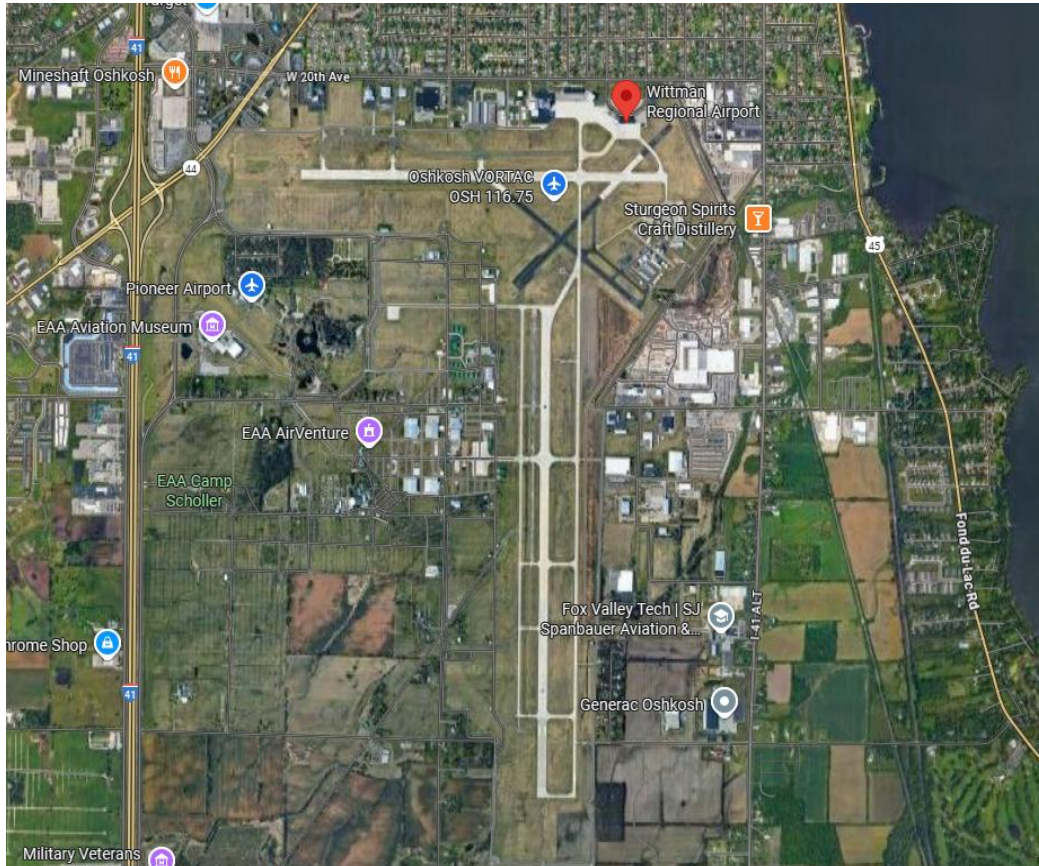
Wittman Regional Airport is located at 525 W. 20th Avenue in Oshkosh, approximately eight miles from the Vinland town line. Wittman Regional Airport is owned and operated by Winnebago County. The airport sits on 1,392 acres of land with over 100 hangars. There are four runways, a 24-hour manned fire station, and a tower that is open from 6:00 a.m. until 10:00 p.m.

The north-south runway is an 8002-foot-long concrete runway constructed to accommodate the larger aircraft that fly in for the EAA Annual Convention. Every summer during the last week of July, Wittman Regional Airport becomes the busiest airport in the world when the Experimental Aircraft Association (EAA) holds its annual AirVenture convention. This event attracts thousands of visitors and aviation enthusiasts annually.

The east-west runway is a 6,179-foot-long concrete runway that is used primarily for regular aircraft to take-off and land. This airport no longer provides scheduled commercial passenger flights. The airport does provide aircraft rental and charter flights. More information regarding Wittman Regional Airport can be viewed at the following:

Two additional land strips are: 3,424 feet long and 3,061 feet long runways.

<http://www.wittmanairport.com/>



Appleton International Airport

The closest, regularly scheduled, commercial passenger air service available to the residents of the Town of Vinland is at the Appleton International Airport (ATW). It is located in the Town of Greenville on the far west side of the Fox Cities and is approximately 10 miles north of Vinland.

Encompassing nearly 1,638 acres of land at the intersections of S.T.H. 76, S.T.H. 96 and CTH "CB", the regional airport serves the Fox Cities Metro Area and the surrounding counties with commercial airline service. Presently, the airport is served by six commercial airlines and provides 135 flights (arrivals and departures) daily, with connecting flights to Chicago, Cincinnati, Detroit, Milwaukee and Minneapolis-St. Paul.

In addition to the commercial passenger service, air freight, chartered flight service, car rentals and aviation technological services are also provided at the airport. The major airport runways include an 8,003-foot northeast-southwest concrete runway and a 6,502-foot northwest-southeast concrete runway.

The airport recently began, in 2023, a \$66 million addition and renovation project which will double the size of the current facility. The work included a 47,000 square foot main concourse.

- The gate area will be expanded bringing the total number of gates to 10.
- There will be a connector between the existing gates and new gates, plus expanded areas for passenger boarding and a variety of seating options.
- There will be a Biergarten and an additional bar/restaurant in the gate area for ticketed passengers.
- Ramps will be used throughout to ensure easy access for all people regardless of abilities.
- Passenger comfort is a primary goal, so there will be expanded restroom facilities, a sensory support room, a quiet room, and a service animal relief area.
- Future construction phases will expand ticketing and baggage claim areas and refresh existing concourse areas in the airport. The renovation will pay special attention to sustainability in future expansion plans.

More information regarding Outagamie County Regional Airport can be viewed at the following:
<http://www.atwairport.com/>



Private Airstrips

The Town of Vinland contains one private runway (shown on map 11) known as Earl Air Park. This private runway is located west of I-41 and north of C.T.H. "GG" and west of Woodenshoe Road. This privately owned airstrip was founded by Earl Grunski in the 1930s and is now operated by the Grunski Family. The airstrip is oriented east-west and is used for small aircraft. There are several hangars located adjacent to the landing strip that provide storage for the aircraft.

Brennand Airport is located just to the north of the Town of Vinland boundary on Breezewood Lane. This private runway is located west of State Road 76 approximately 1 mile. The airstrip is orientated north-south and is used for small aircraft. Several hangars are located west of the landing strip and J2Aviation LLC is an Aviation consultant located on the site.

Trucking

The movement of raw materials and finished products by truck continues to increase, resulting in a heavy dependence on a good road system. A combination of federal, state, county and local funds will need to be invested in major road system improvements over the next twenty-year planning period to accommodate this demand. Access to major and minor arterials should be a key factor when the Town reviews development proposals for projects that are anticipated to generate significant amounts of truck traffic.

As of the writing of this Comprehensive Plan, the Town of Vinland contains Ecklund Logistics and Valley Express. These trucking firms are located on S.T.H. 76, within a short distance of I-41 to the south and U.S.H. 10 to the north.

Train

The Canadian National railroad tracks run north-south through the eastern portion of the Town of Vinland. There were discussions at one time that this same rail line could be upgraded to handle high-speed passenger rail service from Green Bay to Milwaukee. The date for such passenger service will be dependent on substantial state and federal dollars budgeted to construct and operate such a system and agreements worked out with Canadian Railroad. The Midwest Regional Rail Initiative (MRRI) has been developed to study the potential for passenger service which would provide an alternative transportation system throughout Wisconsin and the Midwest states with the potential for a high-speed rail system.

Transit

No local bus service exists in the Town of Vinland at this time. In order for public transit to be a viable option from the City of Appleton more urbanized areas will need to be developed for economic benefit to the bussing company.

Transportation Systems for Persons with Disabilities

Services offered in the rural areas of Winnebago County and Town of Vinland may be available.



In partnership with Winnebago County, GO Transit offers two programs to help fill basic transportation needs of rural residents in the county. The Rural Over 60 Program provides sedan service to seniors (age 60 and over) in rural Winnebago County. This service can be used for any trip within the county. Each participant is limited to 10 one-way rides per month.

The Rural Under 60 Program provides sedan and lift-equipped van service to rural residents with a qualifying disability in Winnebago County. This service can be used for any trip within the county. Each participant is limited to 10 one-way rides per month. Qualifying disabilities are verified through an application process. The process may require applicants to get a medical examination by a medical provider designated by the city.

Sidewalks

Due to its rural nature and large “country-lot” development, the Town of Vinland does not require a public sidewalk system, but sidewalks do exist in certain areas.

Bridges

There are four bridges in the Town of Vinland (see map 11). The Winnebago County Highway Department and the Town of Vinland area are responsible for the maintenance of their respective bridges.

Maintenance on the C.T.H. “G” bridge, just east of C.T.H. “T”, is the responsibility of the County. Any maintenance on the three town road bridges is the responsibility of the Town of Vinland. The first town bridge is on Woodenshoe Road, just north of C.T.H. “GG”. The second town bridge is on Maxwell Road, between C.T.H. “T” and Hilltop Road. The third town bridge, on the south-west corner of the Town of Vinland, is on Brooks Road, just east of Skeleton Bridge Road. There are no known problems with any of structures at this time.

Trails

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

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

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

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

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

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

The most notable trail that runs through the Town of Vinland is the Wiouwash Trail (named after Winnebago, Outagamie, Waupaca, and Shawano counties) built on top of an abandoned railroad corridor. This trail (through Vinland) is owned and maintained by Winnebago County and extends from downtown Oshkosh 22 miles to Hortonville and from Tigerton 16 miles to Birnamwood. Some of the activities permitted on the trail include hiking, jogging, biking, skiing, and snowmobiling. The town also contains privately maintained snowmobile corridors and cross-country ski trails (see map 12 for detailed locations).

Water

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

2. Comparison with Local Transportation Plans

Town of Vinland

The Town of Vinland reviews and budgets for road projects as part of the Town's overall budget process with a 5-year road assessment plan being developed for future repairs and maintenance.

Winnebago County

The five-year road project plan for Winnebago County is reviewed for repair and maintenance within the Township.

Regional, State, and Federal

East Central Wisconsin Regional Planning Commission

East Central Wisconsin Regional Planning Commission is not reviewing any specific road projects in the Town of Vinland at this time.

Wisconsin Department of Transportation – Northeast Region

The Town of Vinland and Winnebago County are part of the Department of Transportation's Northeast Region. This region has established a Six-Year Highway Improvement Program to make necessary maintenance and improvements to the state's road network.

3. Programs for Local Government

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

enhance the state's overall transportation network. The Town should seek all possible resources for promoting new business in areas identified on the Future Land Use Map for growth.

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

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

<https://wisconsindot.gov/pages/doing-bus/local-gov/astnce-pgms/default.aspx>

Highways and Bridges

- **Connecting Highway Aids**

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

- **Flood Damage Aids**

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

- **General Transportation Aids (GTA)**

It is the second largest program in WisDOT's budget and returns to local governments roughly 30% of all state-collected transportation revenues (fuel taxes and vehicle registration fees) - help offset the cost of county and municipal road construction, maintenance, traffic and other transportation-related costs. Distribution of GTA funds is based on a six-year costs average or a statutorily set rate per mile. Transportation-related expenditures and revenues incurred by local governments are necessary factors in the calculation process. This financial information is taken directly from the Municipal Financial Report Form that each local government files annually with the Wisconsin Department of Revenue. The Cost Reporting Manual provides guidance in identifying the eligible expenditures and deductible revenues that are applicable to GTA.

- **Local Bridge Improvement Assistance**

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

- **Local Roads Improvement Program**

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

- **Surface Transportation Program – Rural**

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

- **Traffic Signing and Marking Enhancement Grants Program**

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

Public Transportation

- **Federal Discretionary Capital Assistance**

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

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

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

- **Rural Transit Assistance Program**

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

- **State Urban Mass Transit Operating Assistance**

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

- **Wisconsin Employment Transportation Assistance Program**

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

Specialized Transit

- **Elderly and Disabled Transportation Assistance Program**

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

Other Aid

- **Adopt-A-Highway Program**

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

- **Airport Improvement Program**

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

- **Freight Railroad Infrastructure Improvement Program**

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

- **Freight Railroad Preservation Program**

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

- **Local Transportation Enhancements (TE) Program**

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

- **Railroad crossing improvements**

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

- **Safe Routes to School**

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

- **Surface Transportation Block Grant Program (STBG)**

Program Purpose

The Surface Transportation Block Grant (STBG) program 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 intercity bus terminals. The STBG program funding is made available through the State transportation agencies. STBG is an apportioned (formula) program, which means the funds are only made available to the States by a formula contained in law, which is different than a discretionary grant program where eligible applicants may competitively seek funding through a Notice of Funding Opportunity (NOFO). If an entity believes they have a project that may be eligible under the STBG program, they should contact their respective State Department of Transportation (DOT) or local Metropolitan Planning Organizations (MPO) for additional information on projects and project funding. The Federal Highway Administration provides STBG program funds to States by formula, yet the selection of projects for funding under the STBG program is the decision of the State DOT or local MPO, in accordance with applicable Federal requirements.

- **Transportation Economic Assistance (TEA)**

Each state fiscal year, the TEA program has \$3.4 million available for transportation improvement projects that are essential for an economic development project. The transportation project must have the local government's endorsement, benefit the public, and begin within three years of grant award. The program is designed to implement an improvement more quickly than normal state programming processes allow. Provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin or encourage business and industry to remain and expand in the state.

D. Housing

1. Housing Characteristics

Age of Housing

The strong economy and accompanying low interest rates prior to the 1990's are reflected in the age of housing in the Town of Vinland (see Table 10). It is evident these two variables were paramount in leading an influx of newer homes into the Town. A reduction in growth within the Township has been a continual trend since the 1980's. However, the largest number of housing units built in any ten-year period in the Town was between 1970 and 1979 (263 homes, or approximately 23.2% of all housing). The second highest number of housing units built in a ten-year period occurred between 1960 and 1969 with 167 homes or 16.5% of all Town housing units. Winnebago County had their highest percentage of homes built in any ten-year period during 2000 to 2010 and second highest total during the 1970's. Meanwhile, the State of Wisconsin mirrored Vinland's housing construction pattern, as their highest growth in 1970's housing figures and were slightly larger than the 2000 to 2010 housing figures.

Also of note, Vinland's percentage of homes 15 years of age and less was smaller than both Winnebago County and the State of Wisconsin percentages. In all, just over 53.2% of the Town's housing units were constructed between 1960 and 1990. This percentage outpaces Winnebago County's (32.3%) and the State of Wisconsin's (33.1%). Nevertheless, over half (66.2%) of the housing units in Vinland are 50 years of age or older and providing a housing rehabilitation program may be necessary during the next twenty-year planning period to maintain the integrity of the older residential units in the community.

Types of Housing Units

The number of housing units in the Town of Vinland increased by 40% from 2010 to 2023, while Winnebago County and the State of Wisconsin grew by 5.4% and 5.8% respectively (see Table 11). Single-family residential units dominated Vinland's housing stock in 2000 and grew even more by 2010 and continued to grow as of 2023.

In 2023, 98.2% of Vinland's 1,136 dwelling units were single-family units, .2% are 20 or more-unit dwellings were within the Town's boundaries. The remaining .7% of housing units were categorized as mobile homes.

Similarly, Winnebago County and the State of Wisconsin each had a percentage decrease in the 2 to 4 unit or other housing categories, and percentage increases in the single-family and 5 or more-unit categories from 2010 to 2023. Winnebago County had an increase in mobile homes from 2010 to 2023, and the State of Wisconsin had a decrease in the number of mobile homes.

Occupancy

The Town of Vinland, Winnebago County and the State of Wisconsin all witnessed an increase in percentage of owner occupied units from 2010 to 2020 and subsequently, the Town of Vinland remained the same for the percentage of renter occupied units and Winnebago County and the State of Wisconsin had increases in renter occupied housing units (see Table 12). Specifically, owner occupied housing units represented 91.8% of the housing units in the Town of Vinland in 2010 and increased to 92.0% in 2020. Conversely, renter occupied units remained the same as a percentage of the housing units from 8.2% in 2010 to 8.0% in 2020. In both 2010 and 2020, the Town of Vinland led Winnebago County and the State of Wisconsin in percentage of owner occupied units.

The Town of Vinland witnessed a decrease in their owner vacancy rate from 2010 to 2023, while Winnebago County experienced a reduction as well as the State of Wisconsin. The current trend for rental property throughout the state is that rental properties are in high demand. (see Table 13).

Value

The median housing value of \$289,300 in 2023 increased for the Town of Vinland from 2010 by \$82,400, see Table 14. Likewise, it was higher for Winnebago County's and the State of Wisconsin's as well.

The combination of a strong housing market and economy resulted in approximately 90.3% of Vinland homes being valued at \$200,000–or more in 2023. Comparatively, only 52.7% of Vinland homes were at or above that value threshold in 2014 (see Table 15). Meanwhile, the Town of Vinland, Winnebago County, each had their largest representative percentage (and majority) of homes in the \$200,000 to \$299,999 category as of 2023, while the State of Wisconsin had the largest representative percentage in the \$300,000 to \$499,999 category.

When adjusted for inflation from 2020 to 2025:
(1.646 x's)

- A \$50,000 home is worth \$82,300
- A \$100,000 home is worth \$164,600
- A \$150,000 home is worth \$246,900
- A \$200,000 home is worth \$329,200

Household Type

Non-family households, householders living alone and households age 65+ living alone increased as a percentage of all households within the Town of Vinland, Winnebago County and the State of Wisconsin. It should be noted that as non-family households continue to increase, the need for more multi-family housing typically increases as well.

Vinland and Winnebago County experienced a decrease in the percentage of married households from 2010 to 2023. The State of Wisconsin had an increase in married couple family households from 2010 to 2023. Meanwhile, all three entities experienced a percentage increase in male householder, no wife present and female householder, no husband present during the previously mentioned timeframe. Of the non-family households, the Town's percentage of living alone households increased along with the County and State's percentages. Similarly, Vinland's percentage of age 65 and older households increased from 2010 to 2023, and Winnebago County and the State of Wisconsin's percentages increased.

Persons per Household

Table 17 illustrates how household size has been significantly declining in the Town of Vinland, Winnebago County and the State of Wisconsin since 1970. Generally speaking, this trend has occurred nationwide as well. Specifically, there were 3.56 persons per household in the Town in 1970, but that number decreased to 2.29 fifty-three years later. With the decrease, Vinland had a lower person per household figure than both Winnebago County and the State of Wisconsin as of 2023.

A further examination of the statistics reveals that the largest decrease in persons per household category occurred between 1970 and 1980 for the Town, County, and State. Increasing divorce rates, an aging population, and an overall alteration in social norms during this period of time are suspected reasons for this abrupt decrease along with the number of children per household has been decreasing for many years.

Household Size

Two person households represent just over 43% of the total households within the Town of Vinland as of 2020 (see Table 18). This is the largest representative percentage for any of the household size categories in the Town and held the same position in 2010 as well.

Within Vinland, the 1 person, 2 person and 6 person household size categories all witnessed representative percent increases from 2010 to 2020. Conversely, the 3 person, 4 person, and 5 person categories decreased from 2010 to 2020. Meanwhile, the only household size categories to experience percentage increases from 2010 to 2020 on the county levels were 1 person and 6 person or more households and the state increase only occurred in the 1 person household size.

2. Housing Affordability

According to the U.S. Department of Housing and Urban Development (HUD), housing is considered affordable if less than 30% of a household's income is needed for housing costs. The median household income in the Town of Vinland in 2023 was approximately \$7,639 per month. That means a household at the median income level could spend up to \$2,292 per month on housing before the cost would be considered unaffordable.

In the Town of Vinland, 9.2% of the owner-occupied households spent 30% or more of their household income on housing in 2014 (see Table 19). By 2020, however, that figure increased to approximately 11.7%. Winnebago County and the State of Wisconsin each had non-affordable percentage increases from 2000 to 2023.

Meanwhile, the Town had a smaller percentage of total owner-occupied households spending 30% or more of their income on housing costs than both the County and State in 2014. Nine years later, the Town continued to have a smaller percentage of owner-occupied households spending 30% or more of their income on housing costs than both the County and State.

Among the Town's renter-occupied households, 7% spent 30% or more of their household income on housing costs in 2014 (see Table 20). However, that figure decreased significantly to 2.7% by the year 2020. Conversely, both Winnebago County and the State of Wisconsin had increases in their percentage of non-affordable renter-occupied households from 2000 to 2023. Subsequently, the Town appears to be in a much better position for rental properties as compared to the County and State percentage of non-affordable renter-occupied households in 2020 and later.

3. Housing Plans and Programs

Town of Vinland

Currently, the Town of Vinland does not own or operate any housing facilities, nor do they offer any rental assistance programs to residents.

Winnebago County

The Winnebago County Housing Authority serves Vinland by offering a Housing Choice Voucher Program or "Section 8 Program" to eligible residents. The Housing Authority does not currently own or operate any type of housing facility within the Town, however.

<http://www.ohawcha.org/housing-choice-voucher/>

The Tenant-Based Voucher Program is a federal program that is administered locally through public housing agencies. The program increases affordable housing choices for very low-income families. After applying through the Winnebago County Housing Authority, eligible families choose and lease safe, decent, and affordable privately-owned rental housing. The program currently allots 487 households for participation throughout Winnebago County. As soon as a household leaves the

program, a new family is selected off a waiting list and offered assistance. The Oshkosh / Winnebago County Housing Authority (OHAWCHA) offers affordable, income-based rental housing to eligible families in Winnebago County, northeastern Wisconsin. Our housing is available to low and moderately-low income families, seniors, and individuals with disabilities. Typically, residents pay around 30% of their household income towards rent and utilities. All our housing units are smoke-free. The Housing Authority accepts applications for the Housing Choice Voucher Program on an ongoing basis, with applicants selected through a lottery. In general, applicants with a local preference should expect to wait six to twenty-four months before processing for eligibility.

In Winnebago County, Wisconsin, housing organizations include the Oshkosh / Winnebago County Housing Authority (OHAWCHA) and ADVOCAP, which provide direct assistance programs such as rental subsidies, housing choice vouchers, and eviction/utility assistance. Other options include state programs and services for low-income individuals, which may offer funding for homeownership or supportive housing. Offerings include pre-screening, educational classes, pre-purchase counseling and deferred interest loans for acquisition and rehabilitation activities. The Housing Authority's offices are located at W. 20th Ave Oshkosh, WI and can be contacted at (920) 424-1450 for further information on their programs and services.

Meanwhile, ADVOCAP is a community action agency that owns and manages rental housing properties throughout Winnebago County. The agency serves local residents by offering housing assistance programs. For example, rent at their property is targeted not to exceed 30% of the renter's income. Likewise, ADVOCAP offers for the first time home buyers educational programming that familiarizes participants with the skills and knowledge to become homeowners. Other program offerings include housing weatherization and rehabilitation. More information on ADVOCAP can be reviewed at the following:
<https://www.advocap.org/>

State of Wisconsin

The State of Wisconsin's Consolidated Plan for Affordable Housing is a 5-year strategy guiding federal and state funding toward housing and community development for low- and moderate-income residents. The current 2025-2029 plan aims to increase safe and affordable housing, improve opportunities for homeowners and renters, and boost economic development, utilizing funds from programs like the Community Development Block Grant (CDBG) and the HOME Investment Partnership Program. Local governments also develop their own consolidated plans, outlining their specific needs and how they will use the funds.

- Affordability of housing to all consumers, especially those with severe cost burdens to increase and maintain affordable housing.
- Adequate production of new units, including the adequate production of elderly housing activities.
- The preservation and increase of the availability of safe, sanitary housing for low and moderate-income owners and renters.
- Housing assistance for special needs groups, including homeless prevention activities, expanding transitional housing programs and increasing emergency shelter operating funds.

- The continuance of fairness and accessibility for all housing consumers, including enforcement and compliance with fair housing laws; and
- Continued efforts to assist with housing disaster relief.

The needs stated in this plan serve as guide to the Town of Vinland in preparing its housing land use development plan.

The Wisconsin State Historical Society provides historic preservation tax credits to repair and rehabilitate historic buildings-single family and historic renovation & adaptive reuse of other historic structures. More information can be obtained at the following web site:

www.wisconsinhistory.org

United States Department of Agriculture – Rural Development

The United States Department of Agriculture Rural Development Agency helps rural communities to develop and grow by offering federal assistance that improves quality of life. Rural Development targets communities in need and provides them with financial and technical re- sources. Currently, the Wisconsin office of Rural Development offers the following nine housing programs to qualified applicants:

- BioPreferred Program
- Business Programs
- Community Facilities Programs
- Electric Programs
- Energy Programs
- Multifamily Housing Programs
- Single Family Housing Programs
- Telecommunications Programs
- Water & Environmental Programs

Complete information regarding each of these programs, (including use and terms, eligibility/income requirements, and other program particulars) can be found at the following web address: <http://www.rd.usda.gov/wi>

E. Utilities and Community Facilities

1. Utilities

Water Supply

An adequate supply of water for human consumption, sanitation, fire protection, industry, and recreation is an important factor in determining the suitability of land for development. Currently, private wells supply most of Vinland’s water needs. To date, the Town has no record of water contamination or quality issues related to any regulatory agency (e.g. Wisconsin Department of Natural Resources).

Wisconsin has been regulating private water wells since 1936. Currently, NR 812 (formerly NR112) of the Wisconsin Administrative Code (administered by the Department of Natural Resources) establishes the standards for well construction and pump installation within the State. According to the WDNR’s website, “The Well Code is based on the sound premise that if a well and water system

is properly located, constructed, installed and maintained the well should provide safe water continuously without the need for treatment.”

<https://dnr.wisconsin.gov/topic/Wells/nr812.html>

Regardless, contamination of water wells occurs. Private wells in Wisconsin are considered to be contaminated when the WDNR has advised well owners in writing not to drink the water from the subject well, or if the results of two water tests analyzed by a certified laboratory indicate that the subject well water exceeds a health-related state or federal drinking water standard for contaminants other than bacteria or nitrate.

The Wisconsin well compensation grant program provides funding to eligible landowners or renters to replace, reconstruct or treat contaminated private water supplies that serve a residence or provide water to livestock. To be eligible, family income may not exceed \$65,000 for the prior calendar year. The grant program will pay 75% of eligible costs up to \$16,000. The maximum grant possible is \$12,000. Additional information related to who is eligible to apply for the grant program as well as the level of contamination for specific types of contamination and testing requirements.

<https://dnr.wisconsin.gov/aid/WellCompensation.html>

The Town of Vinland is located in the WDNR’s Arsenic Advisory Area (shown on Map 6). Development in the region has increased the number of wells, and a subsequent drawdown of the aquifer has occurred. This exposes the arsenic to oxygen and infiltrates the groundwater. Drinking water contaminated with elevated levels of arsenic has been associated with negative health effects, including some cancers.

The United States Environmental Protection Agency standards advise drinking water should not contain arsenic levels greater than ten parts per billion. As of October 2004, new wells constructed within these areas must be constructed, cement-grouted and disinfected according to stricter standards. This area has been established under the provisions of s. NR 812.12(3) and is designed to reduce the possibility that new wells will produce water containing significant concentrations of arsenic. More information regarding the Arsenic Advisory Area and recommendations for dealing with arsenic in drinking water is available at the following link:

<https://dnr.wisconsin.gov/topic/Groundwater/Arsenic>

Wastewater Treatment and Sanitary Sewers

The Town of Vinland is currently served by three sanitary districts in addition to private on-site wastewater systems (POWTS). The Neenah Sanitary District serves four homes in the north-eastern portion of the Town. The Island View Sanitary District serves 278 homes (no businesses) along Lake Winnebago in the southeastern portion of the Town, and the Butte des Morts Consolidated Sanitary District #1 serves the southwest portion of Vinland. The remainder of residents, businesses and industries possess Private Onsite Waste Treatment System, (POWTS).

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

To date, 26 areas within the East Central Wisconsin Regional Plan Commission boundary have completed sewer service area (SSA) plans. The Oshkosh Area and Butte Des Morts SSA Plans directly affect the Town of Vinland. According to the “Oshkosh Sewer Service Area 2040 Plan Update”, a large number of Town parcels located along the STH 76 corridor (near the intersection of I-41) are

being targeted for inclusion into the sewer service area. Both plans are too detailed to discuss fully within this section. However, both plans (and all plans within the East Central Region) can be accessed at the following:

<http://www.eastcentralrpc.org/planning/community%20facilities/ssa.htm#ssamaps>

The Division of Industry Services (DIS) Private Onsite Wastewater Treatment Systems (POWTS) Program protects public health and the waters of the state by regulating onsite wastewater treatment and recycling systems, and by promoting the use of the best available technology to provide onsite sewage treatment system solutions for property owners. Winnebago County officials are responsible for handling eligibility inquiries and preparing grant applications on behalf of interested people. Additional information can be viewed at the following:

<https://dsps.wi.gov/Pages/Programs/POWTS/Default.aspx>

Stormwater Management

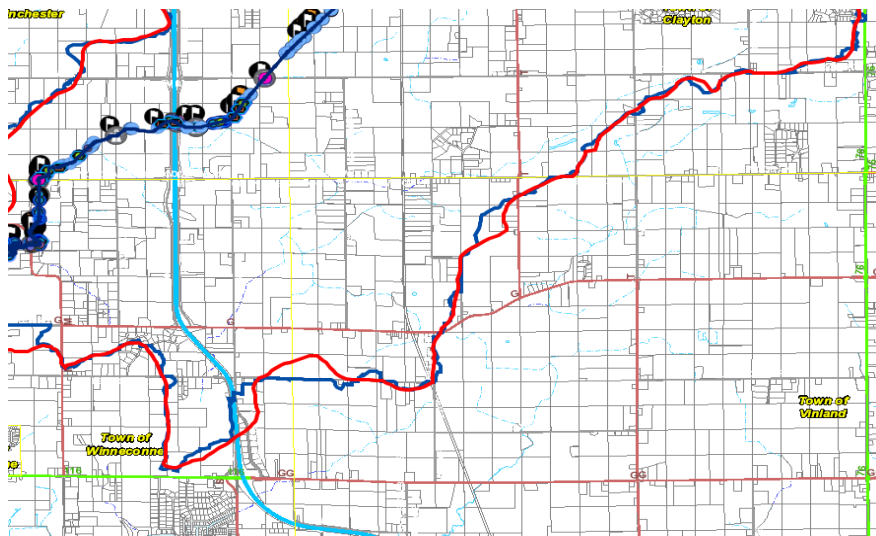
Storm drainage in the Town is managed by a series of roadside ditches that drain to area creeks, rivers, and storm water drainage areas that slowly release water to adjoining drainage ways.

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

Several actions can be taken to mitigate the negative effects. One is to require remedial actions by contractors to control erosion during construction. A second action is to require the construction of storm water detention ponds. The Town is developing a Stormwater Quality Management Plan that regulates how storm water is handled for all new projects.

The purpose of this Stormwater Quality Management Plan is to provide the Town with the long-term guidance necessary to comply with Wisconsin Administrative Code NR 216 stormwater regulations, the Town's WPDES Municipal Stormwater Discharge Permit and improve water quality in receiving surface waters. Pursuant to NR 216, the Town obtained a WPDES Municipal Stormwater Discharge Permit from the Wisconsin DNR in 2006. The Town renewed their WPDES Municipal Stormwater Discharge Permit in 2014 and 2019. The 2019 WPDES Municipal Stormwater Discharge Permit expired on April 30, 2024, the plan is complete and reissued in 2026. The purpose of the permit is to regulate discharges from municipal separate storm sewer systems (MS4) and reduce urban non-point.

Larsen Drainage District Map below shows the northwestern portion of the Town as a contributor to the watershed which leads into Lake Winneconne.



Adopted in 2017, this County administered Illicit Discharge and Illicit Connection, Chapter 14, ordinance requires all property owners to submit drainage plans for proposed building activities and/or landscaping alterations. The intent of the ordinance is to ensure that property owners properly plan, design and direct storm water drainage flow into appropriate directions away from their property, as well as away from surrounding properties. No building permits can be issued until Winnebago County reviews and approves a Drainage Plan.

Winnebago County's stormwater ordinance, Chapter 14 of the county's Zoning Code, which was updated on September 19, 2017, and addresses stormwater management and erosion control for development. This ordinance requires development projects disturbing one acre or more to comply with state and federal regulations, including the Wisconsin Pollution Discharge Elimination System (WPDES) Construction Site Storm Water Discharge Permit, which requires a Storm Water Management Plan and an Erosion and Sediment Control Plan.

Solid and Other Waste Disposal

The Town of Vinland contracts with Harter's Fox Valley Disposal to pick up trash on a weekly basis, and recyclable items on a weekly basis.

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

Telecommunications

■ Land Line Telephone

Spectrum currently offers the land line and voice-over-IP system in the Town of Vinland. The company has been expanding its fiber-optic network to unserved and underserved rural communities, including Vinland.

- **Wireless Voice**

There are numerous providers of cellular phone service to the residents of the Town but there is currently only one cellular tower located within the Town limits (at Brooks Road). Some existing providers include Cellcom, AT&T, Verizon and T mobile.

- **Internet**

Internet is available to local residents and businesses through a variety of providers.

- **Cable/Satellite**

Spectrum communications offers digital cable television services to some portions of the Town of Vinland. Town residents also have a wide variety of satellite television providers (e.g. DirecTV, Dish Network, etc.) to choose from as well.

- **Fiber Optics**

Fiber optic service is currently available through Spectrum and USI network expansion in 2023 for some Town residents.

Electricity and Natural Gas

- **Electrical Generation, Transmission, and Maintenance**

Wisconsin Public Service Corp. provides the transmission of electrical energy to the Town of Vinland. Presently, there are no known problems with service. Wisconsin Public Service provides electricity to over 470,000 customers by using fossil, nuclear, wind, and hydroelectric generating plants. The closest district office is located in Green Bay at 700 N. Adams Street, 54301.

- **Natural Gas**

Wisconsin Public Service Corp. and WE Energy also serves local residents with natural gas service. Statewide, WPS serves approximately 347,000 customers with natural gas. Comments were made at the SWOT public hearing that residents would like expanded natural gas service in areas not presently served.

2. Community Facilities

Public Safety

- **Police**

The Town of Vinland currently does not employ a Police Department, nor do they have a town constable at this time. Instead, police support comes from the Winnebago County Sheriff's Office. In addition to protective services, the Sheriff's Office provides a plethora of community programs, safety courses, and other services and specialties. Specific information regarding the Winnebago County Sheriff's Office and its offerings can be viewed at the following:

<https://www.winnebagocountywi.gov/162/Sheriffs-Office>

As the Town of Vinland grows over the next twenty years, future town boards may need to consider alternative ways to enhance police protection. The form in which any future expansion of police service that may be needed could be accomplished in a variety of ways. Subsequently, conjecture on potential scenarios is premature at this time.

■ Fire Department

The Vinland Fire Department occupies the remaining 4,000 square feet of space at the Town Hall on a 1.3-acre site. An addition to the Fire Station in 1998 added additional space for the Fire Department. An on-site well provides a water supply for the fire trucks. The Fire Station (6085 County Road T) provides administrative offices and training space for the volunteer members. There is also a secondary truck location (2190 County Road GG). Fire trucks include two engines, two pumpers, one water tanker, and a rescue vehicle more fully described as follows:

- ▶ **2025 Spartan Engine Frame CFB Body**, with a 1500-gpm pump, 1000-gallon water tank, and a foam system.
- ▶ **2004 Darley Engine**, which has a 6-man cab, 1,500-gpm pump with a compressed foam system and 1000-gallon water tank.
- ▶ **1987 International Pumper**, with a 1,250-gpm pump and 1,000-gallon water tank.
- ▶ **1996 Welch Pumper**, with a 1,000-gpm pump and 3,250-gallon water tank.
- ▶ **Tanker**, with a 3,800-gallon water tank and a 500-gpm pump
- ▶ **2012 Spartan Frame CFB Body Fire Rescue**, which carries the “Jaws of Life” equipment.

Presently, the Vinland Fire Department operates as a thirty-three-member volunteer department with a fire chief, assistant chief, captain, four lieutenants and a secretary-treasurer. All members are required to participate in firefighter-one training, with the majority of the members having state certification.

All members are encouraged to take fire apparatus and driver training. The Vinland Fire Department is responsible for fire protection throughout the Town boundaries. In addition, the department has auto aid agreements with the neighboring fire departments in the Towns of Neenah, Oshkosh, and Winneconne.

The Town also has a First Responders Program. The majority of the first responders are also members of the fire department. Training as a first responder includes state certification along with monthly meetings/training exercises.

The Town of Vinland has a Public Protection Classification of 6/10 with the Insurance Services Offices, Inc., (ISO). The classification is based on several factors, including water supply, fire equipment, personnel (volunteer or full-time), and alarm and paging system.

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

■ Ambulance/First Responder

The Town of Vinland currently receives ambulance service from Gold Cross Ambulance Services, Inc. They service portions of Outagamie, Winnebago, Waupaca and Calumet counties (approximately 1,200 square miles) and a population of approximately 280,000.

Regional care means responsive, coordinated care. With a fleet of 17 state-of-the-art ambulances, predictive technology that allows for dispatch of the closest ambulances, and deep clinical connections to seven regional hospitals, including a Level Two Trauma Center,

Gold Cross Ambulance teams are integrated with the region's emergency medical responders and healthcare resources. Patients get the best care before they get to the hospital, and the most streamlined transition to hospital care.

Gold Cross serves northeastern Wisconsin in partnership with 28 emergency medical responder agencies, Ascension Wisconsin and ThedaCare. Our hospital partners are:

- Ascension NE Wisconsin Mercy Hospital, Oshkosh
- Ascension NE Wisconsin St. Elizabeth Hospital, Appleton
- ThedaCare Regional Medical Center – Appleton
- ThedaCare Regional Medical Center – Neenah

■ **Judicial**

Town of Vinland residents are served by the Winnebago County court system. Additional courts and physical facilities have been added as needed in recent years. It is anticipated that the State and County will continue to upgrade the judicial system as needed. This service is not anticipated to change over the next twenty years. The Town of Vinland is part of the Joint Municipal Court in the Village of Winneconne.

■ **Jails**

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

■ **Outdoor Warning Sirens**

Vinland currently possesses three outdoor warning sirens within the town limits. They are located on County Road "A", north of Indian Point Road, the corner of Woodenshoe Road and Breezewood Lane, and the corner of County Road T and County Road GG. There are currently no plans to add further warning sirens in the community. The purpose of the sirens is to warn individuals performing outdoor activities that severe and inclement weather is approaching and shelter should be sought immediately.

Schools

■ **Public School Districts**

Three school districts have jurisdiction within the Town's boundaries (see map 15). The smallest area is occupied by the Oshkosh Area School District (one and one-half square miles of area north of Brooks Road in Sections 21 through 24.). The Winneconne Area School District occupies about 19 square miles of land area in Vinland. The Neenah School District covers the rest of the town, which amounts to about eight square miles of area.

All three school districts have had fluctuating enrollment numbers from 1996 to present, but from 2001-04 these districts have experienced student decline. Enrollment projections targeted until 2035 show an increase in resident students. More information regarding these districts can be viewed on the following websites:

<http://www.oshkosh.k12.wi.us/>

<http://www.neenah.k12.wi.us/>

<http://www.winneconne.k12.wi.us/>

■ **Private Schools**

Vinland currently does have a private school within its borders. However, residents of the Town have the option of sending their children to a number of parochial or private schools in Oshkosh or Fox Cities area.

Library

The Town of Vinland is currently served by the Winnefox Library System. The Winnefox Library System is comprised of 30 public libraries from communities located in Winnebago, Fond du Lac, Waushara, Green Lake, and Marquette Counties. Winnefox library system serves a population of 325,000 residents. Member libraries have access to the following support services through the Winnefox System:

- Electronic Resources
- Public Relations
- Publications
- Online catalog
- Continuing Education
- Winnefox Automated Library System
- Winnefox Cooperative Technical Services
- Information and Referral Community Database

Town of Vinland residents also have access to either the Oshkosh or Neenah Public Libraries. Other public libraries in the region are located in the Cities of Menasha, Appleton, Fond du Lac, Ripon, Winneconne, Omro, and Berlin. Academic libraries are also available on various area campuses, including UW-Oshkosh and Fox Valley Technical College.

Town of Vinland residents will be adequately served with library facilities over the next twenty-year period. Links to all Winnefox member libraries and further information about Winnefox Library System services is available at the following: <http://www.winnefox.org/>

Parks

Grundman County Park / Grundman Park Boat Landing

Although the Town of Vinland has no town parks, Winnebago County has a 12-acre county park located in Section 20 on the west shoreline of Lake Winnebago. Grundman Park and the Grundman Park Boat Landing are a very popular place for area fisherman and boaters to use, as the park has several boat launch facilities at the site. The park and boat landing area are readily accessible from County Trunk A and Grundman Lane. Other facilities include limited playground equipment, a picnic area, seasonal restrooms, open green space and a parking lot for vehicles and boat trailers. The potential to expand this park is somewhat limited due to the residential development that abuts the park on the south side, and the adjoining wetlands.

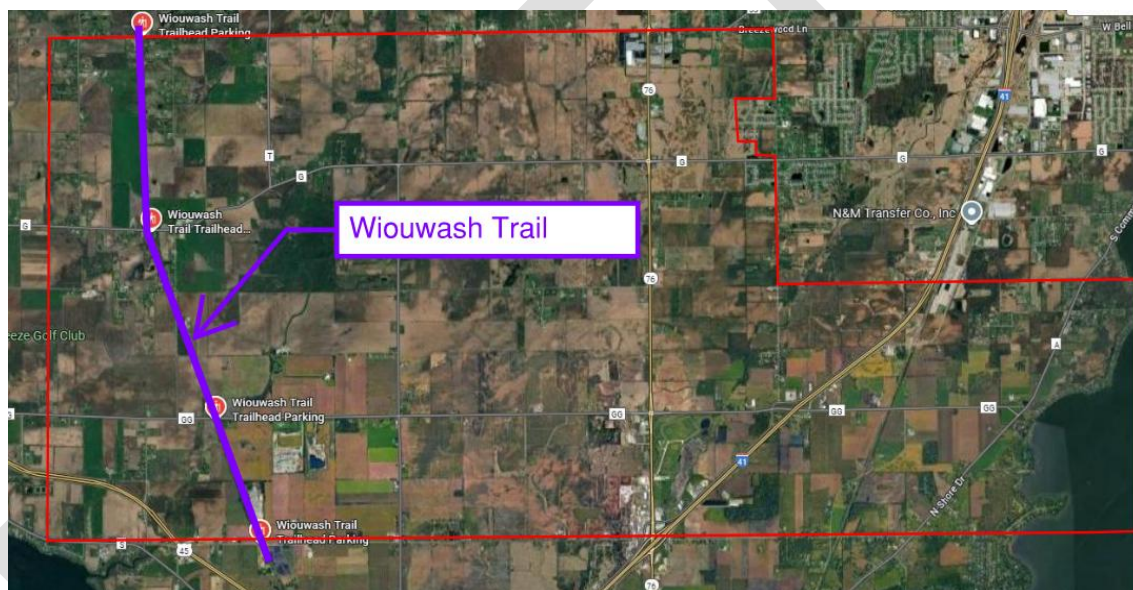
Brookwood Park Corp

A privately owned neighborhood park, approximately 1.75 acres in size, in the Town of Vinland can be found within the Brookwood Park Subdivision in Section 22, just north of Clevedon Lane and south of St Ives Road. This park area serves as a neighborhood facility for the approximately 35 home sites that are located within the subdivision. Facilities include several pieces of playground equipment, basketball court, tennis court, pickle ball court and an all-purpose play field and open green space.

Trails

Winnebago County Recreational Trail

A county owned facility that is available to Vinland residents is the Winnebago County Recreational (Wiouwash) Trail that is located in the western portion of the Town. The trail utilizes the abandoned right-of-way of the Chicago & Northwestern Railroad. The trail extends from the City of Oshkosh in a northwesterly direction to the Village of Hortonville, in Outagamie County. Eventually, the trail will be extended and linked to similar trails within Waupaca and Shawano Counties for year-round use. The trail is multi-purpose and provides year-round recreational opportunities. Trail uses include biking, hiking, cross-country skiing, walking and jogging. Perhaps the most popular uses are the biking and cross-country ski routes. Rest spots and off-road parking facilities are provided at regular intervals along the trail system. There is approximately 4.5 miles of the trail system that is situated in the Town of Vinland.



Town Hall and Municipal Services Facility

Town Hall

The Vinland Town Hall, built in 1983 at a cost of \$100,000, is located at the intersection of CTH. T and GG. The 4,500 square foot structure houses the town administrative offices and the fire department. Within the 1,500 square feet of space allocated for administrative purposes, are the Clerk's Office, Town Board Room / Community Room, storage space, a kitchen and restrooms. In 1998, a 2,600 square foot addition was built at a cost of \$175,000. About 1,600 square feet of the new addition is used for a larger meeting room, expanded administrative offices, storage space, and a vault for town records.

Civic Clubs and Organizations

Winnebago County UW-Extension has a 4-H Youth Development Program that prepares and teaches skills to youths in order to become more productive citizens. When you join the Winnebago County 4-H program, you become a part of a family of over 685 youth and over 120 adult volunteers! 4-H is the **nation's largest youth development organization**. Our county currently has 16 youth clubs and 5 youth project clubs and 4-H project offerings in local in-school and afterschool programs. Adult

volunteers automatically become part of our Winnebago County 4-H Leaders' Association. Mears, Allenville Meadows, and Westward are three local 4-H Clubs located in Vinland that are part of the national 4-H society. One of the groups hold their meetings at the Town Hall. More information can be viewed at the following:

<https://winnebago.extension.wisc.edu/4h/>

Churches

There is currently one church in the Town of Vinland, which is the Allenville Baptist Church on Hilltop Road, just south of CTH "G".

Cemeteries

There are two cemeteries located in Town. Allenville Cemetery is just south and immediately adjacent to the Allenville Baptist Church on Hilltop Road. Brooks Cemetery is located on Brooks Road, just west of STH 76.

Child Care Facilities

The following paragraph is from the State of Wisconsin's Department of Health and Family Services web page:

"The Department of Health and Family Services (DHFS), Wisconsin Department of Children and Families (DCF). The DCF provides or oversees county administration of programs to assist children and families. Those include assistance for children in need of protection or services, adoption and foster care services, the licensing of facilities that provide out-of-home care for children, background investigations of child caregivers, child abuse and neglect investigations, and community-based juvenile justice services. DCF also administers the Wisconsin Works (W-2) public assistance program, including the Wisconsin Shares childcare subsidy program, the YoungStar childcare quality improvement program, the child support enforcement and paternity establishment program, and programs related to the federal Temporary Assistance to Needy Families (TANF) income support program. The department works to ensure that families have access to high quality and affordable early childhood care and education and administers the licensing and regulation of childcare centers. The Child Abuse and Neglect Prevention Board is administratively attached to the Department of Children and Families

Wisconsin's Licensed Child Care Programs

The childcare licensing program is a component of the services provided by Department of Children and Families (DCF). The program is accountable for the statewide licensure of Wisconsin's childcare facilities, including family childcare, group childcare, and day camps. The purpose of the program is to promote the health, safety and welfare of children in licensed childcare. The Department ensures that licensing requirements are met through ongoing inspections of childcare facilities.

Under Wisconsin law, no person may provide care and supervision for four (4) or more children under the age of 7 for less than 24 hours a day unless that person obtains a license to operate a childcare center from the Department.

Note: Childcare regulation is based on location and the number of children, not the number of caregivers. The use of “person” in the statute does not mean that two or more persons can care for 3 children each at the same premises.

This does not include a relative or guardian of a child who provides care and supervision for the child; a public or parochial school, a person employed to come to the home of the child's parent or guardian for less than 24 hours a day; or a county, city, village, town, school district, or library that provides programs primarily intended for recreational or social purposes.

The DCF is the state agency responsible for licensing and ongoing monitoring of childcare centers.

More specific information regarding each of these programs and their regulations can be found at the following address:

<https://www.dhs.wisconsin.gov/>

One of the major challenges in community childcare is to match the type of childcare desired by the parents with the appropriate provider. For example, childcare may be needed for persons employed on second shift. Hence, there is always a demand for quality childcare. However, there are currently no licensed childcare facilities located within the Town of Vinland.

Health Care

- Ascension NE Wisconsin Mercy Hospital, Oshkosh
- Ascension NE Wisconsin St. Elizabeth Hospital, Appleton
- ThedaCare Regional Medical Center – Appleton
- ThedaCare Regional Medical Center – Neenah

Three area hospitals primarily serve Town of Vinland residents. These include Ascension NE Wisconsin – Mercy Hospital and Aurora Medical Center in Oshkosh, and ThedaCare Regional Medical Center-Neenah and Appleton.

Ascension NE Wisconsin – Mercy Hospital is located at 500 S. Oakwood Road in Oshkosh. Mercy Hospital is a critical care hospital which offers advanced specialty care services and delivers specialty and 24/7 emergency care and a level III trauma center. We provide advanced surgical care for serious and life-threatening injuries and illnesses. Our care teams listen to understand your health needs and deliver care that's right for you. Ascension Mercy is a destination for specialty care - including orthopedics, heart and vascular health, cancer care, behavioral health and radiology. We offer a wide range of minimally invasive procedures using robotic-assisted technology, imaging and lab tests with a dedicated inpatient rehabilitation center, all on one. The facility currently utilizes approximately 157 beds and more than 300 staff members. More information regarding Ascension NE Mercy Medical Center can be viewed at the following:

<https://healthcare.ascension.org/locations/wisconsin/wiapp/oshkosh-ascension-ne-wisconsin-mercy-hospital>

Aurora Medical Center is part of the Aurora Health Care organization. Aurora Medical Center is located at 855 North Westhaven Drive in the City of Oshkosh. The current facility is an 84-bed licensed establishment, with 724 physicians, 68 specialties and 432 nurses. A wide variety of patient and family care services are provided by Aurora Medical Center. More information regarding the facility and Aurora Health Care as an organization can be viewed at the following:

<https://www.aurorahealthcare.org/locations/hospital/aurora-medical-center-oshkosh>

ThedaCare Regional Medical Center-Appleton and ThedaCare Regional Medical Center-Neenah are part of the ThedaCare organization. ThedaCare Regional Medical Center-Neenah is located at 130 Second Street in Neenah and currently utilizes a 160-bed facility and an attached children's hospital. ThedaCare Regional Medical Center Appleton is located at 1818 N. Meade Street, Appleton WI and currently utilized a 177-bed facility. The ThedaCare organization currently offers health care services in varying capacities in a dozen communities throughout Wisconsin. More information regarding Theda Clark Medical Center and the ThedaCare organization can be viewed at the following: <https://directory.thedacare.org/location/thedacare-regional-medical-center-appleton>

Currently, no doctor, dentist, or chiropractic offices are located in the Town of Vinland. However, residents are within close proximity to a number of physician's offices throughout the Fox Valley area. Nearby medical facilities will adequately meet the future needs of residents, especially the aging population, over the next twenty years.

F. Economic Development

1. Analysis of Labor Force and Economic Base

Labor Force

The percentage increase in the State of Wisconsin's labor force between 2014 to 2020 (County and State were 2023) was higher than the Town of Vinland and the County (see Table 21). Winnebago County appears to have benefited from the strong economy experienced from 2012 to 2024 as evidenced by the drop in the unemployment rate from 6.6 % in 2012 to 2.7% in 2024. Likewise, the State of Wisconsin unemployment rate during that same time period decreased from 7.0 % in 2012 to 2.9% in 2024. However, in 2020 the County unemployment rate increased to 5.6% and in 2021 dropped to 3.2% and has since continued downward and the State unemployment rates increased 6.3% in 2020 and then has continued downward as well.

Employment by Industry

While the jobs that are shown in Table 22 are with companies whose plants and offices are physically located in Winnebago County and Wisconsin, the people who have these jobs may or may not live in Winnebago County or Wisconsin. These data are referred to as "place of industry" employment data. People commonly work in counties other than where they live.

Manufacturing in 2020 was the dominant industry in the Town of Vinland (29.9%) and Winnebago County (24.2%) in 2023 Education, health and social services was the dominant industry in the State of Wisconsin (23.3%) in 2023. The educational, health and social services industry had the second highest percentage of jobs with 19.8% in the Town and 19.9% in the County.

The American Community Survey (ACS) 2010-2014 5-year estimated that manufacturing would continue to dominate the Town at 23.8% with educational, health and social services coming in second at 19.8%. Retail trade was the only other sector with a double-digit percentage of total estimated employment (10.6%).

By 2020, manufacturing, Educational, health and social services, and retail trade remained first, second, and third respectively in terms of percentage of total employment in Winnebago. Of the three, manufacturing and retail trade each increased in representative percentage, while Education, health and social services remained the same.

Employment by Residence

Table 23 shows the industries in which the residents of the Town of Vinland, Winnebago County, and Wisconsin actually work but the jobs may not be at a plant or office located in the Town, County or the State. These data are commonly referred to as “place of residence” employment data.

Manufacturing, education services, health care and social assistance, and retail trade were ranked one, two, and three respectively (by percent of all employment) at both the Town and County levels in 2023. There was a slight variation on the state level as education services, health care and social assistance ranked one, manufacturing two, and retail trade three in 2023.

Within Vinland, construction and retail trade were the two industries that experienced the largest increase from 2000 to 2023. Meanwhile, government (-60.9%) and wholesale trade (-48.3%) experienced the largest decrease during the same period.

At the county level, retail trade (54.6%) and transportation and utilities (32.1%) were the two industries experiencing the largest increase from 2000 to 2023, while agriculture, forestry, fishing, and mining (-20.2) and manufacturing (-3.9%) experienced the largest decrease during the same period.

Meanwhile, within the State of Wisconsin, construction (23.2%) and transportation and utilities (22.3%) were the two industries that grew the most from 2000 to 2023, while wholesale trade (-25.8%) and manufacturing (-8.5%) decreased the most during the same period.

Employment by Occupation

The categories for the types of occupations held by the residents of the Town, County or State changed significantly between the 2000 to 2014 Censuses, making a comparison between the two time periods somewhat discretionary (see Table 24). However, comparisons can be made at the town, county, and state levels for the same year.

In 2020, the Town of Vinland’s top three employment occupations (by percentage) in descending order were 1) management, professional, and related, occupations 2) production, transportation and moving occupations and 3) sales and office occupations. Winnebago County and the State of Wisconsin in descending order were 1) management, professional, and related, occupations 2) sales and office occupations and 3) production, transportation and moving occupations.

By 2020, the Town of Vinland had a higher percentage of persons working in the following category than both Winnebago County and the State of Wisconsin: Production transportation, and material moving occupations. Conversely, by 2023 the Town of Vinland had a lower percentage of persons working in the following category than both Winnebago County and the State of Wisconsin: service occupations.

This data suggests some of the people who live in Vinland may be affected more by the movement of manufacturing jobs to lower cost areas of production in foreign countries. At the same time, some of the jobs in the areas of transportation have increased in Vinland.

Travel Time to Work

According to Table 25, Vinland residents have increased their travel time to work from 2014 to 2020 whereas Winnebago County has decreased travel time, and the State of Wisconsin has increased theirs.

In the Town of Vinland from 2014 to 2020, the residents saw an increase in travel time. Further analysis of the table indicates that Vinland had a smaller percentage of persons traveling less than 5 to 15 minutes, 35 to 59 minutes and 90 or more minutes to work than both Winnebago County and the State of Wisconsin in 2023. The Town of Vinland had a higher percentage of persons traveling 15 to 29 minutes than Winnebago County and the State of Wisconsin.

Average Weekly Wages

The highest average weekly wages in 2000 in Winnebago County were in the nondurable manufacturing, finance, insurance & real estate services, and wholesale trade in that order (see Table 26). By 2023, mining was the top weekly income wage with manufacturing as the second highest paying position with construction following in third place. For the State of Wisconsin finance, insurance & real estate services, manufacturing, and wholesale trade were first, second and third respectively in 2000 for the highest weekly wages. However, transportation, and public utilities moved into first, finance, insurance & real estate service was second and third was mining for highest weekly wages in 2023.

The column title "CPI 2000" is the 2000 wage adjusted for inflation. In comparing it with the actual wages, all of the sectors listed outpaced inflation in Winnebago County. At the state level, however, agriculture, forestry, and fishing was the sole sector that did not stay ahead of the inflation curve.

Retail trade, Agriculture, forestry and fishing and transportation and public utilities were the three sectors in Winnebago County experiencing the largest percentage increase in wages from 2000 to 2023.

The retail trade sector experienced the largest percentage increase in average weekly wages at the state level as well. Transportation and public utilities and agriculture, forestry and fishing had the second and third largest percentage increases during the two plus decades. This data demonstrates that Wisconsin's economy is very diverse, and the retail industry is important as well as transportation and public services along with locally produced agricultural products.

Per Capita Income

The Town of Vinland had a smaller percentage increase in per capita income between 1999 and 2014 than Winnebago County and the State of Wisconsin (see Table 27). In terms of actual dollars, however, the Town's per capita income led both the County and State's in 1999 and maintained that standing in 2014. From 2014 to 2023 the Town of Vinland's per capita income took a huge leap in comparison to Winnebago County and the State of Wisconsin signifying the strong financial status of the township.

Existing Economic Base

The major employers in the Town of Vinland area are listed in appendix B.

2. Types of New Businesses Desired

Technology Zone Program

In December 2001, former Governor Scott McCallum created a Technology Zone Program, which provides tax credits to high technology firms as a means to stimulate the growth of Wisconsin's high

technology sector. The program calls for the designation of eight zones. Economic development representatives from several counties in northeastern Wisconsin, including Winnebago County, formed the Northeast Wisconsin Regional Economic Partnership (NEWREP) and submitted an application for the designation of one of the eight zones. In June 2000, Governor McCallum announced the application was successful. The Northeast Wisconsin Regional Economic Partnership (NEWREP) continues its key role in regional economic development, primarily through collaboration with New North, Inc., focusing on talent, business growth, and innovation, with recent updates involving new strategic plans for 2025-2026

NEW Economic Opportunity Study

The Fox Valley and Bay Area Workforce Development Areas joined forces to provide the resources for the NEW Economic Opportunity Study. The three-phase study was designed to address the significant job loss in manufacturing that has recently been experienced by northeastern Wisconsin. Phases I and II included the analysis of historical and projected demographic, industry, and employment data. Phase III outlined five strategies for the region.

Strategy I – Move to a New Economy Construct

Strategy II – Move to a Collaborative Economic Development Construct

Strategy III – Change Social and Cultural Mindset to Risk and Collaboration

Strategy IV – Change Regional Image

Strategy V – Promote Industry Cluster Development

The summary of Phase III noted, “Workforce development and economic development are interrelated and interdependent. The strategic economic development plan presented here is one based on the New Economy drivers of innovation, collaboration, and culture.” The study concluded that the economic prosperity of Northeastern Wisconsin is the responsibility of the businesses and citizens of the region.

3. Local Government’s Ability to Retain and Attract Business

Location

The geographic location of a community is one of the most important factors in determining the ability of a local government to attract or retain business. Traditionally, communities that were near natural resources used in the manufacturing of a product had an advantage over those that were not. Today, the definition of a natural resource has been broadened to describe the environment in which people choose to live. Many types of service firms are not dependent on access to raw, physical resources (or for that matter, their customers) and choose to locate in areas where natural resources such as lakes, rivers and woods create an attractive environment in which to live and work. The Town of Vinland is such an area. Roads are key to providing residents with access to jobs and daily resources or services. The Town will need to improve and implement new roadways to accommodate future and additional traffic needs as the surrounding Townships and cities change.

Infrastructure

The Sanitary Districts in the town are not within service of the commercial or industrial areas shown on the Future Land Use map. This means that commercial or industrial uses would be required to build and maintain their own sewer and water service. Other infrastructures such as electrical and telephone services are available. Natural gas is available only in certain areas of the town.

Regulatory Issues

The Town of Vinland seeks to strike a balance between the needs of business expanding or locating in the community and the needs of the community. Zoning and building codes help to ensure the health, safety, and welfare of the community are protected and maintained. Currently, the Town is not aware of any regulatory issues negatively affecting businesses that can be addressed directly by the Town.

Financial Programs

There are a number of financial programs available to the Town of Vinland and to businesses interested in building in, or expanding or relocating to, Vinland. These programs are described beginning on page 57.

4. Sites for New or Expanding Businesses

The Town has shown future commercial sites mainly along STH 76, north of this road's intersection with I-41. Other future commercial sites are in the area of I-41 and CTH GG.

5. Use of Brownfield Sites

The Wisconsin Department of Commerce (DOC) defines brownfields as, "abandoned, idle or underused industrial or commercial facilities or sites, the expansion or redevelopment of which is adversely affected by actual or perceived environmental contamination." At this time, no brownfield sites have been identified in the Town of Vinland.

The Department of Commerce provides funding to brownfield projects that promote economic development and have a positive effect on the environment. Since June of 1998, the Brownfields Grant Program has awarded a total of \$36.2 million in six years that resulted in grants being awarded to 88 projects across Wisconsin. More information on Wisconsin's Brownfields Program is available at: <https://www.dhs.wisconsin.gov/environmental/brownfields.htm>

The Wisconsin Department of Natural Resources Brownfield Green Space and Public Facilities Grants program is a financing resource available for public redevelopment purposes. Local units of government can apply for grants up to \$200,000. Currently, there is \$1 million available to help municipalities clean up brownfields that will become public resources/facilities (e.g. parks, libraries or other public places).

Applicants must be ready to enter the cleanup phase of their project because contamination investigation activities are not covered by funding. Additionally, applicants must commit to long-term public use of the property, but public ownership is not required prior to applying. More information regarding this program is available at: <https://dnr.wisconsin.gov/topic/Brownfields>

6. Applicable County, Regional and State Programs

County Programs

The Winnebago County Industrial Development Board directly administers several financial assistance programs for local units of government, businesses and industries. The mission of the Industrial Board is to financially assist communities and economic development organizations in Winnebago County for the purpose of expanding the tax base, creating and retaining jobs, and promoting the County as a good place to do business.

- Create and retain quality job opportunities.

- Increase the county's tax base.
- Raise the level of income for local residents.

The Industrial Development Board (IDB) was incorporated in 1966 by the Winnebago County Board of Supervisors under authority granted in [Section 59.57\(1\)\(2\)](#) and [Section 181](#) of the Wisconsin Statutes. The IDB is composed of eleven individuals representing communities within Winnebago County, the County Board, and other municipal organizations involved with area economic development. Board members serve a voluntary two-year term and are appointed by the County Executive, subject to approval by the Winnebago County Board of Supervisors. The IDB budget is drawn from the Winnebago County general fund and is subject to annual approval by the Winnebago County Board of Supervisors.

The general goals of the programs are to retain or increase jobs, broaden the tax base, and create higher incomes for local residents. Some of the more successful programs to date include the Revolving Loan Fund Program, the Community Development Block Grant – Economic Development Program, and the Winnebago County Per Capita Funding Program. More information on the board and the programs they administer can be viewed at the following:

<https://www.winnebagoctywi.gov/394/Industrial-Development-Board>

Regional Programs

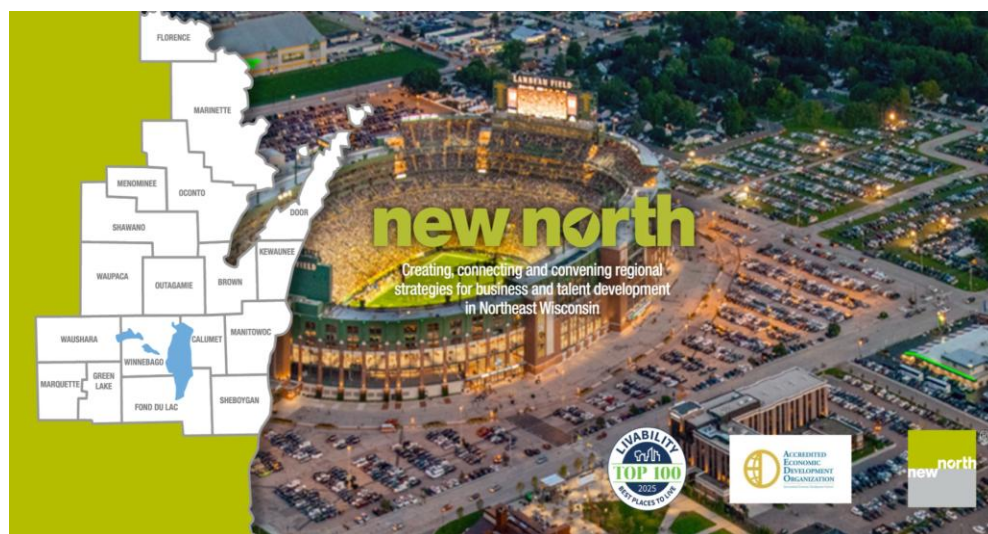
The East Central Wisconsin Regional Planning Commission prepares a Comprehensive Economic Development Strategy (CEDS) covering the ten counties in its region. The most recent update was completed in 2019.

The document contains a review of the Commission's economic development efforts, an overview of the region's economy and the development strategy for the region. Preparation of this plan ensures that the East Central Region maintains Economic Development District (EDD) status through the federal Economic Development Administration (EDA), allowing community and regional projects, supporting the goals identified in the document, to apply for funding through a variety of EDA programs. In addition, the CEDS provides a framework for regional economic development by presenting a series of goals, objectives and performance measures along with an analysis of socioeconomic trends, transportation access, regional geography and resources.

Role of New North, Inc.

Our New North region includes 18 counties, combined to form one community that celebrates incredible innovation, diverse cultures and high quality of life in Northeast Wisconsin. Some say our area is one of the best kept secrets to living your best life, but the secret's getting out and New North is becoming one of the fastest growing regions in the state. Whether you are just discovering the New North, or have lived here all your life, we invite you to dig a little deeper to see why so many people are finding their true north right here in Northeast Wisconsin.

New North, Inc. is a 501(c)3 non-profit, regional marketing and economic development corporation that was founded to foster collaboration among private and public sector leaders to strengthen our communities, build long-term value, and attract a range of investments. Collaboration has been an ongoing priority, ensuring that we are building places that benefit everyone and where economic prosperity is available to all.



The specific counties under the New North's efforts include: Outagamie, Winnebago, Calumet, Waupaca, Brown, Shawano, Oconto, Marinette, Door, Kewaunee, Sheboygan, Manitowoc, Fond du Lac, Green Lake, Marquette, Florence, Menominee, and Waushara.

The common goals of the group are to continue job growth and economic viability for the region. The New North, Inc. is committed to furthering the following initiatives:

- Fostering regional collaboration
- Focusing on targeted growth opportunities
- Supporting an entrepreneurial climate
- Encouraging educational attainment
- Encouraging and embracing diverse talents
- Promoting the regional brand

More detailed information on the New North, Inc. is available at: <http://www.thenewnorth.com/>

State Programs

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

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

The Department of Natural Resources works with business sectors to provide appropriate assistance for environmental performance purposes. Typically, Business Sector Specialists are the point of first contact between the company representative and the Department. Business Sector Specialists coordinate and perform compliance activities for environmental issues. A directory for sector specialists can be viewed at the following: <https://dnr.wisconsin.gov/business>

The Wisconsin Small Business Development Center provides business management education programs at an affordable fee. Counseling, to address individual business needs, is available without cost to the small business client. SBDC offices are located at the University of Wisconsin-Oshkosh. Information on the programs and services offered by the SBDC may be found at: www.wisconsinsbdc.org

G. Land Use

1. Land Use Characteristics

Map 16 shows the existing land use pattern in the Town of Vinland. Table 28 shows the existing land use in acres from an inventory conducted by Winnebago County Land and Water/GSI.

Table 28 – Existing Land Use in Acres (2016 data was not substantiated from the last update so the data has been removed)

	1995		2006		2016		2025	
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent
Agriculture, Vacant, & Open Space	15,341	86.17%	14,178	79.63%	--	--	13,555	74%
Rural Residential	767	4.31%	1,149	6.45%	--	--	1,441	7.9%
Medium Density Residential	5	0.03%	5	0.03%	--	--	5	.03%
Business / Industrial/ Transportation	149	0.84%	390	2.19%	--	--	1,082	5.9%
Community Facilities & Parks	55	0.31%	88	1.91%	--	--	76	.41%
Vacant / Undeveloped	--	--	--	--	--	--	25	.14%
Landfills	103	0.85%	520	2.92%	--	--	409	2.23%
Quarries & Gravel Pits	41	0.23%	272	1.53%	--	--	240	1.3%
Water	--	--	79	0.44%	--	--	84	.46%
Woodlands/Wetlands/Environmental	1,080	6.07%	1,123	6.31%	--	--	1,419	7.74%
Total Acres	17,804		17,804		--		18,336	

Agricultural

Agricultural, vacant, and open space made up 74.0% of the total land area in the Town of Vinland in 2025. This percentage is down from 2006, when 79.63% of land was in agricultural use, or a loss of 623 acres (32.8 acres per year). Loss of agricultural land was the result of more residential, commercial and industrial land uses, landfills and quarries. The trend of agricultural land being converted into other uses is expected to continue.

Residential

This compares to 6.45% of land area in 2006 which has increased to 7.9% in 2025. Numerically, the number of acres of residential land use went from 1149 acres to 1441 acres, which is approximately a 25% increase. Most of new residential homes are outside subdivisions.

Based on an estimate of 733 single-family households in 2025 and the single-family residential acreage of 1441 acres, the density is about 1 unit per 2 acres, which is considered average for urban development.

Commercial & Industrial

Commercial land uses make up 5.9% of the total acres in the Town in 2025. The amount and percentage of commercial land area has gone up substantially since 2006 from 390 to 1082 acres.

The intensity of commercial land uses is fairly low, as it is characterized by single story, standalone types of development, located along high traffic roadways. Any new commercial development is likely to occur near existing commercial sites.

Community Facilities and Parks

Community facilities make up about .41% of the total land area. This land use category includes a church, Town hall, cemeteries and public parks. Winnebago County's Grundman Park and Boat Landing is a County Park on Lake Winnebago (between C.T.H. GG and Indian Point Road). Land area in this category has not increased since 2006.

Landfills

Landfill facilities represent 2.23% of the total land area. There were no landfills in the Town in 1980 but now involve 409 acres. Approximately 120 of the 152 acres of the Tomahawk Land Company on the southeast corner of S.T.H. 76 and C.T.H. GG was a landfill for paper mill sludge. In 2016, Tomahawk Land Company (Georgia Pacific) has expressed interest in selling the property. The Tomahawk Land Company also owns (but does not utilize) a 357-acre sludge landfill on the south side of C.T.H. G, between S.T.H. 76 and C.T.H. T.

Non-Metallic Mining

Vinland has three non-metallic (quarry) operations that involve 240 acres or 1.3% of the total land area. In 2006, the Town had 272 acres in quarry lands.

The three quarries are operated by P & Q Central WI LLC and Northeast Asphalt, Inc. They are located next to each other and are on the south side of C.T.H. GG, between C.T.H. T and the Wiouwash State Trail.

Industrial

Industrial land uses are generally located along S.T.H. 76. Two other sites are located near I-41. The intensity of the industrial land use is in the mid-level, however, the density is relatively low as most industrial properties have large areas of open space.

Water

The area covered by water is about 84 acres or .46% of the total land area. Water areas include detention ponds, standing water in some of the wetland areas, and wide portions of streams.

Woodlands/Wetlands/Environmental

Woodland and wetland areas make up about 7.74% of the total land area. The woodlands in the Town are typically (but not always) wetlands, which is why they were left unfarmed. These lands are important environmental areas of the Town and could be incorporated into surrounding developments, provided any wetlands are left untouched.

2. Trends in the Supply, Demand and Price of Land

Residential

Table 29 shows building permit records from 2011 to 2025. The total dollar permits reflect the value of the homes stated on the building permit by the contractor or homeowner and may not accurately

reflect the total value added to the Town's tax base. Generally, building permit values do not include the value of the land on which the residential structure is built.

In the 10 years, the number of building permits have been fairly consistent. The highest number of permits issued was 9 in 2016 which is above average for annual building permits. A total of 49 permits were issued in the last 13 years with an average of almost 4 new single-family residents being constructed each year.

There are very few single-family residential lots available in the Town of Vinland. Lots that have sold in the past couple of years have been in the range of \$70,000 to \$110,000.

Table 29 – Residential Construction, January 2011 through December 2025 (HISTORICAL BUILDING PERMITS SINCE 2008 = 55 Single-Family homes constructed)

YEAR	TYPE	NUMBER CONSTRUCTED	CONSTRUCTION COST
2011	Single-Family	3	--
	Two-Family	0	0
	Multi-Family	0	0
2012	Single-Family	0	--
	Two-Family	0	0
	Multi-Family	0	0
2013	Single-Family	4	--
	Two-Family	0	0
	Multi-Family	0	0
2014	Single-Family	2	--
	Two-Family	0	0
	Multi-Family	0	0
2015	Single-Family	1	\$300,000
	Two-Family	0	0
	Multi-Family	0	0
2016	Single-Family	9	\$3,034,000
	Two-Family	0	0
	Multi-Family	0	0
2017	Single-Family	1	\$250,000
	Two-Family	0	0
	Multi-Family	0	0
2018	Single-Family	4	\$1,240,000
	Two-Family	0	0
	Multi-Family	0	0
2019	Single-Family	3	\$1,065,000
	Two-Family	0	0
	Multi-Family	0	0
2020	Single-Family	3	\$962,000
	Two-Family	0	0
	Multi-Family	0	0
2021	Single-Family	1	\$416,000
	Two-Family	0	0
	Multi-Family	0	0
2022	Single-Family	2	\$500,000
	Two-Family	0	0
	Multi-Family	0	0

2023	Single-Family	3	\$1,374,000
	Two-Family	0	0
	Multi-Family	0	0
2024	Single-Family	0	--
	Two-Family	0	0
	Multi-Family	0	0
2025	Single-Family	6	\$3,053,800
	Two-Family	0	0
	Multi-Family	0	0

Source: Town of Vinland Building Permit Information

*Town Policy exists that no more than 10 permits are issued outside subdivisions per year. Permits per year may be a combination of building permits in subdivisions, certified survey mapped lots, or other types of property descriptions.

Commercial

Since 2021 there has been some new Commercial Construction with 8 facilities built for a total cost of approximately \$6,566,358. Vacant farmland in the area has sold for \$10,000 to \$15,000 per acre.

Industrial

A fair amount of Industrial land was being developed in the early part of 2000, but development has since been slow and sporadic. Vacant farmland in the area has sold for \$10,000 to \$15,000 per acre.

3. Conflicts Between Adjacent Land Uses

In the Town of Vinland

In the past ten years, there has been conflict between owners of landfills and abutting property owners. The main concern has been odor, environmental implications of landfill materials, noise, and truck traffic on local roads.

The Town has also had issues with unsightly and public nuisance issues associated with junk yards on private property. Enforcement measures have been taken against those who have not made an effort to clean up their site.

Although there have not been a lot of problems between the agriculture industry and other land uses, the Town of Vinland needs to recognize the need to prevent conflicts between adjacent land uses. When looking at development policies, the Town of Vinland will have to look at the impact these policies will have on agriculture around it. Potential Certified Survey Map (CSM's) may note: "It is the policy of the Township of Vinland to conserve, protect and encourage the development and improvement of agricultural land for the production of food, and other products, and for its natural and ecological value. This disclosure notice is to inform prospective residents that the property they are about to acquire lies partially or wholly within an agricultural district and that farming activities occur within the district. Such farming activities may include, but are not limited to, activities that cause noise, dust and odors. Prospective residents are also informed that the location of property within an agricultural district may impact the ability to access water and/or sewer services for such property under certain circumstances.

Between the Town of Vinland and Adjacent Municipalities

The Town of Vinland has had disagreements with the City of Oshkosh's enforcement and interpretation of the City's Future Land Use Map. A conservation plat was denied by the City through Extra-territorial Subdivision review authority because of the City's position that their Future Land Use Plan showed the property as being rural farmland in the long term.

4. Development and Redevelopment Opportunities

Residential

In 2004, the Town of Vinland passed their own Subdivision Ordinance that allowed no more than two subdivision applications per year. This restriction was established to allow for, but limit, the number of new residential subdivisions. Not enough time has lapsed to really know what affect this may have on the number of new lots created in the Town. Since adoption of this ordinance, new house building permit applications have been low with the highest number in 2016 with 9 permits issued and the average number of building permits that have been applied for annually for single family residential properties since 2008 is just over 3. A number of lots are still created each year through a certified survey map process (four or less lots if they are less than 5 acres).

Commercial

Existing commercial development patterns reflect the transportation system in the Town of Vinland. Most of the commercial development is located along S.T.H. 76, particularly near the I-41 interchange. Some commercial development has also occurred at the overpass to I-41 and C.T.H. GG, primarily due to visibility from said roads.

Industrial

Existing industrial development is limited to the Keller property and truck terminal at the south-west intersection of S.T.H. 76 and a parcel on Breezewood Lane. Other truck terminals are in the vicinity of the intersection of I-41 and S.T.H. 76, north of Indian Point Road, and another industrial use is on the south side of C.T.H. GG, east of I-41.

5. Limitation on Development

A summary of the limitations on development is presented in this section. A more detailed discussion of these limitations is found in the Utilities and Community Facilities Element and the Agricultural, Natural and Cultural Resources Element.

Natural Limitations for Building Site Development

The most significant natural limitations are wetlands and floodplain areas, mostly found along Lake Winnebago and adjacent to the shoreland zoning areas due to setback requirements, with another large area south of the intersection of C.T.H. G at C.T.H. T. Soils and bedrock in most areas of the town are not major constraints on development. High ground water table areas can also be limiting factors for site development.

Environmentally Sensitive Areas

Environmentally sensitive areas in the Town of Vinland involve areas around streams, wetlands, and floodways, especially near Lake Winnebago and the western portion of the Township where the drainage ditches lead into Lake Winneconne.

Boundary of Utility Service and Community Facilities

Based on population projections for the Town of Vinland, it appears that adjustments and improvements to community facilities will, over time, need to increase as more housing draws in more residents.

Electrical services are designed to meet existing needs and also prepare for growth over time. Sewer service areas and public sewer demands may occur in the C.T.H. "A" and both private and public roads that provide access to homes along the Lake Winnebago shoreline. The Town conducted a study in the Paynes Point area to determine the feasibility of providing public sewer service. Before such service is considered, the Town will need to either work out political agreements to transport and treat sewage or study the cost of alternative sewage treatment systems.

6. Land Use Projections

In preparing the land use projections for the Town of Vinland, the Plan Commission reviewed the Existing Land Use Map and land use allocation standards and criteria.

Standards and Criteria

1. New subdivisions need to follow the Town's requirement for conservation type subdivisions that cluster home sites and set apart contiguous open space parcels.
2. The allocation of future urban development should maximize the use of existing urban facilities and services.
3. Future commercial and industrial development should expand from existing areas and be readily accessible to major transportation systems.
4. The boundaries of development should consider natural and man-made features, such as wetlands, streams and major highways.
5. Residential land use patterns should maximize their accessibility to public and private supporting facilities and roadways.
6. Urban development should be directed to land suitable for development and discouraged unsuitable land utilization, such as floodplains, areas of high bedrock, and areas of high groundwater.
7. Environmentally sensitive areas shall be excluded from the sewer service area to protect water quality.
8. Future development should pose no significant adverse impacts to surface or groundwater.
9. New development should be located in areas that can be conveniently and economically served by public facilities.

Projected Uses

Agricultural

The Town of Vinland is not projecting any increase in the number of acres used for agricultural production. In fact, the number of acres used for agricultural production will decrease as land is converted to residential and commercial land uses. The Town's desire is to promote residential and commercial development in a wise manner with a well thought out future plan to ensure that conflicts are minimal to none and public services/resources area utilized in an efficient manner.

Residential

Projecting future residential land use is typically based on population projections, household size projections and assumptions on the density of future residential development. The number of residents projected to be living in the community is divided by the projected size of households for that year to determine the number of households. The number of households is then divided by the projected density (households per acre) to determine the number of acres needed to accommodate the projected growth in population.

Table 30 shows the residential land projections for the Town of Vinland. Population projections are from the US Census Bureau. The persons per household (PPH) number for 2025 is from the U.S. Census.

The current (and projected) density of 1 household per 2 acres was calculated by the calculated single family residential acreage from the 2025 Existing Land Use Inventor and dividing an estimate of the number of housing units in the Town in 2025

Based on this methodology, the Town of Vinland will need an additional 206 acres for residential development by 2025.

Table 30 – Residential Land Use Projections, 2025 to 2050

	Population	Percent Change	Persons per Household	Households	Households per Acre	Additional Acres	Total Acres
2025 Actual	1,754	---	2.39	721	---	---	---
2025 Est.	1,755	-.05%	2.39	719	1.6	0	0
2030	1,700	-3.1%	2.38	736	1.6	27.2	27.2
2035	1,720	1.2%	2.36	747	1.6	17.6	44.8
2040	1,623	-5.6%	2.34	770	1.6	36.8	81.6
2050	1,531	-5.7%	2.32		1.6		

Source: US Census

Commercial

Planners typically use a ratio of the number of residents in a community to the number of acres used for commercial activities to project how many additional acres of land will be needed over the next five, ten, fifteen and twenty years. For example, if there are 1,000 residents in a community and there are 100 acres of commercial land uses, an increase of 100 residents would result in an increase of 10 acres of commercial land uses.

Based on the 2025 Existing Land Use Inventory and the population of 1754 as noted for the last census data, there are approximately six people per acre of commercial land in the Town. Based on the ratio methodology described above (1754 residents with 281 acres of existing commercial land would = .16 acres of commercial land per resident), the Town of Vinland would not need any additional acres of commercial land due to population predictions showing no increase, actually a decrease in the number of people living in the Township as predicted up to 2050. (If the population would grow by 100 residents the additional acreage needed would be approximately 16 acres.)

Obviously, the existing amount of commercial land per person is skewed in that commercial uses in the town serve a much larger population than just Vinland residents. Future commercial development is also likely to be much more regional in its customer base.

As with residential, private and public investment in commercial projects can result in a significantly different projected acreage. Potential commercial projects that want to take advantage of US Highway 41 visibility may absorb more acreage than what would be needed to serve the town's residents.

Industrial

The projection methodology used for commercial land uses is also used for industrial land use projections. Based on the 2025 Existing industrial land use of 94 acres and the population of 1754 residents in 2025, there are approximately 18.7 people per acre of industrial land in the Town. Based on this methodology, the Town of Vinland would not need any additional land due to the population decreasing over the next 25 years.

While the projection methodology resulted in no need for additional acreage, more areas have been designated to accommodate industrial development beyond the twenty-year period of this plan.

H. Intergovernmental Cooperation

1. Relationships with Other Governments

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

Mutual aid agreements are a type of intergovernmental cooperation. For example, municipal fire departments use this vehicle to extend fire protection from one municipality to another. The biggest advantage is that each fire department can share equipment and manpower in times of major fires that would otherwise limit the resources of a particular department in responding to a disaster.

Boundary agreements are typically found in urban and urbanizing areas where there is a desire on the part of adjacent municipalities to agree on where each municipality will provide services. These agreements contribute to better planning and the efficient and economical provision of municipal services.

Towns of Neenah, Clayton, Winneconne and Oshkosh

The Town of Vinland shares common boundaries with the Towns of Neenah, Clayton, Winneconne and Oshkosh. Vinland and all of these Town Fire Departments have mutual aid for Fire Services. The Town of Vinland is part of the Wisconsin Towns Association.

School Districts in the Town

The Town of Vinland is served by the Oshkosh, Winneconne and Neenah Area School Districts. Communication with these districts occurs periodically and informally.

Winnebago County

There is a significant amount of interaction between the Town of Vinland and Winnebago County. The County Zoning Department has Shoreland Zoning Jurisdiction on lands that are close to Lake Winnebago or any navigable streams in the Town of Vinland. The Zoning Department also reviews all zoning changes and new subdivisions, administers the County Storm-water Ordinance (drainage plans), and septic system installations.

The Winnebago County Sheriff's Department provides police protection throughout the Town of Vinland. Part of the Sheriff's Department responsibilities to the Town of Vinland include vehicle control and traffic safety, highway access control, and 911 dispatch. The County also provides emergency management; the landfill/recycling program, geographic information systems, health and human services, and parks and recreation, such as Winnebago County Park on the north side of Oshkosh (just south of the Vinland Town line).

Other areas of importance for Winnebago County and Town of Vinland include highway projects and Town road improvements. Vinland is involved with Winnebago County in that the Vinland Plan has been incorporated into the County's adopted Future Land Use Plan.

Regional

The Town of Vinland is involved with the East Central Wisconsin Regional Planning Commission and with the Winnebago County Towns Association. The Town of Vinland works closely with East Central Planning to periodically update the Oshkosh and Neenah/Menasha Sanitary District Sewer Service Area boundaries. The Town of Vinland also cooperates with East Central Planning and the WisDOT District Office in Green Bay regarding the status of I-41 expansion plans. The Town is part of the Winnefox Library System.

State and Federal

The staff at the Town of Vinland participates in numerous professional organizations, which provides them with an opportunity to meet with the staff from neighboring municipalities.

2. Conflicts and Opportunities

The Town of Vinland is not aware of any major conflicts with other governmental units. If a conflict would occur, initial attempts to address it would involve written and face-to-face communication. If initial attempts are not successful, the Town will consider other methods including mediation, arbitration and other dispute resolution techniques as described in Wisconsin State Statutes 802.12.