

## *6.0 UTILITIES & COMMUNITY FACILITIES ELEMENT*

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### INTRODUCTION

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

The type and quality of facilities and services provided by and within a community are critical to its long-term viability. Healthcare, schools, and parks are among the services most important to residents, while utilities, stormwater infrastructure, and communications technology are necessary for a healthy local economy. The need for services changes over time, with population growth and technological improvements. The purpose of the Utilities & Community facilities chapter is to provide an inventory of current services, identify future needs, and prepare a plan to address those needs.

### UTILITIES AND COMMUNITY FACILITIES VISION

In 2035, residents of the Village have access to a full-range of municipal utility services, primary medical care, general merchandise retailing, educational facilities, and selective entertainment choices. Town residents have access to basic municipal services and utilize additional services available in the Village.

The Town and Village coordinate with Outagamie County and neighboring communities to ensure that residents have easy access to a full-range of high-quality, non-duplicative, cost-effective services, including: police and fire protection, road maintenance, etc. Community service and infrastructure needs are closely coordinated and do not create an unreasonable financial burden for residents.

Town and Village residents of all ages enjoy year-round access to local trails, the Fallen Timbers Environmental Center, area parks and golf courses, and other recreational pursuits.

### UTILITIES INVENTORY– LOCATION, USE, CAPACITY

What follows is a description of existing utilities in the Town and Village of Black Creek. Outagamie County and private companies provide many of the services available to residents. These arrangements have helped to control local costs. Therefore, included in this chapter is information about some of the utilities provided by Outagamie County and private companies.

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### **WASTEWATER COLLECTION AND TREATMENT<sup>1</sup>**

All Town residents rely on individual on-site wastewater treatment systems. Given the low density of development, this situation is not expected to change in the future. Simply put, it is not economically feasible or efficient to develop a Town sewer system. The best opportunity for Town residents to obtain sewer service is in areas adjacent to the Village.

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<sup>1</sup> Updates to this section are expected in 2005 when the sanitary district plan is updated by the East Central Wisconsin Regional Plan Commission and the Village of Black Creek.

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Outagamie allows holding tank installations for new development if conventional and mound systems are not usable. Outagamie County does require a sanitary permit for any construction project where on-site wastewater treatment disposal system is required. The permit process requires that soil tests be conducted to determine the most feasible system to use.

The Town supports the continued use of private on-site facilities to handle wastewater needs. Furthermore, the Town supports the use of innovative treatment systems, as approved by the Town and County, to accommodate rural development. The Town of Black Creek does not believe that future development must connect to municipal sanitary service.

In the Village, residents utilize municipal sanitary service. The wastewater collection system serving the Village consists of main and interceptor sewers that convey wastewater from residents and businesses to the treatment plant.

The original wastewater treatment facility serving the Village was built in 1941. The plant underwent a major reconstruction process and design changes in 1978. It presently utilizes a two-stage rotating biological contactor (RBC) secondary treatment system, followed by tertiary filtration to provide advanced treatment. Slightly less than half of the flow is from industrial sources.

The plant has an average daily design flow of 475,000 gallons per day (gpd) with an annual average flow of 235,000 gpd.

In the late 1980s mechanical problems developed and equipment and process changes were made to improve system operation. The plant still had difficulty in meeting its discharge permit limits, particularly for ammonia discharge. As a result of permit violations, the WDNR required that the Village prepare a facility plan. That plan recommended improvements to the primary and secondary components of the plant as well as the solids handling facilities. A phased approach to the plant recommendations were recommended. Construction of the initial improvements occurred in 1992.

### **STORMWATER MANAGEMENT**

The Town of Black Creek has no curb or guttered areas. Open grass lined ditches serve to slow the flow of stormwater, reduce erosion, filter pollutants, and allow infiltration of the groundwater. The Town maintains (i.e. mows and clears) these ditches. Given the limited density of proposed future development, Town officials believe that existing stormwater management practices will meet local needs.

The performance standards for stormwater management are found in the Outagamie County Subdivision Ordinance. These requirements are applicable to commercial, industrial, residential

#### **COMM 83**

In July 2000, the Wisconsin Department of Commerce implemented an administrative rule known as Comm-83. This rule allows homebuilders to install nine new kinds of innovative septic systems. The rule allows for development in areas that cannot be served by conventional systems.

**The Town of Black Creek supports the use of innovative treatment systems permissible through COMM-83.**

For additional information about the Comm-83 rule and the nine systems permitted, go to the Department of Commerce Web Page at:  
[www.commerce.state.wi.us](http://www.commerce.state.wi.us)

#### **What Is Stormwater Runoff?**

It is water from rainstorms or snowmelt that flows over the land rather than evaporating or soaking into the ground. Areas with more impervious surface (i.e. roads, sidewalks, rooftops and parking lots) generate more stormwater runoff.

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and general agricultural development of lands in the unincorporated areas of the county. The standards require that stormwater runoff after development not be at a greater peak rate than the rate of flow under pre-development meadow conditions. The 25-year storm is the standard used in the process to determine both pre-and post-development rates of runoff. Where post-development runoff exceeds pre-development conditions the standards require on-site detention be provided.

All proposed development projects require submittal of a stormwater management plan, subject to review by either the Outagamie County Zoning Department or the Outagamie County Land Conservation Department. Construction site erosion control is an important component of that plan submittal and review process.

In the Village, there is a stormwater collection system consisting of curbs, gutters, and pipes. New development is required to provide the necessary infrastructure to connect to this system.

Countywide there are increasing concerns about the impacts of stormwater runoff on the quality of receiving water resources like the Black Creek. In response to these concerns, the Outagamie County Land Conservation Department is working to develop a new comprehensive stormwater plan for the county. The Town and Village of Black Creek support the County's efforts in these areas and coordinates with the County to ensure that stormwater management policies and programs are enforced.

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

- **Watershed Planning.** All watershed planning activities in the Town and Village will be coordinated with the Outagamie County Land Conservation Department to identify critical habitats, aquatic corridors and water pollution areas.
- **Land Conservation Techniques.** Land conservation techniques include: cluster and conservation subdivisions, setbacks, buffers, land acquisition, and following the development patterns outlined on the *Future Land Use Maps*.
- **Aquatic Buffers.** Aquatic buffers are natural areas on either side of area creeks, streams and drains to buffer against runoff.
- **Site Design Techniques.** Effective site design techniques will encourage the use of natural landscaping, limit impervious surface, enforce setbacks and buffers, and protect natural resources.
- **Stormwater Best Management Practices (BMP).** Stormwater best management practices seek to reduce stormwater pollutant loads, maintain ground water recharge and quality, protect stream channels and safely maintain the 100-year floodplain. Successful BMP's include ponds, wetlands, infiltration, filtering systems and open drainage channels. The county subdivision ordinance requires use of BMPs.

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- **Erosion and Sediment Control.** Typically, erosion and sediment control requirements affect construction sites and farming operations. To be effective, erosion and sediment control measures need to extend beyond these two situations. Probably one of the most effective techniques is to reduce the time that soil is exposed. As with the other mitigation techniques outlined in this subsection, education will be critical to success.

### WATER SUPPLY

Groundwater is the source of the water supply in the Town of Black Creek. Given the low population density and the high costs, it is not feasible to develop a municipal water system. At this time, the Village will not permit Town residents to utilize Village water without annexation. However, there is an opportunity to pursue shared service agreements with the Village to allow some areas of the Town to be served by the municipal water system without annexation.

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

Additional information about arsenic in the groundwater is provided in [the Chapter 7: Agricultural, Natural and Cultural Resources-Chapter](#).

Contamination risks from land use practices are the major threat to groundwater resources. Potential contaminant sources include old, unregulated landfills, nitrates from failed septic systems or farm runoff, pesticides, and leaking underground storage tanks. Most of these sources are presently regulated or are being addressed through ordinances or technical assistance services by various county and state agencies.

Due to naturally occurring arsenic detected in some wells<sup>2</sup>, concern is growing about the quality of the local water supply. Private well owners in the Town can take several steps to reduce their exposure to arsenic.

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

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



Village Water Tower

<sup>2</sup> Arsenic tests were conducted in 2001 and 2003. The tests demonstrate that the amount of arsenic exposure in the Town is increasing. To review the specific test information contact the Town Clerk.

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

The WDNR, by notice dated September 10, 2004, has ruled that all of Outagamie and Winnebago Counties are now within a new “Special Well Casing Pipe Depth Area” which requires special well construction, grouting, and disinfection standard due to the naturally occurring arsenic. This “Special Casing Depth Area” is established under the WDNR’s authority provided by Section NR 812.12(3), Wisc. Admin. Code (State Private Well Construction & Pump Installation Code). These new requirements will increase well drilling costs for new development in the Town. In response to this new requirement, Outagamie County is considering requirements for community well systems in rural subdivisions.

A municipal water system serves residents and businesses within the Village. This system, originally constructed in 1941, consists of two wells, an elevated storage tank and many distribution mains. Over the years, the distribution system has been extended and a variety of improvements have been made in increase pressure, reduce dead-end mains and improve operation. Groundwater is also the source of water for the municipal water system. However, unlike the Town, no arsenic has been detected in the Village.

The capacities of Well #1 and #2 are 700 gpm and 350 gpm, respectively with a combined pumpage potential of about 1.5 million gallons per day (for locations refer to the *Village of Black Creek Utilities and Community Facilities Map*). At this time, Well #1 is turned down to 450 gpm. The Village has an above ground storage capacity of 400,000 gallons.

The average daily pumpage is 400,000 gallons. As with sewers, water mains need to be extended to service newly developing areas. A study is currently underway to establish a third well site. This well will most likely be located on the north side of the Village.

Over-pumping of the aquifer may become an issue, since nearby communities are also supplied from the glacial deposits. As their populations increase, additional pumping will cause groundwater cones of influence to extend, possibly into Black Creek. To minimize this threat, it will be important for the Town and Village to coordinate with Outagamie County to monitor groundwater flows and levels. If an adverse impact from area wells is detected, documentation will be critical to support any claims, identify the source of the problem, and seek solutions to mitigate.

#### **ELECTRICITY AND NATURAL GAS**



WE Energies provides electricity to the entire Black Creek community and natural gas service to the Village and portions of the Town (natural gas service is only available in the southern limits of the Town). The company has a long history of supplying safe, reliable and reasonably priced service to its customers. WE Energies serves more than one million electric customers in Wisconsin and the Upper Peninsula of Michigan. In total, WE Energies power plants produce



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6,000 megawatts of generation from coal, natural gas, nuclear, hydroelectric and renewable energy facilities.

WE Energies has no plans to expand the type or level of services offered in Black Creek. There are no electric substations or major overhead transmission lines in the Town. There are two substations in the Village (shown on the *Village of Black Creek Utilities and Community Facilities Map*). There are no plans to build additional electric substations or a power plant in the Town or Village of Black Creek. The availability of necessary electricity supplies to accommodate future growth and development is of some concern. WE Energies will need to monitor local demand to ensure that these substations are adequate to meet local demand for electricity.



Substation in the Village of Black Creek

ANR Pipeline Company (ANR) owns and maintains a high pressure natural gas transmission pipeline that provides WE Energies with natural gas service. ANR was the first interstate pipeline to deliver natural gas supplies to Wisconsin, and it currently delivers most of the natural gas consumed in the state. ANR operates and maintains five compressor stations, four warehouses, 130 meter stations and more than 1,700 miles of pipeline. Wisconsin field operations are managed through an area office in Waukesha, which also serves as a satellite marketing office to provide closer liaison with local distribution companies and other customers. There is an ANR high pressure pipeline in the Town of Black Creek that extends across a portion of the northern part of the Town, parallel to STH 54 into the Village. ANR has no plans to expand its pipelines in Black Creek at this time. This is of some concern due to the fact that the existing pipeline has a fixed capacity. Long-term, capacity expansions may be necessary for this pipeline to accommodate Village growth and perhaps for some areas of the Town.

### **COMMUNITY FACILITIES INVENTORY– LOCATION, USE, AND CAPACITY**

What follows is a description of existing community facilities in the Town and Village. Outagamie County and private companies provide many of the services available to residents.

#### **PARK AND RECREATION FACILITIES**

Currently, there are no Town-owned park and recreation facilities located in the Town of Black Creek. However, the Fallen Timbers Environmental Center (456 acres) is located in the Town – one mile east of the Village on Robin Road. Operated by and for six school districts and two colleges, with some public programs, the center offers eight miles of trails through mostly lowland and shrubby wetlands with some meadows. The environmental education center and grounds are open weekdays 8 a.m. to 4:30 p.m. during the school year. Summer weekday hours



Black Creek Sportsman Club – Rettler Road

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are 7 a.m. to 3:30 p.m. The center and grounds are closed weekends except for special programs. In time, as the rail to trail conversion is completed, Town Officials would like to see a trail connection established to Fallen Timbers.

The Town is also home to a significant amount of wooded wetland areas (refer to the *Natural Resources Map*) that are used for hunting and birding pursuits, including the Black Creek Sportsman Club.

The Town is lacking organized play areas for sports (i.e. football, soccer) and playground equipment. Accordingly, the Town is planning to develop soccer fields adjacent to the Town Hall. According to the Town's Capital Improvement Plan, initial site work is to begin in 2005.



In the Village a more extensive collection of Village-owned recreation facilities are provided.

Specifically, the Village has two community parks and a separate lighting ball diamond.



Lake Park, located on the eastern fringe of the Village, north of STH 54, includes a man-made swimming lake, changing rooms, shelters and a picnic area. Sebald Park, a newer park located in the south central part of the Village has facilities that include a lighted ball diamond, bleachers, tennis courts and a shelter. A second lighted baseball diamond is located in the north central part of the Village off North Clark Street. Bleachers and a concession stand accompany the ball diamond.



Lake Park, Village of Black Creek  
Village of Black Creek

Recreation facilities are generally considered adequate, but further evaluation through an open space and recreation plan is needed to identify specific needs.

The National Recreation and Park Association recommends 10 acres of local recreation land per 1,200 residents. The current population of the Town is 1,289 persons (2003 DOA Population Estimate). To meet this standard the Town would need to provide at least 10.7 acres of parkland. The

East Central Wisconsin Regional Planning Commission (ECWRPC) recommends 10 acres of local recreation land per 1,000 residents. Based on this standard, 12.89 acres of parkland should be provided. The Fallen Timbers acreage far exceeds these recommendations. The proposed soccer fields and planned trails will further expand local recreation opportunities.

### Town Survey Results

In the Town Survey, residents were asked about parks in two different questions. In the first question (Q5), residents were asked their opinion about the adequacy of current park facilities. With the exception of trails, most residents indicated that existing Town recreation choices were adequate. However, later in the same survey (Q14), by a two to one ratio Town residents expressed support for additional park space. Trails, areas for scenic enjoyment, hunting areas, and fishing areas were also widely supported by Town survey respondents as future recreational developments in the Town of Black Creek.

### Approximate Acreage of Village Park Facilities

North Ball Diamond - 1.4 acres  
Lake Park - 1.4 acres  
Sebald Park - 4.95 acres



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Using these same figures, the Village would need to provide 10 acres of parkland (1.15 more than currently provided) to meet national standards and 12 acres (3.15 acres more than currently provided) to meet ECWRPC recommendations. To offset these acreage shortages, residents also have access to playground facilities at the Black Creek Elementary and nearby access to the Fallen Timbers Environmental Center. As planned trails are completed, resident access to recreational choices beyond the Village will be further improved.

#### **COMMUNICATION FACILITIES**

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

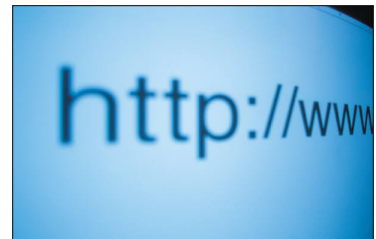
- **Television and Radio.** There are no television or radio stations or towers located in Black Creek. However, residents receive radio and television stations located throughout the Fox Cities and Green Bay. Cable television service is available in the Village from Charter. Cable television service is not available in the Town. Charter offers traditional cable and digital packages. Some residents have also decided to purchase satellites to receive additional channels.

The newest innovation in television service is high definition television. Already, this service is available from stations out of Milwaukee and Green Bay. The result is additional towers – at existing television tower locations -- to support this improved technology. Fortunately, Black Creek does not have a television tower located within its jurisdiction so it may avoid the erection of towers for this purpose within the Town boundaries. The timing of high definition television for all networks will depend on the approval of the Federal Communications Commission.

- **Local and Long Distance Telephone Service.** AllTel and SBC offer local and long distance telephone service to Black Creek. Since different providers are available, costs remain competitive and services are regularly upgraded to reflect new technologies and services in this competitive environment. There are some concerns about system capacities to support additional telephone connections as growth occurs locally. Inevitably, these providers will need to provide necessary infrastructure to meet local customer demands.

- **Educational Teleconference Network (ETN).** ETN (e.g. live audio conferencing) is not currently available in the Town or Village of Black Creek. The nearest ETN sites are located in Appleton and Green Bay. This service allows participants to visit an ETN site to participate in educational programming, including seminars, conferences and classes. The library and local schools are potential ETN locations in the Black Creek Community.

- **Internet.** At this time, neither the Town nor the Village have Internet web sites. Web sites are recommended as a



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tool to educate residents about community services and programs. Contact information for elected and appointed officials, as well as, meeting agendas and announcements can also be posted on local web sites.

Black Creek is seeing increasing demand for improved internet speed and connection services as the internet gains significance in the personal and professional lives of residents. It has been widely predicted that the internet will become a staple in the lives of Americans over the next 10 years in much the same way as the television is a staple in every household. Unlike the television, which is an entertainment device, the internet has the power to change the way people communicate with one another, shop, find entertainment, and work (telecommuting).

High speed internet, fiber optic cable connection service, and other advanced technologies are not yet available in Black Creek. The availability of these services will be based on customer demand and the decisions of private companies to expand their networks to accommodate the Black Creek Community. The Town and Village encourage providers to offer these technologies locally.

▪▪ **Wireless Internet.** Wireless internet access is just beginning to become available in Wisconsin. As this technology becomes more popular, its demand will likely increase. This service will require additional towers and antennas. (Wireless antennas have a range of 1-2 miles versus 2-5 miles for cellular service). Some proponents of this technology have gone so far as to predict that in the next 15 years the wireless internet will become as popular as the telephone is today. The Town and Village's tower ordinances will regulate the location, height, and use of towers in the community.

▪▪ **Newspapers.** Residents are served by several area newspapers distributed from nearby communities.

▪▪ **Postal Service.** A post office is available in the Village. There are no plans to expand this post office or open an additional facility in the community.



Village of Black Creek Post Office

▪▪ **Cellular Towers.** The advent of advanced communication technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The federal government formally recognized this need by the passage of the Federal Telecommunications Act of 1996.

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

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Currently, there is one cellular tower located in the Village (is this still correct?) ~~(Refer to the *Utilities and Community Facilities Map* in this chapter for the exact location)~~. Any requests for additional tower facilities will require local zoning approval. A company has recently purchased a piece of property to the north of the existing tower, but have not yet submitted an application to the Village to construct a tower at this site. There is also one cellular tower in the Town. It is located off Kropp Road. No applications are pending for additional towers in the Town.

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

When cellular technology first came about, analog service required towers of a height of 300 feet or more. These towers could provide coverage within a 5- mile radius of the tower. Today, new digital technologies, PCS, and the wireless Internet operate at a higher frequency than the older analog towers. This increased frequency reduces the coverage from a five-mile radius to a 2-3 mile radius. As a result, there is a need for more towers to serve the same area. If new towers and antennas are needed in the Town, the coverage zones will vary with frequency, height, and service type. A radio frequency engineer can determine the exact coverage areas for any new tower or antenna.

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

As technology changes and as demand for service increases, particularly along STH 47 and STH 54, tower demand will soon follow. There are several options to reduce the overall number of towers needed in the future and to minimize their visual impact. For example, co-location of several antennas on a single tower reduces the need for additional towers. Carriers also are more and more willing to camouflage their towers by locating antenna on church steeples, tall buildings, silos, tall power transmission lines and water towers. Each of these techniques can help to minimize the impact of the wireless industry.

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

One problem with 1996 Telecommunications Act, from a local perspective, is that simply providing coverage is not enough. Communities must provide for networks from competing carriers licensed in an area. The number of licenses granted, and in turn, the number of towers needed is controlled by the FCC. Currently, there are seven (7) carriers licensed to provide cellular service in Eastern Wisconsin.

It is anticipated that in the next 5-10 years the primary coverage area for wireless service in Black Creek will be along the STH 54 and STH 47. Beyond this timeframe, coverage will

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likely extend next to the county trunk lines. The rate of tower construction will depend on local demand, the number of licenses granted by the FCC, the capacity of new towers to accommodate additional carriers, and technology changes.

- ~~**Satellite Technology.** One technology that is noticeably missing from the list of technologies profiled so far in this section is satellite technology. For years, opponents of towers have argued that the technology will soon disappear as satellites replace these facilities. To date, the Motorola Company did the only commercial test of satellite technology. The result was a portable phone that weighed 9 lbs., cost \$7-\$9 per minute to use, and was not functional inside buildings. After one of the company's two satellites failed, Motorola has since abandoned satellite technology.~~

~~For commercial communication purposes, bigger and more technologically advanced satellites are needed to meet today's needs. Existing satellite antennas are too small to support mobile terminals on the earth; thus, radio waves from the earth must be very strong to be picked up by a satellite antenna. Radio waves transmitted from mobile phones are too weak to reach a satellite. Complicating matters, the signal sent from the earth station to a satellite does not go directly to the satellite, but rather goes to a ground station to pass through a switchboard. As a result, it takes a long time to communicate with any receiver through a satellite.~~

~~Optimists still predict that satellite technology is coming, but not for at least 15 years. The arrival in Black Creek could be much later, likely beyond the scope of this plan.~~

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

In 2002, Outagamie, Brown and Winnebago Counties entered into an intergovernmental agreement - a 25-year contract - to utilize one landfill at a time, rather than have each county continue to provide their own landfill operations. This agreement will help to decrease labor and equipment costs by two-thirds.

During the first 3 years of the contract, Outagamie County will handle all land-filling for the three counties. After that period, Winnebago County will reopen its landfill for the next 7 years until filled (approximately 2012). At that time, all collected waste from Winnebago, Outagamie and Brown Counties will be directed back to the Outagamie County Landfill for the next 7 years. Finally, the last 6-7 years, Brown County will collect all waste collected by the counties. This phased approach will utilize each county landfill until it reaches capacity. In the Town and Village of Black Creek, Wittenberg Disposal Services LLC collects garbage from each resident on a weekly basis.

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

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

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efficiency to reduce costs. The Town and Village have a contract with a private hauler hired by Outagamie County to collect recycling every other week from each property in both communities. Under the current contract, Wittenberg Disposal Services LLC collects recycling materials for recycling in Brown County. Wittenberg anticipates no problems collecting Black Creek's recycling in the future.

### **HEALTH CARE FACILITIES**

A resident family physician and a dentist office provide basic health care for residents. The nearest hospitals are in Appleton and Green Bay. Emergency medical service is provided by the local ambulance service. (More information is provided later in this chapter.) Existing facilities are expected to meet local health care needs for the next 20-years and beyond.



Theda Care Office in Black Creek



### **CEMETERIES**

Currently, there are six cemeteries located in Black Creek: St. Mary's Cemetery, St. James Cemetery, Town of Black Creek Cemetery<sup>3</sup>, Lutheran Cemetery, Sassman Cemetery and Lutheran Cemetery. Most of these cemeteries are affiliated with area churches. Many people from the area also choose to use to Highland Memorial Park Cemetery located in Appleton. The *Utilities and Community*

*Facilities Map* identifies the location of each facility in Black Creek.

<sup>3</sup> This cemetery is not active. The records for the plots were destroyed in a fire. Given this situation, new burials are not permitted to prevent the accidental disturbance of pre-existing plot locations that are not recorded.



Given historical demands, available acreage, and population levels, it is anticipated that cemetery space is adequate to meet local needs for the next 20 years. Residents certainly may also use space available in other public and private cemeteries located elsewhere in Outagamie County and beyond.



## **SENIOR SERVICES**

~~According to the 2000 U.S. Census, 268 people (10.9%) a combined 311 age 65 and older live in the Town and Village of Black Creek. living in Black Creek are age 65 or over. Seniors demand particular services to meet their specific needs. Information about senior housing opportunities is provided in the Housing Element.~~

For the most part, seniors living in the communities live independently or find assistance from family members, friends, and neighbors. There are some programs through Outagamie County that provide services and opportunities for older persons living in Black Creek. Most notably, the Outagamie County Health and Human Services Department meets the needs of older adults through the establishment of services in the area of nutrition (meals-on-wheels), transportation, respite care, advocacy, and coordination of services with other public and private agencies. These programs provide vital services that make independent living possible.

In the Village, a group known as the “Black Creek Senior Citizens” meet at the community center on a monthly basis for meals and social activities (i.e. cards). This is the only local senior organization in the community.

## **CHILDCARE FACILITIES**

According to the 2000 U.S. Census, of the Town’s 1,268 residents, 26.3 percent were under the age of 18. Similarly, in the Village, 24.4% of the population was under the age of 18 in 2000. This is a very significant portion of the area population that has immediate and particular service demands (i.e. schools, parks, childcare facilities). Moreover, as they grow into adulthood over the next 20 years, a portion of this population will help to determine the amount of future growth in the community as they find residences, have children, or move elsewhere. While school and park facilities are profiled elsewhere in this chapter, this section discusses childcare facilities available to residents.

In the future, what is even more significant is the fact that 23.4 percent of the Village residents and 17.7 percent of Town residents are between the ages of 20 and 34. This is the age group will be likely having children in the next 10-15 years. These children will require continued access to quality childcare facilities, schools, parks and the like. Currently, there are no licensed commercial childcare facilities in Black Creek. However, dozens of childcare facilities are available in nearby communities. Residents who work outside the community can utilize childcare options near their places of employment. Moreover, many residents may have access to informal networks of childcare (i.e. family or friends) and the services of residents who provide licensed childcare from their homes.

The community would support the establishment of a quality local childcare center to meet resident needs.

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*UTILITIES & COMMUNITY FACILITIES*

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## CHAPTER 6: UTILITIES & COMMUNITY FACILITIES

### SCHOOLS

#### Seymour Community School District:

The Seymour Community School District was established in 1963 as a result of the consolidation of numerous rural schools. The district encompasses 175 square miles of land adjacent to the Fox River Valley Cities of Green Bay and Appleton. All of the Village of Black Creek and a significant portion of the Town lies within the District. The District includes land in Outagamie and Shawano counties. The total District student population, as of the September 2014 Third Friday County was 2,435. is approximately 2,400.



Seymour Community School District has a twelve member administrative team and close to 160 certified teachers on staff. All teachers have at least a Bachelors Degree and over fifty percent have, or are working towards, a Masters Degree. Over 100 support staff members are employed to provide our district with necessary educational program support. The District has no plans for expansion.

**Table 6.1: Seymour Community School District Enrollment, 2014-15.**

**TABLE 17**

#### **Seymour Community School District**

School Name	Grades	Enrollment	Capacity
Seymour High School	9-12	804697	900
Seymour Middle School	6-8	465451	500
Rockledge Elementary School	K-5	720865	700
Black Creek Elementary School	K-5	448422	500

Source: Wisconsin Department of Education, 2015.

~~SOURCE: Seymour Community School District, 2002~~

#### Shiocton School District:

The far western reaches of the Town of Black Creek fall within the Shiocton School District. This District has a single school building located at N5650 Broad Street in Shiocton. This building houses a high school, middle school and elementary school with a total 2014 enrollment of 755 students. Table 20 highlights the enrollment and capacity information for the District. Enrollment for the District has remained steady for many years. Minimal increases, if any are experienced. For this reason, the District anticipated a future trend of stability to a slight increase in overall student enrollment. Therefore, no expansion in the Town of Black Creek, or anywhere else in the District, are anticipated.

**Table 6.2: Shiocton School District Enrollment, 2014-15.**

**TABLE 18**

#### **Shiocton School District**

School Name	Grades	Enrollment	Capacity*
Shiocton High School	9-12	274237	

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### *UTILITIES & COMMUNITY FACILITIES*

Shiocton Middle School	6-8	498166	1,200
Shiocton Elementary School	K-5	408352	
<i>* Note: This figure is a very rough estimate based on original building square footage and accounting for additions. This estimate assumes each grade level is of an equal in size. The estimate is also based on student-teacher ratio district policies, not fire code.</i>			
<i>Source: Wisconsin Department of Education, 2015.</i>			

*SOURCE: Shiocton School District, 2002*

*\* This figure is a very rough estimate based on original building square footage and accounting for additions. This estimate assumes each grade level is of an equal in size. The estimate is also based on student-teacher ratio district policies, not fire code.*

It is important to remember that the school districts serving Black Creek extend beyond the Town. As a result, development in neighboring communities can impact the need for additional school facilities and expansions. To that end, of great concern to Black Creek is ensuring that the local school districts are not overwhelmed by new development. Given that the school districts serve a rural area, much of their financial support is derived from resident taxes. Major changes in facility and staff needs can impact taxpayers. Therefore, coordination with the school districts, with respect to the development and implementation of this plan, is an important priority for the Town and Village of Black Creek.

Some students living in the community attend private schools in Green Bay and the Fox Cities. The students attending private schools do have the option of attending public school. Expansions and improvements to these facilities are subject to the financial obligations and capacities of the sponsoring church.

#### **BLACK CREEK VILLAGE LIBRARY**

~~There is a public library located in the Village on Maple Street.~~ The Village of Black Creek Community Center/Public Library was built in 1988. Half of the structure serves the public library and the other half as a community center. The community center provides meeting space for local service clubs and other organizations. It is available to individuals to rent for family gatherings or similar occasions.

~~The library's holdings have increased from approximately 9,000 in 1992 to more than 19,423 holdings in 2004. The library hours vary by season and day of the week.~~



Black Creek Village Library & Community Center

The Black Creek Library is a partner in OWLS (Outagamie Waupaca Library System). Therefore, residents may check out materials from all Outagamie County, Waupaca County and the Oneida Community Library (Brown County partner in OWLS). Other libraries located in Outagamie County are found in Appleton, Kaukauna, Kimberly, Little Chute, Hortonville, Seymour, Shiocton and New London. According to the OWLS Plan, the county believes that municipal libraries provide adequate services to county residents and that the county does not need to provide any additional libraries.

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According to recommended standards<sup>4</sup>, the minimum total floor area of a small public library for a population less than 10,000 persons should range between about 0.7 to 1.0 square foot per person served. Using this standard, the library should provide between 846 and 1,200 square feet to meet the needs of the Village. The current facility exceeds this standard (4,800 square feet) and should continue to be adequate to meet resident demand through 2025 and beyond.

The primary challenge facing the library is the need to keep up with demand for new technologies and requests of patrons. For example, the library does not currently have a DVD or CD collection. To purchase this equipment the library will either need to make cuts to existing programs or receive additional financial support. The library is committed to improving access to technology and addressing the requests of patrons. Accordingly, the library will consistently pursue these goals.

Given access to resources via the web catalogue and the interlibrary loan program, in addition to the resources the Internet makes available to residents, it is anticipated that Black Creek Village Library will continue to exceed resident expectations and remain an outstanding community facility.

### POLICE PROTECTION

#### Outagamie County Sheriff's Department:

The Outagamie County Sheriff's Department provides police protection services to the Town and Village of Black Creek. The Department ~~is headquartered~~~~headquarters is located~~ at 320 S. Walnut Street in Appleton, but also operates a satellite office in the Village of Black Creek. Response times vary depending on the location of the nearest cruiser, but generally range between 5 and 10 minutes (rough combined average of emergency and non-emergency response times) from the headquarters.

#### POLICE PROTECTION STANDARDS

The traditional Wisconsin standard for small town/rural police protection is 1.86 officers/1,000 persons. The FBI Standard is 2 officers per 1,000 persons. While the Outagamie County Sheriff's Department does not meet these standards, with backup assistance provided by area city, village, and town police departments, the coverage is adequate.

The Sheriff's Department Administrative staff consists of the Sheriff, Undersheriff, Corrections Division Captain, Patrol Division Captain and four lieutenants. The Sheriff and his staff are responsible for the direction and management of the 193 full-time and 25 part-time department employees providing law enforcement services to Outagamie County. The Department provides law enforcement services to approximately 176,000 residents of Outagamie County. The Law Enforcement Division has 64 full-time and 9 part-time employees. Personnel are assigned to units that include:

<sup>4</sup> Rolf Myller, *The Design of the Small Public Library* (New York R.R. Bowker Co, 1966); and Nolan Lushington and Willis N. Mills, Jr., *Libraries Designed for Users – A Planning Handbook* (Hamden, Connecticut: Library Professional Publications, 1980).



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| <ul style="list-style-type: none"><li>▪ <u>Uniformed Patrol</u></li><li>▪ <u>Criminal Justice Unit</u></li><li>▪ <u>Water Safety (Boat) Patrol</u></li><li>▪ <u>K-9 Unit</u></li><li>▪ <u>Rescue Recovery Dive Team</u></li><li>▪ <u>Snowmobile Patrol</u></li><li>▪ <u>Emergency Response Team (ERT)</u></li><li>▪ <u>Airport Security</u></li></ul> | <ul style="list-style-type: none"><li>▪ <u>Investigations</u></li><li>▪ <u>Law Enforcement Specialists</u></li><li>▪ <u>Narcotics Investigations</u></li><li>▪ <u>Police School Liaisons</u></li><li>▪ <u>Crime Prevention and Evidence Officer</u></li><li>▪ <u>Domestic Abuse Investigator</u></li><li>▪ <u>Bomb Squad</u></li><li>▪ <u>Civil Process</u></li></ul> |
|---|---|

~~The Outagamie County Sheriff's Department also operates a satellite office in the Village of Black Creek. This office is open from 10:00 am until 2:30 pm on Tuesday, Wednesday and Thursday. Clerical staff are available at the office at these times. Patrol officers frequent the office during these hours as well to file reports and address resident needs.~~

~~The Outagamie County Sheriff's Department has 70 sworn officers, 55 of which are patrol officers. At any given time as many as 8, but no fewer than 6, patrol cars are on duty. The number of officers on patrol duty varies by the time of day and overlaps during shift changes. The Department provides primary coverage to 63,247 people and backup assistance to an additional 102,323 (WDOA Population Estimates).~~

~~The Outagamie County Sheriff's Department provides 911 emergency-based dispatching for all nearly all police services in the entire county, including the Village of Black Creek—and most other city and village departments. The Outagamie County Sheriff's Department also dispatches for a majority of the fire departments in county. The communication tower used to transit dispatch is located in the Town of Black Creek.~~

~~In providing protection to the Town of Black Creek, the Outagamie County Sheriff Department may utilize backup assistance available through agreements with the Village of Black Creek, Appleton or other nearby communities.~~

~~The Outagamie County Sheriff Department has no plans to hire additional staff at this time. Given budgetary constraints, future staff increases are in question. The Department would like to maintain its level of staffing, which it believes is adequate to provide needed protection to area residents. Decisions about future staff expansion will be based on population increases and response times.~~

~~The Outagamie County Sheriff's Department annually reviews equipment and vehicle needs as part of the county Capital Improvements Program. Regular vehicle replacement is important to~~