

Town of Clayton Comprehensive Plan Update

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WELCOME TO THE OPEN HOUSE!

*The best way to
predict the future is
to create it!*

INSTRUCTIONS

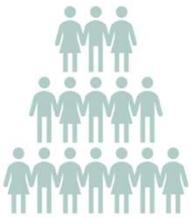
1. Please take a Post-It Note pad and pen.
2. Review each display panel and jot down your thoughts, reactions, or suggestions on the provided Post-It Notes.
3. Place your Post-It Note(s) on the edges of the display panel.
4. Complete this for each display panel.
5. **THANK YOU** in advance for your thoughts and participation!



**Please engage Cedar staff, Town staff, and
Plan Commission members to ask questions!**



Future Growth & Growth Allocation



Population Growth

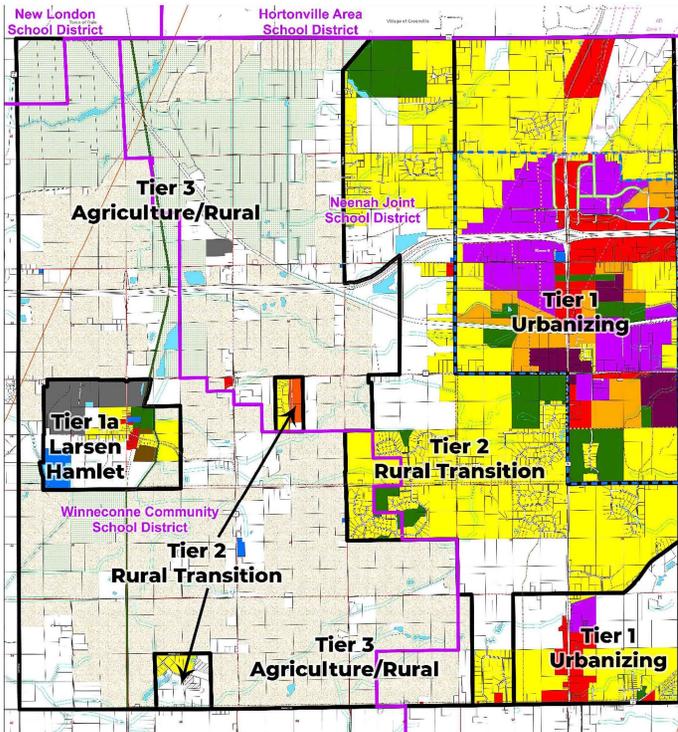
- 2022 Population = 4,375
- 2040 Population = 5,685
- Increase of 1,310, or 29.9%
- 2040 Plan Assumption = Increase of 2,293 (75% more due to effects of municipal service provision and location of new Neenah High School)



Housing Growth

- 2020 Total Units = 1,546
- 2040 Projected Units = 2,166
- Increase of 620 Units
- 2040 Plan Assumption = Increase of 1,085 Units (75% more units due to effects of municipal service provision and location of new Neenah High School)

Proposed Tiered Development System (TDS)



Tier Descriptions

- Tier 1 – Urbanizing**
 - Sanitary District No. 1
 - Full Services (water/sewer)
 - Higher Density Development
 - Urban Road Standards
 - Includes TID #1
- Tier 1a – Urbanizing (Larsen Hamlet)**
 - Partial Services (sewer, no water)
 - Higher Density Development
 - Small Community Feel
- Tier 2 – Rural Transition**
 - Large Lot Residential
 - On-Site Wastewater & Private Wells
 - Greenspace Incorporation
 - Conservation Subdivision Opportunities
 - Shadow-Platting Requirements to accommodate future density increases.
- Tier 3 – Rural Agriculture**
 - “Working Lands” (agriculture, forestry, subsistence farming)
 - Right to Farm
 - Mining
 - Natural Areas
 - Renewable Energy Opportunities
 - CSM Land Divisions Only – No Subdivisions

Housing Unit Allocation Policy for Tiers

The Comprehensive Plan proposes general policies which guide the development of new housing based the allocation of percentages into the Tiered Development System (TDS) as shown on the adjacent map. The Plan Commission is currently considering the use of “new lot creation” to measure and monitor where and how much new housing is allowed within each Tier. Hence, new homes on existing lots of record would not count toward the allocation limits (they would still be tracked for informational purposes though). Multi-unit residential developments would also be tracked, as more than one unit can exist on a single lot of record.

Allocation Policy	Tier 1 (Urbanizing)	Tier 2 (Rural Transition)	Tier 3 (Ag/Rural)	Totals
% of Total Projected Housing Units	85%	10%	5%	100%
Housing Unit Allocation by Tier	922	109	54	1,085
Units/Yr. Equivalent (18 yrs. ['22-'40])	51	6	3	60

Note: There are 1,085 total projected housing units between 2022 and 2040 based on selected Plan scenario (75% increase in units).



Working Lands & Resource Conservation

Agricultural, Natural & Cultural Resource Vision: The Town of Clayton will use its working lands initiative to protect its agricultural legacy as a sustainable economic resource. Farming in the Town will be a combination of large and small farms operated based on economic performance, responsible stewardship, and local and national need. Farmers supply food locally, use waste-to-energy technology, and foster the use of renewable solar energy on their lands.

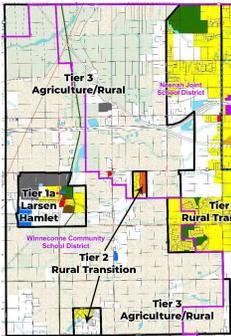


Working Lands

Goal #1: Protect and preserve large contiguous areas of productive agricultural and managed forest land as identified as "Working Lands" on the Future Land Use Plan.



The future of agriculture in a town within the next ring of expanding urban development is surely one of change and decision. Growth from the Fox Cities has, or will soon, essentially consume the Village of Fox Crossing and move westward into Clayton.



The Public Opinion Survey showed strong support for the continuation of the Plan's "Working Lands" designation which, in conjunction with the proposed Tier 3 growth policy, will aggressively protect the most suitable agricultural lands in the western part of the Town.



In conjunction with this designation, the Town strongly encourages the growth of compatible agricultural businesses which create increased 'farm to resident' connections, niche farming, agrotourism, and renewable energy opportunities.



Resource Conservation

Goal #2: Protect major environmental areas for future generations, recreation, wildlife habitat, and stormwater management.

The conservation of the Town's natural and cultural resources ranked high amongst Public Opinion Survey respondents.

These lands provide a variety of ecosystem management functions, as well great value from a recreation and wildlife habitat standpoint. All of which help to contribute to the Town's character as being a "Touch of Country".

Watershed management will be important for agriculture, water quality, and wildlife habitat. The Town will support efforts which protect and minimize impacts to wetland, floodplains, and shoreland areas during the development process.

Historic and cultural resources will be identified, protected, and integrated into the community as part of its social fabric. Efforts to celebrate the Town's history and acknowledge features such as the Yellowstone Trail will enhance its "sense of place".



Stormwater Management

Goal #5: Identify and reserve recommended sites for regional stormwater detention facilities and contemplate natural forms of management using the principles of Green Infrastructure.

The Town will address the quantity and quality of stormwater through traditional stormwater conveyance systems, including regional retention and detention ponds, as well as the increased use of natural stormwater management techniques using the principles of 'green infrastructure'.

Green infrastructure filters and absorbs stormwater. It uses natural areas and landscaping rather than systems of gutters, pipes, and tunnels (i.e., "grey infrastructure") to manage runoff and reduce flood damage. Green infrastructure can be applied at various scales, from individual buildings (rain gardens and green roofs), to parking areas and roadways (bioswales), to the broader landscape level (wetland preservation).

Using these methods can reduce the amount and costs of 'hard' stormwater infrastructure while increasing greenspace and complementing the Town's vision of a "Touch of Country in a Growing Community".



Housing & Residential Development

Housing Vision: The Town of Clayton will provide diversified choices of housing design to accommodate young individuals and families and those interested in down-sizing for economic or maintenance reasons. Clayton will offer a variety of housing and lot sizes ranging from small single-family units to multiple unit townhouses and small apartments distributed in a planned neighborhood environment. Quality, well-designed homes that meet the Missing Middle definition will be encouraged in designated areas and senior housing will be supported as an integrated part of the community. Higher density housing will be encouraged in areas served by public sewer and water and low density rural residential (subdivision) development will be limited to the Tier 2 area. Conservation and/or cluster subdivisions will be encouraged along with green or sustainable building practices for both construction and maintenance.

Missing Middle Housing

Goal #1: Provide for a range of new housing types that meet the needs of the Town's future population.

To help meet this goal, the Plan calls for increasing the amount of "Missing Middle" housing. Missing middle refers to housing types with densities that fall between detached single-family homes and larger mid-rise multi-family buildings. Housing types include duplex, triplex & fourplex, courtyard apartments, townhouses, live/work units, among others.

While these unit types typically provide for medium density, they often have a lower perceived density due to their design and small building footprint. A wide variety of affordable "missing middle" housing styles, ranging from 700-1,300 square feet can be built on lots as small as 5,000 square feet with frontage as small as 30 feet. Missing middle building types can help developers maximize affordability and returns without compromising quality by providing housing types that are simple and affordable to build.

Allowing for Accessory Dwelling Units (ADUs) can also help to provide affordable housing through the strategic placement of small independent rental units on existing single-family lots.



Neighborhood Creation

Goal #2: Plan out new Tier 1 housing development to create a set of diverse walkable neighborhoods.

Future residential development in the urbanizing Tier 1 area, including lower density residential areas, should be based upon the concept of neighborhoods. A neighborhood should be more than just a housing development by itself and should incorporate basic features:

1. Safe, walkable environment that is easy to navigate and reduces traffic congestion through the use of gridded street patterns, and proper bike/ped accommodations.
2. A focal point or gathering space. This could take the form of a neighborhood park, commercial plaza, or institutional use.
3. Neighborhood commercial uses providing locally-used goods and services within a walkable distance.
4. An identifying feature, or features, natural or man-made, that give the new neighborhood a unique feel.
5. A variety of housing styles and lot sizes, whether it's a low density or higher density development. Housing variety could take the form of house size, number of units, and/or differing architectural styles.

Consideration for "cottage courts", "pocket neighborhoods", and accessory dwelling units (ADUs) as a subordinate use, should also be given within these areas.



Lot Sizes & Density



Goal #3: Ensure that the Town's development regulations account for aspects of housing affordability.

Decreasing minimum lot sizes and frontages, reducing any minimum dwelling unit sizes, and providing flexibility in terms of basement and garage construction can keep homes more affordable as well as provide for greater efficiencies in the delivery of such services as postal delivery, garbage, and school bus pickup. Also, in terms of cost savings, the more homes that front on a street, the less the impact on the individual homeowner has when paying assessments for sewer main, water main, sidewalk, or street repairs. Increasing the density of new development, whether greenfield or redevelopment based, is becoming a necessity for the development of new affordable housing.

However, increased density makes people nervous as they typically envision rows of monotone duplexes, or massive non-descript apartment buildings. Zoning regulations must be updated to address these concerns and the Town feels strongly that increasing density should not reduce the quality of design or construction.



Commercial and Industrial (Economic) Development

Economic Development Vision

“Clayton will offer the best of both worlds. Larsen will reflect a rural community while the development of business and industrial districts in the USH 10 and WIS 76 corridors attracts high quality occupants that reflect today’s architectural and design standards. Clayton will view economic development as more than simply an expanded tax base and will welcome development that enhances the aesthetics, livability, and social aspects of our community. Economic, environmental and community benefits will be considered as primary elements for prospective development. The incorporation of mixed use and planned unit developments will cater to the changing preferences of upcoming generations which are attracted to urban, walkable communities that provide employment opportunities.”

Economic Development Goals

Goal #1: Facilitate the development of commercial (business park) and industrial (industrial park) land uses at the USH 10/WIS 76 interchange that provide services needed regionally.

Goal #2: Facilitate the development of commercial land uses along the CTH II corridor that provide both regional and local services.

Goal #3: Create an attractive setting for highway related commercial/retail land uses that serve the traveling public along WIS 76 (Gateway District).

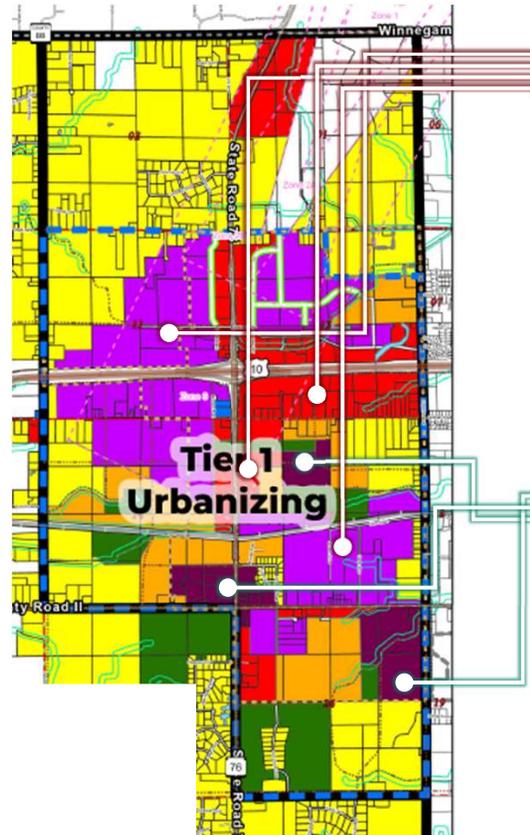
Goal #4: Integrate new local commercial uses within the Mixed-Use Districts as indicated on the Future Land Use Map.

Goal #5: Work with business owners and property owners in maintaining Larsen as a historic rural hamlet and revitalizing its commercial district over time.

Goal #6: Enhance the attractiveness of new development within the Town by incorporating new design standards, as well as technology and infrastructure where practical.

Goal #7: Actively market and promote development opportunities within the Town.

Goal #8: Support the creation of home-based businesses, as allowed by code, as entrepreneurial activities are critical for job creation.



Business Development Areas

The USH 10 & WIS 76 Corridors will be the target area for a majority of the Town's new commercial and industrial growth, with additional infill development occurring along CTH II, east of WIS 76. The Town will take full advantage of its Tax Increment Finance District No. 1 to leverage new employers into well-planned and serviced Business and Industrial Parks. Traveler dependent businesses will be located along the WIS 76 corridor. Stringent design standards will be adopted by the Town will ensure quality and aesthetically pleasing buildings and parking areas in all Districts which are well connected to newly developing residential neighborhoods.

New Town Center(s) / Mixed Use Districts

Three areas have been identified for higher density mixed-use development which create walkable centers for the surrounding residential neighborhoods. A mixture of multi-story residential apartments and townhomes mixed with first floor retail, office, and live-work units can be centered around strategically designed urban greenspaces which offer a variety of social gathering spaces for nearby residents. Think coffee-shops, small grocers, restaurants, and the like (see images on Panel #4).

Larsen Hamlet



The hamlet of Larsen has sewer available and will be revitalized with new community-oriented service businesses and limited new residential development.



In a Growing Community

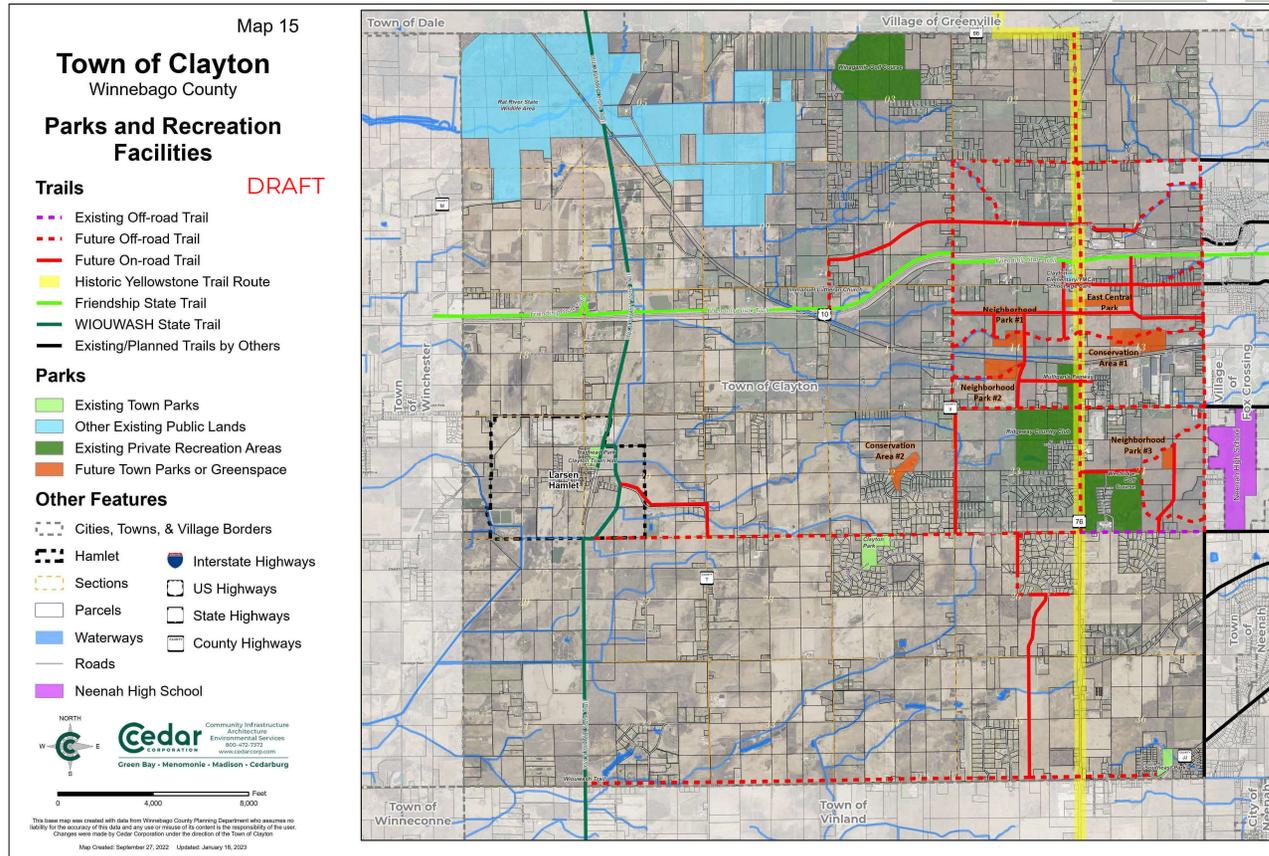
Parks & Trails

Parks & Trails Vision

“The Town of Clayton has an extensive network of well-maintained multi-use destination trails. We also offer parks that emphasize nature as well as provide specialized athletic facilities which meet current recreational trends.”

Parks & Trails Goals

- Goal #1:** Maintain and enhance the Town's existing parks and trails.
- Goal #2:** Develop new parks to meet the growth of the community and the need for additional leisure activities and facilities.
- Goal #3:** Continue the development of an interconnecting, multi-purpose trail network.
- Goal #4:** Engage with collaborative partners to implement park and trail vision.
- Goal #5:** Update or amend existing ordinances to help ensure that the park and trail vision is implemented.
- Goal #6:** Utilize existing and new funding tools for parkland and trail acquisition.
- Goal #7:** Preserve natural and aesthetic features within the Town and connect them to the network of parks and trails.



Proposed New Parks

- **Neighborhood Park 3** - Approximate 9.6-acre neighborhood park located west of Clayton Ave. and south of CTH II, to serve new planned residential neighborhood.
- **Conservation Area 1** - Approximate 19.3-acre wetland area north of Larsen Rd. and west of Oakwood Road as a potential passive recreation area serving existing and future rural subdivisions. The southern ½ of this wetland is already owned by the town.
- **Conservation Area 2** - Approximate 45.4-acre wooded area lying between Clayton Avenue and WIS 76, just north of the CN rail corridor. This area would provide for passive recreation, outdoor education, and nature trail opportunities and would serve new residents in the urbanizing eastern portion of the Town.

- **East Central Park** - This 19.9-acre community park lies south of Fairview Rd. on both sides of WIS 76 in a linear, east-west fashion. To be designed as amore formal, 'urban' park space which serves as a central gathering point for the planned adjacent Neighborhood Mixed Use District, and the community as a whole. This site takes advantage of the existing topography and tremendous eastward views over the Fox Cities all the way to the Niagara Escarpment. The park intentionally extends across WIS 76 to take advantage of the highest point along this stretch, as well as to provide additional greenspace to serve the planned Gateway Commercial & Retail District.
- **Neighborhood Park 1** - Approx. 16.0-acre neighborhood park identified north of the CN rail corridor, west of WIS 76 to serve new residents as this area grows.
- **Neighborhood Park 2** - Approximate 29.2-acre neighborhood park identified south of the CN rail corridor, west of WIS 76 to serve new residents as this area grows. This area is nearby the selected site for the new Town Administrative and Public Service facility and opportunities to integrate these uses should be examined further.

Proposed New Trails

The WIOUWASH and Friendship State Trails serve as the backbone of the Town's trail network. Both trails' importance will increase in the future as the population of the Fox Cities increases, and as planned extensions of the trails are constructed.

Rural Network Connections
The Larsen Trail Extension, from its western terminus at WIS 76 westward to the WIOUWASH Trail, located approximately 4.0 miles away.

Breezewood Lane Connection from Southeast Park near its intersection with CTH JJ to the WIOUWASH Trail. A distance of approx. 4.6 miles.

Section-Level Trail Network
This trail system will help facilitate connections to the Friendship Trail and other regional trail facilities as well as providing for easy and direct connections to new neighborhoods and employment centers as they develop along the WIS 76 corridor.

The Internal Trail Network
allows for movement through Sections of land as they urbanize. These trails should connect and provide access to the Section-Level Trails, as well as serve as collectors from trails/sidewalks within subdivisions.



Transportation & Mobility

Transportation Vision

"Clayton will have an efficient transportation system that includes roads ranging from four-lane free-ways to two-lane town roads; main and spur line railroads; and well-connected trails that accommodate a variety of motorized and non-motorized uses. The system's efficiency is made possible by concentrating development in several different areas in the town. Town roads will continue to be built and maintained to rural road standards. Street design and traffic control systems are used to maximize traffic and pedestrian safety and reduce traffic congestion."

Transportation Goals

Goal #1: Plan for and construct highways and roads to keep pace with future residential, commercial and industrial development.

Goal #2: Improve existing roads to upgrade condition or accommodate additional traffic.

Goal #3: Consider multi-purpose trails to be a necessary component of the Town of Clayton transportation system which is safe and effective for all users.

Goal #4: Improve the Town's accommodation of new and changing transportation trends and technologies.



Highway 76 Corridor Safety

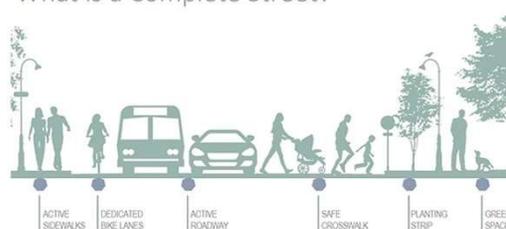
While WIS 76 is a major carrier of commuter traffic, but it is also an important artery for accessing the entire Town. As urbanization occurs around this corridor, additional locally-generated traffic will need to be managed carefully. The Plan calls for improved and increased coordination with WisDOT as new development occurs along the corridor. By ensuring that designs are crafted with local input, safe passage for vehicles, bicycles, and pedestrians can be provided.



Urban Street Standards

Tier 1 development lands will be much more urban in nature and the Plan recommends updating the Town's street standards to address street widths, right-of-way uses, curb and gutter or other stormwater conveyance infrastructure, as well as pavement and base quality during and after construction. The Plan also recommends the Town consider the creation of a **Complete Streets Policy** and stronger engagement in the East Central Region **Safe Routes to School** program to help guide decisions on when and where to locate bicycle and pedestrian facilities.

What is a Complete Street?



Local Road Improvements

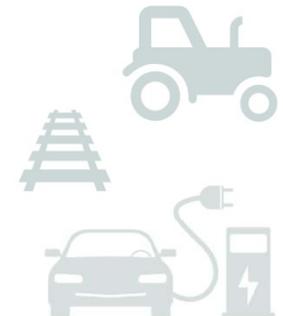
Maintaining the Town's road network takes a major portion of the Annual Budget and will be planned for carefully over the next twenty years. An updated 5-year Capital Improvement Program based on road conditions and urbanization needs will be used to guide decisions on improvements. Grant funding will be sought wherever possible and feasible.

Project Year	Project Location	Project Type	Project Length	Project Cost (not incl. engineering)	Notes
CY 2024	Deer Trail Estates	Street Reconstruction	5,280	\$264,000	Pulverize and Pave 1 mile of subdivision roads. Includes shouldering.
CY 2024	Shady Lane	Street Reconstruction	15,840	\$792,000	Pulverize and Pave 3 miles of road from Highway 76 to Center Road. Includes shouldering.
CY 2024	Center Road	Street Reconstruction	10,560	\$528,000	Pulverize and Pave 2 miles of road from Breezewood to Larsen Road. Includes shouldering.
Total 2024 Project costs				\$1,584,000	
CY 2025	Oakwood Ave	Street Reconstruction	5,280	\$871,200	Rebuild 1 mile of road from Oakridge Road to Larsen Road.
CY 2025	Golf Course Drive	Street Reconstruction	2,006	\$100,320	Pulverize and Pave .38 mile of subdivision road. Includes shouldering
Total 2025 Project costs				\$971,520	
TOTAL CAPITAL RECONSTRUCTION PROJECTS				\$2,555,520	

Source: Town of Clayton, 2023

Agricultural Infrastructure

Tier 3 lands will be preserved to allow agriculture the opportunity to operate and evolve. This means quality roads to accommodate farm equipment. Look for rural roads such as Oakridge Road to be upgraded in order to support the Town of Clayton's farming operations.



Electric Vehicles

With the growth of Electric Vehicles (EVs), the Town will begin to plan for, encourage, and regulate (create an ordinance for) the installation of electric vehicle charging stations (EVCS) at appropriate new businesses, institutions, and multi-family residences.

Rail Line Corridor

The existing Canadian National (CN) rail line bisecting the Town provides economic benefits to area businesses and its utilization should be increased where possible. This rail corridor also acts as a physical barrier and the Town will need to strategically plan for new road and pedestrian crossings as new development occurs within the Tier 1 region of the Town.



Community Facilities & Utilities

Community Facilities Vision

“Clayton will offer the best available municipal facilities and services to meet the demands of existing and future residents. The extension of public sewer and water infrastructure within the eastern portion of the Town will create new development opportunities and will help to protect the Town’s surface and groundwater resources. The Town will phase in new growth based on the cost-effective extension of these utilities. The Town will leverage the provision of sewer within the hamlet of Larsen as an opportunity to revitalize this portion of the community.”

Community Facilities Goals

Goal #1: Locate and construct new municipal facilities where they can best serve the residents of the Town of Clayton.

Goal #2: Promote and manage the extension of sewer and water throughout Tier 1 lands in a cost-effective manner.

Goal #3: Monitor ongoing wastewater treatment plant capacity issues in the Larsen/Winchester Sanitary District with respect to locating new development in the hamlet of Larsen.

Goal #4: Actively support the expansion of broadband internet services throughout the Town of Clayton.

Goal #5: Add and maintain parks and open space to keep pace with residential development and population growth. Connect parks to trail systems whenever possible (See panel #6).

Clayton Sanitary District No. 1

In June 2015, the Town of Clayton commissioned a study to assess the feasibility of creating wastewater collection and treatment system as well as a municipal water system. Over the next four to five years a significant amount of planning and relationship building was done by the Town with their neighbors to the east, the Village of Fox Crossing. This effort ultimately led to the approval of a boundary and service agreement between the two communities. The Town received approvals from the WDNR to amend the formal Sewer Service Area Plan in March of 2020 and is now constructing the first phase of sanitary sewer and water mains to portions of the District. The Clayton Sanitary District #1 will manage and oversee the new wastewater collection system and all new development within the District will be required to connect.

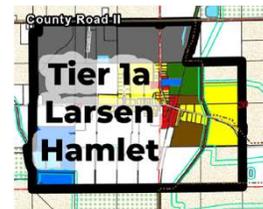


Municipal/Public Safety Facility Study

This Study was completed in 2021 to assess and identify deficiencies in existing facilities in terms of staffing and equipment space, as well as the protective service needs for newly planned development. The Study concluded that a new Municipal/Public Safety Facility will be needed and that the current Town-owned site along CTH II near WIS 76 is suitable to house such a facility. However, further studies may be needed to adjust to growth patterns as the Town develops. Potential integration of new residential, neighborhood center, and parkland uses should be considered in future location studies.

Larsen Hamlet

The hamlet of Larsen is part of the Larsen-Winchester Sanitary District and has sewer available, but the amount of new development will be limited due to wastewater treatment plant capacity.



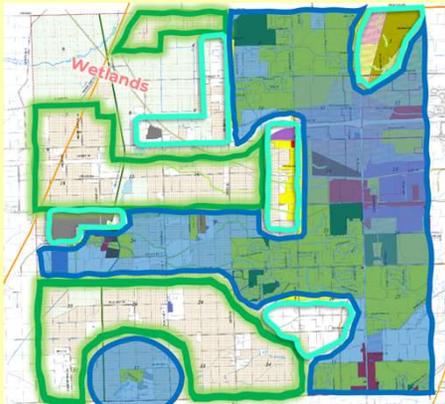
Year 2045 - Future Land Use Map

Land Use Vision:

"Clayton will encourage future residential, commercial and industrial development to locate in areas where municipal services are available. Opportunities for infill development will be identified and promoted. Residential subdivisions outside of the areas with water and sanitary sewer will be limited. The town will use its working lands initiative to protect its agricultural resources and legacy. Agriculture will be given every opportunity to sustain in areas not within targeted growth areas.

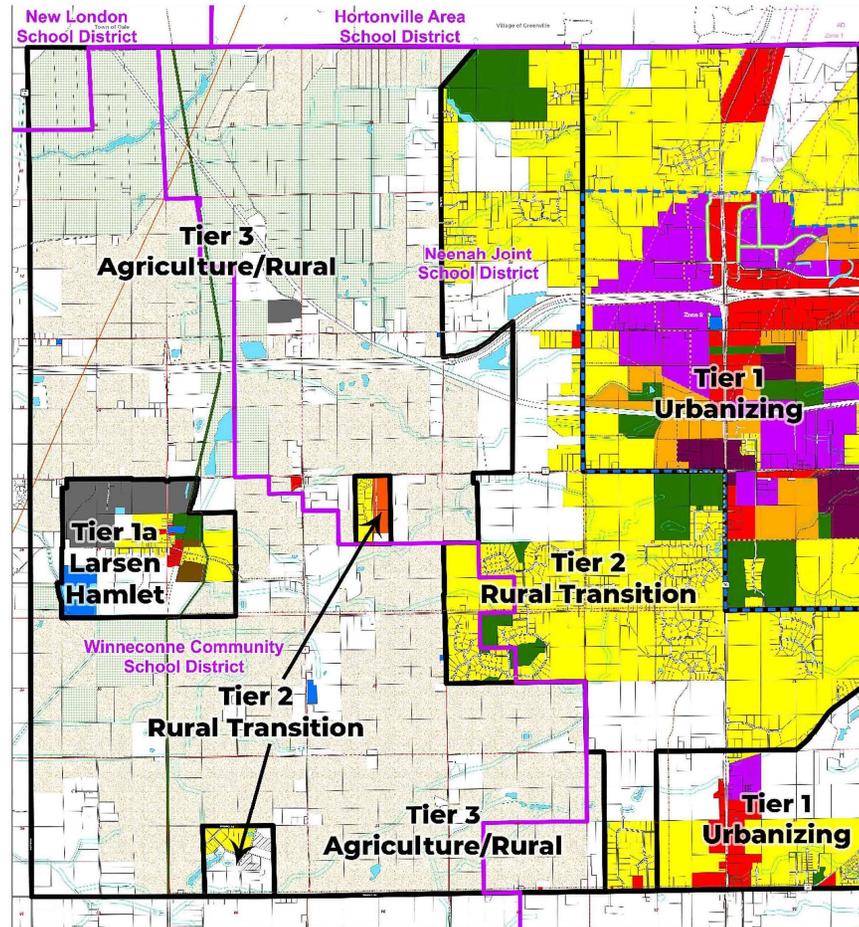
The preservation of natural areas, open space, and use of natural landscaping is central to making land development decisions. The Town is visually attractive to residents and visitors in both the urban and rural areas and design standards are in place to ensure quality development. New residential neighborhoods are safe and protected through effective land use planning, greenspace, trails, lighting and noise regulations, zoning, and the separation of commercial and residential traffic. Developments are encouraged to minimize infrastructure costs and maximize preservation of open space. Creative urban design, the increased use of sustainable practices and renewable energy give meaning to the provision of affordable workforce housing within mixed-use neighborhoods, creating both a sense of community and an identity for the Town. In summary, the Town of Clayton seeks to achieve "A Touch of Country in a Growing Community".

The Future Looks Bright: Land Use and Solar Development Opportunities



Suitability: Large-Scale Medium-Scale Small-Scale

Medium to large-scale (10 to 50+ Mw) solar energy projects may be feasible within the Town due to existing infrastructure locations and the potential availability of agricultural lands. "Solar farms" could be a complementary use of "Working Lands" and could provide a myriad of economic benefits. Additional smaller scale (<10 Mw) green energy opportunities exist and should be promoted in Tier 1 and Tier 2 as well. The Town is limited in its ability to deny solar projects and will craft appropriate regulations based on this conceptual map which factors in infrastructure access and conflict limitation.



Town of Clayton Winnebago County

Future Land Use

- Agriculture/Rural
 - Conservation/Greenspace
 - Working Lands
 - Residential - Single and Duplex
 - Medium and High Intensity Residential
 - Multi-Family Residential
 - Neighborhood Center Mixed Use
 - Manufactured Housing
 - Business
 - Light Industrial, Warehousing, and Distribution
 - Non-Metallic Mining Sites
 - Utilities and Public Facilities
 - Recreation and Conservation
 - Abandoned Landfill Site
 - Open Water/Pool/Lakes
- Proposed Roads**
- New
- Other Features**
- Tiered Development Boundaries
 - 10/76 Corridor Development Area
 - Roads
 - Recreation Trails
 - Electric Transmission Lines
 - Airport Zoning
 - Town of Clayton Sanitary District #1
 - Conservation/Drainage Way
 - Cities, Towns, & Villages
 - Sections
 - Parcels
 - School District Boundaries

Furthermore, Clayton's acceptance of renewable energy opportunities may make the Town a unique Fox Valley location to attract "green" business and industry looking to reduce its carbon impacts.

