

Planning  
Environmental  
Surveying  
Engineering  
Architecture



**Comprehensive Plan  
2010 - 2030**

**Village of Nichols  
Outagamie County, WI**

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

**Martenson & Eisele, Inc.**

*This page left blank intentionally*

# Comprehensive Plan 2010-2030

## Village of Nichols Outagamie County, WI

**Village Board** ..... Terry Scheller, President  
John Meuelmans, Trustee  
Tracy Peters, Trustee  
Shirley Tietz, Trustee  
Ben Van Vleet, Trustee

**Village Officials** ..... Sherryl Pues, Clerk  
Linda Hoes, Treasurer  
Terry Scheller, Fire Chief

**Plan Commission** ..... Terry Scheller, Chairperson  
Roger Ort, Vice Chairman  
Ben Van Vleet  
Stuart Felzer  
Kathy Krull

**Consultant** ..... Martenson & Eisele, Inc.  
Warren Utecht, Vice President of Planning  
Jonathan Bartz  
Brigit Duley  
Mary Jo Pankratz, Vice President of Environmental

**Website** ..... <http://www.gocedc.org/Communities/Nichols.htm>

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

*This page left blank intentionally*

# VILLAGE OF NICHOLS

## COMPREHENSIVE PLAN 2010 - 2030

### TABLE OF CONTENTS

#### AMENDMENTS

#### THE PLAN

##### Land Use

|   |          |
|---|----------|
| <b>Major Findings.....</b>                            | <b>1</b> |
| <b>Recommendations.....</b>                           | <b>1</b> |
| <b>Goals, Objectives, Policies and Programs .....</b> | <b>1</b> |
| <b>Land Use Plan .....</b>                            | <b>2</b> |
| Existing and Future Land Uses .....                   | 2        |
| Land Coverages.....                                   | 2        |
| <i>Land Use Plan.....</i>                             | <i>3</i> |
| <b>Background Information</b>                         |          |
| Land Use Characteristics .....                        | 5        |
| <i>Table 1 Existing Land Use.....</i>                 | <i>5</i> |
| Trends in the Supply, Demand, and Price of Land ..... | 5        |
| Conflict Between Adjacent Land Uses .....             | 6        |
| Limitations on Development.....                       | 6        |
| Land Use Projections .....                            | 6        |
| <i>Table 2 Residential Land Use Projections.....</i>  | <i>7</i> |
| Development and Redevelopment Opportunities .....     | 7        |

##### Implementation

|   |           |
|---|-----------|
| <b>Integration and Consistency.....</b>                               | <b>8</b>  |
| <b>Ordinances and Regulations .....</b>                               | <b>8</b>  |
| <i>Table 3 Comparison of Current Zoning and Land Use Plan.....</i>    | <i>8</i>  |
| <i>Table 4 Land Use Category and Zoning District Comparison .....</i> | <i>9</i>  |
| <b>Measurement of Progress .....</b>                                  | <b>11</b> |
| <b>Plan Update and Amendment Process .....</b>                        | <b>11</b> |
| <b>Five-Year Implementation Plan.....</b>                             | <b>11</b> |
| <i>Table 5 Five-Year Implementation Plan .....</i>                    | <i>12</i> |

##### Issues and Opportunities

|   |           |
|---|-----------|
| <b>Major Findings.....</b>                                    | <b>13</b> |
| <b>Goals, Objectives, Policies and Programs .....</b>         | <b>13</b> |
| <b>Background Information</b>                                 |           |
| Strength, Weakness, Opportunities, and Threats Workshop ..... | 14        |
| Population Characteristics .....                              | 15        |
| Projections .....   | 16        |
| Income Characteristics.....                                   | 16        |
| Employment Characteristics .....                              | 17        |
| Education Characteristics .....                               | 18        |

## **Agricultural, Natural, and Cultural Resources**

|   |           |
|---|-----------|
| <b>Major Findings.....</b>                            | <b>19</b> |
| <b>Recommendations .....</b>                          | <b>19</b> |
| <b>Goals, Objectives, Policies and Programs .....</b> | <b>19</b> |
| <b>Background Information</b>                         |           |
| Agricultural Resources .....                          | 20        |
| Natural Resources .....                               | 20        |
| Cultural and Historic Resources.....                  | 24        |
| Community Design.....                                 | 25        |

## **Transportation**

|   |           |
|---|-----------|
| <b>Major Findings.....</b>                            | <b>26</b> |
| <b>Recommendations .....</b>                          | <b>26</b> |
| <b>Goals, Objectives, Policies and Programs .....</b> | <b>26</b> |
| <b>Background Information</b>                         |           |
| Transportation Modes .....                            | 27        |
| <i>Table 6 Transportation Modes.....</i>              | <i>27</i> |
| Traffic Counts.....                                   | 28        |
| Street and Highway Classifications.....               | 28        |
| Transportation Plans and Programs .....               | 28        |

## **Housing**

|   |           |
|---|-----------|
| <b>Major Findings.....</b>                            | <b>30</b> |
| <b>Recommendations .....</b>                          | <b>30</b> |
| <b>Goals, Objectives, Policies and Programs .....</b> | <b>30</b> |
| <b>Background Information</b>                         |           |
| Housing Characteristics .....                         | 31        |
| Housing Affordability .....                           | 32        |
| Housing Plans and Programs .....                      | 33        |

## **Utilities and Community Facilities**

|   |           |
|---|-----------|
| <b>Major Findings.....</b>                                  | <b>35</b> |
| <b>Recommendations .....</b>                                | <b>35</b> |
| <b>Goals, Objectives, Policies and Programs .....</b>       | <b>35</b> |
| <b>Background Information</b>                               |           |
| Utilities.....  | 36        |
| <i>Table 7 Village of Nichols Utilities .....</i>           | <i>36</i> |
| Community Facilities .....                                  | 36        |
| <i>Table 8 Village of Nichols Community Facilities.....</i> | <i>36</i> |

## **Economic Development**

|   |           |
|---|-----------|
| <b>Major Findings.....</b>                            | <b>38</b> |
| <b>Recommendations .....</b>                          | <b>38</b> |
| <b>Goals, Objectives, Policies and Programs .....</b> | <b>38</b> |
| <b>Background Information</b>                         |           |
| Analysis of Economic Base .....                       | 39        |
| <i>Table 9 Village of Nichols Employers .....</i>     | <i>39</i> |
| Types of New Businesses Desired .....                 | 39        |
| Ability to Retain and Attract Business .....          | 39        |
| Sites for New or Expanding Businesses .....           | 39        |
| Brownfields and Contaminated Sites .....              | 40        |
| County, Regional, and State Programs.....             | 40        |

## Intergovernmental Cooperation

|   |           |
|---|-----------|
| <b>Major Findings.....</b>                            | <b>42</b> |
| <b>Recommendations .....</b>                          | <b>42</b> |
| <b>Goals, Objectives, Policies and Programs .....</b> | <b>42</b> |
| <b>Background Information</b>                         |           |
| Guidelines for Intergovernmental Cooperation .....    | 42        |
| Governmental Jurisdictions .....                      | 43        |
| Conflicts and Opportunities .....                     | 43        |

## MAPS

|       |   |
|-------|---|
| Map 1 | Existing Land Use Map                     |
| Map 2 | Zoning Map                                |
| Map 3 | Prime Farmland                            |
| Map 4 | Environmental Characteristics             |
| Map 5 | Arsenic Advisory Area                     |
| Map 6 | Street Classifications and Traffic Counts |
| Map 7 | Contaminated Sites                        |

## TABLES

|           |   |
|-----------|---|
| Table 100 | Population Change                             |
| Table 101 | Population Race                               |
| Table 102 | Population Age and Median Age                 |
| Table 103 | Population Projections                        |
| Table 104 | Household Projections                         |
| Table 105 | Median Income                                 |
| Table 106 | Household Income                              |
| Table 107 | Per Capita Income                             |
| Table 108 | Poverty Status                                |
| Table 109 | Labor Force                                   |
| Table 110 | Employment of Residents by Type of Industry   |
| Table 111 | Employment of Residents by Type of Occupation |
| Table 112 | Industry of Employed Persons                  |
| Table 113 | Employment Projections                        |
| Table 114 | Average Weekly Wages                          |
| Table 115 | Travel Time to Work                           |
| Table 116 | Educational Attainment                        |
| Table 117 | Age of Housing                                |
| Table 118 | Median Housing Values                         |
| Table 119 | Housing Values                                |
| Table 120 | Types of Housing Units                        |
| Table 121 | Housing Occupancy                             |
| Table 122 | Vacancy Status                                |
| Table 123 | Household Types                               |
| Table 124 | Persons Per Household                         |
| Table 125 | Household Size                                |
| Table 126 | Homeowner Affordability                       |
| Table 127 | Renter Affordability                          |

## APPENDIX

*This page left blank intentionally*

# Land Use

## Major Findings

1. The Village of Nichols contains about 562 acres, 80% of which is a combination of open land (some of which is woodlands or wetlands) and agricultural land .
2. A significant portion of the open land could be used for agricultural purposes.
3. Only 6% of the land area is used for residential purposes.
4. Only two residential building permits were issued in the last six years
5. While the Village is not likely to see growth in residential, commercial or industrial land uses based on population projections, the Village does have undeveloped and underdeveloped land available along Main Street for commercial development.

## Recommendations

1. The Village should take action to prevent the establishment of agricultural operations that are inconsistent with the residential and commercial land uses shown on the Existing Land Use Map (Map 1) and the Land Use Plan (page 3).
2. The Village should aggressively seek out commercial development to locate in the undeveloped and underdeveloped areas along Main Street, Depot Street, and Paige Avenue.
3. The Village should protect the wetland areas from development.

## Goals, Objectives, Policies, and Programs

### Goals

1. To encourage the development of land uses that are typical of a rural community.
2. To protect the environmentally sensitive areas from development.

*Note: The following objectives are not the only ones that relate to land use in the Village of Nichols. There are objectives and, in some cases, policies and programs, in the other elements of the Comprehensive Plan that also relate to land use.*

### Objectives

1. Work with the property owners of the undeveloped and underdeveloped land along Main Street, Depot Street, and Paige Avenue to attract new development.
2. Amend the Village's Zoning Code to support the Comprehensive Plan and, in particular, the Land Use Plan.

### Policies

1. The Village of Nichols, through its Land Use Plan and Zoning Ordinance, will strongly discourage the establishment of new agricultural uses within the village.
2. The Village of Nichols will work collaboratively with the Town of Cicero on the development of the area along CTH F between the village and STH 47.

## Land Use Plan

### Existing and Future Land Uses

- ❑ The Land Use Plan for the Village of Nichols shows future land uses. In some areas, the future land use is the same as the existing land use, while in other areas the land use is projected to change in the future.
- ❑ The land use categories shown on the Land Use Plan are generally described as follows:
  - **Residential:** One- and two-family residences located on platted or certified survey map lots.
  - **Mobile Homes:** Individual scattered mobile homes
  - **Multi-Family Residential:** Residential dwellings with three or more units
  - **Rural Transitional:** One and two-family residences, including residences associated with a farm, that are located on an unplatted parcel, and existing agricultural uses.
  - **Commercial:** Retail, food or beverage service, or office uses.
  - **Mixed Use:** The predominant land use will be commercial and compatible industrial uses, with some residential and public institutional uses possible.
  - **Industrial:** Manufacturing facilities, contractor storage, and office facilities and storage buildings related to industrial operations
  - **Utilities:** Substations and other facilities associated with public or private utilities
  - **Public/Institutional:** Government buildings, public and private schools, and cemeteries.
  - **Parks and Recreation:** Local, county, and state parks, trails, and recreation areas.
  - **Open Land:** Land that is covered by wetlands or woodlands.
  - **Open Water:** Lakes, ponds, and streams

### Land Coverages

- ❑ The Land Use Plan also shows land coverages, the objective of which is to alert property owners and developers that natural resources or certain setbacks from those resources may restrict use of certain lands. The natural resources may be open water and wetlands, woodlands, or steep slopes or other topographic or geologic features.
- ❑ Woodlands can be developed as residential, but the environmental consequences of doing so – habitat destruction and the loss of air cleansing and cooling benefits of trees – should be considered.

*Insert Land Use Plan Here*

*Back of Land Use Plan*

## Background Information

### Land Use Characteristics

- ❑ Map 1 shows the existing land uses in the Village of Nichols.
- ❑ Table 1 shows existing land use categories, including acreage, percentage of acreage by land use, and intensity/density.
- ❑ Intensity is the degree to which a land use impacts the community. Along a scale of intensity, industrial activities are generally more intense than open space. Intensity is considered, however, in two ways: the overall land use, and the specific type of land use at a particular location. An example would be a large feedlot and a small cheese factory. The type of agricultural – a feedlot that covers many acres and may generate odors and noise - would have greater impact on the town than a small industrial land use with limited activity.
- ❑ Density is the degree to which the facilities associated with a general land use cover the land. A residential subdivision would have a higher density than a natural area.
- ❑ Table 1 illustrates that there are two major land uses in Nichols – open land and agriculture. These two land use categories account for about 80% of the 562 acres in the village.

**Table 1**  
**Existing Land Use**

| Category                          | Acres        | Percent | Intensity       | Density        |
|-----------------------------------|--------------|---------|-----------------|----------------|
| Farm Residences                   |              |         |                 |                |
| Residential                       | 35.9         | 6.4%    | Moderately low  | Low            |
| Mobile Homes                      | 6.8          | 1.2%    | Moderately low  | Moderately low |
| Multi-Family Residential          | 1.8          | 0.3%    | Moderately low  | High           |
| Commercial                        | 3.9          | 0.7%    | High            | High           |
| Industrial                        | 3.1          | 0.5%    | Moderately high | High           |
| Utilities                         | 3.5          | 0.6%    | Moderately high | Low            |
| Public/Institutional              | 1.2          | 0.2%    | Moderately high | Low            |
| Transportation                    | 50.7         | 9.0%    | High            | High           |
| Parks and Recreational Facilities | 5.5          | 1.0%    | Moderately low  | Low            |
| Open Land                         | 348.5        | 61.9%   | Low             | Low            |
| Agriculture                       | 98.4         | 17.5%   | Moderately low  | Low            |
| Open Water                        | 0.4          | 0.1%    | Low             | Low            |
| <b>Total Acres</b>                | <b>562.6</b> |         |                 |                |

Source: East Central Wisconsin Regional Planning Commission, Martenson & Eisele, Inc.

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

#### Agricultural

- ❑ Approximately 98 acres, or 17.5% of the land area in Nichols, is currently used for various agricultural purposes.
- ❑ Some of the current agricultural land will eventually transition to more intense land uses, primarily residential.

#### Residential

- ❑ Table 1 identifies 36 acres, or 6.4% of the village, as residential development.
- ❑ The Village issued two building permits for residential dwellings in the last six years. Both were in 2007. One was for a single-family house, the other a mobile home.

- ❑ Both permits were for construction valued at less than \$100,000. (Building permit values represent the *cost of construction, not the market value* of the total property.)

### **Commercial and Industrial**

- ❑ Commercial and industrial lands are scattered throughout the village but cover only seven acres in the entire town.

## **Conflict Between Adjacent Land Uses**

### **Within the Village of Nichols**

- ❑ The Village is not aware of any conflicts between adjacent land uses in the village.

### **Between the Village of Nichols and Adjacent Towns**

- ❑ The Village is not aware of any conflicts with adjacent towns.

## **Limitations on Development**

*These topics are discussed in more detail in the Agricultural, Natural, and Cultural Resources element.*

### **Environmental Characteristics**

- ❑ Water-related resources are highly regulated. 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. This is especially important because wetlands cover about a third of the town.

### **Soils**

- ❑ Soils are a limitation to development in the wetland areas of the village. The high water table makes the soil's bearing capacity low. The depth to groundwater is very shallow in the vast majority of the village.

## **Land Use Projections**

### **Agricultural**

- ❑ There are 17.5 acres of land in two portions of the village that are currently being used for agricultural purposes. It is likely that the number of acres used for agricultural production will slowly decrease as land is converted to more intense uses, such as residential, commercial, and industrial.

### **Residential**

- ❑ Table 2 on page 7 shows the residential land use projections for Nichols. They are based on population and household projections of the Wisconsin Department of Administration (WDOA). "Households per Acre" is a calculation by Martenson & Eisele, Inc. of the ratio of households to residential acreage in 2000. That ratio is then used in future years to project residential land area requirements.
- ❑ Based on the projections and calculations in Table 2, an additional four (4) acres will be developed for residential use by 2030.

**Table 2**  
**Residential Land Use Projections**

|                    | Projected Population | Projected Households (Hshlds) | Persons/ Hshld | Hshlds/ Residential Acre | Projected Additional Acres | Running Total Acres |
|--------------------|----------------------|-------------------------------|----------------|--------------------------|----------------------------|---------------------|
| <b>2000 Actual</b> | 307                  | 122                           | 2.52           |                          |                            |                     |
| <b>2010</b>        | 293                  | 120                           | 2.44           | 3.34                     | -1                         | 35                  |
| <b>2015</b>        | 295                  | 124                           | 2.38           | 3.34                     | 1                          | 36                  |
| <b>2020</b>        | 297                  | 126                           | 2.36           | 3.34                     | 1                          | 37                  |
| <b>2025</b>        | 298                  | 127                           | 2.35           | 3.34                     | 1                          | 38                  |
| <b>2030</b>        | 298                  | 129                           | 2.31           | 3.34                     | 1                          | 39                  |

Source: Wisconsin Department of Administration and Martenson & Eisele, Inc.

### Commercial and Industrial

- ❑ A ratio of a community's population to the number of acres currently being used for commercial or industrial activities is a way to project how many additional acres of land will be needed.
- ❑ The Village of Nichols had an estimated population of 276 in 2008 (see Table 100). There are 3.9 acres of commercial land. The resulting ratio of 0.014 acres per person can be used to calculate the amount of commercial land needed in the future. Based on this ratio and the projected 2030 population of 298, an additional 4.2 acres of commercial land will be required by 2030.
- ❑ Using the same methodology for industrial as used for commercial, another 3.3 acres of industrial land will be needed by 2030.

## Development and Redevelopment Opportunities

### Residential

- ❑ The two primary areas for future residential development are along Krull Road north and south of Main Street.
- ❑ Housing could be part of a development or redevelopment project along Main Street (see Commercial and Industrial below).

### Commercial and Industrial

- ❑ There are several areas of undeveloped or underdeveloped land along Main Street:
  - Three vacant lots on the south side of Main Street between Pine Street and Ellen Street.
  - The east half of the block with Main Street on the north, Ellen Street on the east, Depot Street on the South and Krull Road on the west.
  - An underdeveloped area is the area of mobile homes along the north side of Main Street between Ellen Street Krull Road.
- ❑ The development or redevelopment of these areas may be strictly commercial or a mix of commercial and residential.
  - The residential could be "second story" apartments above retail or office storefronts or separate buildings.
  - Other types of residential development that could be considered would be housing for senior citizens ranging from independent living to assisted living to nursing care facilities.
- ❑ The redevelopment of the "Co-op" property on Depot Street and Paige Avenue should be pursued by the Village.

# Implementation

## 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 Village of Nichols Plan 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 Plan Commission should consider how the inconsistencies may be resolved and make a recommendation for those changes to the Village Board.

## Ordinances and Regulations

- ❑ Wisconsin's comprehensive planning legislation *requires* that the following ordinances be consistent with the Village's Comprehensive Plan.

### **Zoning Ordinance**

- Zoning in the Village of Nichols is regulated by the Village's Zoning Ordinance.
- The Zoning Ordinance and map will be the major tool to implement the development and redevelopment of land uses on the Land Use Plan and the goals and objectives identified in the Plan.
- Of particular importance is consistency between the Land Use Plan and the Zoning Map (see Map 2). Because zoning reflects the current situation and the land use plan reflects the preferred land use, the two maps are initially not going to be consistent.
- The two maps were analyzed for areas that are inconsistent. Table 3 identifies areas where the Village should consider changes to the zoning map (on their own initiative or by a rezoning petition) to be consistent with the Land Use Plan.

**Table 3**  
**Comparison of Current Zoning and Land Use Plan**

| Area   | Current Zoning  | Future Land Use Plan |
|--|-----------------|----------------------|
| North, west, and southwest areas of the village        | Agriculture     | Rural Transitional   |
| East of the railroad tracks, north of Fahrenkrug St.   | Industrial      | Rural Transitional   |
| North side of Main St. between Krull Rd. and Ellen St. | Multi-Family    | Commercial           |
| South side of Main St. between Krull Rd. and Ellen St. | Single-Family   | Commercial           |
| Northwest corner of Pine St. and Depot St.             | Commercial      | Residential          |
| East side of Pine St. between Main St. and Depot St.   | Commercial      | Residential          |
| Both sides of Piechocki Pl.                            | Multiple-Family | Residential          |

Source: Martenson & Eisele, Inc.

- As the Village approves rezonings that are consistent with the Land Use Plan, the two maps will become more consistent over time.
- Table 4 illustrates the relationship of land use categories on the Land Use Plan to zoning districts in the Village's Zoning Ordinance.

**Table 4**  
**Land Use Category and Zoning District Comparison**

| Land Use Categories  | Zoning Categories |               |              |            |            |             |
|----------------------|-------------------|---------------|--------------|------------|------------|-------------|
|                      | Agriculture       | Single Family | Multi Family | Commercial | Industrial | Conservancy |
| Farm Residence       | P                 |               |              |            |            |             |
| Residential          | F                 | P             | P            |            |            |             |
| Mobile Homes         | F                 |               | P            |            |            |             |
| Commercial           |                   |               |              | P          | P          |             |
| Industrial           |                   |               |              |            | P          |             |
| Utilities            |                   | CU            | CU           | P          | P          |             |
| Public/Institutional |                   | CU            | CU           | P          |            |             |
| Parks and Recreation |                   |               |              |            |            |             |
| Open Land            |                   |               |              |            |            | P           |
| Agriculture          | P                 |               |              |            |            | P           |

Source: Martenson & Eisele, Inc. and the Outagamie County Zoning Ordinance

P = Permitted Use

A = Accessory Use

F = Farm related home

CU = Conditional Use

NA = Not Applicable

#### ***Floodplain Ordinance***

- Chapter 87.30, Wis. Stats. requires the Village of Nichols to adopt a Floodplain Ordinance. The standards for the ordinance are in Chapter 116, Wis. Admin. Code.
- Updated floodplain maps were issued to Outagamie County by FEMA in 2009.
- The Village will need to adopt a floodplain ordinance based on the maps by May 2010.
- The purpose of a floodplain ordinance is to protect human life and health and to minimize property damage and economic loss.

#### ***Shoreland-Wetland Ordinance***

- Chapter 61.531, Wis. Stats. requires that the Village of Nichols zone, by ordinance, all wetlands in shorelands (see Map 4). The standards for the ordinance are in Chapter 117, Wis. Admin. Code.
  - ◆ The Village's Zoning Ordinance has a Conservancy District, the intent of which is to regulate the development of wetlands in the shorelands.
  - ◆ The language for this district and the location of wetlands on the zoning map should be reviewed for possible updating.

#### ***Subdivision Ordinance***

- Land division in the Village of Nichols is regulated by the Village's Subdivision Ordinance.
- The Village can also use its Subdivision Ordinance to review and either approve or deny a land division within its extraterritorial area (see *Extraterritorial Platting* below).
- The extraterritorial area for the Village of Nichols is the area between the current village limits and a boundary that is one and a half miles from the current village limits.
  - ◆ The boundary extends into the Towns of Cicero and Maine in Outagamie County and the Town of Lessor in Shawano County.

#### ***Official Map Ordinance***

- The Village of Nichols does not have an Official Map Ordinance.

- The purpose of an Official Map Ordinance and the accompanying map is to indicate where future public improvements like roads, utilities, and parks may be built or located within the current village limits and also within the Village's extraterritorial area.

***Extraterritorial Zoning***

- While the Village of Nichols can apply its Subdivision Ordinance and, if it adopts it, it's Official Map Ordinance in its extraterritorial area without the approval of the adjacent Towns, an extraterritorial zoning ordinance requires the Towns to agree to adopt and enforce it.
- The Village of Nichols has not pursued the adoption of an extraterritorial zoning ordinance with any of the adjacent Towns.
- An Extraterritorial Zoning Ordinance and map is a tool the Village and the adjacent Towns could use to implement the land uses planned in the extraterritorial jurisdiction of the Village.

***Extraterritorial Platting***

- The Village of Nichols has chosen not to exercise its extraterritorial platting review powers in the adjacent Towns.

***Livestock Siting Ordinance***

- The Village of Nichols' Zoning Ordinance currently limits feedlots and poultry raising operations to fewer than 300 animal units.
  - ATCP 51, Wis. Admin. Code provides guidance to a local unit of government if it wants to regulate livestock facilities based on the number of animal units.
  - The Village of Nichols will have to remove the limitation on number of animal units in its zoning ordinance, amend the zoning ordinance to be consistent with the guidelines in ATCP 51, or remove the agricultural zoning district from the ordinance.
- While Wisconsin's comprehensive planning legislation *does not require* that the following ordinances and regulations be consistent with the Village of Nichols' Comprehensive Plan, they should be used to protect the public health, safety, and welfare and to properly plan for and regulate the development of land and buildings in the city.

***Wellhead Protection Ordinance***

- The Village of Nichols has a Wellhead Protection Ordinance.
- The requirements of Wisconsin's wellhead protection program are found in Chapter NR 811.16(5), Wis. Admin. Code.
- More information can be viewed at [www.dnr.state.wi.us/org/water/dwg/gw/wellhead.htm](http://www.dnr.state.wi.us/org/water/dwg/gw/wellhead.htm).

***Building, Mechanical, Housing, and Sanitary Codes***

- The Village of Nichols has adopted and enforces the State Uniform Dwelling Code.

***Stormwater Management Ordinance***

- The Village of Nichols does not have a stormwater management ordinance.
- If in the future land is annexed into the village, the Outagamie County Stormwater Management Ordinance (Chapter 24) would apply unless the Village adopts an ordinance that is equally restrictive. The County's ordinance can be found at:

<http://www.co.outagamie.wi.us/zoning/Codes/Ordinance%20Index.html>

***Erosion and Sediment Control Ordinance***

- The Village of Nichols does not have an erosion and sediment control ordinance.
- If in the future land is annexed into the village, the Outagamie County Erosion and Sediment Control Ordinance (Chapter 23) would apply unless the Village adopts an ordinance that is equally restrictive. The County's ordinance can be found at:

<http://www.co.outagamie.wi.us/zoning/Codes/Ordinance%20Index.html>

**Measurement of Progress**

- The Village of Nichols Plan Commission will provide a written report to the Village Board on a periodic basis on the progress made in implementing the Comprehensive Plan.

**Plan Update and Amendment Process****Updates**

- The Village of Nichols will review and update the goals, objectives, policies, and programs of the Comprehensive Plan on a periodic basis.
- Wisconsin's comprehensive planning legislation requires that the Comprehensive Plan be updated every ten years.

**Amendments**

- Because the environment in which the Comprehensive Plan is to be implemented is dynamic, it is expected that amendments to the Comprehensive Plan will be needed to address changing conditions and attitudes. For example, the Plan Commission may receive a development proposal for a specific property in Nichols that is inconsistent with the land use shown on the Land Use Plan. If the Plan Commission determines that the land use shown in the development proposal is appropriate, an amendment to the text and the maps of the Comprehensive Plan will be needed to ensure consistency.
- The process for amending the Comprehensive Plan is the same as that originally used for the adoption of the Comprehensive Plan. The Plan Commission will make a recommendation to the Village Board on the amendment. The Village Board will need to hold a public hearing on the recommended amendment, and adopt the amendment to the ordinance established with the adoption of the original plan.

**Five-Year Implementation Plan**

- The planning period for the Comprehensive Plan for the Village of Nichols is twenty years.
- To assist in making the implementation of the Comprehensive Plan more manageable, the Village of Nichols has developed a Five-Year Implementation Plan. The Plan lists the actions the Village will undertake, who will have responsibility for them, and in what year or years action will be taken.
- The actions were selected by the Village based on the goals, objectives, policies, and programs contained in the Comprehensive Plan.
- The Five-Year Implementation Plan (Table 5) will be reviewed on an annual basis to determine which actions have been completed and should be removed from the Five-Year Implementation Plan, which actions should remain in the plan for the next five years, and which actions should be included for the first time.

**Table 5**  
**Five-Year Implementation Plan**

| Action   | Responsibility                    | Year        |
|--|-----------------------------------|-------------|
| <b><i>From the Land Use Element</i></b>  |                                   |             |
| Work with the property owners of the undeveloped and underdeveloped land along Main Street, Depot Street, and Paige Avenue to attract new development.   | Plan Commission and Village Board | On-going    |
| Amend the Village's Zoning Code to support the Comprehensive Plan and, in particular, the Land Use Plan.   | Plan Commission and Village Board | 2010        |
| <b><i>From the Issues and Opportunities Element</i></b>  |                                   |             |
| Communicate with the business owners in the village to determine what the Village can do to help them grow and expand.   | Plan Commission and Village Board | On-going    |
| <b><i>From the Agricultural, Natural, and Cultural Resources Element</i></b>   |                                   |             |
| Adopt a floodplain ordinance based on the most current FEMA maps.  | Plan Commission and Village Board | 2010        |
| Review the Village's ordinances to determine if they need to be amended to protect environmentally sensitive areas.  | Plan Commission and Village Board | 2010        |
| <b><i>From the Transportation Element</i></b>  |                                   |             |
| Communicate with the Town of Cicero, Outagamie County and the Wisconsin Department of Transportation on road and highway projects that affect the Village.                                     | Village Board                     | Annually    |
| Continue to use the PASER program to determine budget priorities for road repair and maintenance.  | Village Board                     | Bi-Annually |
| <b><i>From the Housing Element</i></b>   |                                   |             |
| Direct the Village's building inspector to enforce building codes for the health, welfare, and safety of all residents.  | Village Board                     | On-going    |
| <b><i>From the Utilities and Community Facilities Element</i></b>  |                                   |             |
| Develop a five-year capital improvement program to guide capital expenditures for needed community facilities and providing services for new growth.   | Village Board                     | Annually    |
| Work with Black Creek Rescue on ways to reduce response times.   | Village Board                     | 2011        |
| Facilitate a discussion on the potential for more programs for the youth in the village.   | Village Board                     | 2011        |
| Write and adopt a "Park and Open Space Plan" to become eligible for grant funds.   | Plan Commission and Village Board | 2012        |
| <b><i>From the Economic Development Element</i></b>  |                                   |             |
| Become educated and educate others regarding the different economic development programs available at the county, regional, and state level.   | Plan Commission and Village Board | On-going    |
| Review existing Village ordinances and standards to determine if changes are need to support economic development efforts.   | Plan Commission and Village Board | 2010        |
| <b><i>From the Intergovernmental Cooperation Element</i></b>   |                                   |             |
| Continue the coordination of emergency response services with the Outagamie County Sheriff's Department, the Nichols Rural Volunteer Fire Department, and Black Creek Rescue.                  | Village Board                     | On-going    |
| As part of the Village's annual budgeting process, review opportunities to provide efficient and economical public facilities and services through cooperation with other units of government. | Village Board                     | Annually    |

Source: Village of Nichols and Martenson & Eisele, Inc.

# Issues and Opportunities

## Major Findings

1. The strengths of the Village of Nichols include a sense of community with the services, employment opportunities, and amenities one would expect in a small community.
2. Its weakness is that it is a small community and residents do need to look to other communities for the full range of services.
3. The residents feel there are opportunities for more development and the redevelopment of existing buildings.
4. There are concerns over the loss of tax base and residents.
5. The population of Nichols in 2000 was 307. This is 100 more than it was in 1970, or an increase of forty-eight percent. It is estimated by the Wisconsin Department of Administration that the Village of Nichols's population in 2008 was 276, a 10% decline from 2000.
6. The median age of Nichols residents in 2000 (30.9 years), was much younger compared to all the other locations. Only 9% of Nichols residents in 2000 were age 60 or older.
7. The East Central Wisconsin Regional Planning Commission projects that there will be 305 residents in Nichols in 2030. The Wisconsin Department of Administration estimates that the village's population will be 298 in that year. Either one is an increase from the estimated population in 2008.
8. The median incomes for households and families in 2000 in Nichols were much lower than any of the other locations.
9. Only about 6% of households in Nichols in 2000 had incomes above \$75,000. In most of the other locations this percentage was between twenty and twenty-five percent. The average income of persons in Nichols in 1999 was \$15,900. This is significantly lower than in every other location.
10. On average, employed residents of Nichols in 2000 spent much more time getting to their place of employment than did the residents of all the other locations. Thirty-five percent of employed residents of Nichols in 2000 required 30 to 39 minutes to get their place of employment. This is up from 22% in 1990. Another 22% of Nichols residents in 2000 drove from forty minutes to an hour.

## Goals, Objectives, Policies, and Programs

### Goal

1. Maintain the existing services and amenities available in the community while working out to increase the availability of those services and amenities.

### Objective

1. Communicate with the business owners in the village to determine what the Village can do to help them grow and expand.

## Background Information

### Strengths, Weakness, Opportunities, and Threats Workshop

On April 13, 2009, the Village of Nichols Plan Commission and twelve Village residents participated in a “Strengths, Weaknesses, Opportunities, and Threats” (SWOT) workshop. They created lists that identified:

- Strengths - What they like about their community
- Weaknesses - What they felt needed improvement
- Opportunities - What they would like to see in their community
- Threats - What challenges they may face in planning for their future

#### Strengths

- ☐ A public sewer and water system
- ☐ An open government that allows it's citizens to have a say in what happens with ordinances and the tax rate
- ☐ A community that has a “rural feel” yet is close to urban areas that have jobs, commercial and cultural amenities.
- ☐ The Village has amenities and services such as a Post Office, Community First Credit Union, restaurant, and bars
- ☐ People who are helpful and friendly-everyone knows each other
- ☐ Good fire protection
- ☐ Low taxes/careful spending
- ☐ Civic organizations
- ☐ Paper converting plant that employs people
- ☐ Two public parks that include a Veterans Memorial, playgrounds and ball fields, and a pavilion with bathrooms.
- ☐ A community center and Village Hall that can be used by the public for various events.
- ☐ Churches that are close by

#### Weaknesses

- ☐ No Village Police force (dependent on the County Sheriff's officers)
- ☐ Travel time to shopping areas
- ☐ Need for basic retail and service establishments, i.e. a doctor's clinic and gas station
- ☐ Weak youth program
- ☐ Difficulty in selling a home
- ☐ Street maintenance issues
- ☐ Limited revenue
- ☐ Delayed ambulance service
- ☐ Dilapidated housing units and litter from the 12 unit apartment
- ☐ Short post office hours

#### Opportunities

- ☐ Improve community aesthetics
- ☐ An abundance of developable land within the Village Corporate Limits
- ☐ Seek after developers who would build low-cost housing, assisted or elderly housing
- ☐ Encourage more industry
- ☐ Encourage Coop owners to find a tenant or buyer, and maintain the structure
- ☐ Find someone who would develop youth activities

## Threats

- ❑ Shrinking tax base and rising costs
- ❑ Out migration of people
- ❑ Loss of existing businesses, post office or banking services

## Population Characteristics

**NOTES:** The following analysis is based on Tables 100 through 116, which can be found in the back of this Plan behind the “Tables” tab. It must be further noted that the statistics upon which the analysis is based are from the 2000 United States Census, the latest available data.

As can be seen in the tables at the end of this Plan, the statistical characteristics of the Village of Nichols were compared to the Towns of Cicero, Oneida, Osborn, and Seymour, and City of Seymour. This collection will be called “the municipalities”. Comparisons are also often made to all of Outagamie County and Wisconsin. When these are added to the “municipalities”, the group is called “locations”.

The population of the Village of Nichols ranged between only 207 and 307 from 1970 to 2000. Such a small statistical sample means minor changes in numbers appear as large percentages of the total. As such, comparisons between Nichols and the other locations are somewhat limited.

### Population Change (Table 100)

- ❑ According to the U.S. Census, the population of Nichols in 2000 was 307. This is 100 more than it was in 1970, or an increase of forty-eight percent.
- ❑ The majority of Nichols’s increase in population occurred in the 1970s, when it increased by twenty-nine percent. It also increased by 20% in the 1990s. In the 1980s the village’s population actually declined by five percent.
- ❑ It is estimated by the Wisconsin Department of Administration that the Village of Nichols’s population in 2008 was 276, a 10% decline from 2000.

### Population Race (Table 101)

- ❑ In 2000, 91% of Nichols residents were white, not including Hispanic or Latino. In 1990, 100% of residents were white. By 2000, there were people representing all the races identified on Table 101. Given Nichols’s total population, the number of actual people in these categories was, of course, very low.
- ❑ The bulk of the non-whites in 2000 were American Indians.

### Population Age and Median Age (Table 102)

*A median value is the middle point in a string of numbers. Half the numbers are higher than the median and half are lower. The median is not the average of all the values.*

- ❑ The median age of Nichols residents in 2000, 30.9 years, was much younger compared to all the other locations.
- ❑ While 37% of Nichols residents in 2000 were between 20 and 40, higher than in any other location, 70% were less than age 40, which is also higher than anywhere else.
- ❑ Only 9% of Nichols residents in 2000 were age 60 or older. This is less than any of the other locations.

## Projections

### Population Projections (Table 103)

- ❑ The East Central Wisconsin Regional Planning Commission (ECWRPC) projects that there will be 305 residents in Nichols in 2030. The Wisconsin Department of Administration estimates that the town's population will be 298 in that year. Whichever estimate is accurate (and assuming the population in 2008 was 276 as the WDOA estimated), Nichols's population will rebound slightly from its decline in this decade, but not return to its population in 2000.
- ❑ The population of no other location in this Plan is expected to decline between now and 2030.

### Household Projections (Table 104)

- ❑ The number of households in Village of Nichols (households include unrelated persons) is projected by the State to increase by 9 between 2000 and 2025. This is a 7.5% increase, which is lower than in any other location.

## Income Characteristics

### Median Income (Table 105)

- ❑ The median income for *households* in Nichols was \$36,042 in 1999. The median income for *families* was \$45,000.
- ❑ Both of these values are much lower than any of the other locations.
- ❑ Median household income in 1999 was 57% higher than in 1989. Median family income was 86% higher.
- ❑ Relative to the median family income of \$24,250 in 1989, inflation alone would have produced a median family income of \$32,500 in 1999. At \$45,000, then, the rise in the median income of Village of Nichols families exceeded the rate of inflation by a significant amount.

### Household Income (Table 106)

- ❑ The highest proportion of Nichols residents in 2000, 25%, had incomes between \$35,000 and \$50,000. In all the other locations, the highest percentage was in the \$50,000 to \$75,000 range.
- ❑ In 2000, about 6% of households had incomes above \$75,000. In most of the other locations this percentage was between twenty and twenty-five percent.

### Per Capita Income (Table 107)

- ❑ The average income of persons in Nichols in 1999 was \$15,900. This is lower than in every other location.
- ❑ The 1999 per capita income is a 66% increase from 1989. This is about the average of all the other locations.

### Poverty Status (Table 108)

- ❑ The percentage of *persons* below the official poverty level in Nichols in 2000 was 3.6%. The percentage of *families* was just under four percent.
- ❑ Both these percentages are only one-quarter of what they were in 1989.
- ❑ Poverty rates for persons and families vary widely between all the locations, but they decreased dramatically everywhere between 1989 and 2000.

## Employment Characteristics

### Labor Force (Table 109)

- ❑ The labor force grew by more than 10% in Outagamie County between 1990 and 2000, and more than 15% in Wisconsin. Both increased only 3% between 2000 and 2007.
- ❑ The unemployment rates in Outagamie County and Wisconsin have a similar history from 1990 to 2007. Both dipped 25 to 40 percent from 1990 to 2000, then returned to more than their 1990 level by 2007 (4.7% in the county, 4.9% in the state).

### Employment of Residents by Type of Industry (Table 110)

*Tables 110 and 111 identify the type of industry and occupation in which residents of the village that were at least age 16 were employed, regardless of the location of their work.*

- ❑ The number of employed Nichols residents in 2000 was 149, a 27% increase from 1990. This is above the average increase in the other locations.
- ❑ About one-third of employed residents of Nichols in 2000 were in the manufacturing industry. Another one-quarter were in the service industry.
- ❑ In all locations, the proportion of residents employed in the service industry increased significantly between 1990 and 2000. It was the largest proportion in five of the eight locations. In 1990, employment in the service industry was highest in only three locations.
- ❑ The proportion of residents employed in the agriculture; transportation and utilities; and retail trade industries declined in all locations between 1990 to 2000. It declined in manufacturing in six of the eight locations.
- ❑ The proportion employed in finance, insurance, and real estate; service; and government increased across the board.

### Employment of Residents by Type of Occupation (Table 111)

*The distinction between occupations and industries is that employees have occupations within industries. For example, someone could have an occupation in sales in virtually any industry. When analyzing Table 111, it is important to note that between the 1990 and 2000 U.S. Censuses the categories for the types of occupations held by the residents of the town, county and state changed significantly. It is, therefore, virtually impossible to make comparisons between the two years. There are also fewer categories in 2000, which makes detailed analysis difficult.*

- ❑ In 2000, 40% of employed residents of the village who were age 16 and over had “production, transportation, and material moving” occupations. This is twice the next-highest percentage in “sales and service”.
- ❑ In most of the other locations, “management, professional, and related” occupations had the largest share of employed residents, but in no other location was the highest percentage even close to the 40% of Nichols residents in one occupation.

### Industry of Employed Persons (Table 112)

*Table 112 identifies the industry of persons employed in the county and state regardless of where they live.*

- ❑ Twenty-three percent of employees age 16 and over in Outagamie County in 2000 worked in the “trade, transportation and utilities” industries. A similar percentage was in manufacturing. Another 14% were employed in the “education and health services” industry.
- ❑ These same three categories held the greatest percentages of employees in Wisconsin in 2000, but more than 18% were in education and health.

- ❑ In both the county and state, the largest increase in the proportion of all employment was in the “professional and business service” industry.

### **Employment Projections (Table 113)**

- ❑ Non-farm employment in the Fox Valley Workforce Development Area, which includes Outagamie County, is projected to increase by 6.6% between 2006 and 2016.
- ❑ While the manufacturing and trade sectors are projected to employ the most people in 2016, the fastest growing sectors are projected to be the education and health services sector and the information, professional services, and other services sector.

### **Average Weekly Wages (Table 114)**

- ❑ The highest-paying jobs in Outagamie County in 2000 were in jobs related to financial activities. The second highest were in construction, followed closely by manufacturing.
- ❑ These same three categories held the greatest percentages of employees in Wisconsin in 2000, but financial services and manufacturing were in reverse order.
- ❑ The lowest-paying jobs in 2000 in both the county and state were in the leisure and hospitality services category.
- ❑ In both the county and state, the greatest increase in wages from 1990 to 2000 was in financial activities.

### **Travel Time to Work (Table 115)**

- ❑ On average, employed residents of Nichols in 2000 spent much more time getting to their place of employment than did the residents of all the other locations.
- ❑ Thirty-five percent of employed residents of Nichols in 2000 required 30 to 39 minutes to get their place of employment. This is up from 22% in 1990.
- ❑ Another 22% of Nichols residents in 2000 drove from forty minutes to an hour.
- ❑ Overall, only 26% of employed residents of Nichols in 2000 drove less than twenty minutes to work. Predictably, this is lower, in most cases much lower, than in all the other locations.
- ❑ In all locations, residents were, on average, spending more time getting to work in 2000 than in 1990.

## **Education Characteristics**

### **Educational Attainment (Table 116)**

- ❑ Table 116 identifies the educational attainment of residents of Nichols in 2000 that were *age 25 and older*.
- ❑ The percentage of Nichols residents that graduated from high school degree, attended college but did not graduate, and graduated from college increased in between 1990 and 2000.
- ❑ The percentage of residents with less than a 9<sup>th</sup> grade education dropped significantly from 11% to just over 2 percent.

# Agricultural, Natural and Cultural Resources

## Major Findings

1. While there are agricultural lands in the west half of the Village of Nichols that are currently farmed, there is very little prime farmland in the village.
2. The largest land uses in the village are open space and woodlands, which includes wetlands.
3. Portions of the village are susceptible to flooding.
4. There are no sites or buildings on either the State or National Register of Historic Places. There are, however, four sites on the Wisconsin Department of Historic Preservation's Architecture and History Inventory.

## Recommendations

1. The Village's efforts to protect resources should focus on natural resources, including areas that are wooded and/or in wetlands or the floodplain.

## Goals, Objectives, Policies, and Programs

### Goal

1. Conserve and protect the town's natural resources.

### Objective

1. **Environmentally Sensitive Areas:** Review the Village's ordinances to determine if they need to be amended to protect woodlands, floodplains, and wetlands.

### Policy

1. **Protection of Natural Resources:** The Village of Nichols will use the Land Use Plan to protect the village's natural resources.

## Background Information

### Agricultural Resources

#### **Prime Farmland** (see Map 3)

- ❑ Map 3 identifies three classifications of prime farmland as established by the U.S. Natural Resources Conservation Service (NRCS).
  - “Prime Farmland” is land that, by virtue of its physical and chemical features, soil quality, growing season, moisture supply, and topography, is able to sustain the long-term production of agricultural crops.
  - “Farmland of Statewide Importance” is Prime Farmland with minor shortcomings, such as greater slopes or less ability to store moisture.
  - “Prime Farmland if Drained” is not defined by the NRCS, so the level of drainage is unknown.
- ❑ There is very little prime farmland in the Village of Nichols that has not already been used for non-agricultural purposes.

### Agricultural Programs

#### ***Agricultural Impact Statement Program***

- ❑ An Agricultural Impact Statement is required when the builders of a public construction project have the power to condemn property (eminent domain) and will acquire more than five acres of land from any farm operation. There are 98 acres of land within the village being used for agricultural purposes.
- ❑ Agricultural impact statements analyze the potential impact of public construction projects on farmland and farm operations, and recommend ways to lessen those impacts. Examples of public construction projects include highway expansions, the placement of utility transmission lines, and the construction of pipelines or wastewater treatment plants.
- ❑ More information about this program can be found at:

[http://www.datcp.state.wi.us/arm/agriculture/land-water/ag-impact-stmts/doc\\_info.jsp](http://www.datcp.state.wi.us/arm/agriculture/land-water/ag-impact-stmts/doc_info.jsp)

#### ***Livestock Facility Siting Program***

- ❑ The State of Wisconsin has passed a law and adopted rules (ATCP 51) that give local government the ability to regulate livestock facilities with large numbers of animals. It is important to note that a local government does not have to regulate livestock facilities, but if they choose to do so, it must be based on the law and rules.
- ❑ The Village of Nichols has chosen not to incorporate into its zoning ordinance the regulation of livestock facilities based on ATCP 51.
- ❑ For more information on ATCP 51, go to this web site:

[www.datcp.state.wi.us/arm/agriculture/land-water/livestock\\_siting/siting.jsp](http://www.datcp.state.wi.us/arm/agriculture/land-water/livestock_siting/siting.jsp)

### Natural Resources

#### **Topography**

- ❑ The amount of topographic change in the Village of Nichols is minimal. Elevations above sea level range from 770 feet in the wetlands along the Shioc River to 790 feet in the south-east third of the village.

## Environmental Characteristics (see Map 4)

### Surface Waters

- ❑ Table 1 shows that there are only 0.4 acres of open water in Nichols.
- ❑ The WDNR's Surface Water Data Viewer indicates that there is one primary stream or river in the village: the Shioc River. The Surface Water Data Viewer can be found at:

<http://dnrmaps.wisconsin.gov/imf/imf.jsp?site=SurfaceWaterViewer>

- ❑ *Invasive Aquatic Species*: Invasive plants (and animals), which are not native to Wisconsin, lack natural predators, so they grow rapidly and displace native species, imbalance natural ecosystems, and diminish the quality of recreational activities. The Natural Heritage Inventory NHI database lists no invasive plant species in the Village of Nichols. See:

[http://www.dnr.state.wi.us/org/land/er/nhi/CountyData/pdfs/Outagamie\\_County.pdf](http://www.dnr.state.wi.us/org/land/er/nhi/CountyData/pdfs/Outagamie_County.pdf)

### Shorelands and Wetlands

- ❑ Shoreland and wetland areas are essential environmental features for providing wildlife habitat, scenic open spaces, floodwater retention, and groundwater discharge areas.
- ❑ Protection of wetlands is especially important for stormwater management purposes and open space planning.
- ❑ Local, state, and federal regulations place strict limitations on the development and use of wetlands and shorelands.
- ❑ As defined by the WDNR, shorelands are those areas within 300 feet of the ordinary high water mark of navigable streams; rivers, or to the "landward side of the floodplain, whichever distance is greater"; and shoreland use and development within 1,000 feet of lakes, ponds, or flowages.
- ❑ There are approximately 180 acres of mapped wetlands in Nichols. This is 32% of the land area within the village.
- ❑ The WDNR and U.S. Army Corps of Engineers have regulating authority over all wetlands, including the placement of fill materials within a wetland. In general, the most restrictive regulations apply to proposed development projects.
- ❑ The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program.
- ❑ The Web link [www.dnr.wi.gov/org/water/fhp/wetlands/programs.shtml](http://www.dnr.wi.gov/org/water/fhp/wetlands/programs.shtml) is a useful point of reference for community officials, developers, and/or interested persons to gain direction with wetland questions related to development projects or protection issues. The page provides links to specific administrative rules, discussions on wetland laws and programs, as well as other wetland issues.

### Floodplains

- ❑ Portions of the village are susceptible to flooding. According to the FEMA flood rate maps, these areas are located in northern and western portions of the village, along the Shioc River and its tributary, Herman Creek. Outagamie County GIS maps show their location; see (<http://www.co.outagamie.wi.us/OutagamieCoWi/default.htm>)
- ❑ Future development in and around these areas will be restricted.
- ❑ Building can occur between the floodway and floodfringe (between the 10- and 100-year flood event) in these areas if the lowest first floor elevation is two feet above the 100-year flood elevation, or the basement is flood proofed.

**Woodlands**

- ❑ Woodlands provide habitat for wildlife, provide air quality benefits, and are an aesthetic amenity for the community. Because of their value to wildlife, the environment, and people, they should be preserved and remain undeveloped whenever possible.
- ❑ There are several large areas of woods in Nichols, and almost all of them are part of the wetland areas.

**Environmentally Sensitive Areas**

- ❑ The East Central Wisconsin Regional Planning Commission defines Environmentally Sensitive Areas (ESAs) as areas within a landscape that encompass especially valuable natural resource features that should be protected from development.
- ❑ The following areas have been defined by the East Central Wisconsin Regional Planning Commission as environmentally sensitive:
  - Navigable waters with a 75-foot buffer
  - WDNR wetlands with a 75-foot buffer
  - FEMA floodplains
  - Moderately steep to steep areas (greater than 12% slopes)
  - Areas that provide habitat for threatened and endangered species.
  - Historical or archeological sites

**Soils**

- ❑ The village's land area is comprised of the Shiocton-Nichols association. Soils in this association are somewhat poorly and moderately well drained and are moderately permeable soils. Future development will be most limited in areas where high groundwater comes within one to three feet of the soil surface during some seasons.

**Groundwater**

- ❑ Groundwater is less six inches beneath the surface of the vast majority of land area within Nichols.
- ❑ There are isolated pockets in north-central Nichols where groundwater depths are greater than seventy inches.
- ❑ According to the state's Groundwater Susceptibility Map (see the link below), Nichols is located in an area deemed to be primarily less susceptible to groundwater contamination. The reason for this designation is because there is a deposit of heavy clay material on top of the bedrock, which acts as a restricting layer for contaminants. For more information see:

<http://wi.water.usgs.gov/gwcomp/find/outagamie/index.html>

- ❑ The Village of Nichols gets its water supply from Nichols Utilities. It is critical that the quality of the potable water be monitored to identify any contamination.
- ❑ The primary potential pollution sources to the village's groundwater are contamination from surrounding agricultural practices, leaking underground storage tanks, failing septic systems near the village, and old unused wells.
- ❑ The nearest tests of private wells located in agricultural lands near the village indicate that most wells meet the health-based drinking water limit for nitrate-nitrogen. Nitrate is the most widespread groundwater contaminant in the state, and is caused chiefly by agricultural practices such as manure spreading and fertilizer applications. Although the nitrate concentrations are not above the safe drinking water standard of 10 parts per million, nitrate contamination can be used as a proxy for other contaminants, such as pesticides.
- ❑ Tests of public wells in northwestern Outagamie County indicated that most wells tested met the health standard for arsenic of less than 10 parts per billion. The arsenic levels observed

in the drinking water of some of the private wells in the area are likely caused by declining groundwater levels. The arsenic levels observed in the drinking water of some of the private wells in the area are likely caused by declining groundwater levels. This drop in groundwater exposes the bedrock within the village's aquifer to oxygen, causing a chemical reaction that releases arsenic into the drinking water supply. For additional information on arsenic sources, refer to the following web site:

<http://www.epa.gov/safewater/arsenic/basicinformation.html>

- ❑ The Village of Nichols is located in the Wisconsin Department of Natural Resources' "Arsenic Advisory Area" (see Map 5).
- ❑ More information regarding groundwater that is specific to Outagamie County can be found at the following web site: <http://wi.water.usgs.gov/gwcomp/integrate/develop.html>
- ❑ The Wisconsin Groundwater Coordinating Council (GCC) is an interagency group whose purpose is to serve as a means of increasing the efficiency and facilitating the effective functioning of state agencies in activities related to groundwater management. More information about the council's responsibilities, actions, activities, and coordination efforts with local officials can be viewed at this web site: [www.dnr.wi.gov/org/water/dwg/gcc/index.htm](http://www.dnr.wi.gov/org/water/dwg/gcc/index.htm)

### **Watersheds**

- ❑ Streams and rivers in the Village of Nichols are within the Shioc River watershed, which is part of the Wolf River watershed.

### **Designated Waters**

- ❑ The link below is to WDNR's Surface Water Data Viewer, an interactive GIS site that allows users to identify the locations of water features such as navigable streams and wetlands.

<http://dnrmaps.wisconsin.gov/imf/imf.jsp?site=SurfaceWaterViewer.deswaters>

- ❑ An Area of Special Natural Resource Interest (ASNRI) is an area designated by the WDNR as having special sensitivity or is of ecological significance. The Shioc River is a designated ASNRI in the Village of Nichols.
- ❑ Public Rights Features (PRF) include critical fish and wildlife habitat, areas that protect water quality, natural shorelines and stream banks, water navigation areas, Lake Sensitive Areas and Rivers and Streams Sensitive Areas. There are no PRFs in Nichols.
- ❑ Priority Navigable Waterways (PNW) are portions of navigable waterways that are outstanding or exceptional resource waters, trout streams, waters with sturgeon and musky, and lakes less than fifty acres. PNW include ASNRI and PRF. There are no PNWs in Nichols.

### **State Wildlife Areas**

- ❑ The Wisconsin Department of Natural Resources (DNR) acquires and manages public lands that provide opportunities to hunt, fish, hike, canoe, or view wildlife. The State of Wisconsin has been acquiring land to meet conservation and recreation needs since 1876, with more than 1,290,000 acres available for such use.
- ❑ The DNR has divided the state into five regions for public land management purposes. Outagamie County is part of the northeast region and has five wildlife areas. One of the closer sites to the Village of Nichols is the Outagamie County Wildlife Area located four miles north of Shiocton in the Towns of Maine and Bovina. The state owns approximately 1,000 acres that can be used for hiking, bird watching and hunting.

- ❑ Each area has unique wildlife, recreational opportunities, and physical features. Likewise, each area has special rules and terms of use to which strict adherence is required. Persons utilizing these areas can find specific information at the following web site:

<http://dnr.wi.gov/org/land/wildlife/wildlifeareas/map.htm>

### **State Natural Areas**

- ❑ State Natural Areas (SNAs) protect significant landscape features, geological formations, and archeological sites throughout Wisconsin. These areas are valued primarily for research and educational purposes, while providing rare safe havens for scarce plants and animals. Site protection is provided by land acquisition, donations, conservation easements, and co-operative agreements.
- ❑ The nearest State Natural Area to the Village of Nichols is the 1,300 acre Hortonville Bog (SNA No. 214), located 2.7 miles east of New London.
- ❑ For more information on SNAs go to [www.dnr.state.wi.us/org/land/er/sna/bycountylist.htm](http://www.dnr.state.wi.us/org/land/er/sna/bycountylist.htm)

### **Fallen Timbers Nature Preserve**

- ❑ Fallen Timbers is an environmental center located near Seymour, WI (W4531 Robin Road Black Creek) owned by six area school districts and operated by CESA 6.
- ❑ The educators at Fallen Timbers provide hands-on learning opportunities for students throughout the state. Nearly 20,000 students (K-16) are serviced annually, through hands-on curriculum developed by Fallen Timbers staff and teacher curriculum teams.
- ❑ The mission of Fallen Timbers Environmental Center is to facilitate hands-on experiences that will enable students to realize the interdependence of people and the environment.
- ❑ The web site for the Fallen Timbers Nature Preserve is [www.fallentimbers.net](http://www.fallentimbers.net)

### **Wildlife Habitat and Threatened and Endangered Species**

- ❑ 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.
- ❑ Information on wildlife habitat and threatened and endangered species is available from the Wisconsin Department of Natural Resources at [www.dnr.state.wi.us/org/land/er](http://www.dnr.state.wi.us/org/land/er).
- ❑ This WDNR Website shows there are no occurrences of terrestrial or aquatic threatened or endangered species indicated in Nichols.  
[http://www.dnr.state.wi.us/org/land/er/nhi/countyMaps/pdfs/Outagamie\\_County.pdf](http://www.dnr.state.wi.us/org/land/er/nhi/countyMaps/pdfs/Outagamie_County.pdf)

### **Metallic and Non-Metallic Mineral Resources**

- ❑ There are no active mineral resource operations in the village.

## **Cultural and Historical Resources**

### **State and National Register of Historic Places**

- ❑ A primary responsibility of the Wisconsin Historical Society's Division of Historic Preservation (DHP) is to administer the State and National Register of Historic Places programs. This program protects archaeological sites, burial places and historic buildings in the state.
- ❑ According to the State Register of Historic Places, there are no registered historic properties in the Village of Nichols.
- ❑ Information regarding the State and National Register of Historic Places can be found by contacting the DHP at (608) 264-6500 or at [www.wisconsinhistory.org/hp/register/](http://www.wisconsinhistory.org/hp/register/)

**Architecture and History Inventory**

- ❑ A search of the DHP's on-line Architecture and History Inventory revealed 4 sites within the Village of Nichols.
- ❑ This information can be found by contacting the DHP at (608) 264-6500 or by going to the following web site - [www.wisconsinhistory.org/ahi](http://www.wisconsinhistory.org/ahi).

**Community Design**

- ❑ 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 riverfronts, viewsheds created by changes in elevation or stream or riverbeds, and other natural features that appeal to the aesthetic nature of people.
- ❑ The challenge in developing and implementing community design standards and guidelines is that they tend to be 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 as the community continues to grow.

# Transportation

## Major Findings

1. The transportation mode that stands out in the Village of Nichols is the presence of the Canadian National rail line.
2. The Village uses the PASER rating system to assist in making decisions on street repairs.

## Recommendations

1. The Village should establish communications with the Canadian National to learn about possible improvements to the rail line.
2. The Village should continue to use the PASER program.
3. The Village should communicate with the Town of Cicero on planned improvements to Village streets that connect to Town roads.
4. The Village should maintain communications with Outagamie County and the State of Wisconsin Department of Transportation on projects planned for county and state roads in the town.

## Goals, Objectives, Policies, and Programs

### Goal

1. Provide a safe, efficient and well-maintained system for motor vehicle, pedestrian, and bicycle traffic within the Village of Nichols.

### Objectives

1. **Canadian National:** Establish communications with the Canadian National railroad.
2. **Town, County and State Communication:** Actively participate with the Town of Cicero, the Outagamie County Highway Department and the State of Wisconsin Department of Transportation on road projects that may affect the Village of Nichols.
3. **Road Maintenance:** Provide adequate public safety and road maintenance to all residents and businesses in the village.
4. **Elderly and Disabled Transportation:** Work with providers of transportation for the town's elderly and disabled residents.

### Program

1. Continue to use PASER to determine budget priorities for road repair and maintenance.

## Background Information

### Transportation Modes

**Table 6**  
**Transportation Modes**

| Type                                   | Name of Provider  | Analysis  |
|--|---|---|
| Highways                               | State of Wisconsin, Outagamie County, and Village of Nichols  | See "Transportation Plans" below.   |
| Transit                                | Not available   | Cannot be justified due to the size of the community.   |
| Transportation facilities for disabled | Outagamie County, through the Department of Health and Human Services, provides door-to-door transportation service for residents with disabilities and for persons 60 years of age or older. | This service is provided with advanced reservations and is available to the rural portions of the County through a contract with Kobussen Buses, Ltd. This is a cooperative and coordinated effort between Valley transit and Outagamie County.   |
| Bicycles and Walking                   | Newton-Blackmour Trail  | Being built in stages by Outagamie County. The first stage from the Town of Oneida through the City of Seymour has been completed. A small segment of the trail will go through the far southeast part of the Town of Cicero.   |
| Railroads                              | Canadian National   | Service is provided on Tuesday, Thursday, and Sunday totaling 100 cars per week. Routine maintenance is performed on a regular basis. Rail service is expected to be available for the foreseeable future.  |
| Air Transportation                     | <p>Austin Straubel International Airport, Green Bay, Wisconsin</p> <p>Outagamie County Regional Airport, Appleton, Wisconsin</p>  | <p>Austin Straubel International Airport operates a 24-hour, 365-day a year operation. The Airport is currently served by four major airlines with four direct service cities with connections available to any destination in the world. More information regarding can be viewed at: <a href="http://www.co.brown.wi.us/airport/Government">www.co.brown.wi.us/airport/Government</a></p> <p>Outagamie County Regional Airport has regularly scheduled commercial passenger air service with flights to six major hubs. More information can be viewed at: <a href="http://www.atwairport.com/">http://www.atwairport.com/</a></p> <p>These two airports should provide more than adequate cargo and passenger flight service in the planning period.</p> |
| Trucking                               | There are no trucking firms located in the Village of Nichols.  | Trucking service is available in nearby communities.  |
| Water Transportation                   | Port of Green Bay   | See <a href="http://www.co.brown.wi.us/port">www.co.brown.wi.us/port</a>  |

Source: Village of Nichols and Martenson & Eisele, Inc.

### Traffic Counts (see Map 6)

- ❑ The Wisconsin Department of Transportation (WDOT) collected traffic counts on Main Street in Nichols in 2000, 2004, and 2007. The average amount of daily traffic declined from highs of 990 in 2000 and 1,000 in 2004, to 850 in 2007.

### Street and Highway Classifications (see Map 6)

- ❑ The street and highway system in Nichols consists of minor arterial and local streets.
- ❑ These classifications are from the WDOT, and are based on which primary function the street or highway serves – the movement of vehicles through an area or to provide access to adjacent land.
- ❑ Arterials accommodate the movement of vehicles while local streets provide direct access to individual parcels of land.
- ❑ CTH “F” (Main Street) is a minor arterial. All other streets are local roads.

## Transportation Plans and Programs

### Village of Nichols

- ❑ The Village does not have a Transportation Plan.
- ❑ Village officials review and budget for transportation projects as part of the Village’s annual budget process.
- ❑ A tool the Village of Nichols uses to determine budget priorities for road construction and repair is PASER (pronounced pacer). PASER is a simplified pavement management program that communities use to evaluate pavement surface condition. The PASER rating reflects the physical condition of village streets. The highest possible rating is 10. The streets with a low rating are the focus of budget decisions made by the Village of Nichols regarding road repair and maintenance.

### Outagamie County

- ❑ Outagamie County prioritizes and budgets for transportation improvements according to a Five-year Capital Improvement Plan (CIP).
- ❑ The current CIP, which covers the years 2009 to 2013, does not include any highway projects affecting the Village of Nichols.
- ❑ The County’s Capital Improvement Plan is reviewed and updated on an annual basis.

### East Central Regional Planning Commission

- ❑ The Commission’s transportation program does not specifically address any projects in the Village of Nichols. More information on their programs can be found at:

[www.eastcentralrpc.org/planning/transportation.htm](http://www.eastcentralrpc.org/planning/transportation.htm)

### Wisconsin Department of Transportation – Northeast Region

- ❑ All of Outagamie County is part of the WDOT’s Northeast Region.
- ❑ The Northeast Region has revised the Six-Year (2008-2013) Highway Improvement Program (HIP) to make necessary maintenance and improvements to the state’s road network.
- ❑ The HIP includes no projects in the Village of Nichols.
- ❑ The entire HIP can be viewed at:

[www.dot.state.wi.us/projects/state/sixyear/docs/nerlisting.pdf](http://www.dot.state.wi.us/projects/state/sixyear/docs/nerlisting.pdf).

**Wisconsin Department of Transportation**

- The WDOT 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. Information on these programs can be found at [www.dot.wisconsin.gov/localgov/](http://www.dot.wisconsin.gov/localgov/).

# Housing

## Major Findings

1. Almost 28% of the housing stock in the Village of Nichols was added in the 1990s.
2. The median value of housing in the Village of Nichols in 2000 was a comparatively very low \$71,700. The median housing value in Nichols increased by 113% between 1990 and 2000.
3. In 2000, 44% of homes were valued less than \$50,000.
4. Fifty-nine percent of all housing units in Nichols in 2000 were traditional single-family homes. An extremely high 28% of homes in Nichols in 2000 were mobile homes.
5. Only 60% of households in Nichols in 2000 were families (all persons related). Far below average was the percentage of households with married couples and occupants over age 65. Significantly above the average were people living alone and households headed by a female.
6. While the population of Nichols increased by 21% from 1990 to 2000, the number of households increased by almost 39 percent. The result is a dramatic decline in the number of persons per household, from an average of 2.89 in 1990 to 2.52 in 2000.

## Recommendations

1. While the condition of all housing should be monitored, the shorter life expectancy of mobile homes should be recognized by the Village in its efforts to enforce housing codes.
2. Housing should be provided at all levels.

## Goals, Objectives, Policies, and Programs

### Goal

1. To preserve, rehabilitate, and enhance the quality of residential housing in existing neighborhoods and encourage the provision of an adequate supply and choice of housing for all residents.

### Objectives

1. **Elderly and Low to Moderate Income:** Support in every way the development of decent, safe, and sanitary housing for elderly, handicapped, and low to moderate-income residents of the community.
2. **Service Efficiency:** Encourage future residential development in areas that can be served efficiently and economically with public utilities and community facilities and services.

### Policies

1. The Village of Nichols will use the zoning ordinance to maintain the character of existing residential neighborhoods and allow an adequate supply of land for new residential developments.
2. The Village of Nichols will direct the Village's building inspector to enforce building codes for the health, welfare and safety of all residents.

## Background Information

### Housing Characteristics

**NOTES:** The following analysis is based on Tables 117 through 127, which can be found in the back of the Plan behind the “Tables” tab. It must be noted that the statistics upon which the analysis is based are from the 2000 U. S. Census, which is the latest available data. Being nine years hence, and after and within the boom and bust housing market since then, some characteristics may have changed dramatically. This, of course, can render the information and subsequent analysis of some areas of information inaccurate relative to the present day.

As can be seen in the tables at the end of this Plan, the statistical characteristics of the Village of Nichols were compared to the Towns of Cicero, Oneida, Osborn, and Seymour, and the City of Seymour. This collection will be called “the municipalities”. Comparisons are also occasionally made to all of Outagamie County and Wisconsin. When these are added to the “municipalities”, the group is called “locations”.

#### Age of Housing (Table 117)

- ❑ The age of the housing stock in Nichols in 2000 was comparatively average. Fifty-four percent of the homes were more than forty years old. Overall, this is slightly above average compared to the other locations, but the percent of homes built in the 1960s was twice the average, while those built before 1960 was right at the average.
- ❑ In 2000, the percentage of Nichols homes built in the 1990s was higher than in all the other locations except the Town of Osborn.

#### Median Housing Values (Table 118)

A median value is the middle point in a string of values. Half the values are higher than the median and half are lower. The median is not the average of all the values.

- ❑ The median value of housing in the Village of Nichols in 2000 was a comparatively very low \$71,700. The next highest median value was \$92,100 in the City of Seymour.
- ❑ The median housing value in Nichols increased by 113% between 1990 and 2000. This is greater than in all of the other locations except the Town of Osborn.

#### Housing Values (Table 119)

- ❑ Table 118 shows housing values by ranges of values. It demonstrates why the median housing value in Nichols in 2000 was lower than all other locations. In 2000, the greatest percentage of homes in Nichols, 44%, were valued less than \$50,000. In no other location was the percentage of homes in this category more than ten percent. Nonetheless, the 44% value in 2000 was half of what it was in 1990.

#### Types of Housing Units (Table 120)

- ❑ Fifty-nine percent of all housing units in Nichols in 2000 were traditional single-family homes. In the other locations, no less than 69% of homes were single-family. Most were 90% or more.
- ❑ An extremely high 28% of homes in Nichols in 2000 were mobile homes. Between 1990 and 2000 the number of mobile homes actually increased, but their percentage of the total declined from forty percent.
- ❑ Another 12% of housing units in Nichols in 2000 were in buildings with five or more units (apartment buildings).

**Housing Occupancy (Table 121)**

- ❑ In Nichols in 2000, 67% of housing units were owner-occupied, and 25% were rented. Six percent were vacant.
- ❑ Not surprisingly, renter-occupied housing is much more prevalent in the Village of Nichols and the City of Seymour than in the towns.

**Vacancy Status (Table 122)**

- ❑ In 2000, 3.4% of the owner-occupied housing units was vacant, but none of the rental units were vacant.

**Household Types (Table 123)**

- ❑ Little more than 60% of households in Nichols in 2000 were families (all persons related). This is far below the average of other municipalities.
- ❑ Also far below average were households with married couples and occupants over age 65.
- ❑ This corresponds to the low median age of the population in 2000, as seen in Table 102.
- ❑ Significantly above the average of all locations were people living alone and households headed by a female.

**Persons per Household (Table 124)**

- ❑ While the population of Nichols increased by 21% from 1990 to 2000, the number of households increased by almost thirty-nine percent. The result of this disparity is a dramatic decline in the number of persons per household, from an average of 2.89 in 1990 to 2.52 in 2000.
- ❑ The average number of persons per household in Nichols and the City of Seymour were similar to those in Outagamie County and Wisconsin, while the average number of persons per household was much higher in the towns.
- ❑ As was discussed in the household projection section of the Issues and Opportunities Element, the average number of persons per household in the village will almost certainly continue to decline. This means that more housing units will be needed relative to the population than in the past.
- ❑ The decline in persons per household in Nichols from 1990 to 2000 was 13%, the largest of all the locations.

**Household Size (Table 125)**

- ❑ Twenty-six percent of households in Nichols in 2000 had four or more occupants. Once again, this is similar to the City of Seymour, Outagamie County, and Wisconsin, while the percentage of households with these numbers of occupants was much higher in the towns, each being about thirty-eight percent.
- ❑ The percentage of all households with at least four occupants declined from 1990 to 2000 in every location. This fact also coincides with the declining average number of persons per household shown in Table 123.
- ❑ Compared to all locations, the percent of all households in 2000 that had a single occupant was highest in Nichols, at twenty-nine percent.

## Housing Affordability

**Homeowner Affordability (Table 126)**

- ❑ 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.
- ❑ Based on the value in Table 105, the median household income in Nichols in 1999 was ap-

proximately \$36,042 per month. That means a household at the median income level could spend up to \$900 per month on housing before the cost would be considered unaffordable.

- ❑ About 18% of owner-occupied households in Nichols in 2000 were spending more than 30% of their income on housing.
- ❑ None of the households in owner-occupied homes were considered not affordable in 1990.
- ❑ All the locations but the City of Seymour saw an increase in the unaffordability of owner-occupied housing from 1990 to 2000.

### **Renter Affordability (Table 127)**

- ❑ Based on the same HUD guideline, about one-fifth of renting households in Nichols in 2000 were above the 30% of income threshold.
- ❑ This percentage of unaffordability is greater than in all the other municipalities, but less than throughout Outagamie County and Wisconsin.
- ❑ The 20% level in Nichols in 2000 was the same as in 1990, while it decreased in that decade in all the other locations.

## **Housing Plans and Programs**

### **Village of Nichols**

- ❑ The Village of Nichols does not administer a housing rehabilitation program, nor is any rental assistance program offered for residents. There is no senior housing or housing programs sponsored or operated by any non-profit organizations (e.g. homeless shelters, domestic abuse centers).

### **Outagamie County Housing Authority**

- ❑ The Outagamie County Housing Authority provides housing for low and moderate income people in the county. It owns and manages 290 apartments in Appleton, Kimberly, Seymour and Hortonville. 200 of these apartments are reserved for the elderly and disabled.
- ❑ The Housing Authority operates a weatherization and housing rehabilitation program in Outagamie and Calumet Counties.
- ❑ The Housing Authority administers the Affordable Housing Trust Fund Program.
- ❑ More information can be found at: <http://www.outagamiehousing.us/>

### **State of Wisconsin**

#### ***Department of Administration***

- ❑ The Department of Administration published the "Directory of Resources for Comprehensive Planning." In the housing section of the Directory is a list of housing programs that may benefit Nichols in addressing housing issues. The directory is at:

[http://www.doa.wi.gov/dir/documents/Resource\\_directory101703.pdf](http://www.doa.wi.gov/dir/documents/Resource_directory101703.pdf)

#### ***Department of Commerce***

- ❑ The Department of Commerce 2005-2009 Consolidated Plan addresses the need for housing and community development activities. The Consolidated Plan may be found at:

❑

<http://commerce.wi.gov/CD/CD-Consolidated-Plan.html>

#### ***Wisconsin Historical Society (WHS)***

- ❑ Owners of historic income-producing properties in Wisconsin may be eligible for two income tax credits that can help pay for their building's rehabilitation. The WHS's Division of Historic

Preservation administers both programs in conjunction with the National Park Service. More information is at [http://www.wisconsinhistory.org/hp/architecture/iptax\\_credit.asp](http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp)

***Wisconsin Housing and Economic Development Authority***

- ❑ The Wisconsin Housing and Economic Development Authority (WHEDA) serves communities by providing creative financing resources to residents and businesses. Specifically, their mission is to offer innovative products and services in partnership with others to link Wisconsin residents and communities with affordable housing and economic development opportunities. Specific information regarding the wide variety of products and services WHEDA offers can be viewed at [www.wheda.com/index.asp](http://www.wheda.com/index.asp).

**United States Department of Agriculture - Rural Development**

- ❑ The United States Department of Agriculture's 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 resources. Currently, the Wisconsin office of Rural Development offers the following nine housing programs to qualified applicants:
  - Farm Labor Housing Loans and Grants
  - Housing Preservation Grants
  - Multi Family Housing Direct Loans
  - Multi Family Housing Guaranteed Loans
  - Repair Loans and Grants
  - Rural Housing Site Loans
  - Self Help Technical Assistance Grants
  - Single-family Housing Direct Loans
  - Single-family Housing Guaranteed Loans
- ❑ Complete information can be found at [www.rurdev.usda.gov/wi/programs/index.htm](http://www.rurdev.usda.gov/wi/programs/index.htm)

# Utilities and Community Facilities

## Major Findings

1. The Village's sewer and water plants are adequate to accommodate future growth.
2. Other utility services are adequate to accommodate growth in the village.
3. Areas for improvement identified in the SWOT Workshop include the potential for the Village to have its own police force, reducing the response time for ambulance service, a better youth program, and longer post office hours.

## Recommendations

1. The Village of Nichols should consider a long term budgeting process for major capital items by means of a Capital Improvement Plan.
2. The Village should continue to be aware of opportunities to provide services in collaboration with other units of government or with the private sector.

## Goals, Objectives, Policies, and Programs

### Goal

1. To provide utilities and community facilities and services in a manner that will promote efficient and orderly growth, and make the Village of Nichols a more attractive community in which to live, work and play.

### Objectives

1. **Capital Improvement Plan (CIP):** Develop a five-year capital improvement program to guide capital expenditures by highest priority for needed community facilities and providing services for new growth.
2. **Emergency Services:** Work with Black Creek Rescue on ways to reduce response times.
3. **Youth Programs:** Facilitate a discussion on the potential for more programs for the youth in the village.
4. **Park and Open Space Plan:** Write and adopt a "Park and Open Space Plan" to become eligible for grant funds.
5. **Post Office:** Contact the Postmaster to determine if the Post Office could expand its hours.

## Background Information

### Utilities

**Table 7**  
**Village of Nichols Utilities**

| Utility                                | Provider(s)   | Analysis  |
|--|---|---|
| <b>Stormwater Management</b>           | None  | No stormwater management projects are planned.  |
| <b>Wastewater Treatment</b>            | Nichols Utilities   | Current capacity is 50,000 gallons per day (gpd). Current usage is 12,500 gpd. Long term upgrades are being considered.   |
| <b>Water Supply</b>                    | Nichols Utilities   | The village has one well with a capacity of 259,000 gpd. The treatment plant can process 259,000 gpd. Current usage is 15,000 gpd. There are no plans for a new well or to upgrade the treatment plant. |
| <b>Telecommunications</b><br>Land Line | CenturyTel  | Improvements are made based on the demand for the service.  |
| Wireless                               | Multiple providers  | Improvements are made based on the demand for the service.  |
| <b>Internet</b>                        | CenturyTel and multiple satellite-based providers.            | Improvements are made based on the demand for the service.  |
| <b>Cable</b>                           | Packerland Broadband  | Improvements are made based on the demand for the service.  |
| <b>Fiber Optics</b>                    | CenturyTel  | Improvements are made based on the demand for the service.  |
| <b>Electricity</b><br>Generation       | There are no generating facilities in the village of Nichols. | Improvements are made based on the demand for the service.  |
| Transmission                           | American Transmission Company                                 | Improvements are made based on the demand for the service.  |
| Distribution                           | WE Energies   | Improvements are made based on the demand for the service.  |
| <b>Natural Gas</b>                     | WPS   | Improvements are made based on the demand for the service.  |

Source: Village of Nichols and Martenson & Eisele, Inc.

### Community Facilities

**Table 8**  
**Village of Nichols Community Facilities**

| Community Facilities                 | Provider(s)                           | Analysis   |
|--------------------------------------|---------------------------------------|--|
| <b>Police</b>                        | Outagamie County Sheriff's Department | Based on the village's slow growth rate, services should be adequate for the future.   |
| <b>Fire Department</b>               | Nichols Rural Fire Department         | A volunteer fire department with 40 members and an ISO rating of 7. The current fire station and equipment is adequate. There are no plans for either the station or additional equipment.         |
| <b>First Responder and Ambulance</b> | Black Creek Rescue                    | One vehicle, 18 EMT's and 5 first responders. A new vehicle is planned for 2010.   |
| <b>Judicial</b>                      | Outagamie County Court System         | The County judicial system will expand as needed, and will provide services into the long term future.<br><a href="http://www.co.outagamie.wi.us/clerkcrts/">www.co.outagamie.wi.us/clerkcrts/</a> |

**Table 8 (continued)**  
**Village of Nichols Community Facilities**

| <b>Community Facilities</b>                  | <b>Provider(s)</b>   | <b>Analysis</b>  |
|--|--|--|
| <b>Jail</b>                                  | Outagamie County   | The County jail system will expand as needed, and will provide services into the long term future.<br><a href="http://www.co.outagamie.wi.us/sheriff/corrections">www.co.outagamie.wi.us/sheriff/corrections</a>   |
| <b>Public PreK-12</b>                        | Seymour Community School District<br>Rock Ledge Primary<br>Rock Ledge Elementary<br>Seymour Middle School<br>Seymour High School<br>Seymour Alternative School | The Seymour School District anticipates sufficient facility space for the near future. If unanticipated growth occurs, the District could ask the voters to pass a referendum in support of additional space and operating funds.  |
| <b>Colleges/<br/>Universities</b>            | UW-Green Bay<br><br>St Norbert College, De Pere, WI<br><br>Lawrence University<br>Appleton, WI   | UW-Green Bay offers more than 40 major and minors. The State University system will meet the needs of higher education for the next 20 years. For more information, see <a href="http://www.uwgb.edu/">http://www.uwgb.edu/</a><br>Catholic liberal arts college<br><a href="http://www.snc.edu/">http://www.snc.edu/</a><br>Private college of the liberal arts, sciences, and conservatory of music<br><a href="http://www.lawrence.edu/">http://www.lawrence.edu/</a> |
| <b>Technical Colleges</b>                    | Northeast Wisconsin<br>Technical College<br><br>Fox Valley Technical College   | Two-year technical college, serving the Green Bay metropolitan Area and surrounding counties. For more information, see <a href="http://www.nwtc.edu">http://www.nwtc.edu</a><br>Two-year technical college, serving the Fox Valley and Oshkosh metropolitan area and surrounding counties. For more information, see <a href="http://www.foxvalley.tec.wi.us/public/">http://www.foxvalley.tec.wi.us/public/</a>  |
| <b>Waste Disposal</b>                        | Wittenberg Disposal  | The Village of Nichols will work to ensure these services will be provided at the needed level.  |
| <b>Recycling</b>                             | Inland Services (through a contract with Outagamie County)   | The Village of Nichols will work to ensure these services will be provided at the needed level.  |
| <b>Parks</b>                                 | Village of Nichols   | Community Center Park is located adjacent to the Community Center. Veterans Memorial Park is CTH "F" at Ellen Street. The Village is planning improvements to both.  |
| <b>Village Hall</b>                          | Nichols Community Center   | The facility is adequate and there are no plans for improvements.  |
| <b>Public Library</b>                        | None in the village  | The nearest libraries are in the Village of Black Creek and the City of Seymour.   |
| <b>Cemeteries</b>                            | None in the village  | The nearest cemeteries are in the Town of Cicero.  |
| <b>Child Care Centers</b>                    | None in the village.   | The nearest centers are in the Village of Black Creek and the City of Seymour  |
| <b>Post Office(s)</b>                        | Nichols Post Office  | The current facility is adequate.  |
| <b>Health Care Clinic(s) and Hospital(s)</b> | None in the village.   | A wide range of medical services is available in the Fox Cities and Green Bay.   |

Source: Village of Nichols and Martenson & Eisele, Inc.

# Economic Development

## Major Findings

1. The Village of Nichols' economy is based on Nichols Paper Products Company and a small number of retail and commercial employers.
2. In the SWOT Workshop, residents identified a need for basic retail and service establishments, i.e. a doctor's clinic and gas station.
3. The residents would also like to see more manufacturing located in the community.

## Recommendations

1. The Village of Nichols needs to make a more aggressive effort to market itself as place to live and start a business.
2. The Village of Nichols should become knowledgeable in assistance that may be available from county, regional, and state organizations involved in economic and community development.

## Goals, Objectives, Policies, and Programs

### Goal

1. To support and encourage existing businesses, small home-based businesses, and any other types of businesses that positively impact the local economy without negatively impacting the village's natural resources.

### Objectives

1. **Education:** Become educated and educate others regarding the different economic development programs available at the county, regional, and state level.
2. **Ordinance Review:** Review existing Village ordinances and standards to determine if changes are needed to support economic development efforts.

## Background Information

### Analysis of Economic Base

- ❑ The major employer in the Village of Nichols is Nichols Paper Products Company (see Table 9), which provides a variety of paper converting services.
- ❑ Other employers in the community provide services needed by the local residents.

**Table 9**

**Village of Nichols Employers**

| Name of Employer             | Number of Employees | Product/Service                           |
|------------------------------|---------------------|---|
| Nichols Paper Products Co.   | 25-50               | Paper converting                          |
| Nichols Memory Mall          | < 10                | Restaurant, gift store, historical museum |
| Community First Credit Union | < 10                | Financial services                        |
| Kuhn's J&M Market            | < 10                | Grocery store                             |
| Whistle Inn                  | < 10                | Bar & grill with banquet hall             |
| C-K Rumors                   | 10-25               | Bar & grill                               |
| Bower's Demo                 | < 10                | Demolition and dumpster service           |

Source: Village of Nichols

### Types of New Businesses Desired

#### Village of Nichols Preferences

- ❑ In the SWOT Workshop, residents identified a need for basic retail and service establishments, i.e. a doctor's clinic and gas station.
- ❑ The residents would also like to see more manufacturing located in the community.

### Ability to Retain and Attract Business

#### Location and Infrastructure

- ❑ The Village of Nichols' rural location and distance from major population centers and highways mean economic development opportunities will primarily be oriented to the needs for goods and services at the local level.
- ❑ The Canadian National railroad, however, does have a line running through the village, which may be a positive factor for a future manufacturing or distribution facility.
- ❑ The Village's water and sewer services can accommodate new business growth.

#### Regulatory Issues

- ❑ Zoning and building codes help to ensure that the health, safety, and welfare of the community are protected and maintained. The Village is not aware of any regulatory issues negatively affecting businesses.

### Sites for New or Expanding Businesses

- ❑ The Village does not have an industrial or business park.
- ❑ There is undeveloped or underdeveloped land in the village that could be rezoned for new commercial or industrial uses.
- ❑ The Town of Cicero is encouraging potential commercial and/or industrial land uses to locate along either side of CTH F between STH 47 and the Village of Nichols.
- ❑ The Village of Nichols supports this designation.

- ❑ Sewer and water services could be provided privately, through a town sanitary district that would contract with the Village of Nichols for sewer and water, or the property/business owner could request annexation to the Village of Nichols in order to obtain sewer and water.

## Brownfields and Contaminated Sites

- ❑ Brownfields are typically abandoned, idle or underused commercial or industrial properties, where expansion or redevelopment is hindered by real or perceived contamination.
- ❑ There are no known brownfield sites in the village.
- ❑ Identification of potential brownfield sites can be accomplished by examining state and federal databases that list potentially contaminated properties. The WDNR's Remediation and Redevelopment site <http://dnr.wi.gov/org/aw/rr/gis/index.htm> is a web-based mapping system that provides information about contaminated properties. The U.S. Environmental Protection Agency's EnviroMapper site, <http://iaspub.epa.gov/Cleanups/> is a web-based mapping system that identifies contaminated areas that have been or are in the process of being cleaned up.
- ❑ The WDNR classifies contaminated site as being closed or open. Open sites are those where the leak has likely been cleaned up but are still under surveillance by the WDNR.
- ❑ There is one Leaking Underground Storage Tank Site in the Village and two open contaminated sites. There is one open contaminated site in the Town of Cicero at the eastern edge of the village on CTH F (see Map 7).
- ❑ More information on brownfields, including information on financial support, can be found at:

<http://dnr.wi.gov/org/aw/rr/index.htm>

<http://www.commerce.state.wi.us/cd/CD-bfi-grants.html>

## County, Regional, and State Programs

### County Programs

#### ***Outagamie County Economic Development Corporation***

- ❑ Greater Outagamie County Economic Development Corporation's website states the its mission "is to enhance economic development activities through a collaborative effort with the rural municipalities and businesses of Outagamie County that results in the retention and strengthening of existing businesses, the identification of new opportunities, and the formation of new businesses to fill those opportunities." More information is available at <http://www.gocedc.org/>

### Regional Programs

#### ***New North***

- ❑ New North, Inc. is a consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders in eighteen counties of Northeast Wisconsin who are working to be recognized as competitive for job growth while maintaining our superior quality of life.
- ❑ In addition to working together to promote and help expand existing economic development efforts, New North, Inc. will concentrate on:
  - 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 information on the New North, Inc. is available at [www.thenewnorth.com](http://www.thenewnorth.com).

***East Central Wisconsin Regional Planning Commission***

- The ECWRPC prepares a Comprehensive Economic Development Strategy (CEDS) covering the ten counties in its region. The most recent update was completed in 2007.
- The document contains a review of the Commission's economic development efforts, an overview of the region's economy, and the development strategy for the region. The development strategy includes goals, objectives and strategies and a ranking of economic development investment projects submitted by communities in the region.
- The CEDS can be found at <http://www.eastcentralrpc.org/planning/economic.htm>

***Fox Valley and Northeast Wisconsin Technical Colleges***

- Fox Valley Technical College (FVTC) and Northeast Wisconsin Technical College (NWTC) collaborate with local economic development organizations in supporting business growth within the communities it serves.
- These two-year technical colleges serve Northeast Wisconsin by providing education and training for individuals and businesses. This leads to the development of a skilled workforce.
- For information on FVTC's business development services, go to:

<http://www.fvtc.edu/public/content.aspx?ID=1450&PID=17&mn=2>

- For information on NWTC's business development services, go to:

[www.nwtc.edu/academics/corporate-smallbusiness/Pages/Home.aspx](http://www.nwtc.edu/academics/corporate-smallbusiness/Pages/Home.aspx)

[www.nwtc.edu/academics/corporate-smallbusiness/Pages/ResourcesforEntrepreneurs.aspx](http://www.nwtc.edu/academics/corporate-smallbusiness/Pages/ResourcesforEntrepreneurs.aspx)

**State Programs*****Wisconsin Department of Commerce***

- The State of Wisconsin's Department of Commerce offers a number of programs in support of economic development. The programs are too numerous to list here. Some of the programs provide direct assistance to a business; others fund the business through the local community, while other programs provide direct assistance to a community. Information on these programs is available at [www.commerce.state.wi.us](http://www.commerce.state.wi.us)
- 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.

***Wisconsin Small Business Development Center***

- 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 SBDC programs and services may be found at [www.wisconsinsbdc.org](http://www.wisconsinsbdc.org)

# Intergovernmental Cooperation

## Major Findings

1. The Village of Nichols has not taken any action to affect development in its extraterritorial area of one and a half miles from the village limits.

## Recommendations

1. To become more efficient in the delivery of services, the Village of Nichols should always be looking for ways to share services and equipment with surrounding governmental units.

## Goals, Objectives, Policies, and Programs

### Goal

1. To work collaboratively with other units of government in providing the services needed by the Village of Nichols.

### Objectives

1. Continue the coordination of emergency response services with the Outagamie County Sheriff's Department, the Nichols Rural Volunteer Fire Department, and Black Creek Rescue.
2. As part of the Village's annual budgeting process, review opportunities to provide efficient and economical public facilities and services through cooperation with other units of government.

### Policy

1. The Village of Nichols will continue to cooperate with the surrounding towns and Outagamie County to minimize land use and policy conflicts.

## Background Information

### Guidelines for Intergovernmental Cooperation

- ❑ Wisconsin State Statutes provide guidelines for intergovernmental cooperation and boundary agreements between communities. This statute enables adjoining communities to enter into agreements that will benefit all.
- ❑ Mutual aid agreements are a type of intergovernmental cooperation. For example, fire departments use this method to extend fire protection from one municipality to another. The biggest advantage is that each fire department can share equipment and manpower in times of major fires that would otherwise limit resources or response times.
- ❑ The Village of Nichols does not have a boundary agreement with the Town of Cicero.

## Governmental Jurisdictions

### Adjoining Towns

- ❑ The Village of Nichols shares common boundaries with the Town of Cicero.
- ❑ The Village's extraterritorial boundary extends into the Towns of Cicero and Maine in Outagamie County and the Town of Lessor in Shawano County.

### School Districts

- ❑ School-age residents of Nichols attend schools in the Seymour Community School District. There are no public or private schools in the village.
- ❑ The potential impact of any future subdivisions in the village could affect school district enrollments. It is not anticipated that a large subdivision would be platted in the village, but if such a developed were allowed, the Village of Nichols would inform the Seymour School District.

### Outagamie County

- ❑ County services that are most visible in the Village are from the Highway and Sheriffs' Departments.
- ❑ For more information on County services, go to:

<http://www.co.outagamie.wi.us/>

### Emergency Services

- ❑ Fire protection in Nichols is provided by the Nichols Rural Fire Department
- ❑ First responder and ambulance services are provided by Black Creek Rescue.

### East Central Wisconsin Regional Planning Commission

- ❑ The Village of Nichols is a member of the Commission.

### State of Wisconsin

- ❑ ***Department of Transportation***
  - The Village of Nichols is within the WDOT's Northeast Region, which is administered from the Green Bay WDOT office.
  - There are no state trunk highways within the Village of Nichols, but STH 47 runs north and south just east of the village.
- ❑ ***Department of Natural Resources***

The Village of Nichols is aware of WDNR rules and regulations.

## Conflicts and Opportunities

- ❑ When any significant conflicts occur with other communities or governmental agencies, initial attempts to address the conflict will involve written and face-to-face communication. If initial attempts are not successful, the Village will consider other methods, including mediation, arbitration, and other dispute resolution techniques as described in Wisconsin State Statutes 802.12.
- ❑ Village of Nichols officials have demonstrated, through past and current planning efforts, that they are willing to proactively engage in discussions with other government officials to promote and enhance opportunities. Village of Nichols leaders are encouraged to continue this practice in order to best maximize local efforts and minimize potential conflicts.

*This page left blank intentionally*



[www.martenson-eisele.com](http://www.martenson-eisele.com)

1 • 800 • 236 • 0381

professionals dedicated to serving people committed to improving their communities

**Martenson & Eisele, Inc.**

# Martenson & Eisele, Inc.

## **Menasha Office**

1377 Midway Road, PO Box 448  
Menasha WI 54952-0448  
P. 920 • 731 • 0361  
F. 920 • 733 • 6578

## **Omro Office**

109 W. Main Street  
Omro, WI 54983  
P. 920 • 886 • 8240  
F. 920 • 886 • 8340



[www.martenson-eisele.com](http://www.martenson-eisele.com)  
1 • 800 • 236 • 0381

professionals dedicated to serving people committed to improving their communities