



STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION

Tony Evers, Governor
Joel Brennan, Secretary
Dawn Vick, Division Administrator

August 29, 2019

Judge John Des Jardins
Justice Center
320 S Walnut Street
Appleton, WI 54911-5939

**INCORPORATION OF THE TOWN OF GREENVILLE, OUTAGAMIE COUNTY, AS THE
VILLAGE OF GREENVILLE, Case #18-CV-409**

Dear Judge Des Jardins:

The Incorporation Review Board has completed its review of the petition to incorporate the Town of Greenville as the Village of Greenville. The Board was established to review petitions for compliance with standards set forth by the legislature in s. 66.0207 Wis. Stats.

According to s. 66.0203(9)(e) Wis. Stats., the Board has three options upon reviewing the petition against the statutory standards. The Board may find that:

- 1) The petition as submitted is dismissed;
- 2) The petition as submitted is granted.
- 3) The petition as submitted is dismissed with a recommendation that a new petition be submitted to include more or less territory as specified in the Board's findings and determination.

Based on testimony received at a public hearing held in the Town of Greenville and two meetings held in Madison, as well as numerous submittals and correspondence received from the Petitioners, the Town of Greenville, neighboring communities that you recognized as Parties in Interest, and from testimony and correspondence of area residents, the Board finds that this petition as submitted does not currently meet two of the required standards in s. 66.0207 Wis. Stats. However, because a petition containing less territory could potentially compare favorably to all the statutory standards, the Board is dismissing the petition with a recommendation that a new petition be submitted under s. 66.0203(9)(e)3, Wis. Stats.

The Department will waive the incorporation review fee for an amended petition which is filed within one year of this letter. The enclosed Findings and Determination document concludes the Incorporation Review Board's work with this petition. The determination document is available on the Department's website at: doa.wi.gov/municipalboundaryreview

The Department of Administration will retain all supporting documents and records pursuant to Record Disposal Authorization for 10 years, after which they are transferred to the State

Historical Society. These files are part of the Department's municipal incorporation record series, and are available upon request.

Sincerely,



Dawn Vick, Chair of the Incorporation Review Board, and
Administrator of the Division of Intergovernmental Relations

Enclosure: Determination of the Incorporation Review Board

cc:

Bill Goehring, Incorporation Review Board
Steve Ponto, Incorporation Review Board
Rich Eggleston, Incorporation Review Board
Sharon Leair, Incorporation Review Board

Bill Forrest, Petitioners' Planning Consultant
Kevin Sturn, Petitioner
Pete Gervais, Alternate Petitioner
Joel Gregozeski, Greenville Administrator

(The following entities are not receiving a full determination document. However, the determination document is available upon request, and may also be viewed at:

<http://doa.wi.gov/municipalboundaryreview>

Barbara Seegers, T Freedom Clerk
Debra VanderHeiden, T Kaukauna Clrk
Cory Swedberg, T Vandenbroek Clrk
Racquel Shampo-Giese, V Combined Locks Clrk
Danielle Block, V Kimberly Clerk
Laurie Decker, V Little Chute Clerk
Sally Kenney, C Kaukauna Clerk
Deborah Galeazzi, C Menasha Clerk
Patricia Sturn, C Neenah Clerk
Pamela Ubrig, C Oshkosh Clerk
Robert Duimstra, V Hortonville Attorney
Ellen Skerke, T Neenah Clerk
Lori O'Bright, Outagamie County Clerk
Jo Ann Lesser, V Sherwood Clerk
Jennifer Weyenberg, V Harrison Clerk
Liz Stephens, T Ellington Attorney

Kami Lynch, C Appleton Clerk
Holly Stevens T Clayton Clerk
Karen Backman, V Fox Crossing Clerk
Jeannette Merten, T Oshkosh Clerk
Jane Booth, V Hortonville Clerk
Lyn Neuenfeldt, Town of Hortonville Clerk
Larry Katerzynske, T Maple Creek Clrk
Jackie Beyer, C New London Clrk
Chelley Lee, T Lebanon Clerk
Natalie Snyder, T Caledonia Clerk
Bonnie Fischer, T Ellington Clerk
Angie Cain, T Grand Chute Clerk
Jenny Dezeuw, T Dale Clerk
Amy Olson, T Center Clerk
Cynthia Sieracki, T. Buchanan Clerk



DETERMINATION OF THE INCORPORATION REVIEW BOARD

August 29, 2019

In Re:

THE INCORPORATION OF THE TOWN OF GREENVILLE,
OUTAGAMIE COUNTY, WISCONSIN AS A VILLAGE

Case No. 18-CV-409

Kevin Sturn, Representative of the Petitioners

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STATE OF WISCONSIN
DEPARTMENT OF ADMINISTRATION

Tony Evers, Governor

Joel Brennan, Secretary

Dawn Vick, Division Administrator

It is the function of the Incorporation Review Board to prepare findings and make a determination as to whether the territory petitioned for incorporation meets the applicable standards prescribed in Section 66.0207, Wis. Stats. The Incorporation Review Board ("Board") was created by 2003 Wisconsin Act 171. Board members, appointed by Wisconsin's municipal associations, are provided on Appendix A.

In summary, it is the DETERMINATION OF THE INCORPORATION REVIEW BOARD that when considering the petition under Section 66.0207, Wis. Stats.:

STANDARD 1 (a), Homogeneity and Compactness – Not Met

STANDARD 1 (b), Territory Beyond the Core – Not Met

STANDARD 2 (a), Tax Revenue - Met

STANDARD 2 (b), Level of Services – Not Applicable

STANDARD 2 (c), Impact on the Remainder of the Town – Not Applicable

STANDARD 2 (d), Impact on the Metropolitan Community - Met

The facts and analysis supporting these findings are discussed in the body of this determination. The Determination of the Incorporation Review Board to the Circuit Court, as prescribed by s. 66.0203 (9) (e) 3, Wis. Stats., is as follows:

The Petition as submitted is dismissed with a recommendation that a new petition be submitted to include less territory as specified in the Board's findings and determination.

Dated this 29th day of August 2019
By the Incorporation Review Board:

Dawn Vick

Chair of the Incorporation Review Board, and
Administrator, Division of Intergovernmental Relations

NOTICE OF RIGHT TO APPEAL

This Notice sets forth the requirements and procedures for obtaining review for those persons who wish to obtain review of the attached decision of the Board. Per s. 66.0209 (2), Wis. Stats., decisions of the Board are subject to judicial review under s. 227.52. Per s. 227.53 any person aggrieved by a decision of the Board is entitled to review. Per s. 227.53 (1) (a) 1., proceedings for review are instituted by serving a petition therefor upon the agency, either personally or by certified mail, and by filing the petition in the office of the clerk of the circuit court for the county where the judicial review proceedings are to be held. Per s. 227.53 (1) (a) 2m., an appeal must be filed within 30 days after mailing of the decision by the agency. Per s. 227.53 (1) (b), the petition shall state the nature of the petitioner's interest, the facts showing that petitioner is a person aggrieved by the decision, and the grounds specified in s. 227.57 upon which petitioner contends that the decision should be reversed or modified. Any petition for judicial review shall name the Incorporation Review Board as the Respondent. Petitions for review should be served on the Chairperson of the Board. The address for service is:

c/o Municipal Boundary Review
101 East Wilson Street, 9th Floor
PO Box 1645
Madison, WI 53701

Persons desiring to file for judicial review are advised to closely examine all provisions of Wis. Stat. sec.s 227.52, 227.53 and 227.57 to ensure strict compliance with all requirements. The summary of appeal rights in this notice shall not be relied upon as a substitute for the careful review of all applicable statutes, nor shall it be relied upon as a substitute for obtaining the assistance of legal counsel.

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EXECUTIVE SUMMARY

This document constitutes the Findings and Determination of the Incorporation Review Board on the petition filed by residents of the Town of Greenville in Outagamie County to incorporate the entire Town as a new village. The proposed village and its location within the Fox Valley region is depicted on **MAP 1**.

The Town of Greenville is 36-square miles and has an estimated 11,785 residents, making it the second most populous town in Wisconsin. The neighboring Towns of Grand Chute and Ellington and the Village of Hortonville were accepted by the Outagamie County Circuit Court as Parties of Interest in opposition to the proposed incorporation. However, during the Board's review the Towns of Grand Chute and Ellington and Village of Hortonville dropped their opposition.

The Town of Greenville's incorporation process began with a newspaper notice on March 23, 2018, indicating Petitioners' intent to circulate an incorporation petition. After circulating the petition and gathering sufficient signatures, the petition was filed in Outagamie County Circuit Court on April 24, 2018. Court hearings were held on the petition on August 29, 2018 and October 30, 2018. Judge John Des Jardins found the petition met the minimum area and population standards required by s. 66.0205 Wis. Stats. and ordered the Incorporation Review Board to review the petition for the standards in s. 66.0207 Wis. Stats. On March 12, 2019, Petitioners submitted their materials and review fee which commenced the Board's 180-day review period. As part of its review, the Board held a public hearing in the Town of Greenville on April 29, 2019 to hear from Petitioners, Parties of Interest, and residents. The Board also held meetings in Madison on July 23, 2019 and August 14, 2019 to discuss and analyze how the petition related to the statutory standards.

Petitioners and the Town of Greenville are pursuing incorporation out of desire to preserve their community's identity by protecting their boundaries from potential annexation, including protecting a proposed "Greenbelt" of agricultural and natural resource lands. Although to date no annexations have occurred, a potential annexation was discussed recently by the Village of Hortonville which concerned the Town of Greenville. The ability to make planning and zoning decisions independently is also a strong motivating factor for becoming a village.

When reviewing incorporation petitions, the Board has three options for action, according to s. 66.0203(9)(e), Wis. Stats. The Board may determine:

- 1) The petition as submitted is dismissed;
- 2) The petition as submitted is granted; or
- 3) The petition as submitted is dismissed with a recommendation that a new petition be submitted to include more or less territory as specified in the Board's findings and determination.

This determination is organized into six sections, a section for each of the Board's statutory public interest standards in s. 66.0207, Wis.Stats.:

- 1) Compactness & Homogeneity – **Not Met**. This standard requires the petitioned territory to be sufficiently compact and uniform to function as a city or village. Factors include existing natural boundaries, the transportation network, employment, business, social and recreational opportunities, population distribution, and land use patterns.

The Town of Greenville's east side – referred to as its 'Urban Core Area' - is urban, populous, and compares favorably with the statutory factors, such as strong social connections and sense of community, good economic opportunities, municipal sewer and water service, an interconnected network of streets, and service by a single school district with three of its schools located within the Urban Core Area. In contrast, the proposed village's west side tends not to show compactness and homogeneity because of its rural land uses, sparse population, lack of municipal sewer and water service, and minimal transportation options.

For this reason, the Board determines that the petition as submitted fails to meet this statutory standard. However, the Board believes that this standard could potentially be met if the Town of Greenville were to re-submit its petition to include only the east-side Urban Core Area.

- 2) Territory Beyond the Core – **Not Met**. This standard requires that vacant land included within the proposed village have a potential for substantial urban development within the next three years. The Town of Greenville's east-side Urban Core Area already contains significant developed urban land uses. However, by also including extensive rural lands on the Town's west side, which are proposed to remain as an undeveloped Greenbelt, Petitioners have subjected a great deal of territory - 11,594 acres - to this statutory standard. Petitioners have requested waiver of most of these acres due to four factors which they believe limits future development. However, after careful review of these four factors, the Board finds that it cannot waive these rural west-side lands from the statutory standard.

To determine whether the petition's 11,594 acres of developable territory has the potential to substantially develop within three years, the Board examined trends in population growth and building activity, as well as transportation access, and availability of municipal sewer and water services. While the Town of Greenville is experiencing population growth, development activity, and has a transportation network, because Petitioners included such extensive amounts of vacant and developable territory, the population growth and development activity are insufficient. For example, at its current rate of 75-115 new dwelling units annually, the Town of Greenville would require many decades to substantially develop all 11,594 acres.

For these reasons, the Board determines that the petition fails to meet the *Territory Beyond the Core* standard. However, this standard could potentially be met were Petitioners to re-submit the petition to include only the east-side Urban Core Area.

- 3) Tax Revenue – **Met.** This standard ensures that the territory petitioned for incorporation has the capacity to raise sufficient tax revenue to function as a village without unduly burdening residents.

The proposed village territory has a high equalized value, and extraordinarily low tax rate and debt level. The fact that the existing Town already operates much like a city or village in terms of the services it provides means that incorporation will not necessitate new departments, staff, equipment, buildings, or other major expenditures. Petitioners' proposed budget is essentially the same budget that the existing Town of Greenville operates with. For these reasons, the Board determines that the petition meets this standard.

- 4) Level of Services – **Not Applicable.** No contiguous municipality has filed a resolution to annex and serve the proposed village territory. Therefore, this standard is not applicable here.
- 5) Impact of the Remainder of the Town – **Not Applicable.** Section 66.0207 (2) (c), Wis. Stats. Requires that the Board consider “the impact, financial and otherwise, upon the remainder of the town from which the territory is to be incorporated.” This standard does not apply to the petition as submitted, because the entire Town of Greenville is proposed to be incorporated as a village; there is no remaining town.
- 6) Impact on the Metropolitan Community – **Met.** This standard requires the Board to examine how incorporation would impact the larger metropolitan area and region. In particular, the Board determines how incorporation would impact the larger metropolitan area's ability to resolve regional issues such as stormwater, transportation, groundwater, housing, and economic development, among others. The Board must make an express finding that the incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.

Petitioners and the Town of Greenville have demonstrated a history of cooperating with municipal neighbors on planning and services. The proposed new village has significant population, value, and development potential, all of which provide benefits to the Fox Valley region. For these reasons, the Board finds that incorporation of the Town of Greenville would not substantially hinder the solution of governmental problems.

Having found that the petition fails to meet two of the Incorporation Review Board's statutory standards in s. 66.0207 Wis. Stats., the Board finds that the petition must be dismissed. However, because the Town of Greenville's east-side Urban Core Area compares favorably with the two standards that the petition does not currently meet, the Board recommends that the petition be re-submitted to include only this east-side Urban Core Area.

The Board understands that the Petitioners and the Town of Greenville have expressed a desire to keep the Town's existing territory together as a whole instead of seeking for a portion of it to be incorporated while leaving the rest behind. The Board's determination and recommendation should not be interpreted as an evaluation of the wisdom of the Town's stated vision. Rather the Board is constrained by the parameters of the statutory standards for incorporation as written by the legislature in s. 66.0207, Wis. Stats. Because there is a possibility that a smaller territory could meet these standards, the Board's intent in recommending resubmittal is to make clear that resubmittal remains an option. Whether the Petitioners and the Town choose to pursue resubmittal in this case is a policy choice for them to make.

The Board thanks Petitioners, Town of Greenville staff and elected officials, and the Parties of Interest for all their materials, presentations, testimony, and requested information, which greatly facilitated the Board's review.

SECTION 1(A) HOMOGENEITY AND COMPACTNESS

The standard to be applied is found in §66.0207(1)(a) and is as follows:

The entire territory of the proposed village or city shall be reasonably homogenous and compact, taking into consideration natural boundaries, natural drainage basin, soil conditions, present and potential transportation facilities, previous political boundaries, boundaries of school districts, shopping and social customs.

In addition to the statutory factors cited above, the Wisconsin Supreme Court in Pleasant Prairie v. Department of Local Affairs & Development¹ held that the Board may also consider land-use patterns, population density, employment patterns, recreation and health care customs.²

The facts surrounding each incorporation petition are different. However, in each case and for each requirement, the Board must be able to state that, even though the situation presented may not be perfect, *when taken as a whole*, the facts support a finding of homogeneity and compactness.

Physical and Natural Boundaries

Topography & Geology

The Town of Greenville's gently rolling hills are the result of materials deposited from the glaciers which created gentle contours and drumlins. Elevations in the Town range from over 960 feet above sea level on a hilltop in the west central part of the Town to 770 feet in a wetland area in the southwestern portion of the Town.³ Greenville contains few steep slopes. Only 0.7% (162.4 acres) of Greenville's total acreage falls within the "Steep Slope" category, that is, slopes with a grade of greater than 12%.⁴

The geologic and glacial history of Greenville has resulted in rich sand and gravel deposits which enables the continued operation of five local quarries, with a combined 152 acres currently being quarried, and an additional 139 acres in reserve.⁵ These quarries are located primarily in the rural west-side of the Town.

Surface Water

MAP 2 shows Greenville's surface water, which consists of numerous unnamed streams, creeks, ditches, and drainageways. However, the Town does have three named waterways, which are:

- Rat River - originating in the northwest part of Greenville and draining to the southwesterly corner of the Town;

¹ *Pleasant Prairie v. Department of Local Affairs & Development*, 113 Wis.2d 327 (1983).

² *Ibid*, pages 334-340.

³ *Greenville 2040 Comprehensive Plan* (2019), page 10-7.

⁴ *Ibid.*, page 96.

⁵ *Ibid.*, page 96.

- Bear Creek - originating within the Urban Core Area near the intersection of highways 15 and 76 and flowing towards the northeastern corner of the Town; and
- Mud Creek - originating in the southeastern part of the Town near Appleton International Airport and flowing east.

Thirty-two (32) small and un-named lakes are found within Greenville constituting 26.17 acres.

The Town of Greenville's most significant water features are two major wetland complexes, shown on **MAP 2**, one at the southwest corner of the Town associated with the Rat River and referred to as Dale Swamp, and one at the northeast corner associated with Bear Creek referred to as Everglade Swamp. Both wetland complexes are heavily wooded and for that reason are classified as 'Woodlands'. Overall, 15% of the Town's total acreage is wetlands.

Drainage Basins

The Town of Greenville's surface waters drain to three watersheds, as shown on **Map 2**. The Arrowhead River and Daggots Creek Watershed drains most of the Town's western side, while the Wolf River-New London Watershed drains the far northwest side, and the Fox River-Appleton Watershed drains the Town's southeastern corner. These three watersheds ultimately drain to Lake Michigan.

Transportation

Greenville is part of the Fox Cities metropolitan planning area for transportation improvement planning. The following paragraphs describe the Town's streets and highways, rail, air, transit, and pedestrian and bicycle facilities.

Streets and Highways

MAP 3 shows the functional classification of Greenville's network of streets and highways. The map shows that State Highways (STH) 15 and 76 are the major transportation facilities, along with STH 96, and County Highways (CTH) CB and GV. These major facilities tend to serve the Town's more Urban Core Area.

TABLE 1 shows the daily traffic counts for these highways.

Table 1: Proposed Village Traffic Counts⁶

Highway	Average Daily Traffic
STH 15	16,000
STH 76	9,500
STH 96	10,400
CTH CB	9,700
CTH GV	14,600
CTH BB	6,700

⁶ Wisconsin Highway Traffic Volume Data, WisDOT 2016

Of Greenville's 148 miles of streets and roads, 47 miles are classified as collectors and arterials, which are designed to carry significant traffic, while 101 miles are classified as local streets and roads. **MAP 3** shows that most of these local roads are clustered within the Town's Urban Core Area.

The Town of Greenville's location results in it serving a "through route" function for commuters coming from New London, Hortonville, Shiocton, and Dale going to jobs throughout the Fox Valley. This means higher traffic counts on Greenville highways as shown on **TABLE 1**. The Wisconsin Department of Transportation (WisDOT) plans to reconstruct 11 miles of STH 15 from STH 76 going westward as a 4-Lane expressway. Construction is scheduled to occur in 2020.

Plans are also underway to extend CTH CB from STH 15 in the Urban Core Area north to CTH JJ, which is the Town's northern boundary. No construction date has been set.

Rail

The Canadian National Rail Company maintains and operates a freight line that runs through the northern part of the Town roughly paralleling STH 15. The route is a small spur connecting to the City of Appleton to the east and ending in the Village of Hortonville to the west where it continues to the City of New London as a Rails-to-Trails multi-use trail.

No passenger rail currently exists.

Air

The Town of Greenville benefits from hosting the Appleton International Airport in the southwest corner of the Town, which provides both passenger and freight service, as well as chartered flights, car rentals, and airplane maintenance and technical services. Four different carriers provide passenger service to Chicago, Minneapolis, Orlando, Atlanta, Denver, Las Vegas, and other cities.

Over the last several years the airport has grown significantly, becoming the 4th fastest growing airport in the United States. Handling over 692,000 passengers, this represents a 27% increase over the previous year and is the most passengers in the airport's history. Air freight service activity is also busy, as the airport serves as FedEx's base in the Fox Valley. Total pounds of air freight cargo increased by over 471 thousand pounds from 2016-17, a 5% increase. To accommodate all this passenger and freight growth, improvements to the airport have been, and continue to be, made to the terminal building, runways, and other facilities.⁷

Transit

Transit service within the Fox Valley is provided by Valley Transit, which is owned and operated by the City of Appleton and funded by the State of Wisconsin, federal government, and by the local communities in which service is provided. Valley Transit

⁷ *Submittal in Support of the Incorporation of the Village of Greenville*, page 46.

has 18 fixed bus routes in many Fox Valley communities, but not Greenville. The system's closest route to Greenville lies roughly one-half mile west in the Town of Grand Chute.

However, part of the Town of Greenville is located within Valley Transit's *Connector Service* area. The Connector Service provides Fox Valley residents living beyond fixed route areas with rides into a fixed route connection point. Greenville residents benefit from this service.

Greenville will likely be acquiring a fixed route in the future. Valley Transit's *Valley Transit Development Plan* (2009) recommends extending a route to Greenville's Urban Core Area to connect the airport and nearby commercial/industrial areas to the Fox River Mall in Appleton.⁸ Greenville has representation on the Valley Transit Steering Committee which is working to make this route happen.⁹ This Plan also recommends a new Park & Ride Lot in Greenville located near the airport.¹⁰

Pedestrian and bicycle

MAP 4 shows the existing trails within the proposed village area. The map shows that pedestrian and bicycle travel options are available but limited. One sidewalk and trail segment connects Community Park to the YMCA and Lions Park. A second trail segment provides safe access underneath STHs 15 and 76 to Greenville Public School and Jennerjohn Park. All current trails are within the east-side Urban Core Area. West-side areas of Greenville are inaccessible and difficult for pedestrians and bicyclists.

Travel in the majority of the Town of Greenville via walking and bicycle is rare. According to American Community Survey data on work commutes, only 2% of Greenville residents walk or bike to work, compared with 88% who travel alone in a personal vehicle to work.¹¹ One reason for low walking and bicycling commuting is because of the current state of Greenville's facilities. A recent survey found that 43% of Greenville residents cannot get to their chosen destinations via existing bicycle and pedestrian facilities.¹²

The Town is planning extensively to improve upon the current facilities, and the Town of Greenville's 2019 Comprehensive Plan recommends *Complete Streets*, meaning streets that accommodate travel via a variety of modes, such as drivers, transit users, pedestrians, and bicyclists. As part of this effort, new multi-use trails are being proposed. Shown on **MAP 4**, identified new trail projects include:

⁸ *Valley Transit Development Plan* (2009), page 179, and *Town of Greenville Comprehensive Plan: 2030* (2009), page 8-6.

⁹ *Submittal in Support of the Incorporation of the Village of Greenville*, page 46.

¹⁰ *Valley Transit Development Plan* (2009), page 184, and *Town of Greenville Comprehensive Plan: 2030*, page 8-6.

¹¹ *Greenville 2040 Comprehensive Plan* (2019), page 359.

¹² *Ibid.*, page 361.

- Expand the CTH CB trail north from STH 96 to STH 15 and eventually to CTH JJ;
- Connect the Design Drive Trail west to STH 76 and east to CTH CB;
- Connect a trail from Lion's Park to Greenville Sports Complex;
- Expand the two Parkview Drive Trail segments east to connect with Amber Woods, and west to STH 96;
- Extend the STH 76 Trail north to Glen Valley Park at the Town's northern boundary, and add a connection to North Greenville Elementary School;
- Re-route the trail in Community Park to run along the backside of the ball diamonds, as currently it winds through the park via roads and parking areas, creating safety problems on busy days;
- Link the STH 15 Trail from Municipal Avenue in the Urban Core Area northwest to Hortonville;
- Develop the Transmission Line Trail along the American Transmission Company's (ATC) line from the northeast part of the Town to the southwest part of the Town;
- Link the CTH CB Trail east to the Mayflower Road/College Avenue Intersection by Appleton International Airport, and
- Create an east-west trail to connect with the existing Wiouwash State Trail that extends south from the Village of Hortonville on Greenville's western side.¹³

Of these projects, expansion of the CTH CB Trail is listed on Greenville's 2019-2023 Capital Improvement Plan: 2019-2023.¹⁴

Political Boundaries

The following paragraphs discuss the current and historical political boundaries of the Town of Greenville to determine how they impact the proposed village.

Historical Context

Greenville was first settled in 1848 by the Culbertson family. Greenville started as a farming community with commerce developing around what was known as Greenville Station along STHs 76 and 15.

Three properties within the Town of Greenville are listed on the National Register of Historic Properties. These are:

- Greenville State Bank;
- Kronser, Joseph, Hotel and Saloon, and
- South Greenville Grange No. 225

¹³ *Greenville Comprehensive Outdoor Recreation Plan: 2015-2019* (2015), page 56.

¹⁴ *Town of Greenville Capital Improvement Plan: 2019-2023*, page 11.

Additionally, 45 Town of Greenville sites are listed in the Wisconsin Department of Historic Preservation's online Architecture and History Inventory (AHI), a survey of historically significant structures in Wisconsin. Greenville's AHI structures include historic houses, barns, taverns, milk houses, churches, a gas/service station, hotel/motel, grain elevator, and cheese factory, among others.¹⁵

Another significant historic feature in Greenville is the Yellowstone Trail. Created in 1912, it was the first transcontinental automobile route through the country's northern states. The trail connected local community roads to form an inter-connected and seamless route from Plymouth Rock, Massachusetts to Puget Sound, Washington. Through Greenville, the Yellowstone Trail travels north up STH 76 and then west on STH 96. A group of Greenville residents added signage and beautified the Greenville stretch of the Yellowstone Trail by utilizing a grant from the Wisconsin Department of Tourism in 2000.¹⁶

Proposed Village

The proposed village follows the current boundaries of the Town of Greenville. As shown on **MAP 1**, the Town is located west of Appleton in southwest Outagamie County, Wisconsin, bounded by Winnebago County, the Village of Fox Crossing and Town of Clayton to the south, the Towns of Dale and Hortonville and the Village of Hortonville to the west, the Towns of Center and Ellington to the north and the Town of Grand Chute to the east.

Petitioners contend that by utilizing the same boundaries as the current Town, the proposed village is therefore compact and homogeneous.¹⁷

Impact of Annexations

The Town of Greenville has not lost any lands due to annexation. However, Petitioners point to the threat of annexation from the Village of Hortonville as being a strong motivator for incorporation because annexations could result in a fragmented boundary, decreased Town property revenues and increased cost of providing services. Additionally, annexation could undercut planning efforts such as the proposed Greenbelt of agricultural and natural resource lands.¹⁸

Schools

The determination of school district boundaries has become an entirely separate process from municipal governance. This was not the case when the incorporation statute was created in 1959. Therefore, whether or not the Town incorporates will have no effect on school district boundaries.

¹⁵ *Town of Greenville Comprehensive Plan: 2030* (2009), pages 10-17.

¹⁶ *Ibid.*, page 17

¹⁷ *Submittal in Support of the Incorporation of the Village of Greenville*, page 11.

¹⁸ *Ibid.*, page 8.

However, as the Department noted in its determination in *Pewaukee*¹⁹, schools do impact community allegiance through scholastic, social, and recreational activities and influence where people choose to live.

MAP 5 shows that nearly all the proposed village area falls within the Hortonville School District. Only two parcels along the western boundary fall within the New London School district.

MAP 5 also shows that Greenville has three district schools within its boundaries:

- Greenville Elementary School;
- North Greenville Elementary School, and
- Greenville Middle School

Additionally, Greenville has two private schools in the Town serving children age K – 8th grade. These include:

- Immanuel Lutheran, and
- St. Mary of the Immaculate Conception Parish²⁰

Sanitary and Utility Districts

The Town of Greenville has two sanitary districts. Sanitary District No. 1, created in 1983, provides sewer and water service to the Town's Urban Core Area, as shown on **MAP 6**, as well as a small number of customers in the Towns of Ellington and Grand Chute. District No. 1 includes four full-time staff. The sewer portion of the district includes 72 miles of sewer mains, interceptors, and three lift stations. Waste is not treated but instead flows to the Fox West Regional Wastewater Treatment Plant in Fox Crossing for treatment. The water portion of the district includes five wells and treatment plants, three elevated water towers, 82 miles of water mains, 834 fire hydrants, and 3,700 water meters.

Western portions of the Town are served by private wells, some of which have been detected as having high arsenic levels.²¹ Since 2000, the number of private on-site sanitary system permits has steadily decreased, from over 50 permits annually to roughly 10. This may be due to a greater amount of development occurring within the Sanitary district's boundaries.

Sanitary District #2 was created to improve stormwater management and includes the entire Town. The district administers a Stormwater Management Ordinance²² and Erosion Control ordinance²³, and develops infrastructure to slow and capture stormwater.

¹⁹ *Pewaukee* (1991), page 12.

²⁰ *Submittal in Support of the Incorporation of the Village of Greenville*, page 34.

²¹ *Town of Greenville Comprehensive Plan: 2030* (2009), page 9-4.

²² Chapter 9 of the Town of Greenville Municipal Code.

²³ Chapter 8 of the Town of Greenville Municipal Code.

Petitioners indicate that the water, sewer and stormwater utilities are proposed to remain intact after incorporation, continuing to provide services to current customers, but would become a function of the new village.²⁴

Shopping and Social Customs

The following paragraphs describe the shopping and social customs available within the proposed village territory, examining businesses, employment patterns, and social opportunities such as clubs, organizations, churches, festivals, and parks. Assessment of social and economic activity helps to establish whether or not the proposed village area has homogeneity with regard to these opportunities, or whether residents turn elsewhere for them.

Shopping and Employment

Commercial and employment activity in Greenville primarily occurs within the Urban Core Area. The Town has a total of 411 businesses, which total 7,877 employees and over \$2.1 billion in annual sales volume.²⁵ **Table 2** shows the top thirty employers among these businesses.

Table 2: Top 30 Greenville Employers²⁶

Business	Location	Employees
Gulfstream aerospace Corp	Discovery Drive	500
Convergys Corp	Aerotech Drive	450
School Specialty Inc	Design Drive	400
Jan Sport	CTH CB	375
Plexus Corp	CTH CB	300
Asten Johnson	W College Ave	185
YMCA	School Road	175
Sax Arts & Crafts Inc	Design Drive	160
Air Wisconsin Airlines	Challenger Drive	150
Valley Bakers Co-op	Quality Drive	130
MJ Electric LLC	Greenville Drive	100
Industrial Ventilation Inc	Specialty Drive	90
Greenville Elementary	Greenridge Drive	85
Cintas Facility SVC	Design Drive	85
Northeast Asphalt Inc	Design Drive	80
Absolute Plumbing LLC	Ellen Lane	74
Greenville Elementary	Fawn Ridge Drive	71
Com-Tec Security LLC	Design Drive	67
Fox River Paper Co	CTH CB	66
Badger Plug Co	Technical Drive	65
Greenville Middle School	Fawn Ridge Drive	65
Gulfstream Aerospace Corp	Atlantis Drive	64

²⁴ *Submittal in Support of the Incorporation of the Village of Greenville*, page 83.

²⁵ *Ibid.*, page 32.

²⁶ *Ibid.*, page 33.

FC Dadson Inc	Craftsmen Drive	60
Miller Electric MFG	Communication Drive	60
Zebra Technologies Corp	Levi Drive	60
Fox Cities Composite Squadron	Pathfinder Way	60
Midwest Harness & Cable	Quality Drive	60
Sonoco Products Co	Quality Drive	60
Contract Converting LLC	Quality Court	60
Corcoran Glass & Paint Inc	Craftsmen Drive	60

In 2017 the Town of Greenville created its first Tax Incremental District (TID #1) which encompasses 250 acres at the southeast corner of STH 15 and CTH CB. Infrastructure improvements included extending Design Drive, extending sewer and water, adding stormwater management facilities, expanding STH 15, upgrading a water tower, and a new municipal well. Anticipated tenants are a mix of industrial, business and commercial uses which should generate approximately \$93 million dollars in equalized property valuation.²⁷

In total, there are seven industrial/business parks in Greenville, collectively encompassing over 640 acres. All seven are located within the Urban Core Area.²⁸

- Greenville Business Park;
- Greenville Industrial Park;
- Greenville South Industrial Park;
- Outagamie County Air Industrial Park;
- Greenville Crossing;
- Greenville Northeast Asphalt, and
- Aerotech Corporate Campus

Appleton International Airport has a significant economic impact on Greenville and other Fox Valley communities, not only as a transportation opportunity, but also because it houses major businesses such as Gulfstream, Air Wisconsin, FedEx, Fox Valley Technical College, New View Technologies, and four airlines (American Airlines, Delta, Allegiant and United Airlines). In fact, Appleton International Airport has a \$676 million economic impact on the community and region.²⁹ **TABLE 3**, shows the communities where Greenville employees commute from, primarily Appleton, Greenville, and Grand Chute. Many of these employees are commuting into Greenville for airport-related jobs.

Agriculture also continues to be an important part of Greenville's economy. Roughly 100 Greenville adults were employed on farms in 2000.³⁰ Beyond the value of farm products, the agriculture industry also affects the area's economy through related industries such as food processing, transportation of goods, and chemical, feed, and veterinary service businesses. Agriculture is expected to continue to play an important

²⁷ *Submittal in Support of the Incorporation of the Village of Greenville*, page 23.

²⁸ *Town of Greenville Comprehensive Plan: 2030* (2009), page 6-8.

²⁹ *Submittal in Support of the Incorporation of the Village of Greenville*, page 23.

³⁰ *Town of Greenville Comprehensive Plan: 2030* (2009), page 6-6.

economic role in the future. For example, Riesterer and Schnell, a regional farm equipment business located in Greenville, invested over \$1 million to expand their facility in 2011. The Greenville Co-op invested over \$400,000 on a larger grain bin. Fox Valley Technical College located just east of Greenville completed a \$3.5 million expansion to their Agriculture Center to accommodate an 87% increase in enrollment in agriculture-related programs. Additionally, individual farms have invested millions in new sheds, grain bins, and additional farmland.

Table 3: Top 10 Places of Residence for Employees in Greenville³¹

Rank	MCD	No. of Workers	Percent
1	City of Appleton	985	33.6%
2	Town of Greenville	633	21.6%
3	Town of Grand Chute	421	14.3%
4	Town of Dale	94	3.2%
5	Town of Ellington	84	2.9%
6	Town of Buchanan	83	2.8%
7	Town of Freedom	82	2.4%
8	Town of Center	69	2.4%
9	City of Green Bay	54	1.8%
10	Town of Harrison	50	1.7%
11	Other	379	12.9%
Total		2,934	100.0%

TABLE 4 shows the communities where Town of Greenville working-age residents are commuting for employment. Appleton, Greenville, Grand Chute, and Fox Crossing are the primary employment destinations. **Tables 3** and **4** show that the number of workers commuting into Greenville for employment is roughly equal to the number of Greenville employees commuting outside of Greenville for work, indicating that Greenville is not just a bedroom community, but an economic contributor on its own to the larger Fox Valley region.

Table 4: Top 10 Places of Employment for Greenville Residents³²

Rank	MCD	No. of workers	Percent
1	City of Appleton	1,209	16.6%
2	Town of Greenville	600	10.0%
3	City of Neenah	348	4.8%
4	City of Menasha	278	3.8%
5	City of Oshkosh	266	3.6%
6	City of Kaukauna	165	2.3%
7	Village of Little Chute	165	2.3%
8	City of New London	150	2.1%
9	Village of Harrison	125	1.7%

³¹ *Town of Greenville Comprehensive Plan: 2030* (2009), page 6-2.

³² *Greenville 2040 Comprehensive Plan* (2019), page 143.

10	City of Green Bay	82	1.1%
11	Village of Kimberly	73	1.0%
	Others	4,413	50.5%
Total		3,604	100.0%

Social and Recreation Opportunities

Organized community events in Greenville include:

- **Community Movie Nights** - summer at Lions Park;
- **Farmer's Market** – held weekly;
- **Catfish Extravaganza** - two-day event held in Lions Park including catfish races, concessions, train rides, inflatable jumping houses and slides, live music and fireworks;
- **Greenville 5K Race** - organized by the YMCA using Greenville's parks and trails;
- **Fall Craft Fair**- held by the Greenville Lioness Club;
- **Fright Night** - Halloween event organized by the Greenville Civic Club;
- **Summer Send Off** - celebration in August organized by the Greenville Civic Club and Greenville Fire and EMS.³³

Recreational programs and opportunities are provided by Greenville's Parks, Recreation, and Forestry Department and through third-party organizations like the YMCA, Greenville Youth Sports, and Fox Cities United Soccer Club. Specific activities include:

- **Tennis Lessons** - offered by the Town of Greenville Parks, Recreation, and Forestry Department;
- **Baseball, softball, and T-Ball** - provided by Greenville Youth Sports, a private organization which serves over 700 youth players annually;
- **Soccer** - training and competitive teams provided by Fox Cities United Soccer Club, a private organization which utilizes the Greenville Sports Complex;³⁴
- **Ice Skating** - provided by Greenville Parks, Recreation and Forestry Department which maintains two outdoor ice skating rinks during the winter at Jennerjohn Park and Community Park;
- **Sledding** - provided by Greenville Parks, Recreation and Forestry Department which maintains a lighted sledding hill at Jennerjohn Park;
- **Cross Country Skiing** - provided by Greenville Parks, Recreation and Forestry Department which maintains 2 miles of cross country ski trails;
- **Biking/Hiking** – 8-miles of bicycle and pedestrian trails in Greenville maintained by the Town³⁵, and

³³ *Submittal in Support of the Incorporation of the Village of Greenville*, page 20.

³⁴ *Ibid.*, page 21.

³⁵ *Submittal in Support of the Incorporation of the Village of Greenville*, pages 75-76.

- **YMCA** - located in Greenville's Urban Core Area, provides many different programs for all ages and all interests, from arts and music, team sports, gymnastics, social outings, martial arts, youth camps, group exercise, personal training, small group training, nutritionists, massage and spa services, swimming lessons, among others. The 15,000 square-foot YMCA facility includes fitness equipment, exercise space, wellness center, nature trails, dance studio, locker rooms, preschool and children's areas, a pool and gymnasium.

Greenville also has a significant number of civic and social organizations, including:

- **Greenville Lions Club** – active since 1973, helped create and maintain Lions Park, and provides college scholarships, community service projects, and the annual *Catfish Extravaganza* event;
- **Lioness Club** – active since 1977, holds the *Fall Craft Fair* at Lions Park, provides numerous fund raising and social events;
- **Greenville Civic Club** – holds the annual *Summer Send Off* celebration, supports the YMCA, provides college scholarships, and does community improvement projects such as new equipment and facilities at Community Park and Lions Park.
- **AMVETS Post 30 Greenville** – veterans group that meets every 3rd Wednesday at Greenville Town Hall;
- **Greenville Garden Club** – gets together on weekday evenings;
- **Senior Citizen Card Players** – meets the second Wednesday of each month to play cards at Greenville Fire Station.
- **Greenville Women's Club** – active since 1970, promotes cultural, social, and civic development of members. Dues are only \$2 annually. Holds outings, invites speakers, helps organize the Fall Fair, does fundraising for community projects and facilities;

In addition, participation in the following Town government boards and committees also provide opportunities for community involvement:

- Town Board;
- Planning Commission;
- Board of Appeals (zoning);
- Park Commission;
- Urban Forestry Committee;
- Facility Committee (planning and design for new Greenville fire station)
- Land Stewardship Committee (plan and implement the proposed Greenbelt);
- Fire Commission, and
- Board of Review (property assessment appeals)

TABLE 5 shows that the Town of Greenville maintains 12 parks totaling 220 acres and 8 miles of paved multi-use recreational trails. Most of these parks are located within the Urban Core Area.

Table 5: Greenville Parks³⁶

Facility	Acres	Ownership	Location	Description
Amber Woods Open Space	7.6	Town	Urban Core Area	Woodlands and wetlands
Appletree Square Park	2.0	Town	Urban Core Area	Park bench, informational sign, Crabapple Arboretum, and a recreational trail running through the park and under STH 15 to Jennerjohn Park.
Community Park	20.0	Town	Urban Core Area	Baseball/softball fields, tennis court, basketball courts, playground, restrooms, outdoor pavilion with kitchen, seasonal ice rink and recreational trail access. Used by the Greenville Youth Sports organization for baseball and softball programs.
Elder Brook Park	8.5	Town	North on STH 76	Retention pond, walking trail, and open play field. Plans for expansion.
Glen Valley Park	8.5	Town	West of STH 76	Playground, open play field, retention pond, walking trail. Plans for expansion.
Greenville Sports Complex	77.0	Town	Urban Core Area	Minimally developed, 13 acres used by the Fox Cities United Soccer organization for their youth soccer program. Approved master plan includes soccer and baseball fields, an indoor soccer practice facility, a trail network, a swimming pond and splash pad, playgrounds, shelters, restrooms and concessions.
Jennerjohn Park	25.0	Town	Urban Core Area	Pavilion with kitchen, restrooms, grills, picnic tables, baseball field, tennis courts, sledding hill, ice skating rink, playground, fountain and recreational trail access.
Kimberly Court Park	1.0	Town	Urban Core Area	Conifer arboretum, informational sign, and recreational trail running through the park and under STH 76.
Lions Park	57.0	Town	Urban Core Area	Open shelter, two outdoor pavilions with kitchens, indoor pavilion with kitchen, restrooms, playground, open play areas, nature/walking trails, amphitheater (10,000 person seating capacity), recreational trail access, and archery range. Improvements under development include courts for basketball, tennis and volleyball, an additional pavilion, restrooms, a skate park, and play structure.
Memorial Square	.5	Town	Urban Core Area	September 11th Memorial, Veterans Memorial, brick walkway, formal landscaping.
Pebbleridge Park	13.0	Town	Urban Core Area	Walking/nature trails, picnic areas, playground, open play space, small wooded area, prairie restoration and retention pond.
Total Recreation Land	220.0			

³⁶ Submittal in Support of the Incorporation of the Village of Greenville, pages 28-32.

TABLE 6 shows that Greenville’s park acres per resident compares favorably with other Fox Valley cities and villages. Nonetheless, the Town anticipates adding five additional parks over the next 20-years.³⁷

In addition to Town-owned parks, Greenville residents also benefit from recreational facilities maintained by other jurisdictions or by private owners, including:

- **Wisconsin Department of Natural Resources (WDNR) Wildlife Area** – DNR-owned parcel offering hiking, berry-picking, hunting, fishing, among other activities. Located on 80 acres in the northeast part of the Town.
- **Chaska Golf Course** - private 18-hole course open to the public, considered one of northeast Wisconsin’s premier courses. Located on 238-acres adjacent to the Appleton International Airport in the Urban Core Area of the Town;
- **Twin City Rod and Gun Club** – private facility, includes skeet, trap, rifle, and archery ranges, on 106-acres in the parcel located within the proposed Greenbelt Area;
- **Special Memories Zoo** – private zoo, amenities include exotic animal exhibits, a petting zoo, a reptile exhibit, a train and a picnic/playground area. Located on 15-acres within the Urban Core Area;
- **Homestead Meadows** – private historic farmstead buildings available for business and social events, including weddings, reunions, retreats, parties, picnics, meetings, hayrides, barn dances, training programs, and campfire socials. Located on 20-acres within the Greenville Green Belt;
- **Greenville Middle/Elementary Schools** – operated by Hortonville School District, facilities include a soccer field, two baseball fields, a playground, basketball courts, and indoor gymnasiums. Located on 34-acres within the Urban Core Area;
- **North Greenville Elementary School** – operated by Hortonville School District, facilities include an indoor gymnasium, soccer fields, a playground, and basketball courts. Located on 48-acres along CTH JJ which comprises Greenville’s northern boundary;
- **Immanuel Evangelical Lutheran School** – private school, facilities include a soccer field, softball diamond, playground area, and basketball courts. Located on 5-acres on School Road, just east of the Urban Core Area.

³⁷ *Greenville 2040 Comprehensive Plan* (2019), page 91.

- **St. Mary's Catholic School** – private school, facilities include basketball courts, and playground. Located on 6-acres along STH 76 just west of the Urban Core Area;

Table 6: Greenville Parks Comparison to Fox Valley Neighbors³⁸

Community	2012 Population	Park Acreage	Acres Per 1000 Residents
City of Kaukauna	15,627	740	47.35
Village of Sherwood	2,740	70	25.55
City of Two Rivers	11,669	256	21.94
Village of Kimberly	6,559	140	21.34
Town of Greenville	10,309	213	20.72
Town of Grand Chute	21,288	383	17.99
Village of Little Chute	10,432	178	17.06
Town of Menasha	18,545	283	15.26
City of Fond du Lac	43,100	650	15.08
City of Neenah	25,723	349	13.57
City of Chilton	3,932	53	13.48
City of Menasha	17,407	226	12.98
City of Appleton	72,810	633	8.69
City of Oshkosh	66,325	361	5.44

Greenville's five churches also offer a variety of social opportunities, meeting spaces, and worship services. These churches include:

- St. Mary's of the Immaculate Conception;
- Shepherd of the Hills;
- Immanuel Lutheran;
- Faith Community and
- Christus Lutheran Community Church

Population Distribution

The Board examines population distribution in light of the Wisconsin Supreme Court's discussion of this factor in *Pleasant Prairie*.³⁹ The court in that case examined the nature and distribution of population, noting that higher population density tends to be indicative of compactness, and urban rather than rural characteristics.

MAP 7 shows the population distribution of the Town of Greenville's residents and shows significantly higher population density in the east-side Urban Core Area of the Town. Areas to the west, north, and south are more sparsely populated.

³⁸ *Greenville Comprehensive Parks and Outdoor Recreation Plan: 2015-2019* (2015), page 4-6.

³⁹ *Pleasant Prairie v. Department of Local Affairs & Development* 113 Wis. 2d 327 (1983).

The proposed village area's estimated population is 11,785.⁴⁰ At approximately 36 square miles in size, this results in an overall population density of 346 persons per sq. mile. **TABLE 7** shows that compared with recent incorporation petitions which met this statutory standard, the Town of Greenville is less densely populated. However, even Greenville's overall density of 346 persons per square mile is misleading because instead of population being evenly distributed across the Town, population is primarily concentrated within the Town's east-side Urban Core Area. This means that the Urban Core Area is considerably denser than 346 persons per square mile and most likely compares favorably with previous successful petitions, while the west-side is considerably less dense than 346 persons per square mile and compares much less favorably.

Table 7: Population Density Comparison with Previous Incorporation Petitions Meeting this Statutory Standard

Community	Population Density (sq. mi.)
Harrison	1572
Brookfield	1482
Fox Crossing	1174
Somers	581
Bloomfield	474
Greenville (Entire Town)	346
Summit	316
Bristol	254

Land Uses

As with population, the Department began analyzing land uses as a result of the Wisconsin Supreme Court's decision in *Pleasant Prairie*. The court in that case examined the nature and distribution of land uses, noting that urban land uses such as residential, commercial, industrial, and institutional tend to be indicative of compactness and urban form rather than rural characteristics such as agriculture.

MAP 8 shows the Town's existing land uses. Consistent with **MAP 7**'s showing population density concentrated within the Urban Core Area, **MAP 8** shows urban land uses are also concentrated within the Urban Core Area, primarily residential and some commercial along STH 15, as well as commercial and industrial uses adjacent to Appleton International Airport. Following single-family residential land use, which is Greenville's most prevalent urban land use at 41% of total urban land uses, Appleton International Airport constitutes Greenville's second-most prevalent urban land use at 19% of total urban land uses.

⁴⁰ Wisconsin Department of Administration, Demographics Services Center 2018 Population Estimates at: https://doa.wi.gov/Pages/LocalGovtsGrants/Population_Estimates.aspx

Meanwhile, many areas of the Town contain extensive agricultural lands, shown in Brown. Approximately 71% of Greenville is considered prime farmland, with the majority classified as Class 2.⁴¹ **MAP 8** also shows considerable wetlands and other open lands, as well as some residential areas scattered throughout the west-side of the Town.

TABLE 8, which provides existing Greenville land uses, confirms the same themes shown by **MAP 8**, namely that while urban development exists within the Urban Core Area, much of the Town consists of un-developed land uses. Specifically, **TABLE 8** shows that roughly 70% of Greenville is un-developed uses, while 30% is developed uses. Developed lands consist primarily of residential uses, roads, and the airport. In its site-visit, Department staff and Board members noted that even developed land uses tend to be low-density, suburban and newly built. About 60% of Greenville’s residential units were built in 1990 or later.⁴²

TABLE 8: Existing Greenville Land Uses⁴³

Land Use	Total Acres	Percent of Developed Land	Percent of Total
Single Family Residential	3,005.7	41.5%	13.1%
Farmsteads	316.7	4.4%	1.4%
Multi-Family Residential	27.5	0.4%	0.1%
Mobile Home Parks	28.2	0.4%	0.1%
Commercial	276.0	3.8%	1.2%
Industrial	318.8	4.4%	1.4%
Recreational Facilities	346.6	4.8%	1.5%
Institutional Facilities	109.2	1.5%	0.5%
Utilities/Communications	8.6	0.1%	0.0%
Airport	1,418.8	19.6%	6.2%
Transportation	1,383.2	19.1%	6.0%
Total Developed	7,239.2	100.0%	31.6%
Non-irrigated Cropland	8,915.5		39.6%
Woodlands	3,589.8		15.7%
Quarries	236.0		1.0%
Open Other Land	2,679.7		11.7%
Water Features	220.2		1.0%
Total Undeveloped	15,641.2		68.36%
Total Acres	22,880.3		100.0%

TABLE 8 shows that the vast majority of dwelling units are single-family houses, comprising 41% of Greenville total urban development, while multi-family and mobile home parks comprise less than 1%. Almost 85% of Greenville’s total dwelling units are owner-occupied single-family houses. Rental units account for just 11.4% of total

⁴¹ *Greenville 2040 Comprehensive Plan* (2019), page 95.

⁴² *Town of Greenville Comprehensive Plan: 2030* (2009), page 7-9.

⁴³ *Submittal in Support of the Incorporation of the Village of Greenville*, page 43.

dwelling units. Greenville is seeking to provide a greater balance of housing choices in the future.⁴⁴

Greenville Greenbelt and Agricultural Enterprise (AEA) Areas

Much of the Town of Greenville's rural wetlands, woodlands, agricultural lands, and other open lands are to become an expansive proposed "Greenbelt" area, shown on **MAP 10**. The Greenbelt would include:

- 5,577 acres of agricultural land;
- 2,072 acres of wetlands;
- 867 acres of forested land;
- 17 miles of stream corridors, and
- 485 acres of existing residential and non-farm development

Much of the agricultural lands within this proposed Greenbelt area have been certified as an Agricultural Enterprise Area (AEA) by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP). Certification as an AEA means that farmers within the AEA may benefit from a tax credit.

The following paragraphs provide specifics about the proposed Greenbelt Area.

Background: Loss of Farmland

Over the past 50 years, Greenville has lost much of its agricultural and natural lands. For example, in 1971, agricultural lands alone accounted for 73.8% of the Town's total acreage.⁴⁵ This represents a loss of 47.3 percent, or 8,012 acres, of farmland between 1971 and 2018. Seen another way, in 1990 the population of Greenville was 3,794 and the number of farms was 86. By 2019, population has risen to 11,785 (a 210% increase) and the number of farms has dropped to just 21.⁴⁶

Greenville's location within the Fox Valley means that development pressure is high. The town's location at Fox Valley's urban-rural fringe means that residential, commercial, and industrial land uses come into direct contact with agricultural lands and operations.

Planning for a Greenbelt

In response to such significant losses of farmland and scattered new residential development, Greenville embarked on an effort to manage future growth. The Town has engaged in a tremendous amount of planning to better understand its remaining natural and agricultural resources and to map out how best to preserve these resources. The following is a timeline showing Greenville's Greenbelt planning efforts:

⁴⁴ *Greenville 2040 Comprehensive Plan* (2019), page 36.

⁴⁵ *Town of Greenville Comprehensive Plan: 2030* (2009), at page 10-2.

⁴⁶ *Town of Greenville Comprehensive Plan: 2030* (2009), page 10-2.

- **1999 - *Greenville Comprehensive Plan*** – identified broad conservation goals for preserving natural areas, farmland, and open space;
- **2001 - Conservation Subdivision Ordinance** created;
- **2004- *GreenPrint Plan*** – an assessment of specific natural and agricultural features and parcels, categorizing them as Features of High Importance for preservation, Moderate Importance, or Low Importance;
- **2009 – *Town of Greenville Comprehensive Plan: 2030*** – proposed a Tiered Growth Strategy, described in **Table 9** and shown by **MAP 9**, and proposed creating Purchase of Development Rights (PDR) and/or Transfer of Development Rights (TDR) programs to permanently protect farmland and natural resources;

Table 9: Greenville’s Tiered Growth Strategy⁴⁷

Tier 1	Consisting of the Urban Core Area and Sanitary Sewer District No. 1 Area, recommended that 95% of future development, an estimated 1672 new dwelling units by 2040, occur within this area
Tier 2	Consisting of territory west of Tier 1 but still within the sewer service area, recommended that 4% of all new residential development, an estimated 70 new dwelling units by 2040, occur within this area.
Tier 3	Consisting of the proposed Greenville Greenbelt and outside of the sewer service area, recommended that 1% of all new residential development, an estimated 18 new dwelling units by 2040, occur within this area.

- **2011 – Greenville Land Stewardship/AEA Committee** - created as an ad hoc committee to the Town Board to implement the Town’s conservation goals. With assistance from East Central Wisconsin Regional Planning Commission (ECWRPC), that same year created the ***Town of Greenville Land Stewardship Strategy Plan*** (2011) which discussed the Committee’s scope and purpose, goals and strategies to attain those goals, available preservation tools and strategies for protecting rural resources, and community food system planning and strategies for promoting Greenville’s rural lands.
- **2018 - *Land Stewardship/AEA Committee 3-Year (2018-2021) Strategic Plan*** – updated the Committee’s 2011 Plan, recognizing the Committee’s accomplishments between 2011-2018, including community outreach activities such as newsletters, events, website information, an inaugural “Greenville Greenbelt Day”, and certification of AEA lands by DATCP. The Update provides Goals, Objectives, Strategies, and Tasks to focus the Committee’s work over the 3-year 2018-2021 period.
- **2019 – *Greenville Year 2040 Comprehensive Plan*** – updates prior planning efforts, looking forward to a 2040-time horizon. Continues to emphasize the 3-

⁴⁷ *Submittal in Support of the Incorporation of the Village of Greenville*, page 47.

Tier development concept but increased the development density in Tier 1 and decreased the development density in Tiers 2 and 3.

The following are strategies identified by Greenville's various plans and the Land Stewardship/AEA Committee for implementing the proposed Greenbelt:

Agriculture Enterprise Area (AEA)

MAP 10 shows that much of the proposed Greenville Greenbelt is comprised of AEA lands. Agricultural Enterprise Areas (AEAs) are productive agricultural lands petitioned for recognition by local landowners and designated by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) as being important to Wisconsin's agricultural future.

Greenville's AEA, approved in 2015, is one of among 37 AEAs across Wisconsin. Specifically, AEA lands comprise 6,178 acres, or more than 60% of the proposed Greenbelt. A majority of Greenville's farmland, roughly 66% falls within the AEA, with the remaining 2,737 acres falling outside of the AEA and ultimately planned for urban development.

AEA designation does not control or limit land use in any way,⁴⁸ but does help local communities encourage continued agricultural production and investment. For example, Greenville farmers within the AEA may benefit from tax credits.

Specifically, landowners may benefit from a \$10/acre tax credit provided:

- They are located within an AEA;
- Have entered into a Farmland Preservation Agreement with DATCP, and
- Have property zoned under a Farmland Preservation Ordinance approved by DATCP.

Landowners may benefit from a \$5/acre tax credit provided:

- They are located within an AEA, and
- Have entered into a Farmland Preservation Agreement with DATCP.

⁴⁸ The DATCP website describes the AEA designation as follows: "The designation of an AEA does not, by itself, control or limit land use within the designated area. Designation of an AEA also does not specifically protect areas from encroaching development or land use conflicts. Local designation of an AEA, however, can be used as part of a local land use and development strategy designed to preserve, protect and promote agricultural enterprises. This local strategy may include a variety of local initiatives including farmland preservation planning and zoning, voluntary farmland preservation agreements, agricultural and conservation easements, private land use covenants and donations, economic development grants, cooperative agreements, financial incentives and more. It is up to local initiative to design a strategy that adequately addresses local conditions and the community's vision for the area. All components should work together to contribute to the success of any designated AEA." DATCP; "Understanding Agricultural Enterprise Areas (AEAs) and the Petition Process". ARM-Pub.-203, available at <https://datcp.wi.gov/Documents/AEAPetitionProcess.pdf>

Farmland Preservation Agreements

Landowners within an AEA may enter into 15-year Farmland Preservation Agreements with DATCP to become eligible for a tax credit. These agreements function as 15-year contracts that restrict the landowners' use of their land to agriculture, open space, and agricultural-related uses during that time period. Landowners who sign an agreement, and later wish to remove their land from the agreement, must pay a penalty to DATCP. Two landowners within the AEA, a total of 389 acres, have entered into Farmland Preservation Agreements.

Farmland Preservation Zoning

Counties and municipalities may adopt a Farmland Preservation Zoning Ordinance to help ensure that land use within an agricultural area remains in agriculture and other related uses. To become effective, DATCP must approve Farmland Preservation Zoning Ordinances pursuant to Chapter 91, Wisconsin Statutes. The Town of Greenville does not have a DATCP-approved Farmland Preservation Zoning ordinance.

Conservation Subdivision Ordinance⁴⁹

Adopted in 2001, and amended in 2004 and 2008, Greenville's Conservation Subdivision Ordinance allows for and encourages conservation subdivision developments to preserve agricultural and natural resource lands within the proposed Greenbelt.

Conservation subdivisions are a tool that allows limited development while permanently protecting an area's agricultural or natural resources. The limited development is tightly clumped or strategically sited to maximize the protected natural resource. Most conservation developments require a minimum of 50 percent of the total development to be designated as permanently protected open space, with ownership of the open space being held between land owners, local government, and a land use conservation organization, such as American Farmland Trust or Nature Conservancy.

To date, it does not appear that the conservation subdivision tool has been utilized in the Town of Greenville.

Airport Zoning

MAP 11 shows the large extent to which Airport zoning related to the Appleton International Airport impacts the Town of Greenville, covering more than 25% of the Town and extending into the proposed Greenbelt. The 'AD Airport Zoning District' includes four subdistricts, with Zone 1 being the airport itself and immediate adjacent lands and Zones 2A, 2B, and 3 extending further out into the Town following the Airport's runway lines. Development is permitted under Airport zoning but limited, as shown by **TABLE 10**.

⁴⁹ Town of Greenville Ordinances, Chapter 270, Article VI

Table 10: Airport Zoning Districts

Zone	Land Use Limitations
Zone 1	Residential use not permitted, nor public gathering places such as churches, schools, theaters, etc. Commercial and industrial use is permitted on sites not less than 2 acres and maximum building coverage not to exceed 50% of lot area.
Zone 2A	Residential use is permitted, provided it is the principal premises of a farm operation exceeding 35 acres in size. Commercial and industrial on sites not less than 2 acres and maximum building coverage not to exceed 50% of lot area.
Zone 2B	Residential use is permitted, density limited to 1 dwelling per 2 acres and building coverage not to exceed 50% of lot area. Commercial and industrial on sites not less than 2 acres and maximum building coverage not to exceed 50% of lot area.
Zone 3	Residential use is permitted, density limited to 1 dwelling unit per acre and building coverage not to exceed 50% of lot area. Commercial and industrial uses limited to 1-acre, maximum building coverage of 75% of lot area.

DETERMINATION

Characteristics the Board utilizes to determine compactness and homogeneity, described above, vary depending on whether one is looking at the proposed village's east-side Urban Core Area, which is urban in nature, or west-side areas which are rural and much less populated. Specifically, the east-side Urban Core Area compares favorably with:

- **Social patterns** – Greenville has a great many social organizations, events, opportunities, parks, and other gathering facilities that clearly distinguish the Town as a recognizable community. Nearly all of these opportunities are located within the Urban Core Area.
- **Shopping & Employment** – Greenville has a total of 411 businesses and seven industrial and business parks employing 7,877 Greenville residents as well as workers from throughout the Fox Valley. Appleton International Airport also has major impact on the Greenville and Fox Valley, with one study showing a \$676 million annual economic impact. Most of this economic activity occurs within the Urban Core Area, while economic activity on the Town's west-side relates to agriculture.
- **Schools** – the proposed village falls nearly entirely within the Hortonville School District and three of the district's schools are located within the Urban Core Area.
- **Transportation** – the Urban Core Area features a multi-modal transportation system of streets and highways, bus transit options, a major airport, and an existing and expanding bicycle and pedestrian trail network.
- **Population Distribution** – Greenville's 11,785 residents are not evenly distributed throughout the Town. Instead, most residents are located primarily within the east-side Urban Core Area. Population density in rural west-side parts of the Town is much less.
- **Sanitary Sewer and Water Service** – the Urban Core Area falls within an approved Sewer Service Area and is served by Sanitary District No. 1.
- **Land Uses** – the Urban Core Area includes a dense concentration of urban land uses such as single and multi-family residential, commercial and industrial development, Appleton International Airport and related aviation services and businesses, a network of interconnected streets, parks, schools, and a major YMCA complex, among many others.

However, although the Urban Core Area would appear to compare favorably with this standard, the Board does not have discretion to pick and choose which parts of the proposed village to consider. Instead, the legislature has required the Board to determine whether the "*entire territory* of the proposed village [is] homogeneous and compact." Wis. Stat. s. 66.0207 (1) (a) (emphasis added). When the entire territory of the proposed

village is considered, including the west-side area, it tends not to show compactness and homogeneity. Specifically, Greenville's west-side contains large amounts of rural lands which are agricultural or natural areas in character, and which are thinly populated. Transportation options are limited to county highways. Furthermore, the area is unserved by municipal sewer and water service and outside of any approved Sewer Service Area. This area is expected to remain this way because the Town of Greenville has planned for west-side areas to be designated as a Greenbelt comprised of agricultural and natural land uses.

Many of the aboved-described factors for compactness and homogeneity, while strong for the east-side Urban Core Area, are much weaker when considering the entire territory as a whole, including the west-side of the Town. The Board cannot conclude that the proposed village as a whole meets the compactness and homogeneity standard in s. 66.0207(1)(a) Wis. Stats.

SECTION 1(B), TERRITORY BEYOND THE CORE

The standard to be applied for metropolitan communities is found in §66.0207(1)(b), Wis.Stats, and reads as follows:

The territory beyond the most densely populated square mile as specified in s. 66.0205 (3) or (4) shall have the potential for residential or other urban land use development on a substantial scale within the next 3 years. The Board may waive these requirements to the extent that water, terrain or geography prevents the development.

Most Densely Populated Square Mile

MAP 7 shows the most densely populated part of the Town of Greenville is east of STH 76 along STE 15, referred to as the Urban Core Area.

Lands Subject to Waiver

The statute permits the Board to waive certain lands from the “substantial development within 3 years” requirement “to the extent that water, terrain or geography prevents the development” Wis. Stats. S. 66.0207(1)(b). The types of lands which the Board and the Department have waived in the past include lakes, streams, wetlands, or other surface water.

The proposed village has substantial wetland acreage that is appropriate for waiver. As shown in **TABLE 8**, approximately 3,521 acres of wetlands are located within the territory, along with 220 acres of surface water, amounting to a total of 3,741 acres appropriate for waiver. Developable lands consist of 8,915 acres of farmland and 2,679 acres of other open lands, amounting to 11,594 acres subject to this statutory standard. This represents roughly one-half, 50.6%, of the total area petitioned to be a village which must show the potential for substantial urban development within the next three years.

Petitioners requested that the Board waive a substantial amount of this territory based upon four factors they believe limits development:

- Greenbelt;
- Airport Overlay Zoning Ordinance;
- Hydric Soils, and
- Other Unsuitable Lands

Greenbelt

The proposed Greenville Greenbelt, a roughly 10,000-acre area shown on **Map 10**, are lands which the Town proposes and hopes will remain as agricultural and natural resource land uses. Petitioners contend that these Greenbelt lands are as developed as they will ever be and should therefore be waived.

As shown in the previous statutory section, the Town has clearly worked hard in planning its proposed Greenbelt, developing detailed plans promoting a Greenbelt, identifying specific parcels to be preserved, and suggesting Goals, Objects, Strategies, and Tasks to create a Greenbelt. However, these plans by themselves do not impact land use. Plans must be implemented. Greenville’s implementation of its plans to create a permanent

Greenbelt is at the initial stages and a tremendous amount of remaining work lies ahead. Greenville has suggested a system of *Growth Tiers*, shown in **MAP 9**, which would be effectuated via zoning and subdivision regulation ordinances. However, the Board is not able to waive territory as being fully developed, or undevelopable solely because local land use policy or regulations might currently prohibit land development or might limit it in some way. In fact, the Wisconsin Court of Appeals has clearly held in *In re Pewaukee*⁵⁰ that territory zoned as exclusive agricultural zoning is not appropriate for waiver on that basis alone. Instead, the Court of Appeals interpreted the statutory reference to “water, terrain or geography” as contemplating a physical or natural limitation (such as a hill composed of solid rock) rather than a man-made or socially derived convention such as zoning.

Because of this, the Board cannot agree with Petitioners that Greenbelt lands are as developed as they will ever be.

Airport Overlay Zoning Ordinance

Petitioners are also requesting waiver of the 4,887 acres of vacant lands adjacent to Appleton International Airport due to limitations on development imposed by Outagamie County’s Airport Zoning district. The Board recognizes that development within the Airport Overlay District is limited and impacted by the zoning ordinance. Development in this location may occur at a more rapid pace given the lower densities required, however the Board cannot grant this waiver request because as shown by **TABLE 10**, urban development of some kind would nonetheless be possible in all four of the Airport’s zoning districts.

Hydric Soils

Petitioners request waiver of 3,426 acres of areas categorized as Hydric Soils, which are soils that are permanently or seasonally saturated by water, resulting in similar anaerobic conditions to those found in wetlands though not to the same degree. However, unlike wetlands, Petitioners have pointed to no state or federal laws that prevent development of lands containing hydric soils, nor have Petitioners established any other reason why development per se is not possible on hydric soils. As a result, the Board is unable to grant this waiver request.

Other Unsuitable Lands

Petitioners request waiver of 1,911 acres of other lands they deem to be unsuitable for development. These include:

- DNR Owned Land
- Parks & Other Public Open Space
- Private Recreational Facilities
- 75’ Navigable Stream Buffers
- Stormwater Detention Ponds

⁵⁰ *In re Pewaukee*, 186 Wis. 2d 515, 521 N.W. 2d 453 (Ct. App.1994)

- Steep Slopes
- Very Limited Soil for Building Development, and
- Easements (Conservation, Drainage)

Many of these already are not included as part of the 11,594 acres determined to be subject to this standard. For example, DNR Owned Land, Parks and Private Recreational Facilities are considered ‘developed’ as Recreation Facilities. Stormwater Detention Ponds would also be considered ‘developed’ Utility Facilities.

Regarding steep slopes, Department staff observed that Greenville’s terrain is flat to gently rolling, and in fact only .07% of the Town (162 acres) are considered “steep slopes” of more than 12% grade.⁵¹ Petitioners have not provided a map designating the particular areas that they deem to be undevelopable steep slopes, nor have they explained why such slopes would actually *prevent* development, as opposed to making certain *kinds* of development less optimal. The Board is therefore unable to grant a waiver request for territory deemed “steep slopes”.

Regarding the 75’ Navigable Stream Buffers, while Outagamie County’s shoreland-floodplain zoning ordinance may prevent development within 75 feet of navigable streams, development is still permitted on parcels abutting streams. Therefore, the County’s ordinance impacts *where* on parcels of land development may occur rather than *whether or not* it may occur. Because the ordinance still permits development, the Board is unable to grant this waiver request.

Development Potential

For all of the reasons set forth above, the Board finds that the proposed village contains 11,594 acres of developable lands that are subject to this standard and that are not eligible for waiver. The following paragraphs examine the future development potential for these vacant and developable lands, specifically focusing on access and location, population trends, building permit data, subdivision plats and Certified Survey Maps (CSMs), re-zonings, and availability of infrastructure such as sewer and water.

Access

Greenville’s location within the Fox Valley metro area, and proximity to USH 41 and STH 10, as well as its hosting the Appleton International Airport, all factor into Greenville being ideally situated for future development demand. In fact, the Town of Greenville is among Wisconsin’s fastest growing communities, issuing more single-family housing permits than any community statewide, with the exception of the City of Madison.⁵² As Petitioners stated at the public hearing, attracting new development is not the challenge. The challenge is in managing it and trying to guide it to the east-side

⁵¹ Greenville year 2040 Comprehensive Plan 2019), page 9-2.

⁵² Town of Greenville Agricultural Enterprise Area Petition, page 2.

Urban Core Area where municipal sewer and water are available, and away from the west-side proposed Greenbelt.⁵³

Population

Greenville has the second largest population among Wisconsin Towns, trailing only its neighbor, the Town of Grand Chute. Its population is 4th highest among Outagamie County communities, trailing only the City of Appleton, Town of Grand Chute, and City of Kaukauna. **Figure 1** shows that Greenville’s population growth has historically been strong and steady. Between 1970 and 2017, Greenville’s population increased by 8,977 persons, or 336%.

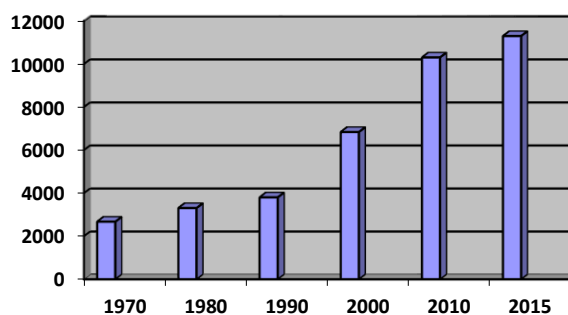


Figure 1: Town of Greenville Population

While rates of population growth have slowed since the 2008 recession, the Town of Greenville remains one of the fastest growing communities within the Fox Cities metropolitan area. The town’s historic rates of population growth far outpaced Outagamie County and the State of Wisconsin as a whole.

TABLE 11 depicts the Wisconsin Department of Administration’s population projections for the Town of Greenville, Outagamie County, and the State.

Table 11: Greenville Population Projection (State and County Comparison)⁵⁴

Jurisdiction	2018	2020	2025	2030	2035	2040
Greenville	11,785	12,450	13,650	14,800	15,710	16,390
% Change	3.1%	6.8%	9.6%	8.4%	6.1%	4.3%
Outagamie County	182,921	191,635	200,630	208,730	213,500	215,290
% Change	0.9%	4.8%	4.7%	4.0%	2.3%	0.8%
State of Wisconsin	5,783,278	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635
% Change	0.5%	3.8%	3.3%	2.8%	1.6%	0.2%

⁵³ Testimony by Joel Gregozeski, Town of Greenville Administrator, at the April 29, 2019 Public Hearing.

⁵⁴ *Submittal in Support of the Incorporation of the Village of Greenville*, page 13 and Wisconsin Department of Administration 2015, 2017, and 2013 Projections.

The table shows Greenville is projected to continue growing steadily through 2040. Between 2017 and 2040 an increase of 4,738 persons (40.7%) is projected based on the Department's projections. The rates of growth are nearly double or triple those expected within the County and State.

Building Permits

Building permits are a direct measure of building activity – past, current, and potential future activity. **TABLE 12** shows Greenville's building permit activity since 2010, showing strong and steady new single-family residential, multi-family residential and commercial building activity. The table shows almost 75 new single-family housing units annually, and over 10 new multi-family units annually.

Table 12: Greenville Building Permits⁵⁵

Year	Single-Family Units	Two-Family Units	Multi-Family Units	Mobile Home Units
2017	61	8	0	0
2016	64	2	0	0
2015	80	0	12	2
2014	82	2	74	1
2013	77	2	0	-2
2012	82	2	0	1
2011	64	2	0	0
2010	86	2	0	0
Total	596	20	86	2
AVG.	74.5	2.5	10.75	0.25

Housing Units

TABLE 13 provides a longer view of development, showing new housing units added from 1990-2018. The table shows strong and consistent development throughout this period, even during the post 2008-recession years. The table shows a historical average of 115 new housing units per year, most of these single-family houses.

Table 13⁵⁶: New Housing Units in Greenville

	Single Family	Duplex	Multi-Family	Mobile Home	Total Housing Units
1990	44	2	0	1	46
1991	82	8	0	2	92
1992	133	16	10	1	160
1993	132	16	10	0	158
1994	124	7	6	0	137
1995	77	4	0	0	81
1996	82	6	0	0	88
1997	75	5	16	0	96

⁵⁵ *Submittal in Support of the Incorporation of the Village of Greenville*, page 44.

⁵⁶ Wisconsin Demographic Services Center Annual Housing Survey Data.

	Single Family	Duplex	Multi- Family	Mobile Home	Total Housing Units
1998	89	8	32	0	129
1999	79	8	0	0	87
2000	93	9	0	0	102
2001	115	8	3	0	126
2002	100	7	0	0	107
2003	97	9	0	0	106
2004	203	12	0	0	215
2005	165	2	0	0	167
2006	173	4	0	0	177
2007	169	0	0	0	169
2008	125	0	0	0	125
2009	93	4	0	0	97
2010	86	2	0	0	88
2011	64	2	0	0	66
2012	82	2	0	1	85
2013	77	2	0	0	79
2014	82	2	74	1	158
2015	80	0	12	2	94
2016	64	2	0	0	66
2017	61	8	0	0	69
2018	43	16	0	0	59
TOTAL	2845	169	163	7	3229
AVG	101.60	6.0	5.82	.25	115.32

Since 2010, Greenville has averaged roughly 76 new dwelling units annually. Therefore, assuming recent trends continue, Greenville could see approximately 76 new dwelling units per year, or 228 units over the next three years.

Re-zonings, Variances, Conditional Use Permits, CSMs, Plats

Rezoning, variances, conditional use permits (CUP), certified survey maps (CSMs), and subdivision platting activities are often the first steps in the development process, and data on these activities can indicate current and future building activity. **TABLE 14** shows steady levels of activity in each of these areas since 2014, particularly 2018.

Table 14: Special Exceptions, Rezones, Variances, Subdivision Plats/ CSMs⁵⁷

Year	Special Exceptions	Rezones	Variances	Subdivision Plat	CSM
2018	11	10	4	5	16
2017	3	1	0	1	6
2016	5	3	0	4	6
2015	3	2	5	1	3
2014	6	1	0	1	5
TOTAL	28	17	9	12	36
AVG	5.6	3.4	1.8	2.4	7.2

⁵⁷ Submittal in Support of the Incorporation of the Village of Greenville, page 39.

TABLE 15 shows Greenville lots created annually, while **TABLE 16** shows the specific developments and number of lots remaining.

TABLE 15: New Lots Annually⁵⁸

Year	Lots Created by Subdivision	Lots Created by CSM	Total New Lots
1996	105	n/a ⁵⁹	105
1997	20	n/a	20
1998	29	40	69
1999	101	36	137
2000	0	54	54
2001	18	11	29
2002	91	39	130
2003	762	36	798
2004	282	37	319
2005	164	48	212
2006	119	44	163
Total	1,691	345	2,036

Table 16: Platted Lots Available⁶⁰

Subdivision Name and Phase	# Lots Approved	# Building Permits Issued	# of Lots Remaining	In Sanitary District (Yes/No)
Fox Highlands	79	7	72	Yes
Savannah Heights Phase 3	59	0	59	Yes
Jennerjohn Field of Dreams	56	0	56	Yes
Savannah Heights Phase 1	48	10	38	Yes
Sunset Hill Estates Condos	42	10	32	Yes
Fox Highlands Lot 27 Condos	32	0	32	Yes
Crestview South	24	0	24	Yes
Waterlefe Estates 2 nd Addition	33	12	21	Yes
Savannah heights Phase 2	11	0	11	Yes
Beacon Hills	119	112	7	Yes
Greenville Crossing	7	2	5	Yes
Hawks Landing	12	8	4	Yes
Towering Pines West	19	16	3	Yes
Brook Farms	102	99	3	Yes

⁵⁸ *Town of Greenville Comprehensive Plan: 2030* (2009), page 5-6.

⁵⁹ *Ibid.*, page 5-6. CSM lots not tracked until 1998

⁶⁰ *Submittal in Support of the Incorporation of the Village of Greenville*, page 42.

Greenwood Meadows	20	17	3	Yes
Amber Fields	138	136	2	Yes
Green Ridge Terrace	100	98	2	Yes
Moonlight Meadows	36	34	2	Yes
Woods Hill	2	0	2	Yes
Towering Pines II	27	26	1	Yes
Amber Woods	18	17	1	Yes
Spring Lake Condos	44	43	1	Yes
Crestview	36	35	1	Yes
Ponds at Maple Springs	31	30	1	Yes
TOTAL	1095	712	383	

Based on **TABLE 16**, Greenville has approximately 383 platted lots available to build on, and with an average of approximately 75 permits issued per year, a 5-year supply of building lots exists.

Sewer Service Area

Analysis of sewer service can be significant because oftentimes urban development requires municipal sewer and water service. Development may still occur without municipal sewer and water service by utilizing private individual wells and on-site sanitary systems. However individual systems typically require that development be lower density to avoid too many private systems discharging into a limited area and potentially contaminating groundwater.

MAP 6. shows that the approved Sewer Service Area, and Sanitary District No. 1's service boundary includes the Town's more populous Urban Core Area. However, areas west and southwest of this, which include proposed Greenbelt, fall outside of any Sewer Service Area.

Plans

Local community plans can provide important information about a community's own expectations regarding the amount, and location of, anticipated future development. In Greenville's case, its *Greenville 2040 Comprehensive Plan*, adopted July 22, 2019, projects that a total of 1,111 acres will be needed by the year 2040 for urban development. **TABLE 17** provides specifics on the number of acres needed for each type of urban land use.

Table 17: Greenville Urban Land Uses Acreage Projections, 2020-2040⁶¹

Urban Land Use	2020	2025	2030	2035	2040
Single-Family Residential	134	268	403	537	672
Multi-Family Residential	6	12	19	25	32
Commercial	38	76	113	151	189
Industrial	43	87	131	174	218
Total	221	443	666	887	1,111

The projections in **TABLE 17** do not support a conclusion that Petitioners' anticipated urban development can satisfy the statutory standard. For example, by 2025, the nearest year to the statute's 3-year time-period, only 443 additional acres will be needed for development, well short of the 11,594 acres of vacant and developable territory subject to the statutory standard.

⁶¹ *Greenville 2040 Comprehensive Plan* (2019), page 137.

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DETERMINATION

This standard requires the Board to examine the vacant developable land present within an incorporation petition and determine whether this vacant land has the potential for substantial urban development within the next three years. The Board is required by statute to apply this standard to all rural or otherwise undeveloped territory within the incorporation petition, and the Board does not have discretion to waive it based upon the Town or Petitioners desire to avoid development in certain areas. Only to the extent that “water, terrain, or geography *prevent* development” may the Board waive territory.

In this case, the proposed village contains substantial urban development within its east-side Urban Core Area. However, by including the entire Town, Petitioners have also included substantial vacant rural lands to the west and southwest, subjecting a great deal of additional territory to this statutory standard. Petitioners have requested that most of these rural west-side acres be waived because of four factors they believe limits future development. However, as described above, the Board does not find that any of these four factors should result in territory being waived from the statutory standard. Therefore, after excluding wetlands and surface waters, the Board finds that 11,594 acres are subject to the standard.

To determine whether these 11,594 acres of developable territory have the potential to substantially develop with residential or other urban land uses within three years, the Board examined trends in population growth and building activity, as well as transportation access, availability of municipal sewer and water services, and local plans for the area. Of these, Greenville compares favorably regarding population growth, development activity, and transportation access. However, because Petitioners included such extensive amounts of vacant and developable territory, the statutory standard is difficult to meet, even though Greenville’s population growth and development activity are relatively strong by some measures. For example, at its current rate of 75-115 dwelling units annually, Greenville would require many decades to substantially develop its 11,594 developable acres. Greenville’s own Comprehensive Plan anticipates future urban development falling well short of the statutory standard.

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SECTION 2(A) TAX REVENUE

The standard to be applied is found in §66.0207(2)(a), Wis. Stats., and provides as follows:

"The present and potential sources of tax revenue appear sufficient to defray the anticipated cost of governmental services at a local tax rate which compares favorably with the tax rate in a similar area for the same level of services."

Prior to the incorporation standards in s. 66.0207 Wis. Stats. being developed, a number of incorporations occurred in Wisconsin that were very small. Containing just a few hundred households, these new villages subsequently struggled to function as a village. They lacked a sufficient population to fill village board and committee positions, and also lacked sufficient tax base to raise the revenue required to provide village services. Therefore, when the legislature created the incorporation standards in 1959, the tax revenue standard was included to address smaller proposed incorporations and ensure that they would have the financial resources to function as a city or village.

Greenville already functions like a village in many respects, with a range of services typically provided by an incorporated community such as fire and emergency, police protection contracted from the County Sheriff's Department, public works, solid waste collection, parks and recreation, land use planning, mass transit, and municipal sewer and water, among others.

The following paragraphs describe the Town's current financial situation, as well as its proposed budget.

Equalized Value

TABLE 18 shows the proposed village's equalized by land use category. The Table shows that residential is where most of the Town's equalized value is found.

Table 18: 2018 Greenville Equalized Value by Category⁶²

Land Use Category	Equalized Value	% of Total
Residential	\$1,023,755,800	77.37%
Commercial	\$173,987,500	13.15%
Manufacturing	\$85,901,400	6.49%
Agricultural	\$1,671,700	1.26%
Undeveloped	\$2,709,700	0.20%
Ag. Forest	\$1,083,600	0.08%
Forest	\$4,057,200	0.31%
Other	\$7,089,700	0.54%
Total Real Estate	\$1,300,256,600	
Total Personal Property	\$22,838,000	
Total Equalized Value	\$1,323,094,600	

⁶² Submittal in Support of the Incorporation of the Village of Greenville, page 63.

TABLE 19 shows that Greenville’s equalized value compares favorably to similarly sized Wisconsin incorporated cities and villages.

Table 19: Equalized Value Comparison of Greenville⁶³

Community	Status	Population	Equalized Value
Holmen	Village	10,147	\$705,228,900
Portage	City	10,211	\$634,193,100
Marinette	City	10,831	\$720,162,400
Sussex	Village	11,114	\$1,378,608,200
Little Chute	Village	11,120	\$878,465,300
Port Washington	City	11,713	\$1,054,033,800
Cedarburg	City	11,628	\$1,347,465,200
Greenville	Town	11,785	\$1,323,094,600
Grafton	Village	11,803	\$1,410,091,900
Baraboo	City	12,017	\$860,306,700
Harrison	Village	12,786	\$1,123,583,900
Kaukauna	City	16,049	\$1,088,410,700
Menasha	City	17,713	\$1,177,560,800
Onalaska	City	18,788	\$1,988,343,400
Fox Crossing	Village	19,029	\$1,644,837,000

Debt

State statutes limit the amount of general obligation debt a municipality may issue to 5% of its total equalized value. The Town currently has \$5,199,500 in outstanding debt. Its debt limit is \$66,154,730, indicating that the Town is only utilizing roughly 8% of its statutory debt limit.⁶⁴ This is consistent with the Town’s traditional “Pay as You Go” financing strategy, which has resulted in extraordinarily low debt. The Town indicates in its Capital Improvement Plan that it may deviate slightly from this traditional “Pay as You Go” strategy and begin to issue some long-term debt to fund capital improvement projects, such as a new fire station.⁶⁵ Given its low debt level, some long-term debt is unlikely to be a problem.

Proposed Budget

Petitioners’ proposed budget is provided in **APPENDIX B**. The proposed budget closely conforms to recent Greenville budgets, and because the Town already operates similarly to a city or village – with no new departments, staff, equipment, or buildings necessitated by incorporation – reliance on these past budgets is reasonable.

The proposed budget assumes all current Town employees will work for the village. Other assumptions include all vehicles and buildings currently owned by the Town will be owned by the village. Sanitary Districts No. 1 and 2 would dissolve and become a function of the new village but would otherwise remain the same, including serving customers in the Towns of Grand Chute and Ellington pursuant to existing intergovernmental agreements.

⁶³ *Submittal in Support of the Incorporation of the Village of Greenville*, page 61.

⁶⁴ *Greenville Capital Improvement Plan (2019-2023)*, page 9.

⁶⁵ *Greenville Capital Improvement Plan (2019-2023)*, page 9-10.

Tax Rate

TABLE 20 shows the tax rates for the existing Town and proposed village. Based upon the proposed budgets, the property tax rate for the proposed village would remain at the Town's current \$2.20 level, an astonishingly low level given the services the Town provides.

Table 20: Tax Rates⁶⁶

	Current Town	Proposed Village
Assessed Value	\$1,314,388,000	\$1,314,388,000
Property Tax Levy	\$2,886,843	\$2,886,843
Mill Rate	.00219634	.00219634
Tax Rate per \$1000 of Assessed Value	\$2.20	\$2.20

TABLE 21 shows that this proposed \$2.20 village tax rate compares very favorably with Fox Valley cities and villages and other similarly-sized Towns. In fact, Greenville's tax rate is the lowest by a considerable margin.

Table 21: Comparable Tax Rates⁶⁷

Community	Population	Tax Rate per \$1000 Assessed
Greenville (T)	11,785	\$2.20
Buchanan (T)	6,969	\$3.33
Freedom (T)	6,057	\$3.42
Harrison (V)	12,786	\$3.79
Grand Chute (T)	22,701	\$5.19
Combined Locks (V)	3,525	\$5.26
Fox Crossing (V)	19,029	\$5.46
Kimberly (V)	6,686	\$7.28
Little Chute (V)	11,120	\$7.52
Wrightstown (V)	2,925	\$8.94
New London (C)	7,466	\$8.95
Appleton (C)	74,734	\$9.16
Hortonville (V)	2,744	\$9.40
Kaukauna (C)	16,049	\$9.47

⁶⁶ *Submittal in Support of the Incorporation of the Village of Greenville*, page 60.

⁶⁷ *Ibid.*, page 61

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DETERMINATION

For the preceding reasons, the Board finds that the proposed Village of Greenville would have substantially sufficient revenue to effectuate typical village powers and services. Greenville has a high equalized value, and extraordinarily low tax rate and debt level. Because of the Town's substantial remaining debt capacity, the fact that it plans for the first time to issue long-term debt is not a concern. Petitioners' proposed budget is essentially the same budget as Greenville currently operates with, which is reasonable given the fact Greenville already provides a high service level so that incorporation will not necessitate new departments, staff, equipment, buildings, or other major expenditures.

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SECTION 2(B) LEVEL OF SERVICES

The standard to be applied is found in §66.0207(2)(b), Wis. Stats., and provides as follows:

The level of governmental services desired or needed by the residents of the territory compared to the level of services offered by the proposed village or city and the level available from a contiguous municipality which files a certified copy of a resolution as provided in §66.0203(6), Wis. Stats.

No contiguous municipality has filed a resolution to annex and serve the proposed village territory. Therefore, this standard is not applicable.

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SECTION 2(C) IMPACT ON THE REMAINDER OF THE TOWN

Section 66.0207(2)(c), Wis. Stats., requires that the Board consider “the impact, financial and otherwise, upon the remainder of the town from which the territory is to be incorporated”.

This standard does not apply because the entire Town of Greenville is proposed to be incorporated as a village; there is no remaining town land.

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SECTION 2(D), IMPACT UPON THE METROPOLITAN COMMUNITY

The standard to be applied is found in s. 66.0207(2)(d) Wis. Stats. and is as follows:

The effect upon the future rendering of governmental services both inside the territory proposed for incorporation and elsewhere within the metropolitan community. There shall be an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.

The “metropolitan community” term in the above standard is defined in s. 66.013(2)(c), Wis. Stats., to mean:

[T]he territory consisting of any city having a population of 25,000 or more, or any two incorporated municipalities whose boundaries are within 5 miles of each other whose populations aggregate 25,000, plus all the contiguous area which has a population density of 100 or more persons per square mile, or which the department has determined on the basis of population trend and other pertinent facts will have a minimum density of 100 persons per square mile within 3 years.

This statutory standard evaluates how incorporation would impact the larger metropolitan community and its ability to resolve regional issues such as stormwater, transportation, groundwater, housing, and economic development, among other regional issues. The Board must be able to make an express finding that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.

The metropolitan communities for this petition are the Cities of Appleton, Menasha, Neenah, and Kaukauna, the Villages of Fox Crossing, Little Chute, Kimberly, Combined Locks, Harrison, and Hortonville, and Towns of Grand Chute, Clayton, Neenah, Grand Chute, and Greenville, Dale, Winchester, Center, Freedom, Clayton, Hortonia, Liberty, Ellington, and Vandenbroek.

A primary motivator for this incorporation effort is to create permanent boundaries to prevent loss of territory and tax base. Petitioners also believe that by removing the threat of annexation and making it an equal partner with Fox Valley cities and villages, an incorporated village of Greenville could better serve the Fox Valley in terms of service provision, protecting environmental resources, and expanding economic and social opportunities. For example, by having the added power and authority of an incorporated village, Greenville believes it can better implement its proposed Greenbelt, which would benefit the region with open space, recreation, and greater food security.

Intergovernmental Agreements

The existence of intergovernmental agreements often indicates that the town proposing to incorporate has been successful in resolving regional issues with its municipal neighbors, and that these past successes might constitute the basis for future successes as well. In Greenville's case, **TABLE 22** shows the intergovernmental agreements Greenville has developed with its neighbors:

Table 22: Greenville's Intergovernmental Agreements

Agreement	Contents
<i>Greenville Sanitary District No. 1 and Town of Grand Chute</i>	Greenville agrees to provide municipal sewer and water services to certain areas of the Town of Grand Chute.
<i>Greenville Sanitary District No. 1 and Town of Ellington</i>	Greenville agrees to provide municipal sewer and water services to certain areas of the Town of Ellington.
<i>Agreement for Enhanced County Law Enforcement Services in the Town of Greenville</i>	Agreement for additional police protection from the Outagamie County Sheriff's department beyond what it routinely provides for towns.
<i>Greenville Cooperative Plan Boundary Agreement with Town of Grand Chute</i>	General agreement under s. 66.0301 Wis. Stats. where Greenville agrees not to annex Town of Grand Chute territory for a period of time
Greenville mutual aid/automatic aid agreements for fire protection services	Mutual aid agreement with the Towns of Ellington, Grand Chute, Clayton, Hortonville, and the Village of Hortonville.

Petitioners anticipate that these agreements would continue to apply to the new village.

Plans

Examination of area comprehensive plans, and other plans, may indicate a community's future intent regarding cooperation with its municipal neighbors. In the case of Greenville, examination of its plans does not reveal any conflicts. In fact, Greenville's *Town of Greenville Comprehensive Plan: 2030* (2009) was a multi-jurisdictional planning effort with the East Central Wisconsin Regional Planning Commission (ECWRPC) involving 15 other area municipalities. As part of this planning effort, the Town of Greenville hosted an *Intergovernmental Cooperation Summit*, held on September 19, 2008 and attended by 15 area municipalities and jurisdictions.⁶⁸

Additionally, as mentioned, Greenville has completed extensive planning, including for its proposed Greenbelt area, assisted by staff from ECWRPC Director Eric Fowle. Mr. Fowle states that Greenville is working hard on planning and is on track to achieve both its development and preservation goals which will benefit the larger Fox Valley region.

⁶⁸ *Town of Greenville Comprehensive Plan: 2030* (2009), page 11-3.

Regulations

Incorporation of Greenville will not impact extraterritorial review of existing incorporated neighbors. Neither Hortonville nor Fox Crossing has established extraterritorial zoning or subdivision review within the Town of Greenville, and presently no other cities or villages are close enough to the Town to exert authority.⁶⁹

Sewer and Water and Stormwater Management

As mentioned, petitioners anticipate that the Town's Sanitary Districts Nos. 1 and 2 would continue to provide services to the new village, and portions of the Towns of Grand Chute and Ellington as well.

⁶⁹ *Town of Greenville Comprehensive Plan: 2030* (2009), page 11-4.

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DETERMINATION

Petitioners and the Town of Greenville have demonstrated a history of cooperating with municipal neighbors on planning and services. The proposed village has significant population, value, development potential, and agricultural and natural resources, all of which provide potential benefits to the Fox Valley region.

Initially, the petition came to the Board with the circuit court having recognized three interested parties as intervening in the case – the Village of Hortonville, and Towns of Ellington and Grand Chute. However, during the Board’s review process, the Village of Hortonville changed its position to one of support, as have the Towns of Grand Chute and Ellington⁷⁰, as both developed or are close to developing boundary agreements that resolve their issues. ECWRPC supports the petition, saying that an incorporated Greenville could benefit the region economically and, if the Greenbelt gets implemented, environmentally as well.

Recognizing that the Town of Greenville has been a beneficial member of its larger Fox Valley metropolitan community and believing that an incorporated Village of Greenville would continue to benefit the Fox Valley metropolitan community, the Board finds that the proposed incorporation will not substantially hinder the solution of governmental problems affecting the metropolitan community.

⁷⁰ Ellington opposed this incorporation petition throughout the Board’s review process as it attempted to develop a boundary agreement with Greenville to resolve its issues. Finally, on August 11th, Ellington Chair Joe Schumacher contacted the Department to indicate that an agreement has been reached, which the communities will sign within the next several weeks.

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APPENDIX

Appendix A: Incorporation Review Board

The Incorporation Review Board was created by 2003 Wisconsin Act 171. It is charged with reviewing incorporation petitions forwarded by the circuit court in order to ensure that these petitions meet the public interest standards in s. 66.0207 Wis.Stats. The board advises the circuit court on whether incorporation petitions should be granted, dismissed, or resubmitted with new boundaries. The Board is also authorized to set and collect an incorporation review fee to pay for the costs of reviewing the petition. The Board has currently set the fee at \$25,000.

Members

Department of Administration Member and Chair

Dawn Vick, Chair of Incorporation Review Board
Administrator, Division of Intergovernmental Relations

Wisconsin Towns Association Member #1

William Goehring, Chairperson
Town of Sherman

Wisconsin Towns Association Member #2

Sharon Leair, Chair
Town of Genesee

Wisconsin League of Municipalities Member

Steve Ponto, Mayor
City of Brookfield

Wisconsin League of Municipalities Member

Rich Eggleston

Staff

Erich Schmidtke
Renee Powers

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Appendix B: Proposed Village Budget

APPENDIX B: Proposed Village Budget

Village of Greenville SUMMARY BUDGET General Fund, Debt Service Fund and Capital Project Funds With Comparative Data for 2017 and 2018

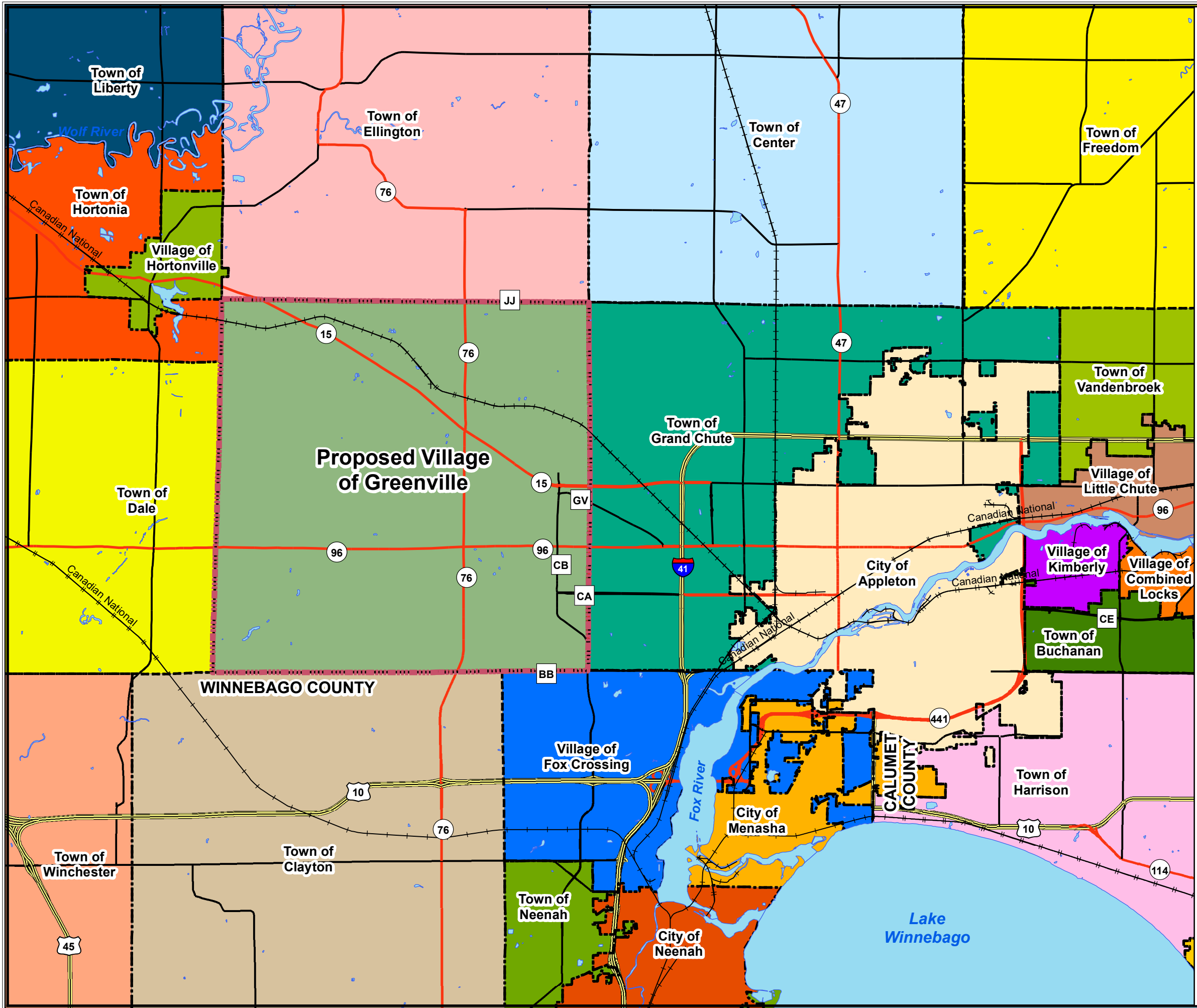
Fund, Source & Function Descriptions	2017 Actual	2018 Approved Budget	Estimated Year End 2018	Proposed Budget	Increase (Decrease) Budget 2018 to Proposed	'18-Proposed % Change
GENERAL FUND REVENUE						
41000 Taxes	\$ 2,056,115	\$ 2,222,967	\$ 2,233,626	\$ 2,209,174	\$ (13,793)	-0.62%
42000 Special Assessments	\$ 3,783	\$ 10,000	\$ 10,000	\$ 10,000	\$ -	0.00%
43000 Intergovernmental Revenues	\$ 401,680	\$ 421,604	\$ 423,622	\$ 464,681	\$ 43,077	10.22%
44000 Licenses & Permits	\$ 122,110	\$ 109,600	\$ 151,023	\$ 187,302	\$ 77,702	70.90%
45000 Fines, Forfeitures & Penalties	\$ 4,163	\$ 5,700	\$ 3,418	\$ 3,700	\$ (2,000)	-35.09%
46000 Public Charges for Services	\$ 523,859	\$ 518,233	\$ 561,203	\$ 562,050	\$ 43,817	8.46%
47000 Intergov. Charges for Services	\$ 985	\$ -	\$ 71	\$ 50	\$ 50	N/A
48000 Miscellaneous Revenue	\$ 202,756	\$ 178,600	\$ 170,833	\$ 430,850	\$ 252,250	141.24%
TOTAL - Revenues	\$ 3,315,452	\$ 3,466,704	\$ 3,553,796	\$ 3,867,806	\$ 401,102	11.57%
GENERAL FUND EXPENDITURES						
51000 General Government	\$ 591,952	\$ 655,558	\$ 659,173	\$ 610,314	\$ (45,245)	-6.90%
52000 Public Safety	\$ 508,871	\$ 563,293	\$ 488,944	\$ 647,910	\$ 84,617	15.02%
53000 Public Works	\$ 1,459,908	\$ 1,602,941	\$ 1,312,084	\$ 1,766,400	\$ 163,458	10.20%
54000 Health & Human Services	\$ 14,492	\$ 10,000	\$ 7,460	\$ -	\$ (10,000)	-100.00%
55000 Parks, Recreation & Forestry	\$ 470,871	\$ 476,382	\$ 460,553	\$ 475,731	\$ (651)	-0.14%
56000 Community Development	\$ 2,218	\$ 158,529	\$ 84,895	\$ 167,451	\$ 8,923	5.63%
Other Financing Uses	\$ -	\$ -	\$ -	\$ 200,000	\$ 200,000	N/A
TOTAL - Expenditures	\$ 3,048,312	\$ 3,466,704	\$ 3,013,108	\$ 3,867,806	\$ 401,102	11.57%
GENERAL FUND TAX LEVY	\$ 2,035,076	\$ 2,211,567	\$ 2,211,567	\$ 2,187,674	\$ (23,893)	-1.08%
DEBT SERVICE FUND REVENUE						
Taxes	\$ 423,787	\$ 650,095	\$ 650,095	\$ 699,169	\$ 49,074	
Special Assessments	\$ 339,133	\$ 188,340	\$ 188,340	\$ 48,450	\$ (139,890)	
Special Assessment Interest	\$ -	\$ -	\$ 3	\$ -	\$ -	
TOTAL - Debt Service Revenues	\$ 762,920	\$ 838,435	\$ 838,438	\$ 747,619	\$ (90,816)	-10.83%
DEBT SERVICE FUND EXPENDITURES						
Principal Payments	\$ 623,872	\$ 750,433	\$ 750,433	\$ 629,790	\$ (120,643)	
Interest & Other Charges	\$ 86,380	\$ 88,002	\$ 88,002	\$ 117,829	\$ 29,827	
TOTAL - Debt Service Expenditures	\$ 710,252	\$ 838,435	\$ 838,435	\$ 747,619	\$ (90,816)	-10.83%
DEBT SERVICE FUND TAX LEVY	\$ 423,787	\$ 650,095	\$ 650,095	\$ 699,169	\$ 49,074	7.55%
CAPITAL PROJECT FUND REVENUE						
Taxes	\$ -	\$ -	\$ -	\$ -	\$ -	
Proceeds from Debt	\$ 1,554,505	\$ 2,000,000	\$ 2,001,600	\$ 7,500,000	\$ 5,500,000	
Other	\$ 217,394	\$ 127,426	\$ -	\$ 2,885,849	\$ 2,758,423	
TOTAL - Capital Project Revenues	\$ 1,771,900	\$ 2,127,426	\$ 2,001,600	\$ 10,385,849	\$ 8,258,423	388.19%
CAPITAL PROJECT FUND EXPENDITURES						
Capital Equipment	\$ 29,742	\$ 570,500	\$ 496,541	\$ 472,682	\$ (97,818)	
Capital Improvements	\$ 696,242	\$ 1,556,926	\$ 561,245	\$ 9,913,167	\$ 8,356,241	
TOTAL - Capital Project Expenditures	\$ 725,984	\$ 2,127,426	\$ 1,057,786	\$ 10,385,849	\$ 8,258,423	388.19%
CAPITAL PROJECT FUND TAX LEVY	\$ -	\$ -	\$ -	\$ -	\$ -	N/A
TOTAL PROPERTY TAX LEVY	\$ 2,458,863	\$ 2,861,662	\$ 2,861,662	\$ 2,886,843	\$ 25,181	0.88%

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APPENDIX C: Maps

Map 1	Proposed Village and Metropolitan Communities
Map 2	Water Resources
Map 3	Transportation System
Map 4	Existing and Proposed Trails
Map 5	School District Boundaries and Schools
Map 6	Sewer Service Area & Sanitary District 1 Boundaries
Map 7	Population Density
Map 8	Existing Land Uses
Map 9	Tiered Growth Strategy
Map 10	Greenbelt Area
Map 11	Airport Overlay Districts

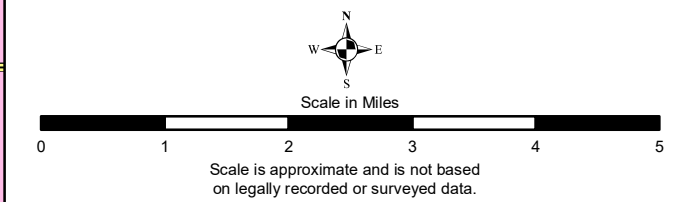
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Map 1

Proposed Village of Greenville & Fox Valley Community

- +—+— Railroad
- County Highway
- State Highway
- US Highway
- Proposed Village Boundary



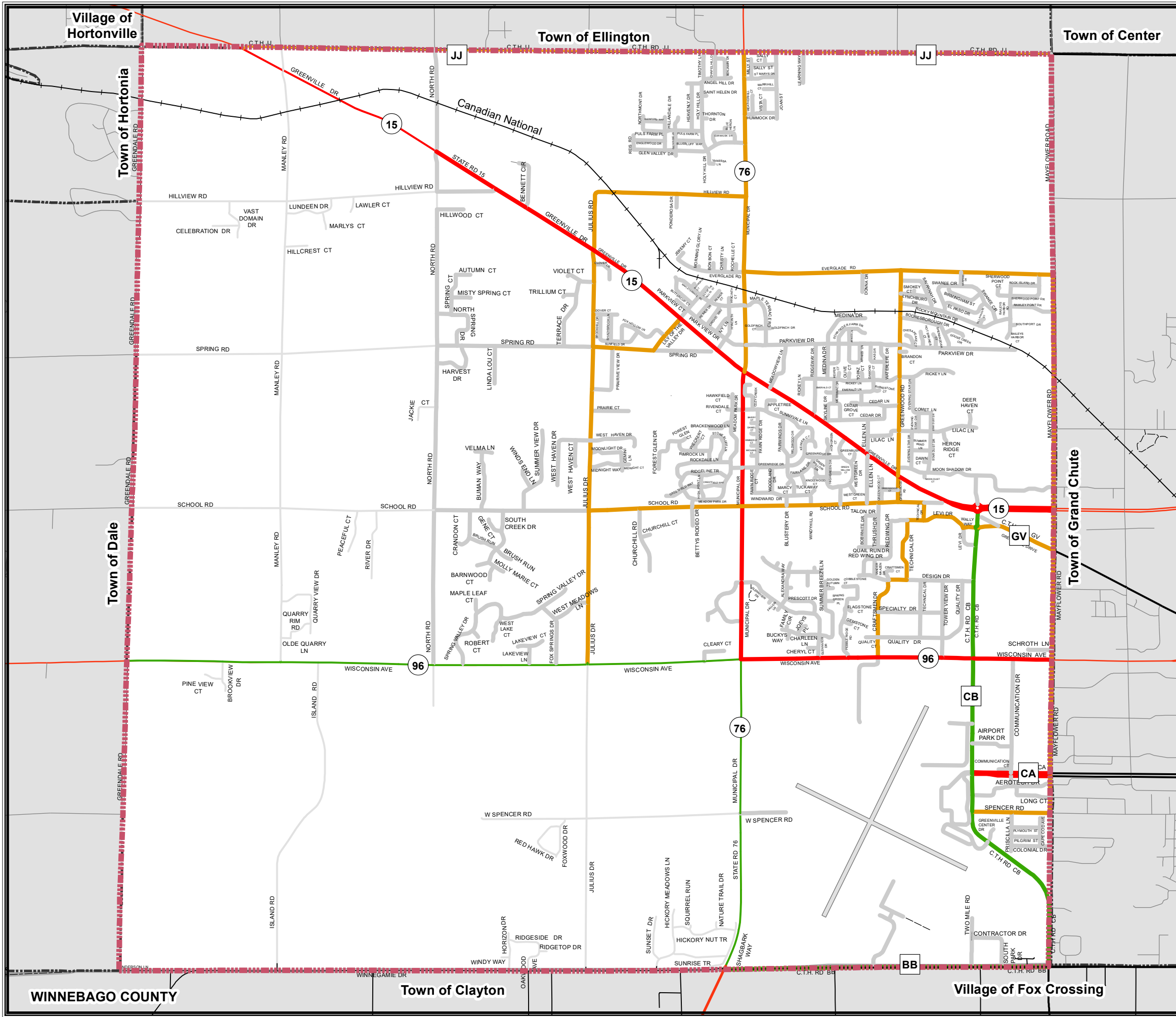
Source: Transportation & Boundaries - Outagamie County, 2018; Calumet County, 2016 Winnebago County, 2017; Waupaca County, 2016

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Water Resources

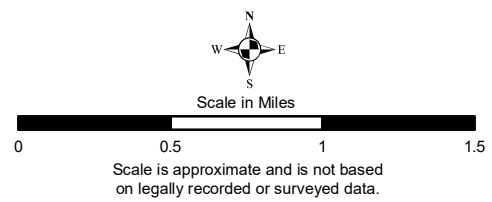




Map 3

Transportation System & Functional Classification

- Functional Class**
- Urban Principal Arterial
 - Urban Minor Arterial
 - Urban Collector
 - Urban Local
 - Rural Principal Arterial
 - Rural Minor Arterial
 - Rural Major Collector
 - Rural Local
 - Railroad
 - Local Road
 - Private Road
 - County Highway
 - State Highway
 - US Highway
 - Proposed Village Boundary
 - Municipality



Source: Transportation & Boundaries - Outagamie County, 2018; Functional Classification - ECWRPC, 2018

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Map 4

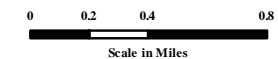
Town of Greenville

Existing & Recommended Trails

Legend

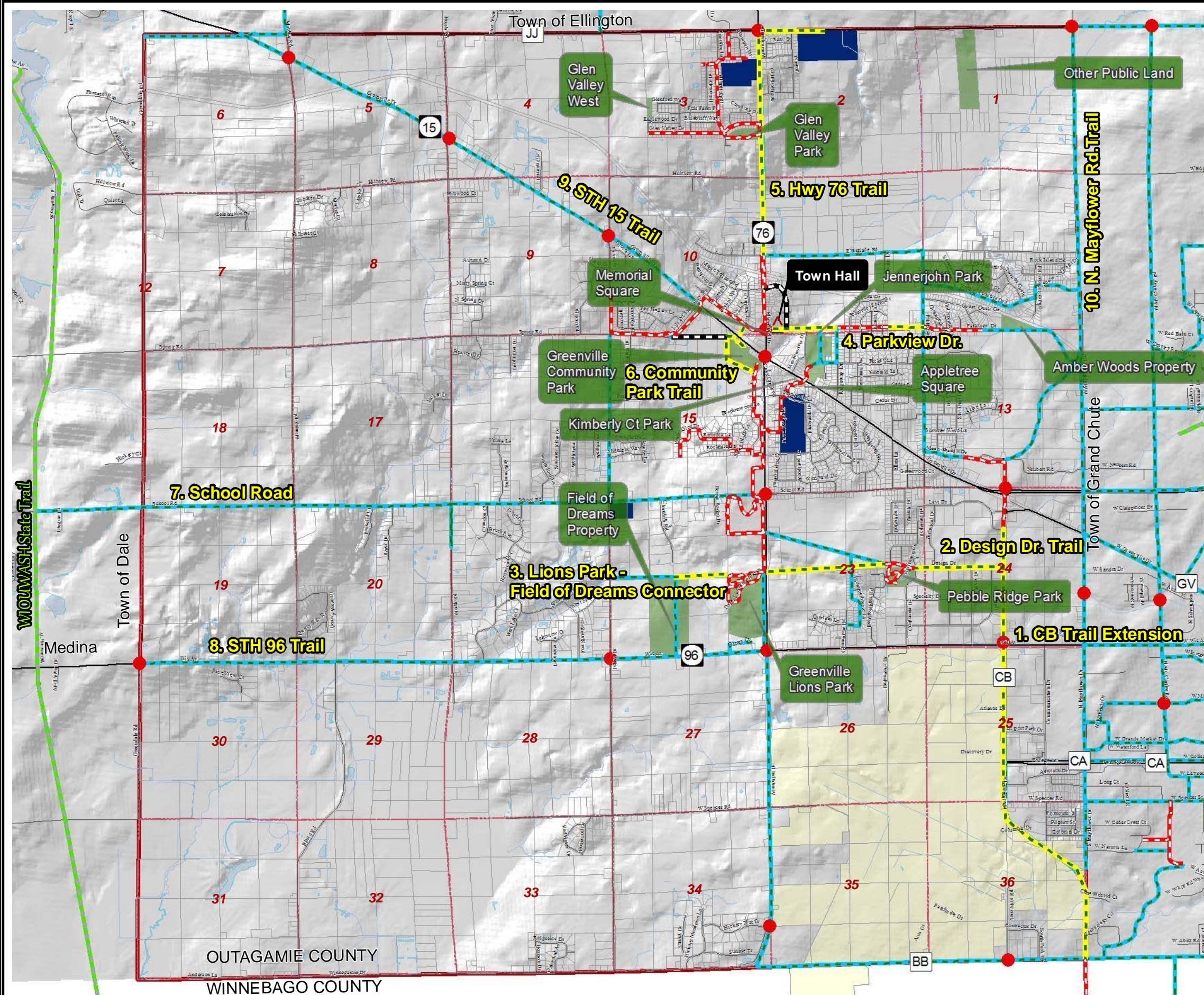
- High Traffic Areas
- Off Road
- - - Off Road Paved
- On Street Bike
- - - Proposed Connection
- - - Proposed Trail
- - - Proposed Regional Trails
- ~ Streams
- School
- - - Section Line
- Parcels
- ~ Water
- Parks
- Airport
- Town Boundary

Sources: Outagamie County Land Information Office, 2014.
Trails, ECWRPC Fox Cities Bicycle and Pedestrian Plan, 2014.



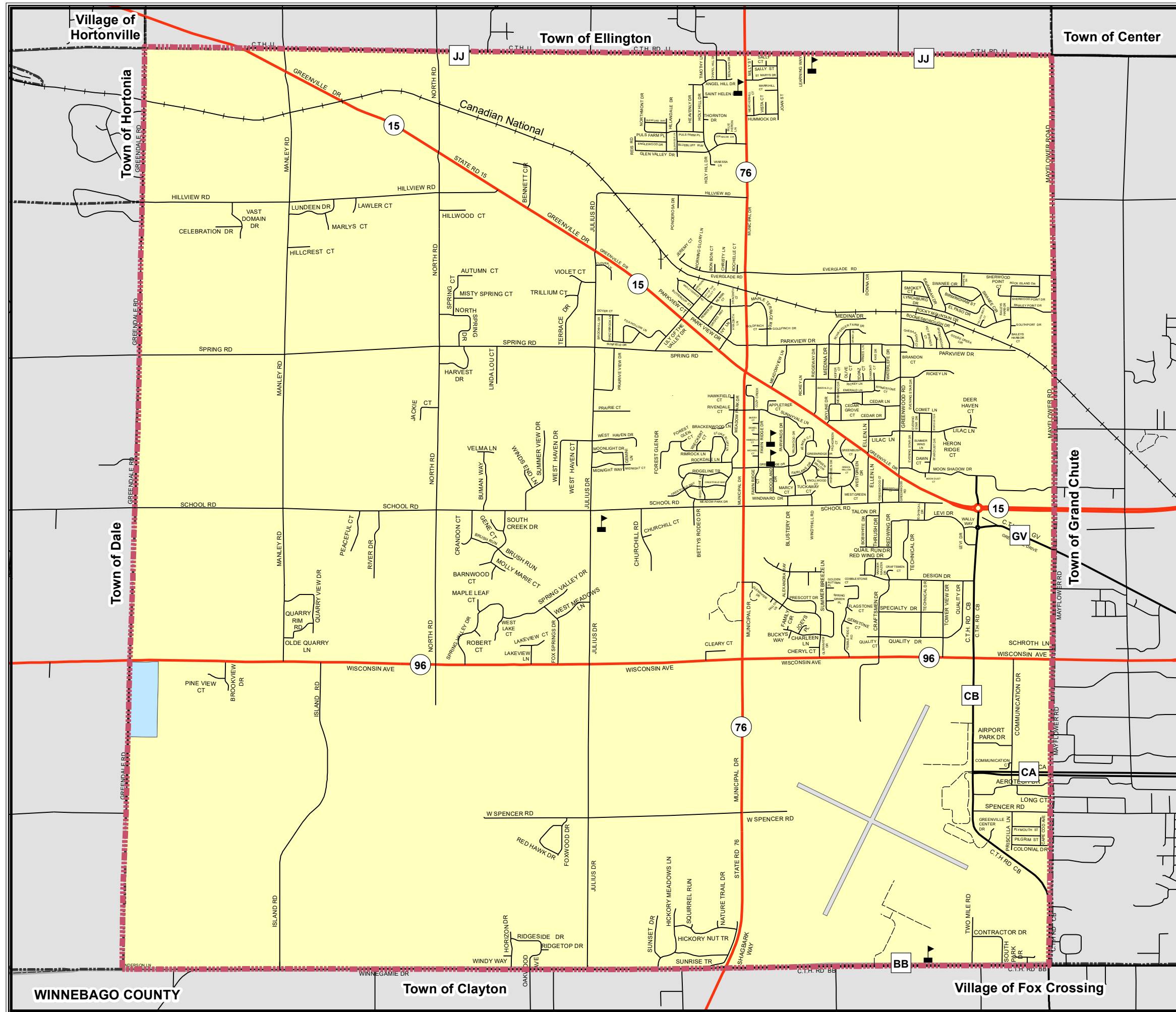
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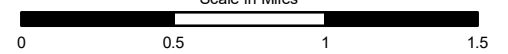


Map 5

School Districts



- School
- Hortonville School District
- New London School District
- Railroad
- Local Road
- Private Road
- County Highway
- State Highway
- US Highway
- Proposed Village Boundary
- Municipality



Scale is approximate and is not based on legally recorded or surveyed data.

Source: Transportation & Boundaries - Outagamie County, 2018; Schools & Districts - Outagamie County, 2008











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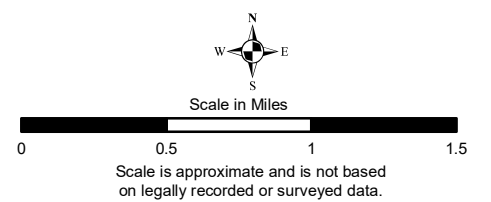
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Map 6

Sanitary District #1 & Sewer Service Area

-  Sanitary District Boundary
-  Sewer Service Area
-  Railroad
-  Local Road
-  Private Road
-  County Highway
-  State Highway
-  US Highway
-  Proposed Village Boundary
-  Municipality



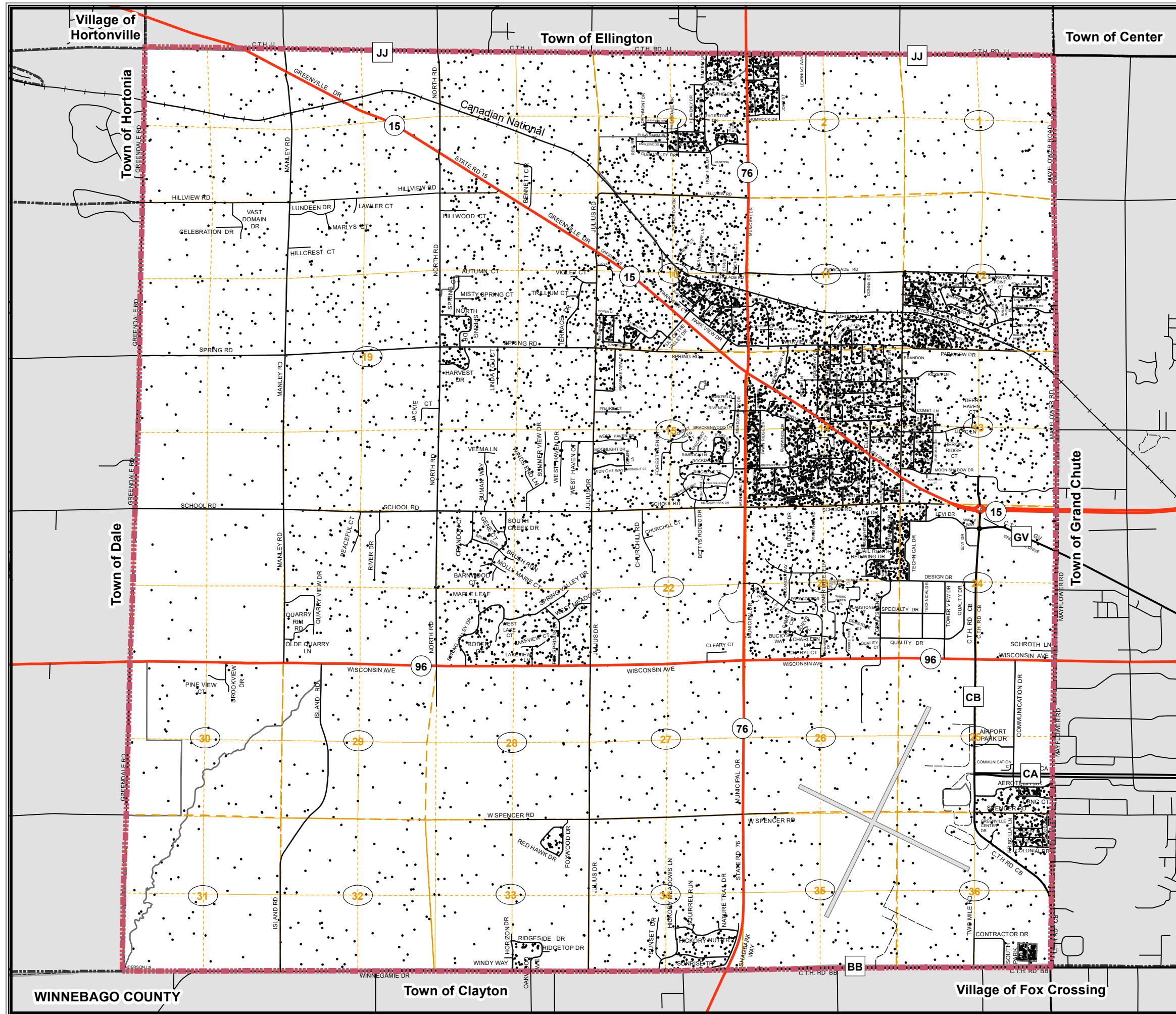
Source: Transportation & Boundaries - Outagamie County, 2018;
Sanitary District Boundary - Town of Greenville, 2017

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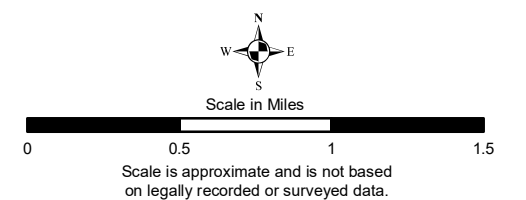
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Map 7

Population Density Distribution



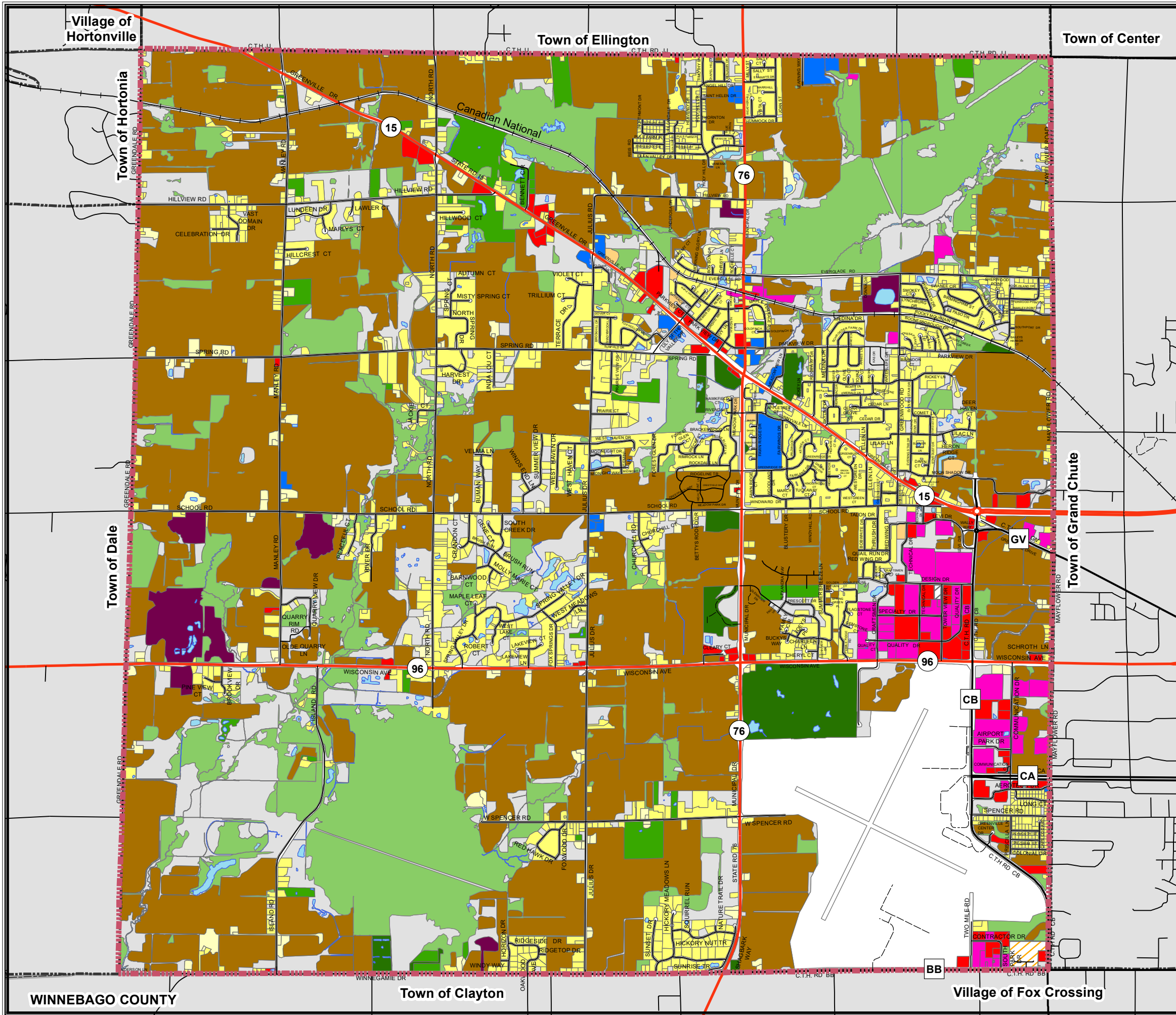
- Population Density**
- 1 Dot = 1
 - POP10
 - Railroad
 - Local Road
 - Private Road
 - County Highway
 - State Highway
 - US Highway
 - Section Boundary
 - Quarter Section Boundary
 - Proposed Village Boundary
 - Municipality



Source: Transportation & Boundaries - Outagamie County, 2018; Population Density - U.S. Census Bureau, 2010

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Map 8 Existing Land Uses

- Land Use**
- Single Family Residential
 - Farmsteads
 - Multi-Family
 - Mobile Home Parks
 - Commercial
 - Industrial
 - Quarries
 - Institutional Facilities
 - Transportation
 - Utilities/Communications
 - Nonirrigated Cropland
 - Water Features
 - Recreational Facilities
 - Planted Woodlands
 - General Woodlands
 - Open Other Land
- Infrastructure**
- Railroad
 - Local Road
 - Private Road
 - County Highway
 - State Highway
 - US Highway
- Boundaries**
- Proposed Village Boundary
 - Municipality



Scale in Miles
0 0.5 1 1.5
Scale is approximate and is not based on legally recorded or surveyed data.

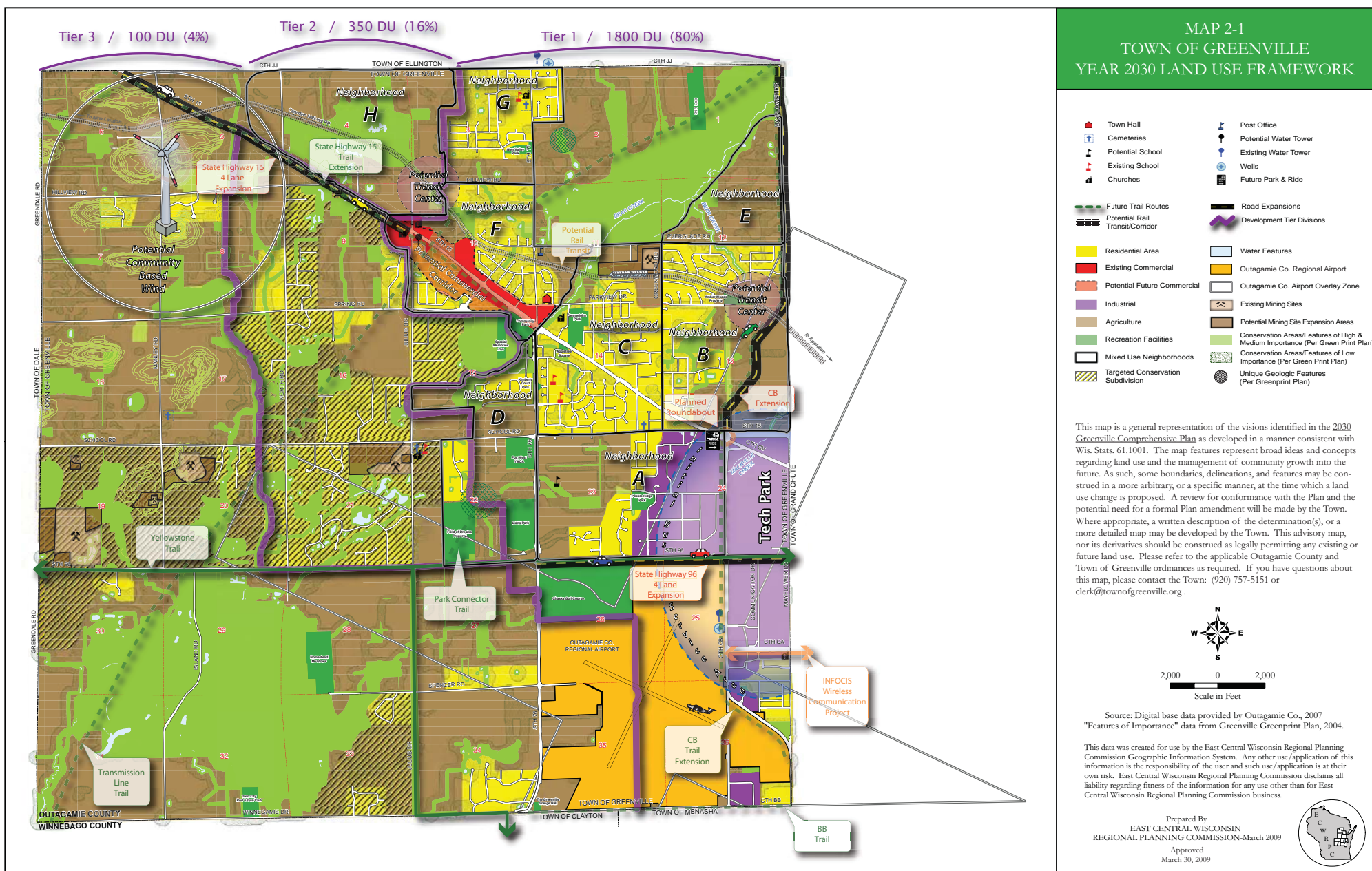
Source: Transportation & Boundaries - Outagamie County, 2018; Land Use - ECWRPC, 2017

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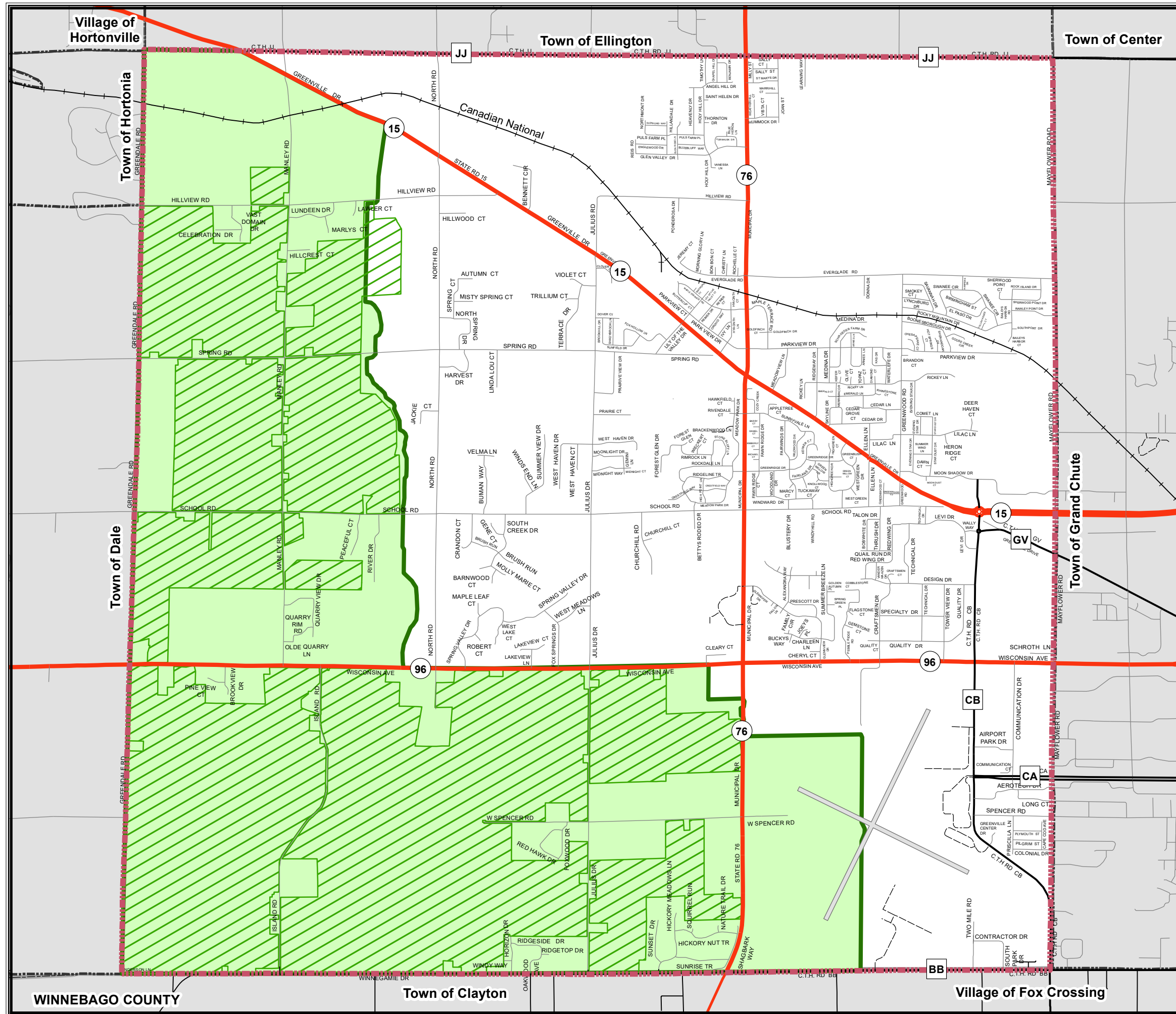
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MAP 9



Map 10 Agricultural Enterprise Area



Source: Transportation & Boundaries - Outagamie County, 2018; AEA & Greenbelt - Town of Greenville, 2017

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MAP 11

Outagamie County Regional Airport Zoning Map

April 2, 2012

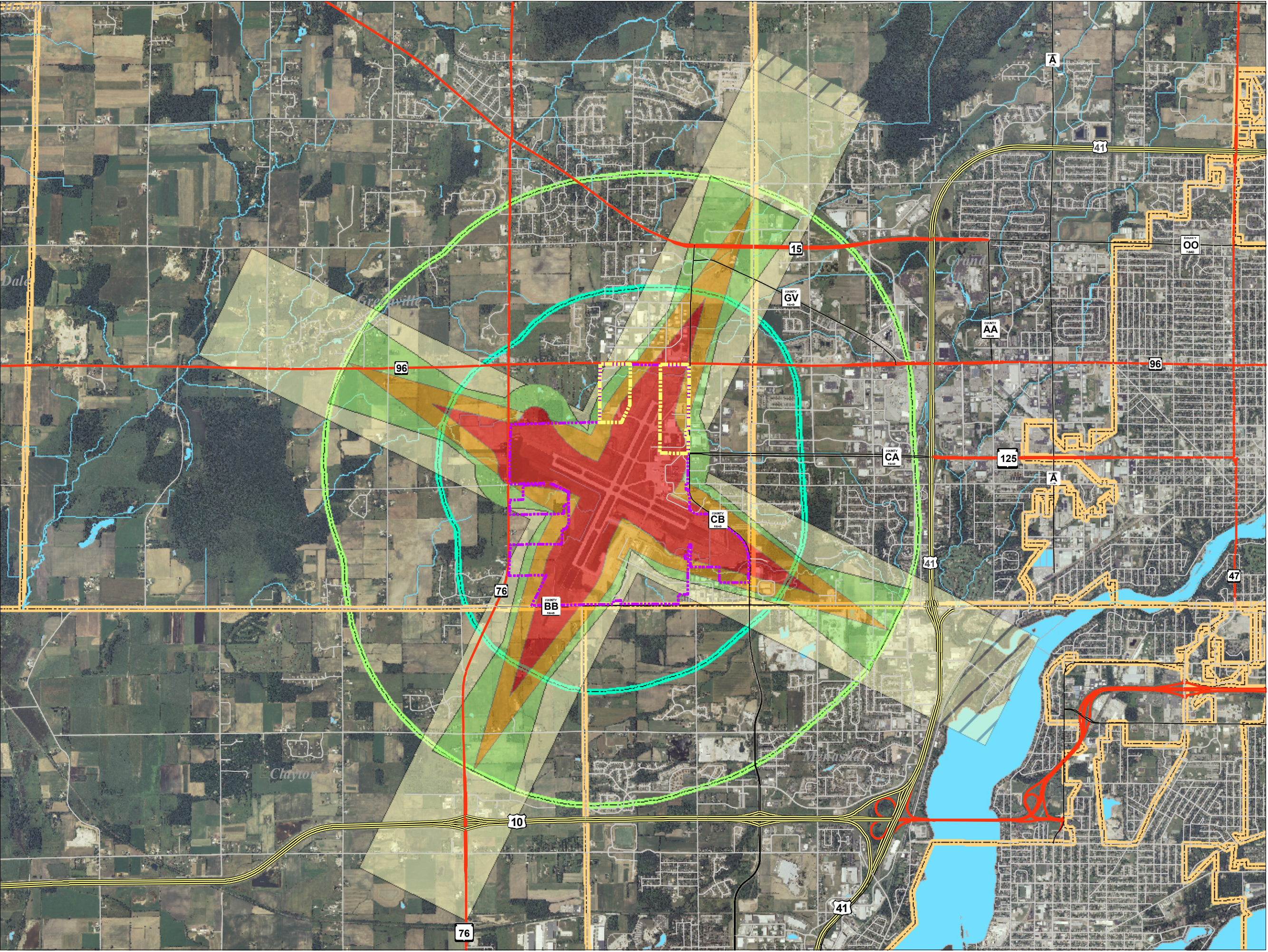


Legend

Municipality

Airport Zoning

- AOD Airport Overlay District Zone 1
- AOD Airport Overlay District Zone 2A
- AOD Airport Overlay District Zone 2B
- AOD Airport Overlay District Zone 3
- AOD Airport Overlay District Zone 3A
- Airport Industrial District (AID)
- Airport District (AD)
- 5,000 Ft buffer from AOA
- 10,000 Ft buffer from AOA
- AOA = Air Operations Area



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