

NOTICE OF PLAN COMMISSION MEETING

DATE: Tuesday, January 28, 2025

TIME: 5:00pm

LOCATION: Combined Locks Civic Center,
Council Chambers, 405 Wallace Street

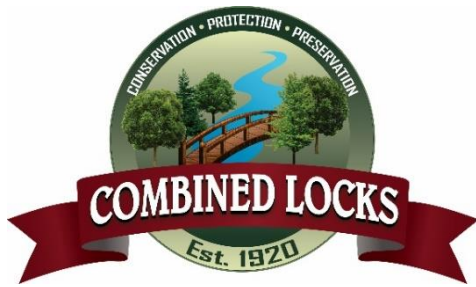
AGENDA

1. Review and consider approval of minutes from 10/08/24 meeting
2. Public Hearing for rezoning of recently annexed land from Residential Temporary Unclassified to Residential Single-Family (19.79 acres) and Residential Multi-Family (10.45 acres)
3. Review and consider recommendation to approve rezoning request
4. Review proposed phases to redevelop Lindberg Park, including financing and public engagement
5. Discuss topics for future meetings: Village's participation in the Trail Summit 2.0, WHEDA Home Repair & Rehab Loans, and updates on Wolfinger Estates and Culver's
6. Schedule next meeting
7. Adjourn

Public Notice: Agendas are posted in the following locations: Combined Locks Civic Center main entrance and Village website: www.combinedlocks.wi.gov. 2015 Wisconsin Act 79 allows the publication of certain legal notices on an internet site maintained by a municipality. This law allows these types of legal notices to be posted in one physical location in the jurisdiction (instead of three) if also placed on an internet site maintained by the local government.

Special Accommodations: Requests from persons with disabilities who need assistance to participate in this meeting or hearing should be made with as much advance notice as possible to the Clerk's Office at 405 Wallace Street, 920-788-7740 extension 203 or email at gieser@combinedlocks.wi.gov.

Notice of Possible Quorum: A quorum of the Village Board, Zoning Board of Appeals, or other Village committee may be present at this meeting for the purpose of gathering information and possible discussion on items listed on this agenda. However, unless otherwise noted in this agenda, no official action by the Village Board, Board of Review, Zoning Board of Appeals, or other Village committee will be taken at this meeting.



MINUTES OF PLAN COMMISSION MEETING

DATE: Tuesday, October 8, 2024

TIME: 5:30pm

LOCATION: Combined Locks Civic Center,
Council Chambers, 405 Wallace Street

MINUTES

- A. Call to order:** Meeting called to order by Plan Commission Chair Ken Heckner at 6:00pm.
 - B. Attendance:** Plan Commission members present – Heckner, Mulry, Carney, Maynard, Weyenberg, Mader, and Romberg. Plan Commission members absent – None. Staff present – Administrator Shampo-Giese and Assistant Public Works Director Weyenberg. Others present – Phil Kleman of McMahon Associates, Connie Sonsthagen, and Brad Rymer from Vierbicher.
- 1. Review and consider approval of minutes from 09/10/24 meeting:** K. Carney made a motion to approve the minutes as presented. J. Weyenberg seconded the motion, and it passed unanimously.
 - 2. Review and consider recommendation to approve Certified Survey Map to combine parcels 230049400 and 230049500; 113 Wallace Street:** Plan Commission members discussed the requested CSM. Assistant Public Works Director Weyenberg noted that televising of the sanitary sewer main on Wallace Street showed two leaking laterals serving this property. The matter was discussed at length. J. Weyenberg made a motion to approve the CSM contingent upon further investigation of the sanitary sewer laterals. J. Maynard seconded the motion, and it passed unanimously.
 - 3. Review and consider recommendation to approve Certified Survey Map to combine Review and consider recommendation to approve Certified Survey Map to remove three single family lots and combine them with the multi-family lot in Wolfinger Estates:** Brad Rymer of Vierbicher presented the requested CSM on behalf of the Wolfinger Estates. He explained that removal of three residential lots is necessary to fit the apartment buildings and garages appropriately. The matter was discussed. J. Weyenberg made a motion to approve the CSM contingent upon confirmation of TID limitations and some verbiage in the stormwater statement. K. Carney seconded the motion, and it passed unanimously.
 - 4. Consider requests for Capital Improvement Projects/Purchases identified in the 2020-2025 Comprehensive Outdoor Recreation Plan and/or 2030 Comprehensive Plan:** Plan Commission members reviewed the plans and prioritized these improvements: replace volleyball court at Memorial Park, change Van Zeeland Park biofilters to drain tile, park identification signs, and asphalt trail repair at Memorial Park.
 - 5. Discuss Lindberg Park parking lot plans:** Plan Commission members discussed the proposed parking lot reconstruction with Village engineer Phil Kleman. The proposed parking lot increases parking spaces and removes the asphalt loop. Commission members discussed proper lighting needs, solid fence to block headlights from neighboring properties and storm water management.
 - 6. Schedule next meeting:** Meetings for November and December will be scheduled only if needed.
 - 7. Adjourn:** D. Mader made a motion to adjourn the meeting. N. Romberg seconded the motion, and it passed unanimously. The meeting adjourned at 7:13pm.

Item #2

Village of Combined Locks
Notice of Public Hearing
Application for Rezoning

PLEASE TAKE NOTICE that the Combined Locks Plan Commission will hold a public hearing on Tuesday, January 28, 2025 at 5:00pm at the Combined Locks Civic Center, Council Chambers, 405 Wallace Street, to consider the following:

Rezoning of recently annexed land from Residential Temporary Unclassified to Residential Single-Family (19.79 acres) and Residential Multi-Family (10.45 acres). The land is located at the northeast corner of DeBruin Road and Block Road.

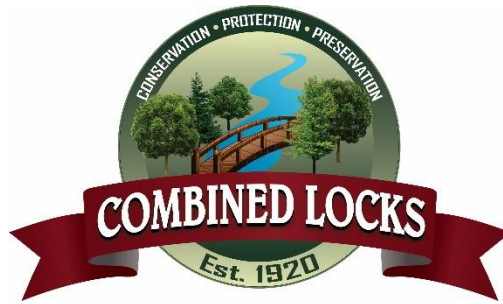
PLEASE TAKE FURTHER NOTICE that the Combined Locks Village Board will review the Plan Commission's recommendation and make the final determination for rezoning on Tuesday, February 4, 2025 at 6:30pm at the Combined Locks Civic Center, Council Chambers, 405 Wallace Street.

Information regarding the rezoning is available for review at the Combined Locks Civic Center, 405 Wallace Street, Combined Locks, WI 54113 during regular office hours.

Racquel Shampo-Giese
Administrator

Publish: January 15, 2025 and January 22, 2025
Posted: January 7, 2025

This public hearing notice was published in the Times Villager on 01/15/25 and 01/22/25. It was also posted at Kwik Trip at 459 DeBruin Road, Combined Locks Post Office at 333 Wallace Street and the front door of the Combined Locks Civic Center, 405 Wallace Street. It was also mailed to all adjacent property owners who are within 200 feet of the land being considered for rezoning.



(920) 788-7740 Voice
(920) 788-7742 Fax

405 Wallace Street
Combined Locks WI 54113

01/07/2025

City of Kaukauna

Via Email: Tony Penterman, David Kittel, John Neumeier, & Kayla Nessmann

Dear Neighboring Property Owner:

Due to a recent annexation of land, the Combined Locks Village Board is formally rezoning portions of the Wolfinger Property located at the northeast corner of DeBruin Road and Block Road. You are being notified of the public hearing for rezoning because your property is located within 200' of the land being rezoned. A copy of the public hearing notice is included with this mailing as well as a map showing the proposed layout of the single-family and multi-family lots.

Please feel free to contact me with any questions. My office hours are 7:30am to 4:00pm, and I can be reached at 920-788-7740 ext. 203 or at gieser@combinedlocks.wi.gov

Best Regards,

Racquel Shampo-Giese
Administrator

Village of Combined Locks
Notice of Public Hearing
Application for Rezoning

PLEASE TAKE NOTICE that the Combined Locks Plan Commission will hold a public hearing on Tuesday, January 28, 2025 at 5:00pm at the Combined Locks Civic Center, Council Chambers, 405 Wallace Street, to consider the following:

Rezoning of recently annexed land from Residential Temporary Unclassified to Residential Single-Family (19.79 acres) and Residential Multi-Family (10.45 acres). The land is located at the northeast corner of DeBruin Road and Block Road.

PLEASE TAKE FURTHER NOTICE that the Combined Locks Village Board will review the Plan Commission's recommendation and make the final determination for rezoning on Tuesday, February 4, 2025 at 6:30pm at the Combined Locks Civic Center, Council Chambers, 405 Wallace Street.

Information regarding the rezoning is available for review at the Combined Locks Civic Center, 405 Wallace Street, Combined Locks, WI 54113 during regular office hours.

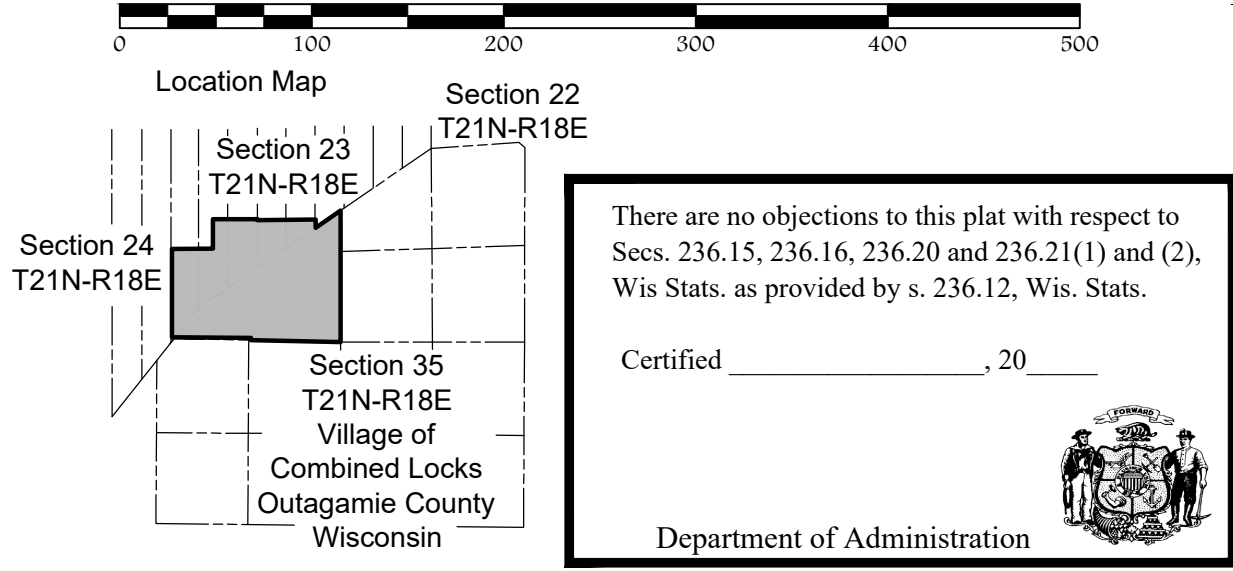
Racquel Shampo-Giese
Administrator

Publish: January 15, 2025 and January 22, 2025
Posted: January 7, 2025

- Replat of Wolfinger Estates -

All of Lot 1 and Outlot 1 of Certified Survey Map No. 8687, Document No. 2314631, Outagamie County Records, being located in part of Government Lots 5, 6, 7 and 8 of Section 35, part of Government Lot 1 of Section 24, and also part of Government Lot 3 of Section 23, all in T21N-R18E, Village of Combined Locks, Outagamie County, Wisconsin.

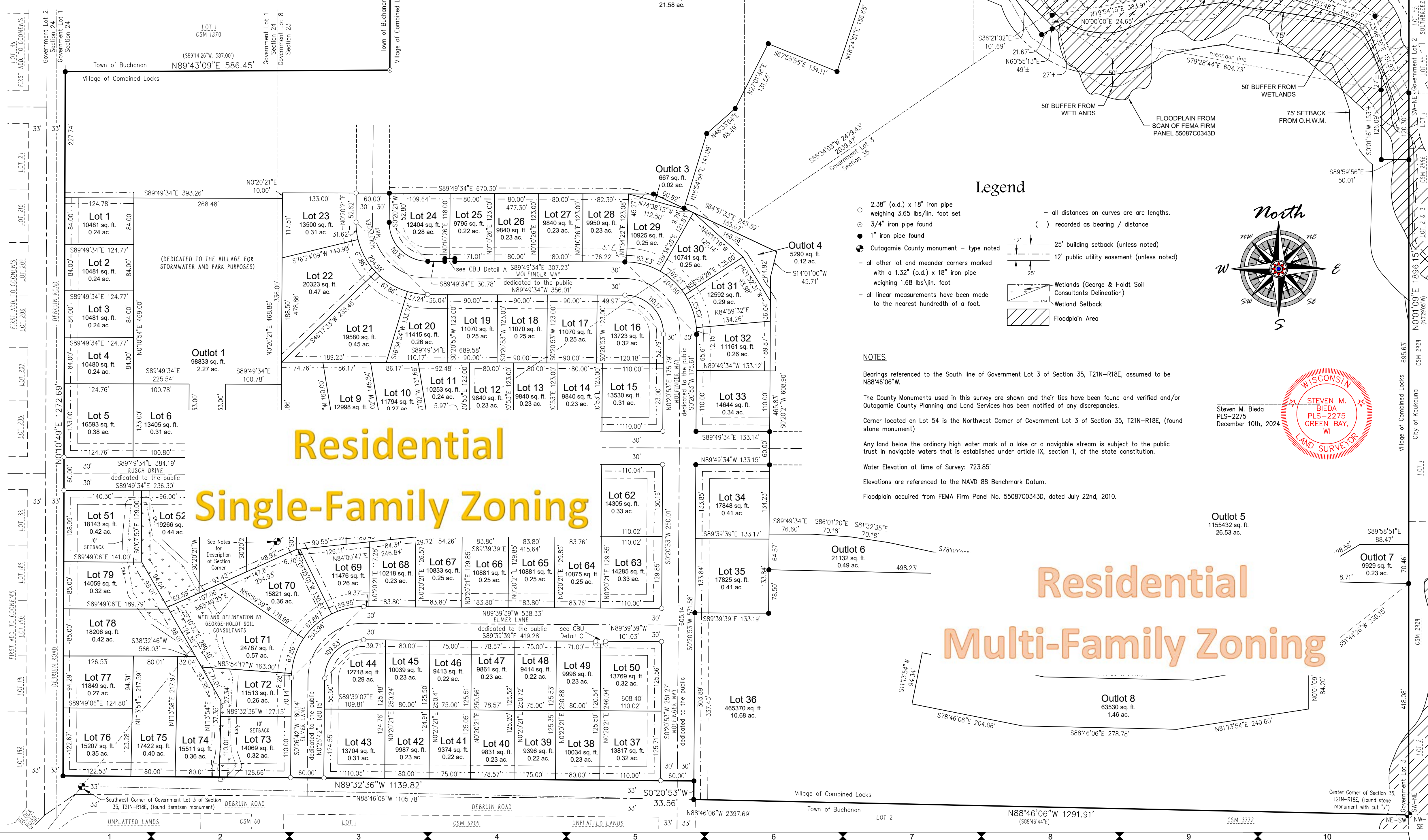
Graphic Scale: 1" = 100'



There are no objections to this plat with respect to Secs. 236.15, 236.16, 236.20 and 236.21(1) and (2), Wis Stats. as provided by s. 236.12, Wis. Stats.

Certified _____, 20____

Department of Administration



Residential
Single-Family Zoning

Residential
Multi-Family Zoning

- ### Legend
- 2.38" (o.d.) x 18" iron pipe weighing 3.65 lbs./lin. foot set
 - 3/4" iron pipe found
 - 1" iron pipe found
 - Outagamie County monument - type noted
 - all other lot and meander corners marked with a 1.32" (o.d.) x 18" iron pipe weighing 1.68 lbs./lin. foot
 - all linear measurements have been made to the nearest hundredth of a foot.
 - all distances on curves are arc lengths.
 - () recorded as bearing / distance
 - 25' building setback (unless noted)
 - 12' public utility easement (unless noted)
 - Wetlands (George & Holdt Soil Consultants Delineation)
 - Wetland Setback
 - Floodplain Area

NOTES

Bearings referenced to the South line of Government Lot 3 of Section 35, T21N-R18E, assumed to be N88°46'06"W.

The County Monuments used in this survey are shown and their ties have been found and verified and/or Outagamie County Planning and Land Services has been notified of any discrepancies.

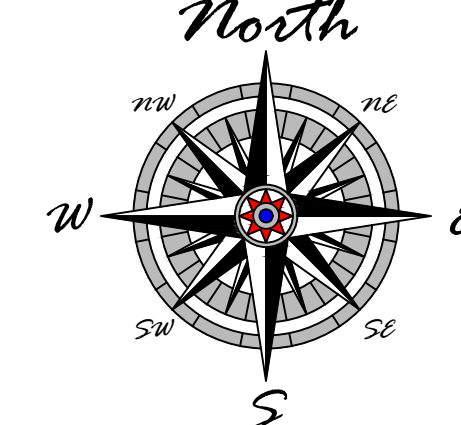
Corner located on Lot 54 is the Northwest Corner of Government Lot 3 of Section 35, T21N-R18E, (found stone monument)

Any land below the ordinary high water mark of a lake or a navigable stream is subject to the public trust in navigable waters that is established under article IX, section 1, of the state constitution.

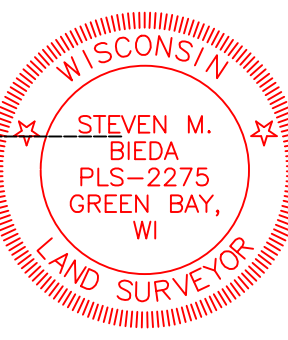
Water Elevation at time of Survey: 723.85'

Elevations are referenced to the NAVD 88 Benchmark Datum.

Floodplain acquired from FEMA Firm Panel No. 55087C03430, dated July 22nd, 2010.



Steven M. Bieda
PLS-2275
December 10th, 2024



SCALE
1"=100'

DRAWN BY
NDK

TAX PARCEL NO. 230158001 & 230158002

Replat of Wolfinger Estates

Final Plat

Data File: 240200.txt Fieldwork Completed: 05/22/2024

vierbicher
planners | engineers | advisors

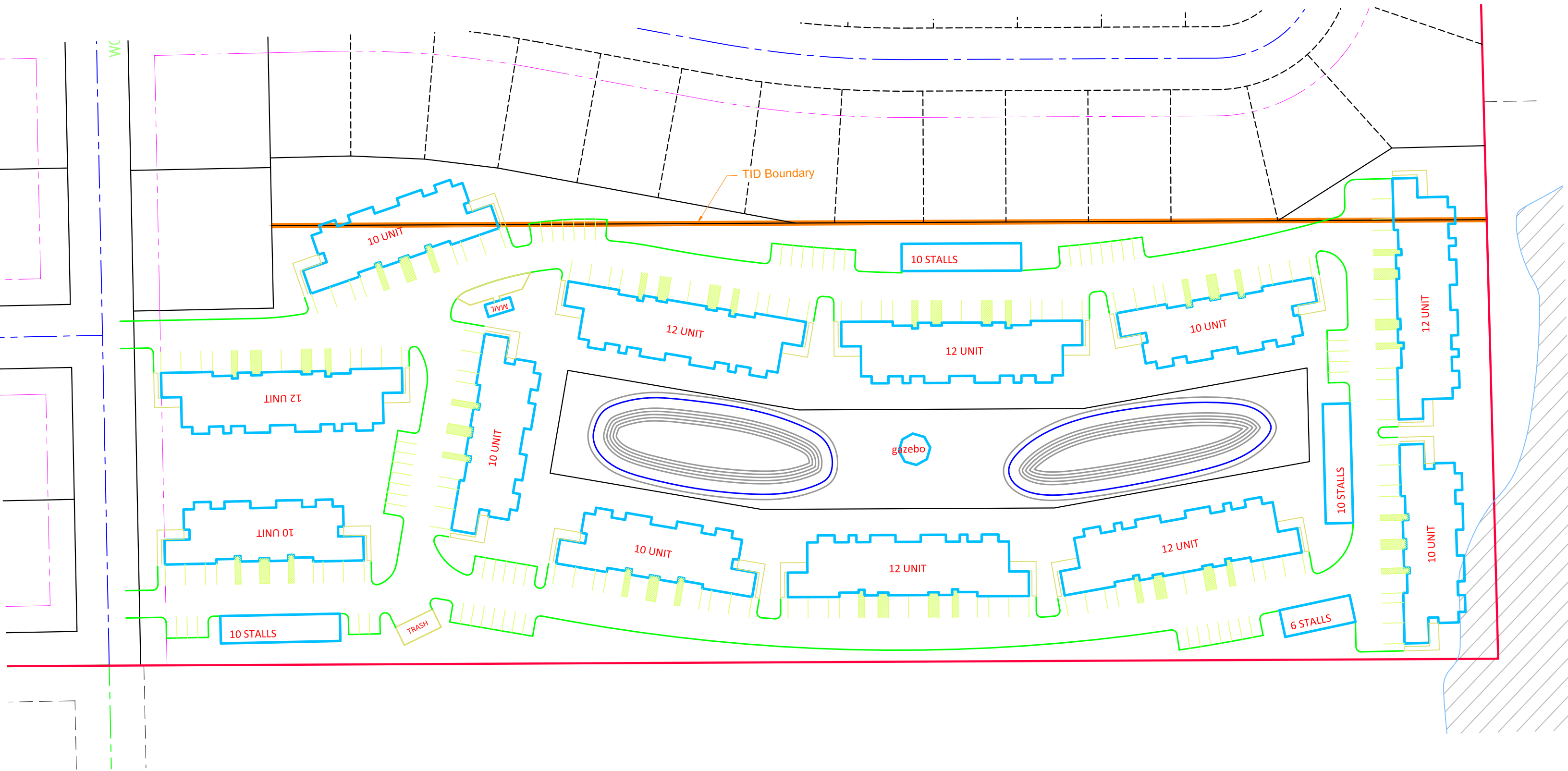
400 Security Blvd Ste 1, Green Bay, WI, (920) 434-9670

File: 240200 Final Plat 121024.dwg

PROJECT NO.
240200

SHEET NO.
1 of 3

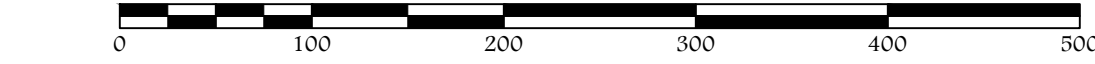
DRAWING NO.
P-2627



- Replat of Wolfinger Estates -

All of Lot 1 and Outlot 1 of Certified Survey Map No. 8687, Document No. 2314631, Outagamie County Records, being located in part of Government Lots 5, 6, 7 and 8 of Section 23, part of Government Lot 1 of Section 24, and also part of Government Lot 3 of Section 35, all in T21N-R18E, Village of Combined Locks, Outagamie County, Wisconsin.

Graphic Scale: 1" = 100'



Section 23
T21N-R18E

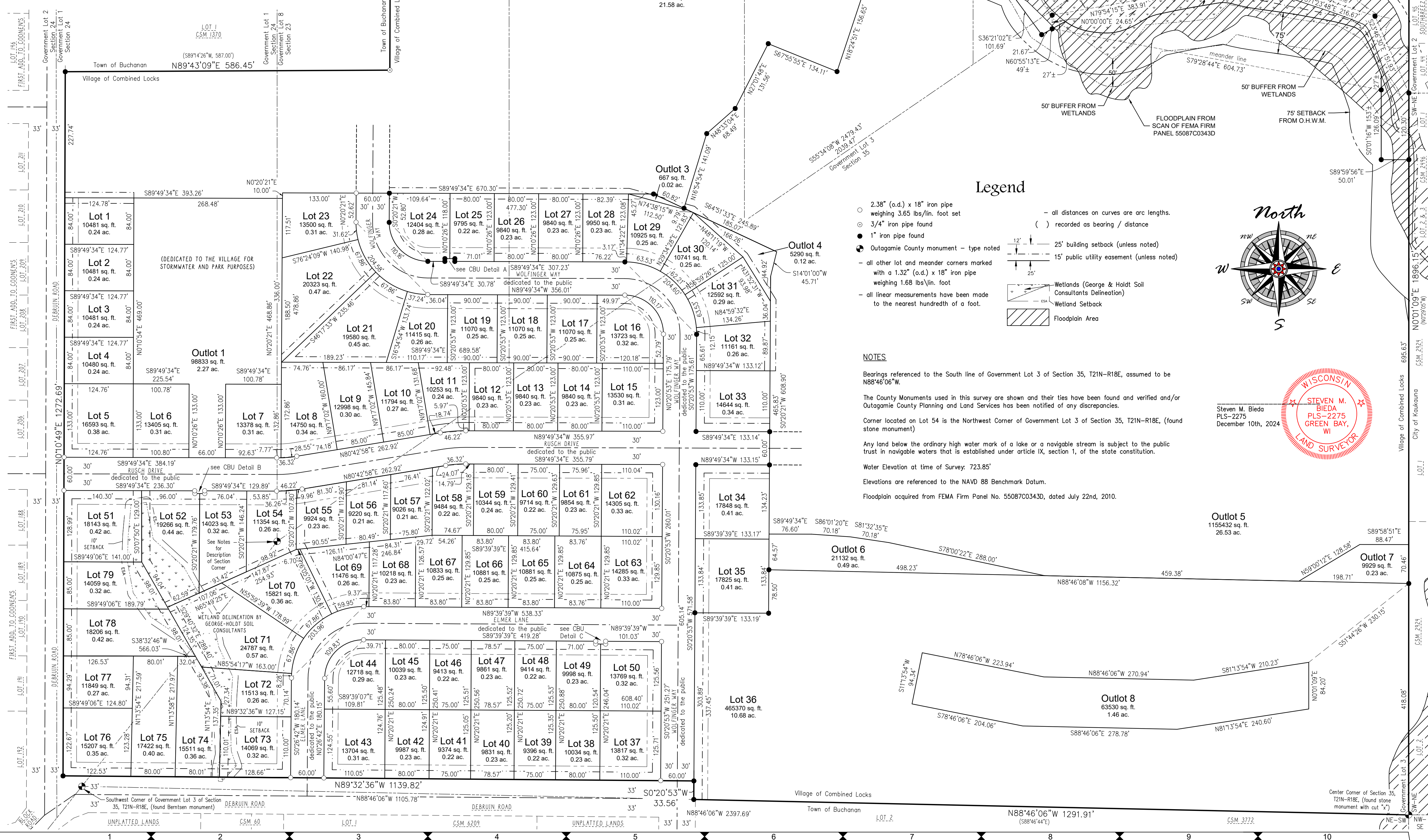
Section 24
T21N-R18E

Section 35
T21N-R18E
Village of Combined Locks
Outagamie County
Wisconsin

There are no objections to this plat with respect to
Secs. 236.15, 236.16, 236.20 and 236.21(1) and (2),
Wis Stats. as provided by s. 236.12, Wis. Stats.

Certified _____, 20____

Department of Administration



SCALE
1"=100'

DRAWN BY
NDK

Replat of Wolfinger Estates

Final Plat

TAX PARCEL NO. 230158001 & 230158002

400 Security Blvd Ste 1, Green Bay, WI, (920) 434-9670

vierbicher
planners | engineers | advisors

Tycore Built

PROJECT NO.
240200

SHEET NO.
1 of 3

DRAWING NO.
P-2627

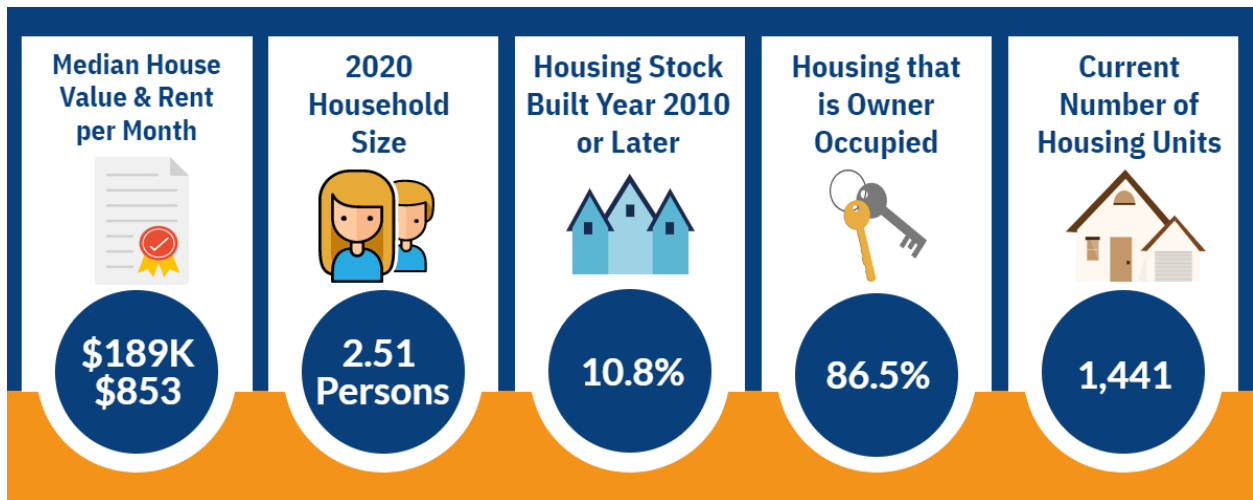
P-2627



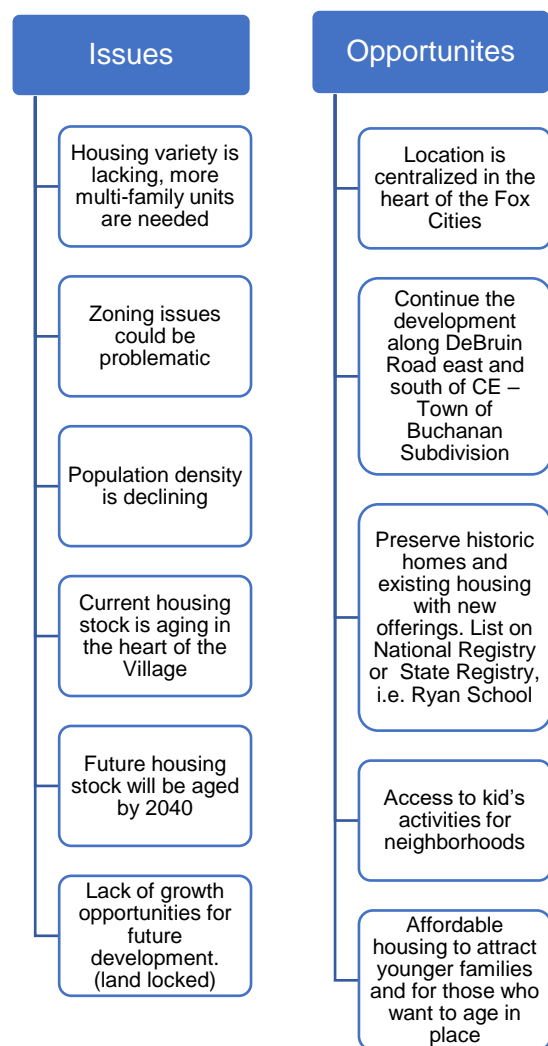
Chapter 4: Housing & Neighborhoods



Key Indicators:



Introduction



Housing is a basic need, providing shelter from the elements, a source of stability, long-term investment. It is an economic driver and contributes to the creation of complete neighborhoods. This plan seeks to strengthen the Village of Combined Locks' neighborhoods and its housing while recognizing that the community is constantly evolving.

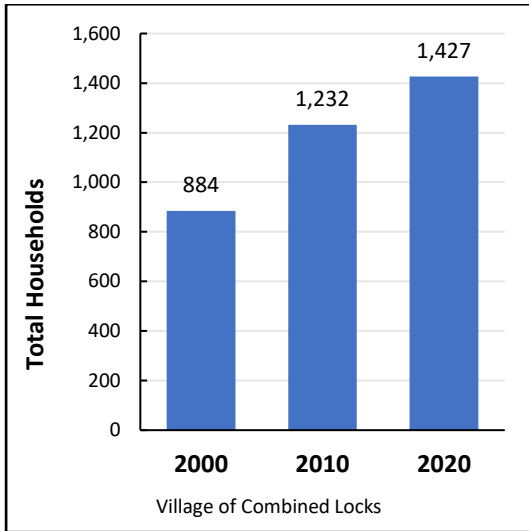
The neighborhoods in the Village of Combined Locks differ depending on development pattern, housing mix, and accompanying features. However, 91 percent of the Village's housing stock is comprised of single-family homes. Less-dense neighborhoods can contribute to an auto-dependent lifestyle, increased traffic congestion, and greater consumption of undeveloped land. As neighborhoods continue to develop, a larger diversity of housing options will be needed. Available space for development also needs to be analyzed as vacant lots are a premium in a land locked community.

To determine growth areas, an assessment is required of what demands exist for the growing population base. This Chapter analyzes the current housing stock in the Village including a breakdown of owner vs. rental structures and what type of housing demand is needed for people with different incomes, age groups, and those with special needs.

Historical Demand

The total number of households in the Village of Combined Locks is steadily growing; however, the average household size is shrinking. From 2000 to 2020, the number of households in the Village has grown by 61 percent. During the same time period, household size decreased from 2.74 persons per household to 2.51. See Figures 4-1 and 4-2 for more details.

Because there are fewer persons per household, the rate of increase for new households generally outpaces the rate of increase in population. This decrease in household size is best explained by a combination of national trends, including the movement towards smaller families, the aging of the "baby boom" generation, adult children moving out of their parents' homes, and the increased prominence of single person households.



Source: 2000 and 2010 U.S. Census, 2016-2020 American Community Survey

Figure 4-1: Total Households, 2000-2020

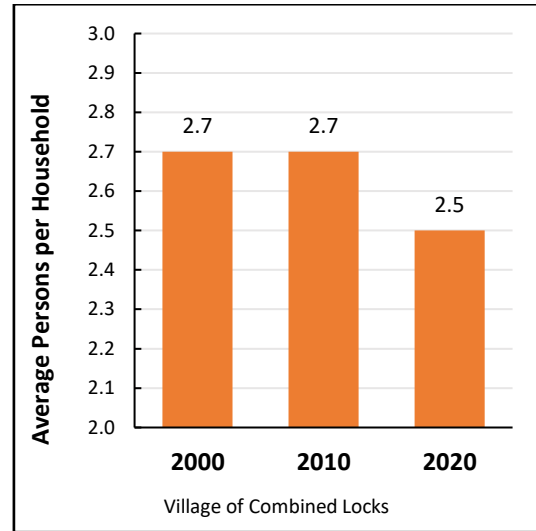
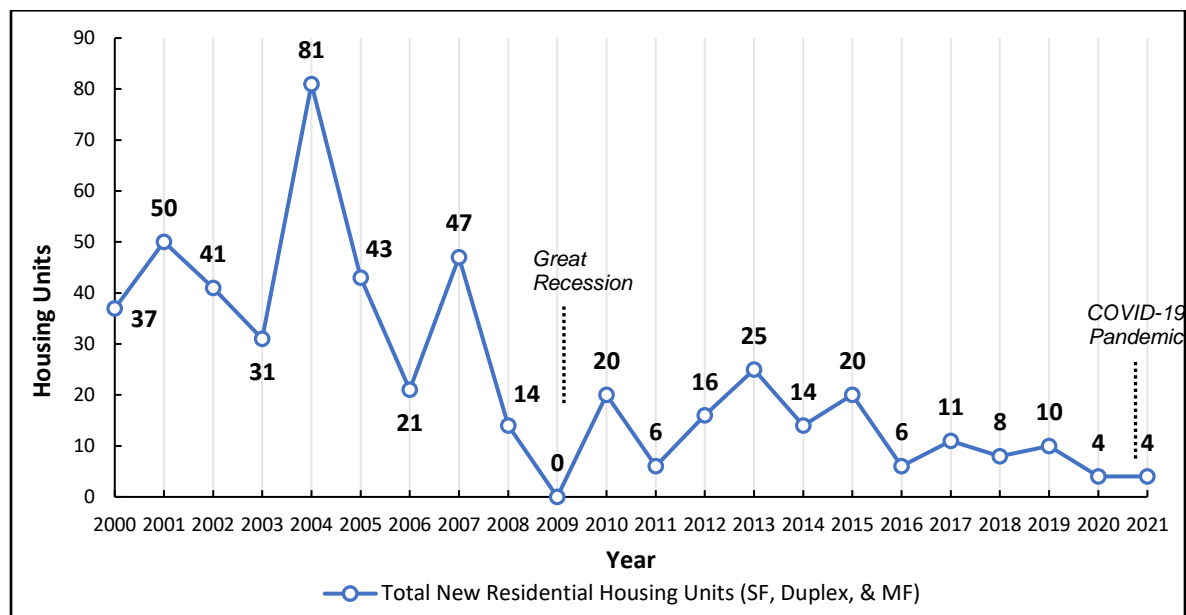


Figure 4-2: Household Size, 2000-2020

The peak of annual new construction occurred in 2004 during a national housing boom. However, the rate of new construction decreased significantly during and after the Great Recession of 2008, which brought job loss and economic uncertainty to the Village. For example, from 2000 to 2007, the average number of new housing units per year was 44. From 2008 to 2021, the average number was 11. The COVID-19 Pandemic has further disrupted the rate of new residential construction, as only four new housing units were built in 2021.

As the total number of households continues to increase in the Village of Combined Locks, substantial pressure is being placed on the existing housing stock. The total number of households grew by 543 from 2000 to 2020, but only 505 new housing units were constructed during the same time period, as seen in Figure 4-3.



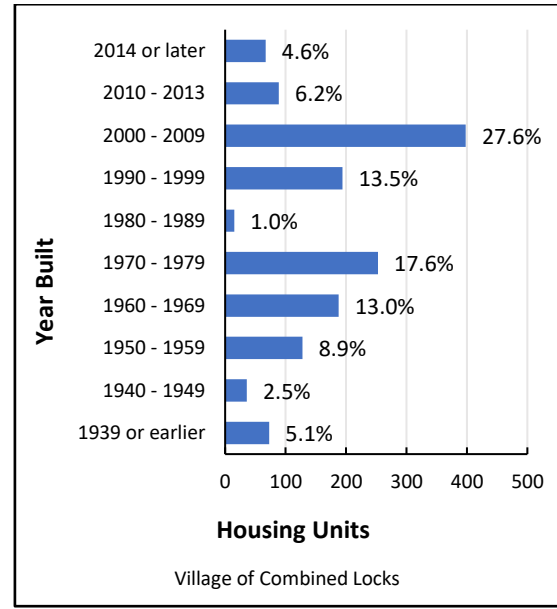
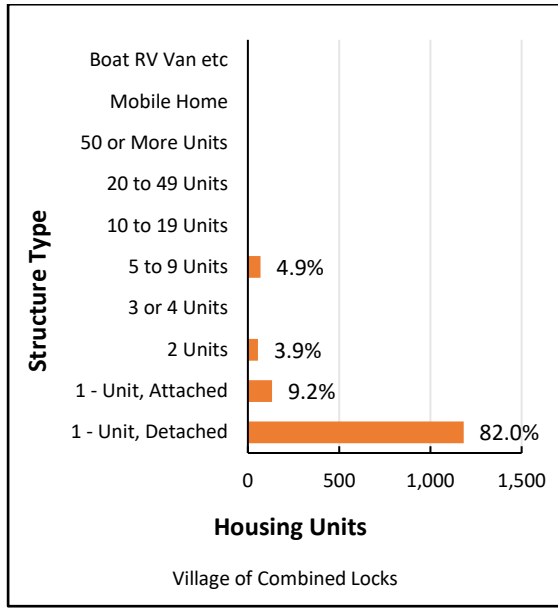
Source: Wisconsin Department of Administration 2021

Figure 4-3: New Residential Housing Units, 2000-2021

Current Housing Profile

In order to meet a variety of income, lifestyle, and generational needs of residents, the Village must prioritize diversifying its housing stock. Single-family structures are the dominant residential type in the Village of Combined Locks, accounting for 91 percent of units in 2020. As seen in Figure 4-4, only four percent of structures are duplexes and five percent are multi-family buildings. Therefore, the multi-family housing stock in the Village is very low. Building structures like duplexes, townhouses, or multiplex apartments can increase density and economic opportunity in Combined Locks.

The age of a home can indicate a need for costly updates like electric, foundation, or plumbing. The median year built of housing in the Village of Combined Locks is 1991. However, a third of the Village's housing stock is over 50 years old, as seen in Figure 4-5. With limited room for new development in Combined Locks, reinvesting in aging homes will secure quality housing options for current and future residents.



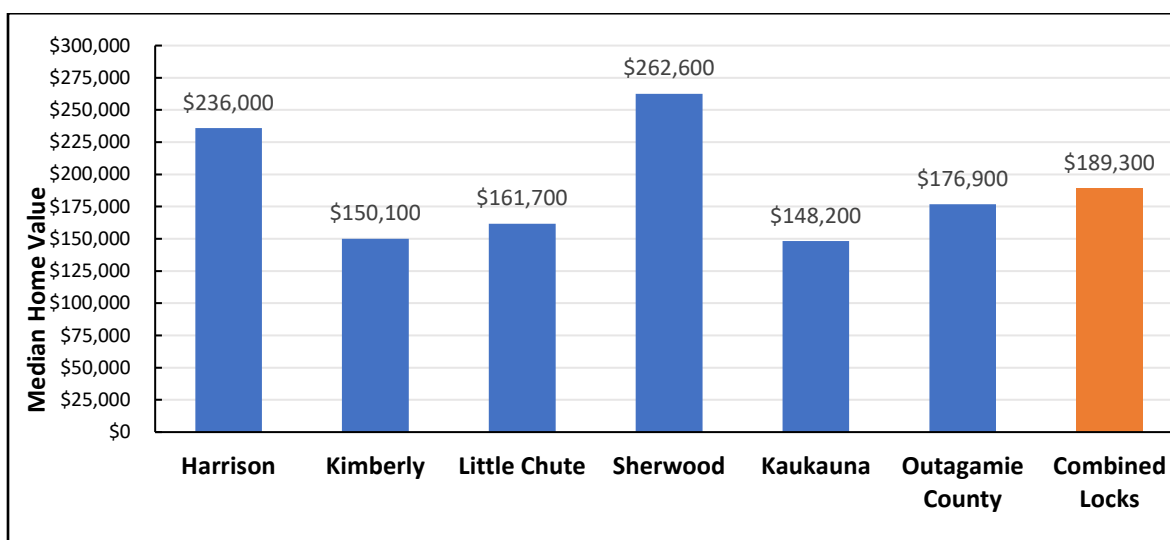
Source: 2016-2020 American Community Survey

Figure 4-4: Housing Units by Structure Type **Figure 4-5: Housing Units by Year Built**

Housing Value

The median value of an owner-occupied home in the Village of Combined Locks is \$189,300. This is 12% above the County's median value of \$169,400, as seen in Figure 4-6. The value of a home is based on the current market, appraised assessment, and the assessment rate.

Home values in the Village of Combined Locks have increased by 90 percent from 2000 to 2020 according to the American Community Survey. Due to low mortgage rates, a rise in the cost of building materials and labor, and changes in housing needs during the COVID-19 pandemic, home values continued to rise through 2021. According to the Wisconsin Department of Revenue, there were 77 sales of single-family homes in the Village of Combined Locks in 2021. The median purchase price was \$266,000.



Source: 2016-2020 American Community Survey

Figure 4-6: Median Value of Owner-Occupied Homes

Housing Affordability

In order for housing to be considered affordable, a household must not spend more than 30 percent of their pre-tax income on rent or a mortgage. Households that spend over 30 percent on their rent or mortgage are considered “burdened”, and households that spend over 50 percent on their rent or mortgage are considered “severely burdened”. Six percent of home owners and 27 percent of renters in the Village of Combined Locks find their housing costs not affordable. See Table 4-3 for more details.

Table 4-1: Housing Affordability, ACS 2016-2020

	Households with Mortgage for which Owner Costs Are Not Affordable		Households without Mortgage for Which Owner Costs Are Not Affordable		Households for Which Renter Costs Are Not Affordable	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Combined Locks	85	6.1%	60	5.7%	48	26.7%
Outagamie County	7,090	10.6%	2,281	6.2%	6,936	33.8%
Wisconsin	247,160	12.7%	72,373	6.4%	318,363	43.2%

Sources: ACS 2016-2020 B25070 and B25091

Occupancy Characteristics

Occupancy status reflects the utilization of available housing stock. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units, including those which are available for sale or rent and those which are seasonal, migrant, held for occasional use, or other units not regularly occupied on a year-round basis.

As seen in Table 4-2, owner occupied housing units constitute 87 percent of Combined Locks housing stock while 13 percent are rentals. For a healthy housing market, communities should have a vacancy rate of 1.5 percent for owner-occupied units and 5 percent for seasonal and other vacant units depending on the community’s economic base. It is estimated that the vacancy rate of housing in the Village of Combined Locks is zero percent.

Table 4-2: Occupancy & Vacancy Characteristics

	Combined Locks		Outagamie County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Total Housing Units	1,441	100.0%	77,529	100.0%	2,709,444	100.0%
Occupied Housing Units	1,427	99.0%	74,597	96.2%	2,377,935	87.8%
Owner Occupied	1,247	86.5%	53,209	68.6%	1,596,500	58.9%
Renter Occupied	180	12.5%	21,388	27.6%	781,435	28.8%
Vacant Housing Units	14	1.0%	2,932	3.8%	331,509	12.2%
For Rent	-	0.0%	602	0.8%	40,488	1.5%
Rented not occupied	-	0.0%	239	0.3%	7,744	0.3%
For Sale Only	-	0.0%	421	0.5%	16,515	0.6%
Sold Not Occupied	-	0.0%	142	0.2%	5,916	0.2%
Seasonal Use	-	0.0%	514	0.7%	191,920	7.1%
Migrant Workers	-	0.0%	-	0.0%	453	0.0%
Other Vacant	14	1.0%	1,014	1.3%	68,473	2.5%
Homeowner Vacancy Rate	0.0%		0.8%		1.0%	
Rental Vacancy Rate	0.0%		2.7%		4.9%	
Sources: ACS 2016-2020 B25001, B25002, B25003, and B25004						

Definitions¹: 1-Unit Detached – open space to all four sides of the structure, 1-Unit Attached – common walls to a separate house structure from ground to roof, 2 or More Units – multi-family, duplexes, apartment buildings

Subsidized & Special Needs Housing

Extended family structures and finances may allow families or individuals to manage independently with special needs. In most instances some form of assistance is needed. Subsidized and special needs housing serve individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills need housing assistance or housing designed to accommodate their needs. Housing options of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs. The “Villas of Combined Locks”, located at 334 Wallace Street has 24 units and offer senior independency. Maynard Adult Family Home is located at 107 Lamine Lane and has four beds for the elderly, developmentally disabled, or physically disabled.

Table 4-3: Subsidized & Assisted Living Units, 2021

	Combined Locks		Outagamie County	
	Number	Capacity	Number	Capacity
Adult Day Care	-	-	2	80
Adult Family Home	1	4	41	162
Community Based Residential Facilities	-	-	31	601
Residential Care Apartment Complexes	1	24	9	398
Total Units		28	83	1,241

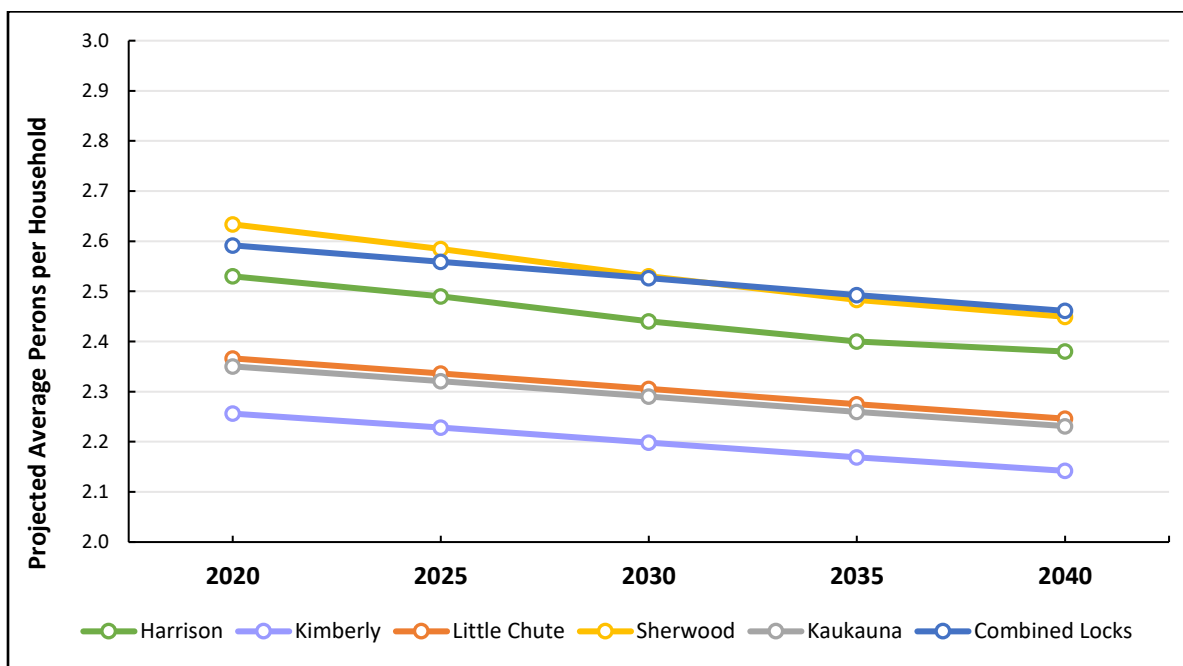
Source: Wisconsin Department of Health Services. Data accessed 9/22/21

¹ Census Demographics Terms, http://www.mapdata2go.com/Demographics/dictionary_of_demographics_terms.php

Forecasted Demand

Demand for housing can be influenced by a number of factors including interest rates, income levels, family structures, proximity to places of work, and population growth. To determine the future demand for housing in the Village of Combined Locks, household trends and projections are used as one indicator of housing demand in the owner-occupied and rental sectors.

In the Village, an average of 2.46 persons per household is projected in the year 2040. Compared to nearby communities, the household size in the Village is slightly higher. However, as seen in Figure 4-7, the persons per household is decreasing across all communities. This downward trend is also consistent with the decrease from 2000 to 2020 as shown in Figure 4-2. The village is projecting new single-family residential development to increase by about 20 acres by the year 2040. This could meet the continued demand for single-family homes due to a project increase in the population and the downward trend in persons per household. Projections are based off the existing situation. It is good to also plan for multi-family residential development in order to prepare for a possible shift in demand due to changes in the economy, the workforce, the environment, or family structures.



Source: U.S. Census 2010 and WI DOA Household Projections, 2013 Vintage

Figure 4-7: Projected Household Size, 2020-2040

Housing 2040 Vision

The Village of Combined Locks is a community of predominantly single-family residences with an expanding choice of Life-Cycle housing options in livable neighborhoods with easy access to recreation, schools, attractive and convenient parks, and regional systems that encourage people to remain within the community and build life-long ties.

This has been accomplished while maintaining a focus on preserving and protecting the Village's unique natural features with a well-designed balance between nature and infill development. Historic buildings, landmarks and artifacts link the present and future, and provide context and meaning to the life of the community.

(Life-Cycle Housing refers to Starter Home, to Mid-Level house, to a Condo or Retirement Assisted Living Unit.)

Item #3

Plan Commission will vote to recommend or deny the rezoning request.

January Plan Commission - Lindberg park

1. Implementation Plan - overall cost \$1.2MM - \$1.6MM

Overall strategy for developing the park is to maintain park availability during each phase of the project, and maintain access for construction equipment without affecting park development

Review phase 2 and final proposal drawings

- Phase 1 - 2025 (\$150,000)
 - Parking lot
 - North fence replacement
 - Lighting upgrades
- Phase 2 - 2027. (\$150,000)
 - Pickleball courts
 - Additional fencing
- Phase 2 Alternate - 2027. (\$150,000)
 - Trail development
 - Bridge(bridges) over creek
- Phase 4 - 2029. (\$350,000)
 - Remove remaining circular drive/site work to add grass surface
 - Relocate playground/site work to add grass surface to former playground
 - New play equipment
 - Concrete curbing to define area
 - Additional fencing to isolate play area from parking lot
- Phase 5 - 2032. (\$750,000)
 - Demo existing shelter
 - Construct new shelter South of existing bldg
 - Add concrete plaza area
 - Site work to return existing shelter to grass

2. Funding Sources

- Village budget
- Grants
- Seek funding donors/other

3. Community Engagement

- Surveys
- Quarterly newsletter with QR code on future Village Newsletter with link to park plan and opportunity to provide input
- Public participation at future Plan Commission meeting
- Workshops

4. Lindberg Park History potential project

- QR code on new/updated park sign linked to MP3 audio file on village website
- Five to ten minute audio review of park history
- Links to new plan with ability to provide input to future phases of park design
- Potential Kimberly High School Computer Club project?

5. WHEDA Home Repair & Rehab Loans - Launched Sept 2024 (INFO ONLY)

- Primary residence w/Income Limits
- 40 year old residence
- Loan not to exceed \$50,000
- Licensed & Insured contractor

6. Trail Summit 2.0 Overview

7. Update on Culver's and Wolfinger Estates development

Item #6

Schedule Plan Commission meeting for 03/11/25 at 5pm or 5:30pm