

# TOWN OF BLACK WOLF COMPREHENSIVE PLAN 2025-2045



Town of  
**BLACK WOLF**

FINAL VERSION  
ADOPTED MARCH 10, 2025

# BLACK WOLF COMPREHENSIVE PLAN

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01

# LAND USE

# LAND USE

## INTRODUCTION

The land use plan and development strategy is designed to assist Town of Black Wolf officials in making land use and zoning decisions. The purpose of land use strategy is to preserve and enhance the overall quality of life within the Town of Black Wolf. While there are low, medium and high housing density populations in the town, all residents appreciate the character of rural life with spaciousness, peace and quiet, proximity to nature and the agrarian landscapes. This land use plan and development strategy utilizes physical characteristics of the land to guide where development should occur; recognizing the significance of highways and other infrastructures that support reasonable development, and staying attentive to market forces that drive development patterns.

Land uses within the Town of Black Wolf are also impacted by multiple outside factors. The Town of Black Wolf has a boundary agreement with the City of Oshkosh that identifies Black Wolf and City of Oshkosh growth areas. Also, the Town of Black Wolf has a significant number of parcels that fall under Winnebago County Shoreland jurisdiction and must coordinate land use development and zoning decisions within those areas. The Town of Black Wolf has an established Black Wolf Sanitary District, with planned sewer boundaries, agreed upon with the City of Oshkosh and East Central Wisconsin Regional Planning. These boundaries may be modified from time to time.

## RECOMENDATIONS

The Town of Black Wolf shall update the Zoning and Subdivision ordinances to include definitions for high, medium, and low density standards and their applications by the end of 2024.

The Town of Black Wolf shall identify high, medium and low density districts and utilize them to guide decisions on proposed growth and development within each district.

The Town of Black Wolf shall provide the ability to utilize the conditional use permitting process, on a as needed basis, to allow for development proposed in a density district that offers a unique opportunity for growth and development

The Town of Black Wolf shall develop an ordinance regarding solar energy development by the end of 2025.

## GOALS AND OBJECTIVES

### GOAL #1

The Town of Black Wolf will continue to maintain and preserve the rural character of the township, as identified in the survey of the residents, by directing future land division and development using commonly accepted development standards based on location

## GOALS AND OBJECTIVES CONTINUED...

### OBJECTIVES

- ▶ Residential Growth. Encourage higher density growth in the Black Wolf Sanitary (sewered) district and future sanitary boundary areas. Utilized low density growth in parcels outside the Sanitary sewer service area boundary where practical.
- ▶ Commercial and industrial growth. Direct all new commercial growth to occur within the Black Wolf Sanitary District to best utilize existing highways and utilities. Restrict new industrial growth from occurring

### GOAL #2

The Town of Black Wolf will support and encourage agricultural uses by preserving parcels that support agriculture and open land.

### OBJECTIVES

- ▶ Preservation of agricultural and open land. Identify and limit division of agricultural parcels outside the sanitary boundary area to preserve agricultural land use implementing low density areas and standards.
- ▶ Develop an option for agricultural subdivisions.

### GOAL #3

The Town of Black Wolf will, in conjunction with Winnebago County Land and Water and Wisconsin DNR, protect environmentally sensitive land, wetlands, woodlands, and waterways from development and compromising practices, relative to the MS4 erosion and control elements in the Town of Black Wolf and Winnebago County ordinance.

### OBJECTIVES

- ▶ Wetlands and Waterways. Create buffer areas where development is prohibited. Restrict development of unsuitable areas.
- ▶ Woodlands. Guide and control development within woodland areas.
- ▶ Runoff and Groundwater contamination. Review practices that will protect and control contaminants hazardous to the environment.

### GOAL #4

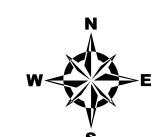
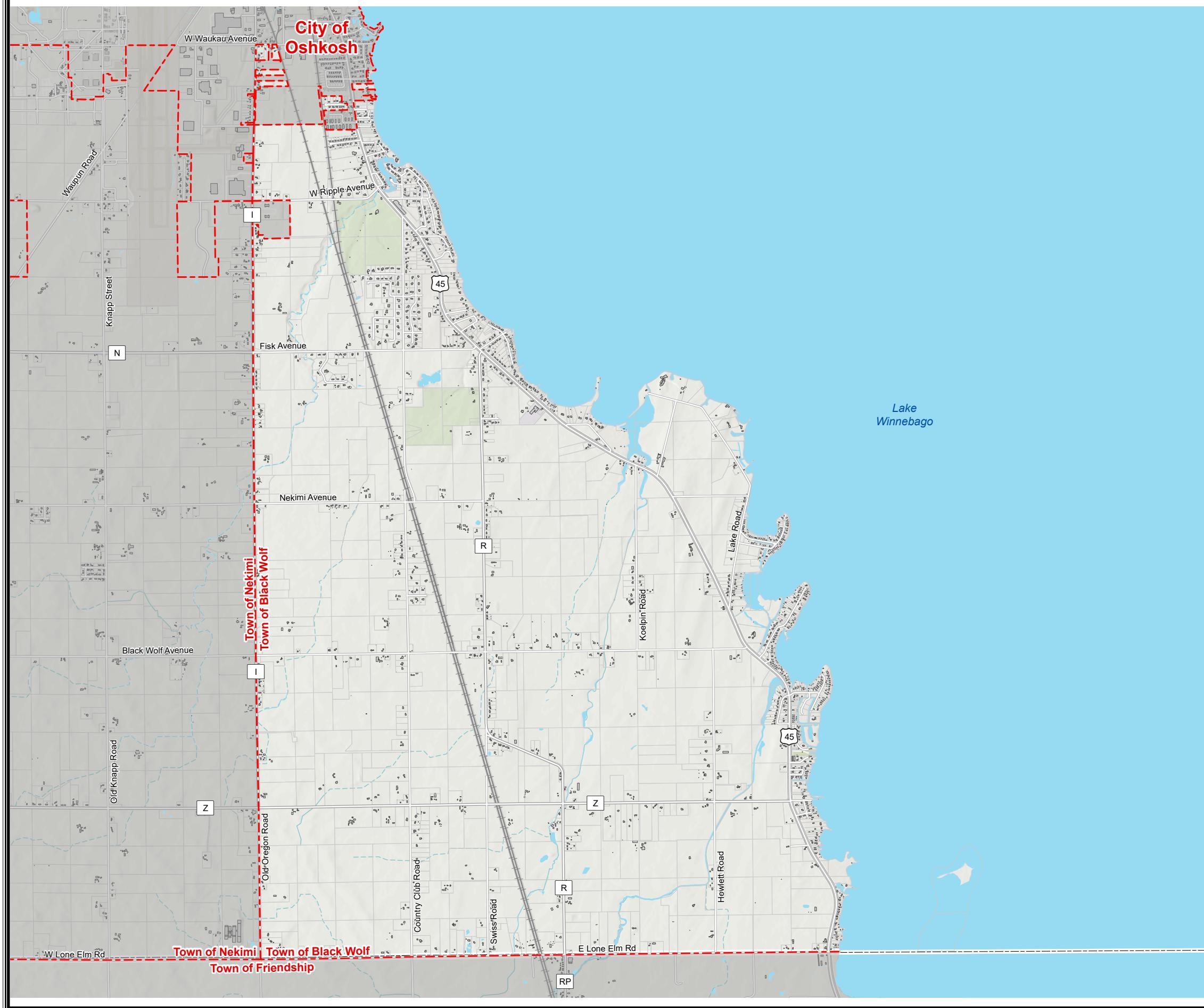
The Town of Black Wolf will assure that all decisions and actions concerning land use development and redevelopment will be consistent with its Comprehensive Land Use Plan.

### OBJECTIVES

- ▶ Implement the Comprehensive Land Use Plan as the main guiding tool.
- ▶ Update and utilize the town's zoning and subdivision ordinances as the primary tool to control development within the town.
- ▶ Revisit and update the Comprehensive Land Use Plan as elements needing change are identified.

# Map 1-1

## Town of Black Wolf Municipal Boundary



0 1  
Scale in Miles

Source:  
Base data provided by Regional Counties 2024.

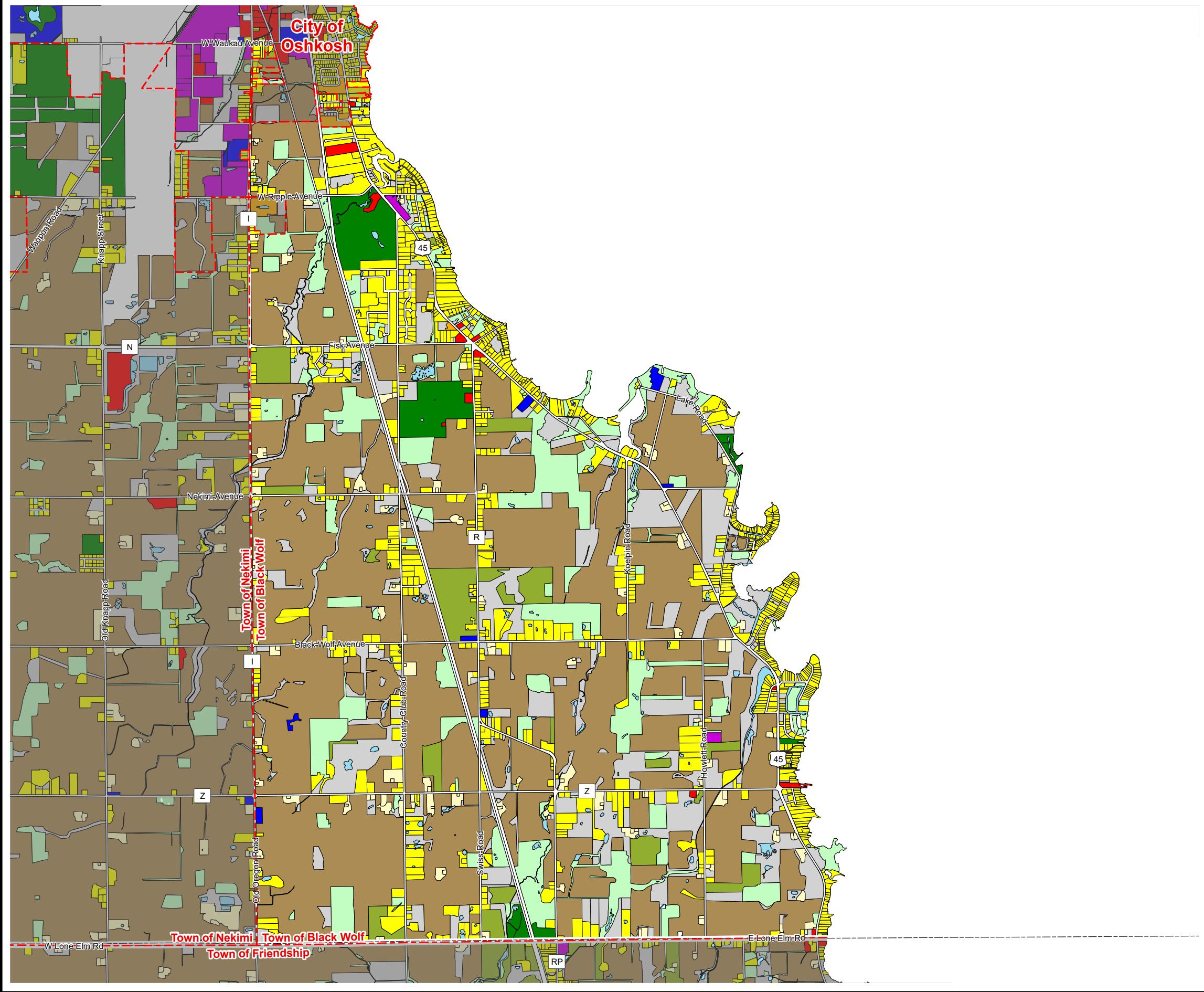
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PREPARED JANUARY 2025 BY:  
 East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**

# Map 8-1

## Town of Black Wolf

### Existing Land Use



- Single Family Residential
- Farmsteads
- Multi-Family
- Commercial
- Industrial
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water



0 1  
Scale in Miles

Source:  
Base data provided by Regional Counties 2022.  
Land us provided by ECWRPC 2015 - 2020.

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PREPARED JANUARY 2025 BY:



## FUTURE LAND USE

The Future Land Use Map (Map 1-3) illustrates the levels of density applicable in the Town of Black Wolf's three future land use districts: High Density, Medium Density, and Low Density. The density standards outlined below serve as a general guide; however, additional lot standards may be present within the Town of Black Wolf's Zoning Code.

### HIGH-DENSITY PARCELS

- ▶ Parcel Size: Minimum of 1/2 acre.
- ▶ Location: Within the Sewer Service Area (SSA) or completely surrounded by the SSA.
- ▶ Implication: These parcels are suitable for more intensive development due to their proximity to existing sewer infrastructure, supporting higher densities with smaller lot sizes.

### MEDIUM-DENSITY PARCELS

- ▶ Parcel Size: Minimum of 1 acre.
- ▶ Location: Immediately adjacent to, but not within, the SSA.
- ▶ Implication: These parcels act as a transitional zone between high-density areas within the SSA and lower-density areas further out. They may still have some access to utilities or be reasonably close to urbanized areas but are less intensively developed than high-density parcels.

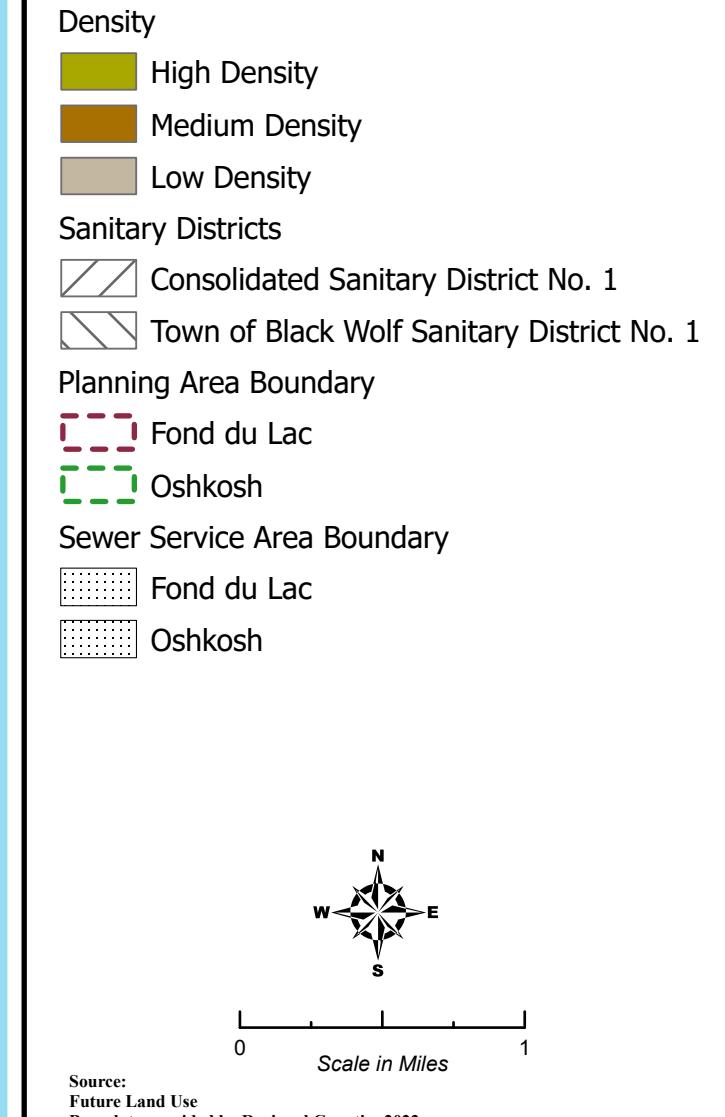
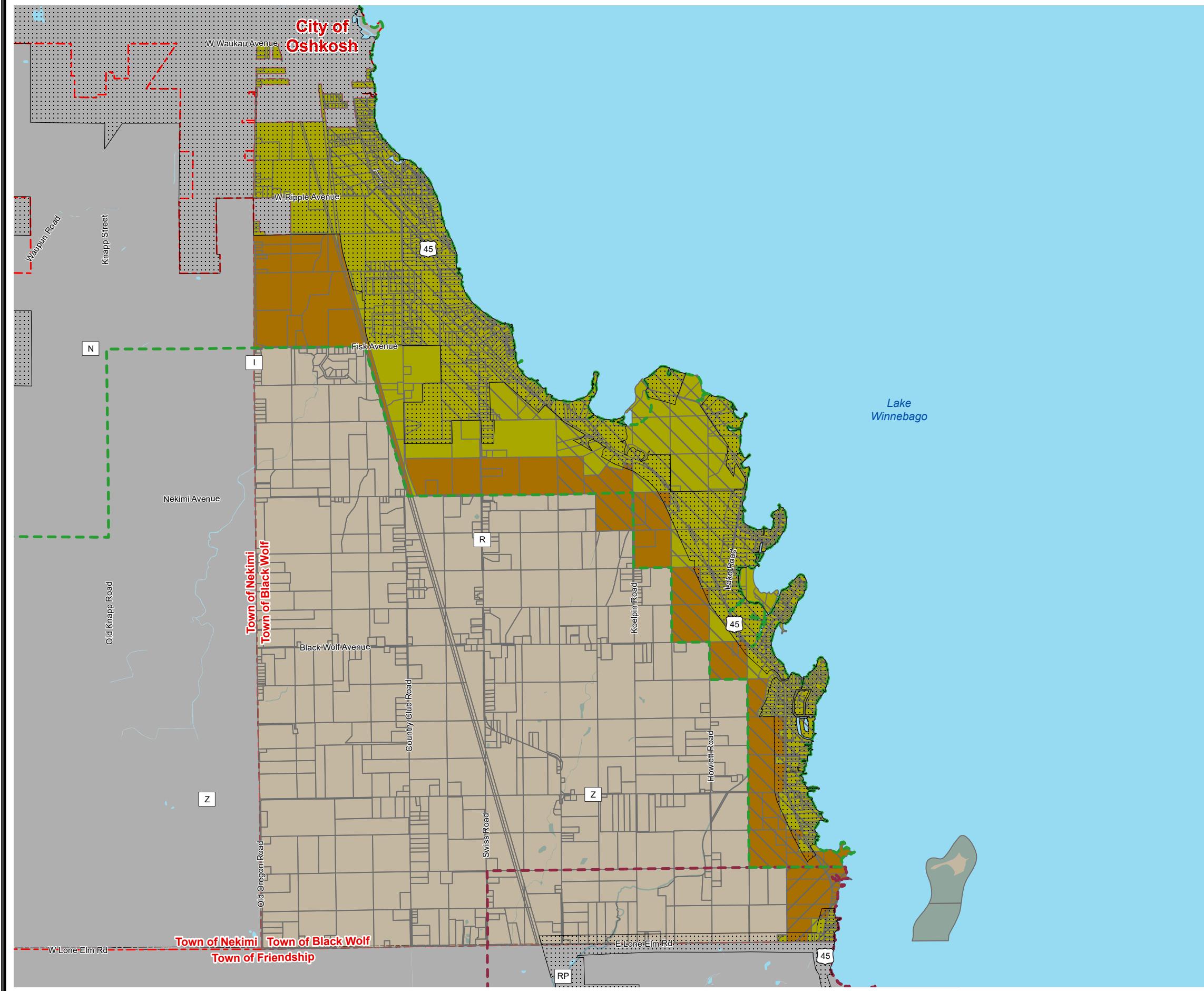
### LOW-DENSITY PARCELS

- ▶ Parcel Size: Minimum of 4 acres per parcel.
- ▶ Location: Outside the SSA and not immediately adjacent to it.

- ▶ Implication: These areas are intended to remain rural and have limited development to maintain open space, environmental preservation, or agricultural uses.
- ▶ Density Restriction: Equivalent to one parcel per 10 acres (e.g., a 40-acre parcel allows the creation of up to 4 new parcels, each at least 4 acres in size).

## Map 8-3

### Town of Black Wolf Density Levels



A dark, semi-transparent rectangular overlay covers the top half of the image, containing the title text.

# 02

# IMPLEMENTATION

# IMPLEMENTATION

## INTRODUCTION

During the planning process, care was taken to ensure integration of, and consistency between the goals, objectives and recommendations in the Comprehensive Plan. The Town of Black Wolf Planning and Zoning Committee will be responsible for comparing proposals for development with the Comprehensive Plan. Inconsistencies identified by the Black Wolf Planning and Zoning Committee, Zoning Administrator, or Black Wolf Town Board between development proposals and the elements in the Comprehensive Plan will be brought to the Comprehensive Plan Committee for review. Recommendations for changes will be brought to the Black Wolf Town Board.

## ORDINANCES AND REGULATIONS

The State of Wisconsin's comprehensive planning legislation requires that a town's comprehensive plan be consistent with any zoning ordinance and map, shoreland zoning ordinance, and subdivision ordinance regulations that apply in the Town.

### CONSISTENCY REQUIRED

Wisconsin's comprehensive planning legislation requires the Town's Comprehensive Plan be consistent with the following ordinances.

- ▶ Zoning Ordinance: Zoning in the Town of Black Wolf is regulated by the Black Wolf Zoning Ordinance.
- ▶ Subdivision and Platting Ordinance: Platting in the town is regulated by the Black Wolf Subdivision and Platting Ordinance and the Winnebago County Subdivision Ordinance.
- ▶ Official Map: The Town map will be updated as required in the Town of Black Wolf's map ordinance.
- ▶ Shoreland-Floodplain-Wetland Ordinance: Winnebago County has a Shoreland District Overlay District (Chapter 17.20) which regulates development within the shoreland, floodplain, and wetland areas of the Town of Black Wolf.
- ▶ Erosion Control and Storm-Water Management Ordinances: Erosion control and Storm water management which applies to land development is regulated by the Town of Black Wolf's Erosion Control and Storm water Management Ordinance and Winnebago County's ordinance ( Chapter 17.31).

## CONSISTENCY NOT REQUIRED

The following ordinances regulate land use but are not specifically required to be consistent with the Town's Comprehensive Plan.

- ▶ Wellhead Protection Ordinance:
  - ▶ The Town of Black Wolf does not have a municipal well or public water system.
  - ▶ The requirements of Wisconsin's wellhead protection program are found in section NR 811.16(5) of the Wisconsin Administrative Code. If the Town decided to construct a municipal well, it would need to prepare a wellhead protection plan (WHP) and obtain approval from the Wisconsin Department of Natural Resources before placing the well into service.

- ▶ The Black Wolf Planning and Zoning Committee, Zoning Administrator or Town Board will inform the Plan Commission of inconsistencies or new development requests. If determined to be appropriate amendments to the text and maps of the Comprehensive Plan will need to be made.
- ▶ The Plan Commission will make recommendations to the Black Wolf Town Board for potential amendments. The Town Board will hold a public hearing on the recommended amendment (s) and will formally adopt the amendment (s) if approved.

The Town of Black Wolf will formally review the goals, objectives and policies of the Comprehensive Plan on a periodic basis, ensuring a full update every ten years.

## MEASUREMENT OF PROGRESS

The Comprehensive Plan Committee will provide a written report to the Black Wolf Town Board on an annual basis regarding the progress made in implementing the programs and actions described in the Implementation Element of the Comprehensive Plan.

## PLAN UPDATE AND AMENDMENT PROCESS

Amendments to the Comprehensive Plan will need to address changing conditions and expectations based on development proposals and new concepts that are inconsistent with the current plan. The Plan Commission will monitor and track changes in zoning and creation of new parcels on an annual basis for inclusion on amendments to the Official Town Map. The process for potentially amending the Comprehensive Plan will be based on several steps.

# ACTION PLAN

<u>Program/Action</u>	<u>Responsible Party</u>	<u>Due Date</u>
<b>Land Use</b>		
Update the Zoning and Subdivision ordinances to include definitions for high, medium and low density standards, districts and applications	Planning and Zoning Committee and Town Board	December 2025
Develop an ordinance regarding Solar Energy development within the Town	Planning and Zoning Committee and Town Board	December 2025
Develop options for agricultural subdivisions	Planning and Zoning Committee and Town Board	December 2026
The Town will require all decisions and actions concerning land use development and redevelopment be consistent with the Comprehensive Land Use Plan.	Planning and Zoning, Zoning Administrator, Town Board, Plan Commission	Ongoing
The Town will bring development proposals and issues of inconsistency with the Comprehensive Plan to the Plan Commission for review	Planning and Zoning Committee and Town Board	Ongoing Standard review annually
<b>Agricultural, Natural, and Cultural Resources</b>		
Update the Zoning and Subdivision ordinances to meet the parcel division standards as recommended in the Comprehensive Plan	Planning and Zoning Committee and Town Board	December 2025
Develop a process to review owner occupied condo style development in the high density area.	Planning and Zoning, Zoning Administrator, Town Board, Plan Commission	June 2026
Develop a tracking system for the division of agricultural parcels in the low density districts to comply with the parcel division requirements and ordinances	Zoning Administrator and Plan Commission	March 2025
<b>Housing</b>		
Review and revise the Subdivision ordinance to meet the recommended driveway requirements	Planning and Zoning Committee and Town Board	December 2025
Revise the Zoning and Subdivision ordinances to meet the subdivision recommendation of agricultural or conservation style	Planning and Zoning Committee and Town Board	December 2026
Educate Black Wolf residents on short-term rental requirements in Black Wolf	Town Board	Ongoing/Bi-annually
Educate Black Wolf residents regarding building permit and building registration applications	Town Board	Ongoing/Bi-annually

## ACTION PLAN CONTINUED

<u>Program/Action</u>	<u>Responsible Party</u>	<u>Due Date</u>
<b>Transportation</b>		
Review roads and bridges and provide preventative maintenance	Town Board	Ongoing
Address and correct issues regarding drainage ditches and culverts	Planning and Zoning Committee and Town Board	Ongoing
Assess potential inclusion of pedestrian and bicycle lanes as Town roads are improved	Planning and Zoning Committee and Town Board	Ongoing
Consider encouraging or requiring dedicated public trails in new subdivision	Planning and Zoning Committee and Town Board	Ongoing
<b>Economic Development</b>		
Adopt a set of criteria for evaluating new or expanding existing commercial development	Planning and Zoning Committee and Town Board	December 2025
Encourage commercial development to occur within the Black Wolf Sanitary District	Town Board	Ongoing
<b>Utilities and Community Facilities</b>		
Review contracts for EMS and fire services	Town Board	Annually
Review waste management contract	Town Board	Biennial
<b>Intergovernmental Cooperation</b>		
Work with adjoining communities to coordinate planning for future land uses	Town Board	Ongoing
<b>Implementation</b>		
The Town will review their official Town Map annually	Planning and Zoning Committee and Town Board	Annually
Review of compliance with the Comprehensive Land Use Plan	Planning Commission and Town Board	Annually

03

## ISSUES AND OPPORTUNITIES

# ISSUES AND OPPORTUNITIES

The Issues and Opportunities element of a comprehensive plan serves as the foundation for a community's long-term vision and goals. It identifies the primary challenges and strengths facing the community.

## MAJOR FINDINGS

- ▶ The Town of Black Wolf residents generally rate the quality of life to be good to excellent.
- ▶ Traffic delays and noise associated with the trains continue to be an issue to residents. The town's population is projected to have slow growth and the number of persons per house-hold is projected to have a slow decline.
- ▶ The Town of Black Wolf residents support maintaining single family residential growth.
- ▶ The Town of Black Wolf residents support protecting agricultural land use.

## GOAL AND OBJECTIVES

### GOAL #1

Strive to raise the quality of life for town residents by addressing weaknesses identified in the SWOT and survey.

### OBJECTIVES

- ▶ Parcel split restrictions: In order to preserve agricultural and woodlands revise Zoning and Subdivision ordinances.
- ▶ Enforcement of Ordinances: Enforce all Town of Black Wolf ordinances in a timely manner.

- ▶ Pedestrian and Bicycle Lanes: Consider widening town roads when reconstruction is being planned.
- ▶ Railroad Issues: Continue to work with the Canadian National Railroad to address delays, noise issues, drainage ditch, culvert and bridge maintenance



*Town of Black Wolf Town Hall*

# SWOT ANALYSIS

On June 5th 2023, the Town of Black Wolf engaged in a public SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) workshop. The result of the workshop are summarized by each category below:

## STRENGTHS

- ▶ Rural location, yet close to a metropolitan area having jobs, commercial, and cultural amenities
- ▶ Lake Winnebago and open land, offering a variety of seasonal recreation activities
- ▶ Diversity of homeownership, from lakefront property to rural wooded and open lots
- ▶ Strong Zoning Ordinance, regulation, and enforcement
- ▶ Low crime rate
- ▶ Lakeside School
- ▶ Comparatively low taxes
- ▶ Sanitary district serving mostly lakeside properties
- ▶ High priority on maintenance of roads and bridges
- ▶ Natural habitats supporting a variety of wildlife
- ▶ Restricted billboards
- ▶ Residents interested in planting trees
- ▶ Two golf courses
- ▶ Contracted fire and rescue services
- ▶ No whistle zone for the railroad

## WEAKNESSES

- ▶ Excessive train noise, blocked crossings, and long-term storage on side tracks

- ▶ Stormwater drainage issues and standing water
- ▶ Few safe places to walk
- ▶ Nuisance issues, such as junk in yards and dog problems
- ▶ Lack of public participation in Town government decisions

## OPPORTUNITIES

- ▶ More recreational areas in the town
- ▶ Encourage commercial development in appropriate locations
- ▶ Aggressively control signage
- ▶ Upgrading cable and internet connection services

## THREATS

- ▶ Loss of wildlife habitat due to land development
- ▶ Manure generated outside the town being spread on fields inside the town
- ▶ Groundwater contamination
- ▶ Land use impacts from mega-farm development
- ▶ Increasing traffic counts on roads near the City of Oshkosh
- ▶ Higher density housing developments
- ▶ Higher taxes
- ▶ Declining state revenues and increasing public service costs
- ▶ Loss of Farmland

# DEMOGRAPHICS

## POPULATION CHANGE

The demographic data paints a picture of a small, stable community with an aging population, modest household sizes, and gradual diversification. Between the periods of 2008-2012 and 2016-2020, Black Wolf's population grew slightly from approximately 2,480 to 2,533. However, the median age during this time only inched up from 47.0 to 47.1, indicating an already mature population that continues to age. In contrast, both Winnebago County and the state of Wisconsin have median ages in the late 30s, highlighting Black Wolf's older demographic profile. This trend suggests that Black Wolf may attract or retain long-term residents rather than younger families, shaping community priorities toward services and amenities tailored for an older population.

Household composition in Black Wolf further reflects this mature profile, with households...

tending to be smaller and fewer households including young children. As of the most recent data, the average household size remains relatively modest, with many households consisting of one or two members, often older adults or couples without children at home. Compared to Winnebago County and Wisconsin as a whole, Black Wolf has a lower proportion of households with children under 18. This suggests that younger families are less prominent in the community, which may influence the town's focus on amenities and recreational spaces that cater more to adults than to young children and families.

Racial and ethnic data also illustrate the town's gradual evolution. Black Wolf has remained predominantly White, with 99.1% of residents identifying as such in 2000.

Table A-1: Black Wolf Historic Population Change, 1990-2020

Jurisdiction	1990	2000	2010	2020
Black Wolf	2,154	2,330	2,410	2,429
% Change from Prev. Period	-	8.2%	3.4%	0.8%
Winnebago County	140,320	156,763	166,994	171,730
% Change from Prev. Period	-	11.7%	6.5%	2.8%
Wisconsin	4,891,769	5,363,715	5,686,986	5,893,718
% Change from Prev. Period	-	9.6%	6.0%	3.6%

Source: 1990, 2000, 2010, 2020 Census (P001001)

Table A-2 Population Projections

Jurisdiction	2010	2020	2030	2040	2050
T. Black Wolf	2,410.00	2,429.00	2,360.00	2,277.00	2,174.00
% Change from Prev. Period	-	0.78%	-2.92%	-3.65%	-4.74%
Winnebago County	166,994.00	171,730.00	170,615.00	168,260.00	164,080.00
% Change from Prev. Period	-	2.76%	-0.65%	-1.40%	-2.55%
State of Wisconsin	5,686,986.00	5,893,718.00	5,890,915.00	5,841,620.00	5,710,120.00
% Change from Prev. Period	-	3.51%	-0.05%	-0.84%	-2.30%

Sources: Wisconsin Department of Administration 2024 Projections

## POPULATION CHANGE CONTINUED

However, by the 2016-2020 period, this percentage had decreased to 94.7%, reflecting a small but notable increase in diversity. The Asian population in particular saw growth, rising from 0.3% in 2000 to 3.9% in recent years, echoing similar trends seen in Winnebago County and across the state. Additionally, a small percentage of residents now identify with two or more races, increasing to 1.4% by 2016-2020.

The Hispanic or Latino population, though still a minor part of Black Wolf's demographic makeup, has also shown gradual growth. In 2000, only 0.8% of residents identified as Hispanic or

Latino, but this proportion rose to 2.6% by 2016-2020. This mirrors broader patterns within Winnebago County and Wisconsin, where Hispanic or Latino populations have been steadily increasing over the years. Although these demographic shifts are modest, they hint at a slow diversification within Black Wolf, suggesting that the town's future may include a more varied cultural makeup. These changes in household composition and diversity may eventually influence the types of community programs, events, and services that Black Wolf considers as it adapts to a subtly shifting population profile.

Table A-3: Black Wolf Population and Median Age

	2008-2012		2016-2020	
	Estimate	Median Age	Estimate	Median Age
Black Wolf	2,480	47.0	2,533	47.1
Winnebago County	166,984	37.8	170,924	38.3
Wisconsin	5,687,219	38.5	5,806,975	39.6

Sources: ACS 2008-2012 & 2016-2020; B01001, B01002

Table A-4: Black Wolf Age & Sex Distribution, 2016-2020

	Total		Male		Female	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total population	2,533	100.00%	1,286	50.77%	1,247	49.23%
Under 5 years	115	4.54%	78	3.08%	37	1.46%
5 to 9 years	155	6.12%	91	3.59%	64	2.53%
10 to 14 years	168	6.63%	102	4.03%	66	2.61%
15 to 19 years	226	8.92%	63	2.49%	163	6.44%
20 to 24 years	92	3.63%	53	2.09%	39	1.54%
25 to 29 years	61	2.41%	29	1.14%	32	1.26%
30 to 34 years	93	3.67%	44	1.74%	49	1.93%
35 to 39 years	188	7.42%	94	3.71%	94	3.71%
40 to 44 years	77	3.04%	43	1.70%	34	1.34%
45 to 49 years	199	7.86%	127	5.01%	72	2.84%
50 to 54 years	180	7.11%	76	3.00%	104	4.11%
55 to 59 years	197	7.78%	108	4.26%	89	3.51%
60 to 64 years	218	8.61%	92	3.63%	126	4.97%
65 to 69 years	177	6.99%	88	3.47%	89	3.51%
70 to 74 years	136	5.37%	57	2.25%	79	3.12%
75 to 79 years	134	5.29%	87	3.43%	47	1.86%
80 to 84 years	65	2.57%	26	1.03%	39	1.54%
85 years and over	52	2.05%	28	1.11%	24	0.95%

Table A-5 Black Wolf Population By Race							
Subject	2000		2010		2016-2020		
	Number	%	Number	%	Estimate	%	
RACE							
Total population	2,330	100%	2,410	100%	2,533	100%	
One race	2,323	99.7%	2,384	98.9%	2,498	98.6%	
White	2,308	99.1%	2,346	97.3%	2,399	94.7%	
Black or African American	2	0.1%	9	0.4%	0	0.0%	
American Indian and Alaska Native	5	0.2%	1	0.0%	1	0.0%	
Asian	7	0.3%	25	1.0%	98	3.9%	
Native Hawaiian and Other Pacific Islander	0	0.0%	0	0.0%	0	0.0%	
Some Other Race	1	0.0%	3	0.1%	0	0.0%	
Two or More Races	7	0.3%	26	1.1%	35	1.4%	
HISPANIC OR LATINO							
Hispanic or Latino (of any race)	18	0.8%	13	0.5%	66	2.6%	
Mexican	8	0.3%	6	0.2%	39	1.5%	
Puerto Rican	4	0.2%	3	0.1%	6	0.2%	
Cuban	-	0.0%	-	0.0%	-	0.0%	
Other Hispanic or Latino	6	0.3%	4	0.2%	27	1.1%	
Not Hispanic or Latino	2,312	99.2%	2,397	99.5%	2,467	97.4%	

Source: U.S. Census 2000/2010 (P3,P4,PCT11) and ACS 2016-2020 B02001 and B03001

Table A-6: Black Wolf Household Composition, 2000 and 2010					
Subject	2000		2010		
	Number	Percent	Number	Percent	
Total households	916	100.0%	979	100.0%	
Family households (families)	716	78.2%	754	77.0%	
With own children < 18 years	277	30.2%	241	24.6%	
Husband-wife family	661	72.2%	692	70.7%	
With own children < 18 years	248	27.1%	208	21.2%	
Female householder, no husband present	31	3.4%	32	3.3%	
With own children <18 years	12	1.3%	18	1.8%	
Nonfamily households	200	21.8%	225	23.0%	
Householder living alone	166	18.1%	169	17.3%	
65 years and over	70	7.6%	90	9.2%	
Households with individuals < 18 years	288	31.4%	260	26.6%	
Households with individuals 65+ years	228	24.9%	307	31.4%	
Average household size	2.54	(x)	2.46	(x)	
Average family size	2.86	(x)	2.78	(x)	

Source: U.S. Census 2000 (H12, P15, P18, P19, P23, P30, P33, P34) and Census 2010 (P17, P18, P20, P21, P25, P37 ,P38)

## EDUCATION

As outlined in Figure B-1 and Table B-1, educational attainment in Black Wolf highlight a community with a strong foundation in basic education and a relatively high percentage of residents holding higher degrees. Of the population aged 25 and over, 95.8% are high school graduates or higher, which is slightly above the rates for both Winnebago County (93.4%) and Wisconsin as a whole (92.6%). Black Wolf also surpasses these areas in higher education, with 37.3% of residents holding a bachelor's degree or higher, compared to 29.0% in Winnebago County and 30.8% statewide. This suggests that Black Wolf has a well-educated adult population, with educational attainment levels that exceed regional and state averages,

potentially contributing to a workforce with a solid skill base and qualifications beneficial for community development.

Table B-1: Graduation Rates

	Black Wolf		Winnebago County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Population 25 years and over	1,777	100.0%	115,604	100.0%	3,982,118	100.0%
Percent high school graduate or higher	1,702	95.8%	107,951	93.4%	3,686,911	92.6%
Percent bachelor's degree or higher	662	37.3%	33,506	29.0%	1,226,547	30.8%

Sources: ACS 2016-2020 B15003

Table B-2: Educational Attainment, Population 25 Years and Over

	Black Wolf		Winnebago County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Population 25 years and over	1,777	100.0%	115,604	100.0%	3,982,118	100.0%
Less than 9th grade	-	0.0%	2,214	1.9%	100,347	2.5%
9th to 12th grade, no diploma	75	4.2%	5,439	4.7%	194,860	4.9%
High school graduate (includes equivalency)	479	27.0%	38,053	32.9%	1,205,321	30.3%
Some college, no degree	349	19.6%	23,564	20.4%	817,098	20.5%
Associate degree	212	11.9%	12,828	11.1%	437,945	11.0%
Bachelor's degree	446	25.1%	23,770	20.6%	806,518	20.3%
Graduate or professional degree	216	12.2%	9,736	8.4%	420,029	10.5%

Sources: ACS 2016-2020 B15002

## INCOME AND LABOR FORCE

Black Wolf is a financially resilient and economically stable community, as reflected in recent data on income, poverty, and labor force characteristics. Between 2008-2012 and 2016-2020, the town's median household income rose significantly, reaching \$86,250—a 27.9% increase that outpaced gains in both Winnebago County and Wisconsin. Median family income and per capita income also saw steady growth, indicating that Black Wolf residents are generally well-off compared to the surrounding region.

Poverty levels in Black Wolf are remarkably low. By 2016-2020, only 2.1% of individuals and 1.5% of families were living below the poverty line, reflecting a substantial decline from previous years. These rates are far below the county and state averages, suggesting that

economic hardship is rare in the community and that most families are financially secure.

Labor force data further emphasizes this economic stability. While labor force participation in Black Wolf is slightly lower than in the broader region, with 57.9% of residents aged 16 and over actively working or seeking work, nearly all who are in the labor force are employed. The town's unemployment rate is exceptionally low at 0.7%, underscoring the strong employment opportunities available to residents.

In summary, Black Wolf's economic profile highlights a prosperous and secure community. With high income levels, minimal poverty, and strong employment rates, the town demonstrates a level of financial stability that supports its residents and positions it well to weather economic challenges.

Table C-1: Comparative Income Characteristics, 2008-2012 and 2016-2020

	Median HH Income			Median Family Income			
	2008-2012		2016-2020	% change	2008-2012	2016-2020	% change
	Estimate	Estimate	Estimate		Estimate	Estimate	
Black Wolf	\$67,422	\$ 86,250		27.9%	\$86,458	\$95,921	10.9%
Winnebago County	\$51,603	\$ 59,947		16.2%	\$66,791	\$79,200	18.6%
Wisconsin	\$52,627	\$ 63,293		20.3%	\$66,415	\$80,844	21.7%
Sources: ACS 2008-2012 & 2016-2020 B19013, B19113, and B19301							

Table C-2: Poverty Status, Total Persons, 2008-2012 and 2016-2020

	Total Persons		Total Persons Below Poverty Level			
	2008-2012		2008-2012		2016-2020	
	Estimate	Estimate	Estimate	%	Estimate	%
Black Wolf	2,480	2,507	158	6.4%	52	2.1%
Winnebago County	157,593	162,899	18,067	11.5%	17,932	11.0%
Wisconsin	5,535,525	5,659,485	690,832	12.5%	620,947	11.0%
Sources: ACS 2008-2012 & 2016-2020 B17025						

A dark, semi-transparent background image showing an aerial view of a rural landscape. The landscape is dominated by agricultural fields in various shades of green and brown, separated by a network of roads and irrigation canals. A large, dark body of water, possibly a river or lake, is visible on the right side of the image, curving along the edge of the fields.

04

# AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

# AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

## MAJOR FINDINGS

- ▶ For optimal crop production, approximately 48% of the Town's soils require drainage or flood protection during most years.
- ▶ Future development plans will need to incorporate the protection of environmentally sensitive areas, including woodlands, waterways, floodplains and wetlands.
- ▶ The Wisconsin Department of Natural Resources (WDNR) and the U.S. Army Corps of Engineers (COE) has authority over the 426 acres of wetland in the Town of Black Wolf. The Winnebago County Shoreland Ordinance regulates land use along navigable streams and the lakeshore.

## RECOMENDATIONS

1. Ordinance update Amend the Town's Zoning and Subdivision Ordinances to protect existing agricultural and woodlands with standards that require residential lots created from existing agricultural parcels meet the required density and land division standards as recommended below.

- ▶ Parcel division within sections that are in the Black Wolf Sanitary district (sewered) will be allowed at a high density standard of  $\frac{1}{2}$  -1 acre per lot. Allow a provision for an owner occupied condo style

development with the equivalence of  $\frac{1}{2}$  acre parcels.

- ▶ Parcel division within sections that are in or adjacent to the Sanitary Sewered Service Area Boundary will maintain a medium density standard of 1-2 acres per lot.
- ▶ Parcel division within sections outside and not contiguous to the Sanitary Sewered Service Area Boundary will maintain a low density standard of a minimum 4 acres per lot. Parcel division shall maintain an equivalence of 1 parcel/10 acres. (ie. a 40 acre parcel would allow the creation of 4 new parcels, meeting or exceeding the 4 acre minimum).

2. Utilize the Erosion Control and Stormwater Ordinance to reduce and control practices that compromise groundwater and wetlands and runoff.

## GOALS AND OBJECTIVES

### GOAL #1

Continue to maintain the town's rural character through preservation of agriculture and minimize land-use conflict through the use of density standards.

## OBJECTIVE

- ▶ Farmland Protection. Preserve agricultural parcels in unsewered areas by controlling the size of residential lots, non-agricultural use and energy system development.
- ▶ Farm Programs. Encourage farmers and agricultural landowners to contact and work with the local county agencies to learn and stay up to date regarding programs which provide support to agricultural practices.

## GOAL #2

Reduce and control agricultural and non-agricultural practices that compromise wetlands, groundwater and run-off.

## OBJECTIVE

- ▶ Wetland Buffers. Utilize existing wetlands as buffers between uses and as natural habitats for wildlife.
- ▶ Woodland Preservation. Preservation of woodlots should be encouraged as resource areas.
- ▶ Runoff and Groundwater Contamination. Enforce practices that protect and control potential contaminants hazardous to the environment.
- ▶ Environmental Corridors. The Town will continue to work with Winnebago County to enforce shoreland/wetland ordinances designed to protect environmental corridors from development.



# Map 4-1

## Town of Black Wolf

### Prime Farmland



All areas are prime farmland  
 Prime farmland if drained  
 Prime farmland if protected from flooding or not frequently flooded during the growing season  
 Not prime farmland



0 1  
Scale in Miles

**Source:**  
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2017.  
Base data provided by Regional Counties 2022.

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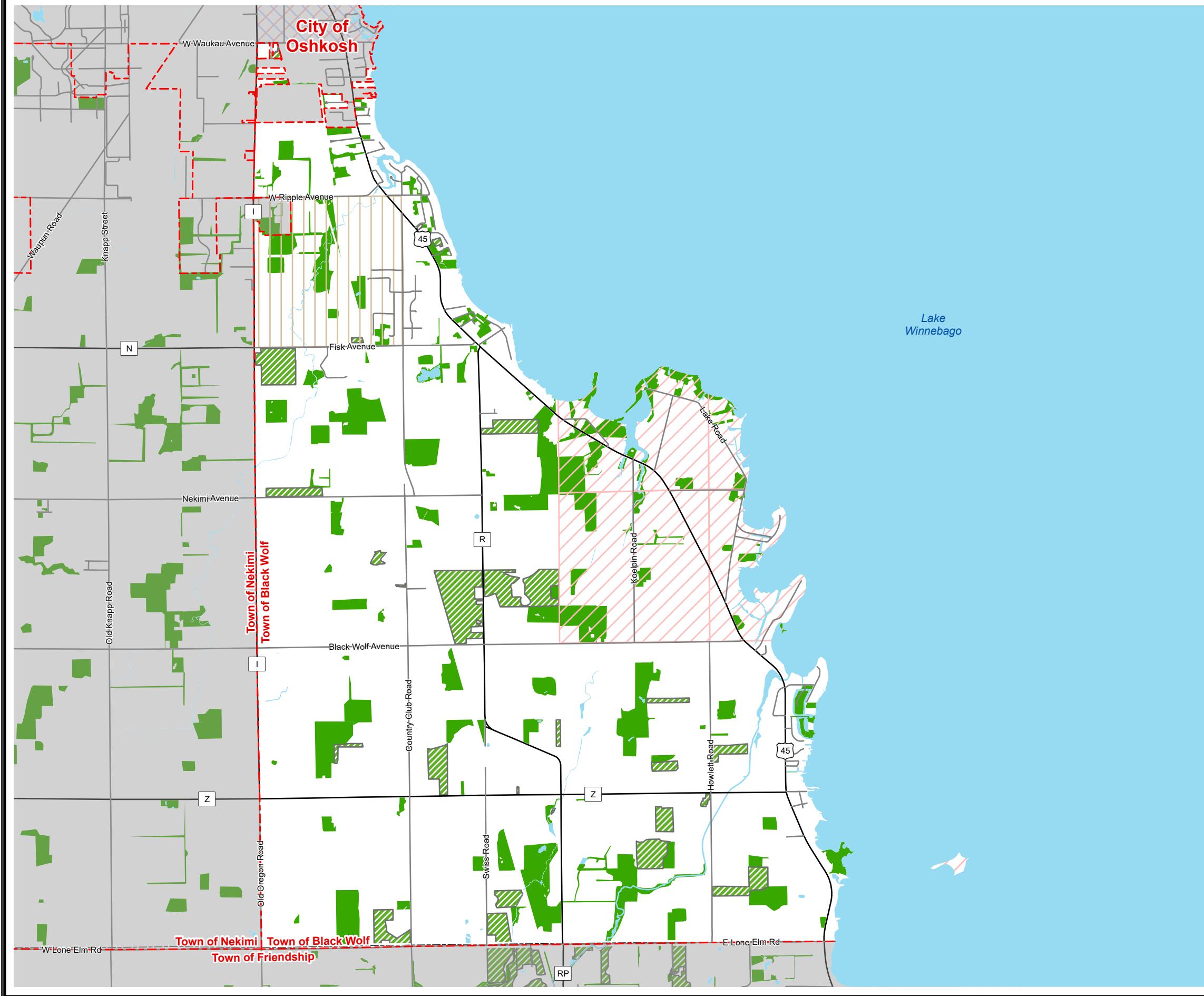
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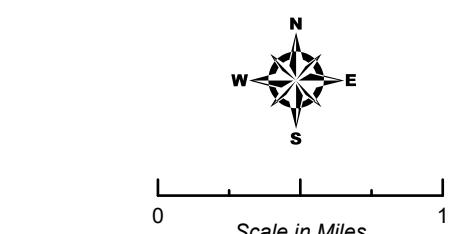
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## Map 4-2

### Town of Black Wolf Conservation



- State Natural Areas
- US Fish & Wildlife Service Areas
- DNR Managed Lands
- Woodlands - General
- Woodlands - Planted
- DNR Endangered Species Areas**
- Aquatic Habitat
- Terrestrial Habitat
- Wetland Habitat



Source:  
 DNR Managed Lands data WDNR 2019.  
 Endangered Species data WDNR 2016.  
 US Fish & Wildlife Service Lands data USFWS 2019.  
 Woodland data ECWRPC 2017.  
 Base data provided by Regional Counties 2022.

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# BACKGROUND INFORMATION

## AGRICULTURAL RESOURCES

### Prime Farmland:

Prime Farmland in the Town of Black Wolf, as shown in Map 4-1, identifies four soil ratings. Consideration should be given to preserve prime farmland areas.

### Agricultural Programs:

#### Agricultural Impact Statement Program

- ▶ An agricultural impact statement is required when builders of a public construction project have the power to condemn property (eminent domain) and will acquire more than five acres of land from any farm operation.
- ▶ Agricultural impact statements analyze the potential impact of public construction projects on farmland and farm operations and recommend ways to lessen those impacts. Examples of public construction projects include highway expansions, the placement of utility transmission lines, construction of pipelines, or building of wastewater treatment plants.
- ▶ More information about this program can be found at: <http://www.datcp.state.wi.us/arm/agriculture/land-water/ag-impact-stmts/docinfo.jsp>

#### Drainage District Program

- ▶ The Department of Agriculture, Trade, and Consumer Protection regulates the drainage district program.
- ▶ Storm water is managed by the Black Wolf Storm Water Utility.

#### Farmland Preservation Plan

- ▶ This Program assists in preserving Wisconsin's valuable farmland by assisting

- ▶ counties in the creation of agricultural preservation plans through formation of exclusive agriculture zoning districts.

- ▶ The Town of Back Wolf does not have farmland enrolled in this program.

## NATURAL RESOURCES

- ▶ Environmental characteristics, including topography, drainage patterns, floodplains, wetlands, and soil properties are among the features that determine whether an area is suitable for a specific type of development.
- ▶ Future development plans need to incorporate the protection of environmentally sensitive areas, such as woodlands, waterways, floodplains and wetlands.

## TOPOGRAPHY

- ▶ Land relief within the town is approximately 85 total feet, ranging in elevation from approximately 747 feet along the shoreline of Lake Winnebago to approximately 832 feet in the town's southwest corner, in between Lone Elm Avenue and County Highway "Z".
- ▶ The town's topography is nearly level (0-2% slopes) to gently sloping (2-6% slopes).

## GEOLOGY

- ▶ Black Wolf's current landscape was largely influenced by the Valders ice sheet of the Green Bay lobe during the Wisconsin glaciation, and is situated in what is known as the Green Bay-Lake Winnebago-Rock River Lowland.
- ▶ Thick sandstone beds lie underneath a cap of gray dolomite under the area now occupied by Black Wolf. These sandstone beds house a large groundwater aquifer.

### Soil Types

## SOIL TYPES

- ▶ The town is located in an area that is comprised of the Kewaunee-Manawa-Hortonville soil association. This soil association varies from well drained to somewhat poorly drained, and is typically loamy or clayey.
- ▶ Manawa soils are occasionally flooded for brief periods of time, have a water table within 1 to 3 feet of the soil surface in the fall and early spring, are subject to high frost action, and are too wet and impermeable to be used for conventional septic tanks.
- ▶ Kewaunee soils are not usually subject to flooding, have a groundwater table between 3 and 6 feet, are subject to high frost action, and are too wet and impermeable to be used for conventional septic tanks.
- ▶ Hortonville soils are not usually subject to flooding, have groundwater tables that are typically greater than 6 feet below the soil surface, are only moderately susceptible to frost action, and are too impermeable to be used for conventional septic tanks.
- ▶ These soil traits should be taken into account for the design and planning of buildings, roads, and infrastructure.

## PRIME AGRICULTURAL SOILS

- ▶ The Prime Agricultural Soils map shows where the most valuable agricultural land exists in the Town of Black Wolf.
- ▶ Most of the town is shown to have prime farmland, or can be prime farmland if drained.

## SOIL LIMITATIONS FOR DWELLINGS WITH BASEMENTS

- ▶ The soils in Black Wolf are either “not

rated” or are very limited, which means that the soils have one or more features that are unfavorable for construction. This does not mean, however, that construction cannot occur. Special design or certain installation procedures need to be followed to overcome the soil limitations.

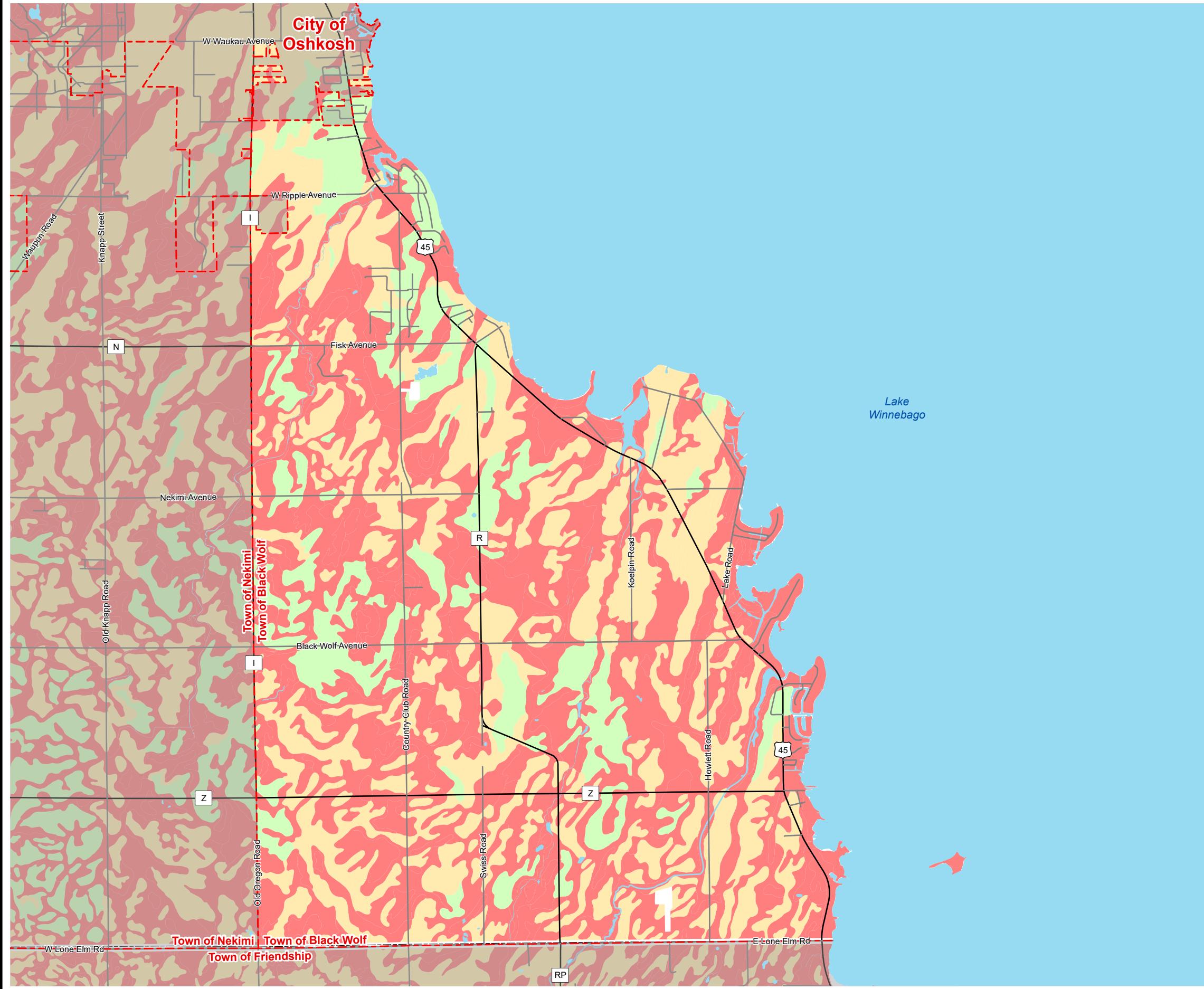
## SURFACE WATERS, WETLANDS, FLOODPLAINS, AND WATERSHEDS (SEE MAP 1)

- ▶ Water-related resources are highly regulated. Local, state and federal regulations and ordinances need to be thoroughly reviewed when development is proposed for property that is in or near any of these resources. This is especially important as navigable waterways and mapped wetlands are scattered throughout the town, and portions of the town are located in areas that are susceptible to flooding events.

## SURFACE WATERS

- ▶ This link leads to WDNR’s Surface Water Data Viewer, an interactive GIS site that allows users to identify the locations of water features such as navigable streams and wetlands. <http://dnrmmaps.wisconsin.gov/imf/imf.jsp?site=SurfaceWaterViewer.deswaters>
- ▶ Black Wolf is situated on the west shoreline of Lake Winnebago, a water body that is classified by WDNR as “An Area of Special Natural Resource Interest” (ASNRI). An ASNRI is an area that may have special sensitivity or is of ecological significance.
- ▶ Weyerhurst Creek has also been classified as an ASNRI, and one lake less than fifty acres in size has been deemed a Priority Navigable Water (PNW).

**Map 4-3**  
**Town of Black Wolf**  
**Soil Limitations For**  
**Building Development**



**Source:**  
 Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.  
 Base data provided by Regional Counties 2022.

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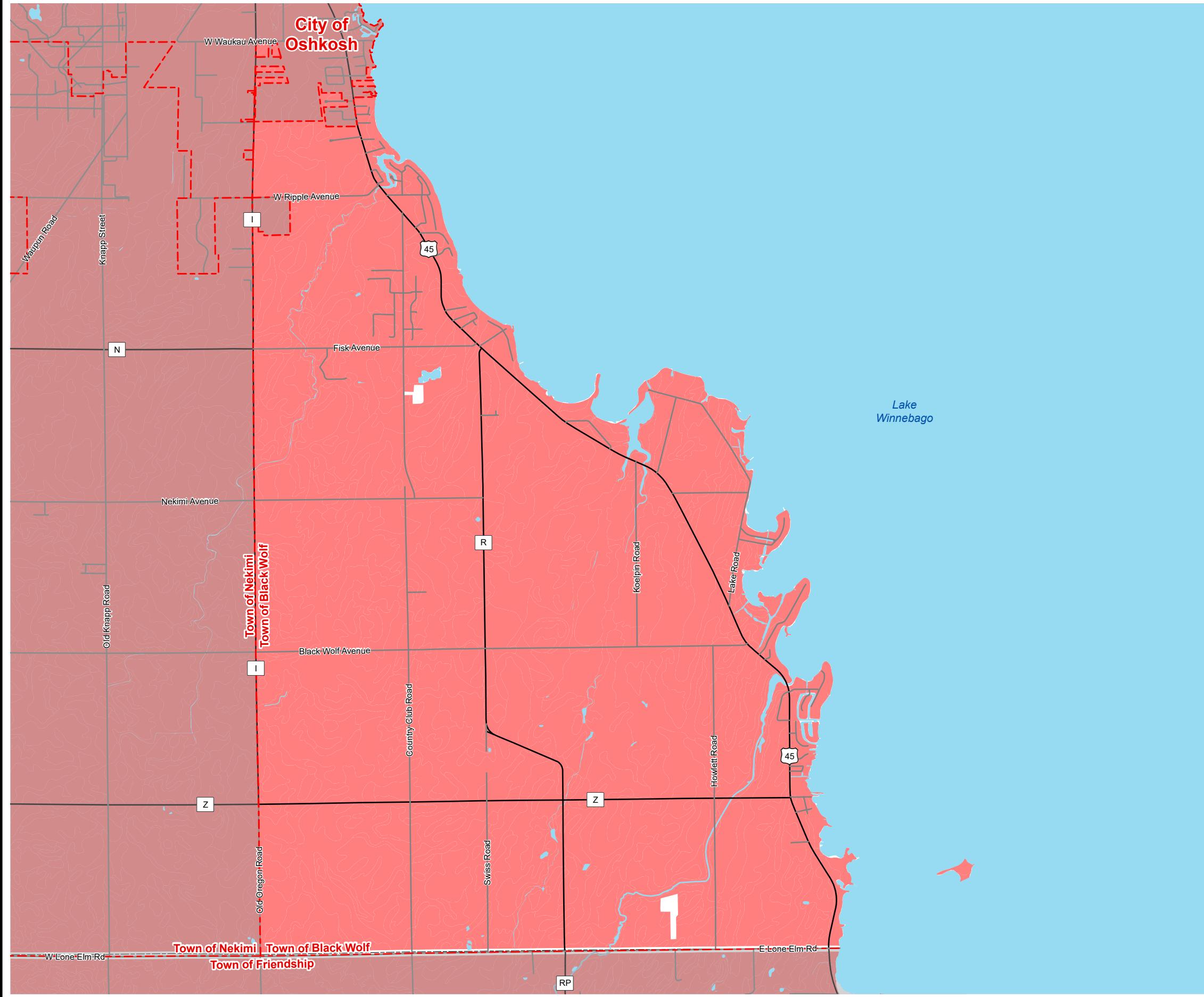
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## Map 4-4

### Town of Black Wolf Soil Limitations For On-Site Waste



**Source:**  
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.  
Base data provided by Regional Counties 2022.

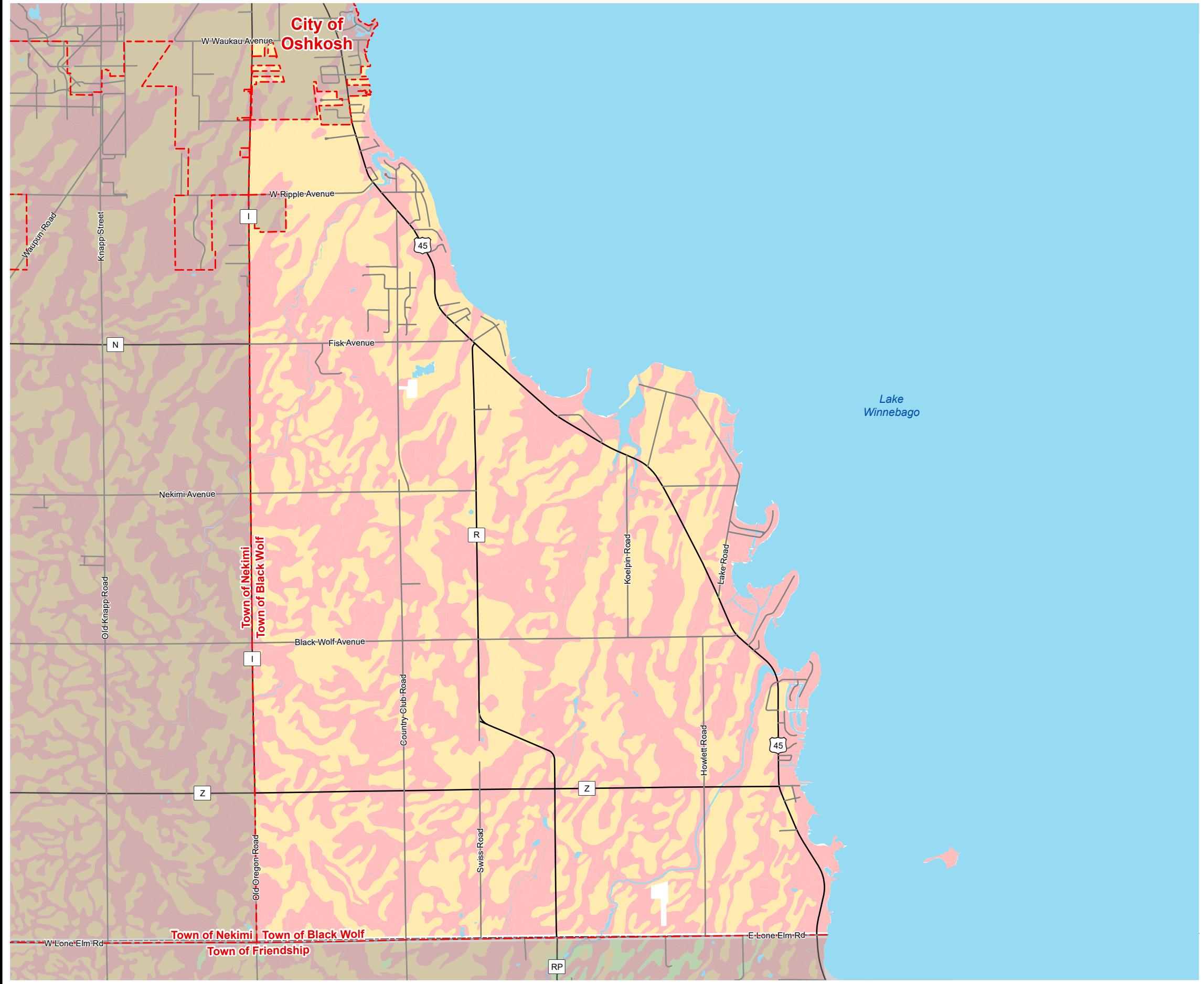
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## Map 4-5

### Town of Black Wolf Soil Limitations For Septage Spreading



**Source:**  
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.  
Base data provided by Regional Counties 2022.

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## SURFACE WATER CONTINUED

- ▶ According to WDNR's Surface Water Data Viewer, approximately 22 navigable waterways are found in the Town. All of these waterways discharge into Lake Winnebago.
- ▶ Only two of the navigable waterways are named – Weyerhurst Creek and Van Dyne Creek.

## WATERSHEDS

- ▶ The town is within the Fond du Lac River/Lake Winnebago West Watershed.
- ▶ This watershed has been selected as a priority watershed due to the high sediment and nutrient loads its streams discharge into Lake Winnebago.

## FLOODPLAIN

- ▶ Portions of the town are susceptible to flooding. According to the FEMA flood rate map produced for the Town, these areas are located in the Town's southeast half, along Van Dyne Creek and several unnamed waterways.
- ▶ Future development in and around these areas will be restricted.
- ▶ Building can occur between the floodway and flood fringe if the lowest first floor elevation is two feet above the 100-year flood elevation, or the basement is flood proofed.

## WETLANDS

- ▶ Approximately 426 acres of wetland are found in the Town. Some of the wetland areas are associated with the water courses that flow through the town, but others appear to be located in topographic lows that have poor drainage.
- ▶ This link ([www.dnr.wi.gov/org/water/](http://www.dnr.wi.gov/org/water/)

[fhp/wetlands/programs.shtml](#)) is a useful point of reference for community officials, developers, and/or interested persons to gain direction with wetland questions related to development projects or protection issues. The page provides links to specific administrative rules, discussions on wetland laws and programs, as well as other wetland issues.

- ▶ Development in wetlands can destroy important environmental benefits, including the filtering of storm water runoff and the provision of habitat for wildlife.
- ▶ The WDNR and Corps of Engineers have regulating authority over all wetlands, including the placement of fill materials within a wetland. In general, the most restrictive regulations (WDNR or Corps of Engineers) apply in a situation where development is being proposed. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program.
- ▶ Winnebago County has a shoreland-wetland zoning ordinance that should be consulted prior to any development around navigable waters and wetlands.

## GROUNDWATER

- ▶ Depth of the water table in the town varies from 0-6 inches to in excess of 70 inches.
- ▶ The protection of groundwater is especially important to the Town's residents as they rely on private wells for their primary source of water. It is critical that the quality of the potable water be monitored to identify any contamination of the potable groundwater supply.

- ▶ Statewide, as the demand on groundwater aquifers has increased due to development, the level of groundwater has been dropping, requiring wells to be drilled ever deeper. This is not a local issue, but a regional one that will require many units of government to come together to address.
- ▶ According to the state's Groundwater Susceptibility Map, the town is located in an area deemed to be somewhat susceptible to groundwater contamination because of relatively shallow depths to bedrock and groundwater (less than 50 and 20 feet, respectively). These two characteristics are often found in areas that are highly susceptible to groundwater contamination, but the low permeability and fine texture of the town's soils act as a protective buffer against potential groundwater pollutants, which is why the town is only considered somewhat susceptible to groundwater pollution.
- ▶ Approximately 33% of private wells in the region surrounding Winnebago County contained detectable levels of herbicides. Pesticide contamination occurs most commonly in agricultural areas.
- ▶ The primary potential pollution sources to the Town's groundwater are likely leaking underground storage tanks, failing septic systems, and old and unused wells.
- ▶ More information regarding groundwater that is specific to Winnebago County can be found at the following website: <http://wi.water.usgs.gov/gwcomp/integrate/develop.html>
- ▶ Areas of high groundwater should be avoided for development because of the potential negative impact on the quality of the groundwater and the cost of mitigating the impacts of high groundwater levels on the building foundations.
- ▶ The Wisconsin Groundwater Coordinating Council (GCC) is an interagency group whose purpose is to serve as a means of increasing the efficiency and facilitating the effective functioning of state agencies in activities related to groundwater management. More information about the council's responsibilities, actions, activities, and coordination efforts with local officials can be viewed at this web site: [www.dnr.wi.gov/org/water/dwg/gcc/index.htm](http://www.dnr.wi.gov/org/water/dwg/gcc/index.htm)

## WOODLANDS

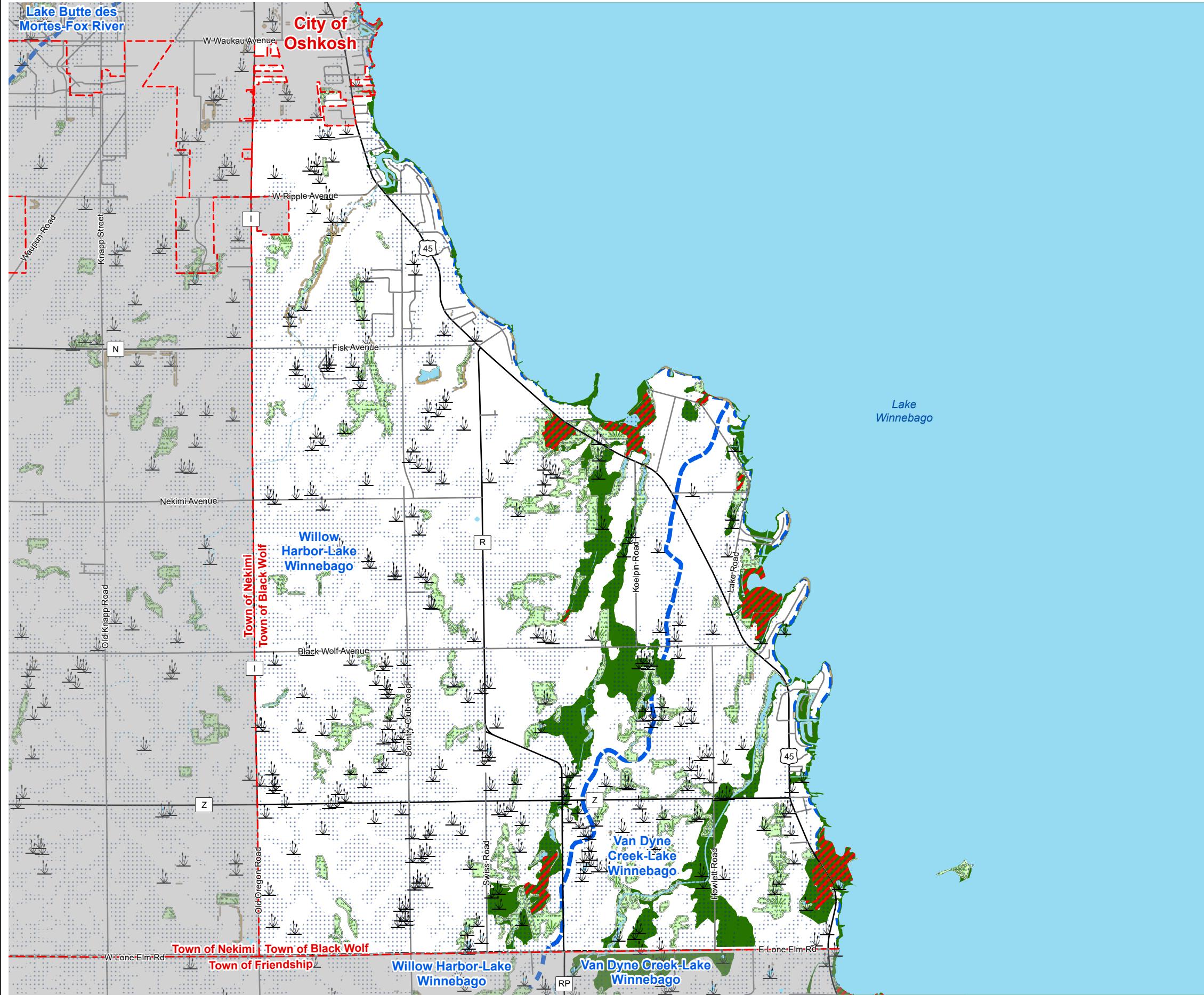
- ▶ Development in woodlands can destroy important environmental benefits that these areas provide to the community, including the provision of habitat for wildlife.
- ▶ Wooded areas in the town provide habitat for wildlife and serve as an aesthetic amenity for the community.
- ▶ Woodlands are scattered throughout the Town. Most are found along stream corridors or in wetland areas. Woodland areas provide both aesthetic and practical benefits and should be preserved whenever possible.

## METALLIC AND NON-METALLIC MINERAL RESOURCES

- ▶ There are no active non-metallic mining operations in the Town of Black Wolf.
- ▶ The WDNR has principal regulating authority for metallic mining activities in the state. Further information regarding metallic mining in Wisconsin can be viewed at: [www.dnr.wi.gov/org/aw/wm/mining/metallic/](http://www.dnr.wi.gov/org/aw/wm/mining/metallic/).

## Map 4-6

### Town of Black Wolf Surface Water Resources



- Wetlands (< 5 Acres)
- Subwatershed Boundary
- Groundwater less than 2 ft
- Wetlands (> 5 Acres)
- 100 Year Floodplain
- Floodplain and Wetlands
- Slope greater than 12%



0 1  
Scale in Miles

Source:  
Wetland data, WDNR 2015. Floodplain data, FEMA 2017. Watershed data, USDA - NRCS 2017. Base data provided by Regional Counties 2022.

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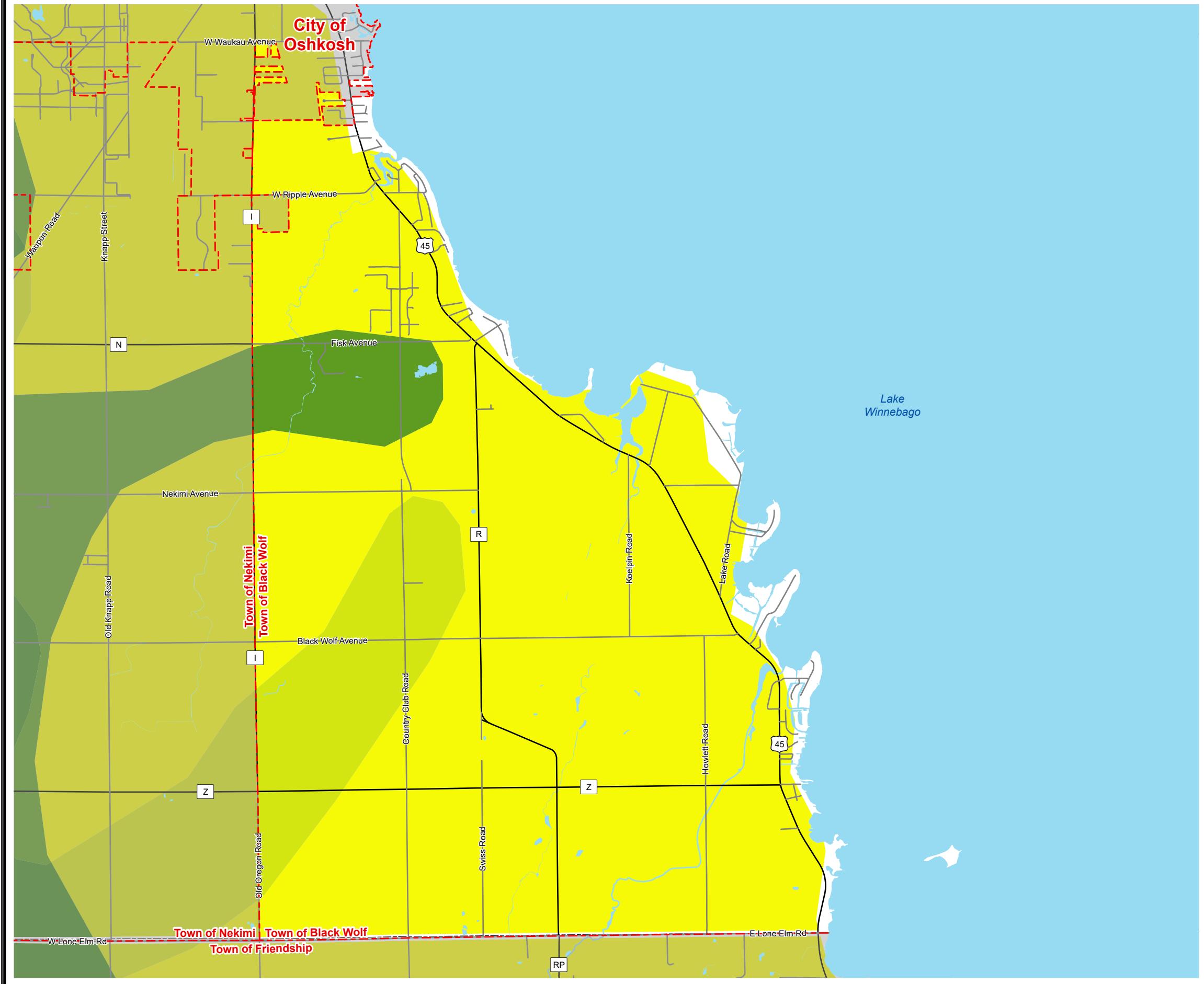
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# Map 4-7

## Town of Black Wolf Groundwater Contamination Susceptibility

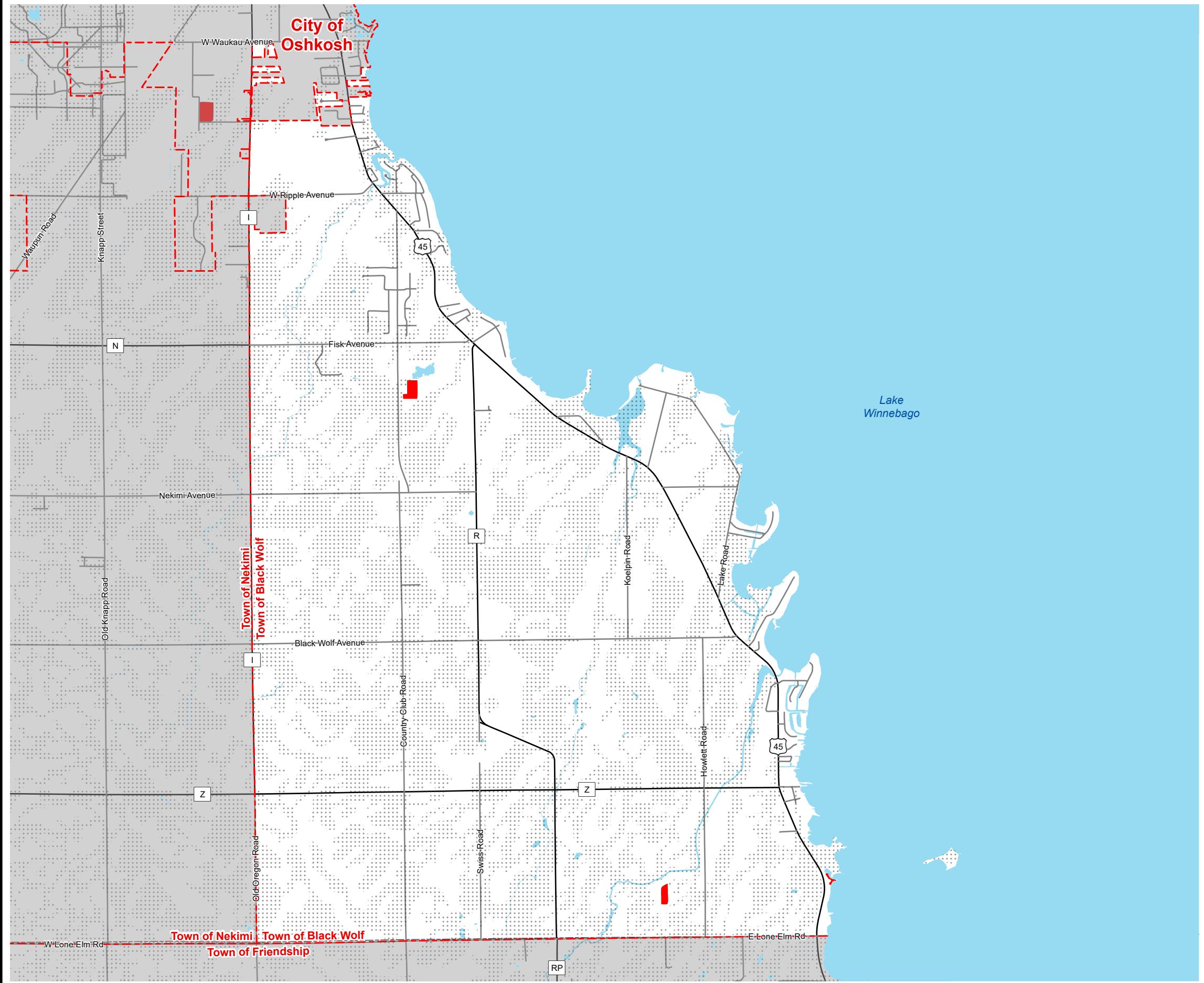


# Map 4-8

## Town of Black Wolf

### Groundwater Resources

### DRAFT



Groundwater less than 2 ft  
 High Bedrock (< 5 feet)  
 Low  
 Medium  
 High  
 Very High  
 Solid Waste Sites and Historic Landfills



0 1  
Scale in Miles

**Source:**  
 Recharge data provided by Wisconsin Geological and Natural History Survey, 2012-2014.  
 Base data provided by Regional Counties 2022.

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## ENVIRONMENTALLY SENSITIVE AREAS

- ▶ Environmentally Sensitive Areas (ESAs) are areas that encompass especially valuable natural resource features which should be protected from development.
- ▶ The following areas were identified as environmentally sensitive in the Winnebago County Comprehensive Plan: 1) wetlands mapped on the WDNR Wetland Inventory, 2) state-owned lands or land trust lands, 3) FEMA floodplains, 4) slopes steeper than 15%, and 5) areas mapped as hydric soil.
- ▶ The two named creeks are Van Dyne Creek, which starts close to the southern town boundary, Weyerhurst Creek, which comes into the town on the westerly border north of Nekimi Avenue.
- ▶ Although not included as Environmentally Sensitive Areas in the Winnebago County Comprehensive Plan, drainageways and shorelines are protected by Winnebago County's Shoreland Zoning Ordinance and should be considered environmentally sensitive because of their environmental value and the potential hazards they pose to development.

## WILDLIFE HABITAT AND THREATENED AND ENDANGERED SPECIES

- ▶ Federal and state records provide general information on wildlife habitat and threatened and endangered species, and should be consulted as part of the review process for new development projects.
- ▶ Information on wildlife habitat and threatened and endangered species is available from the Wisconsin Department of Natural Resources at [www.dnr.state.wi.us/org/land/er](http://www.dnr.state.wi.us/org/land/er).
- ▶ Occurrences of rare aquatic and terrestrial species are indicated the northwest corner of the town.

## AIR QUALITY

- ▶ The air quality monitoring station nearest to the Town of Black Wolf is located in the City of Oshkosh. Winnebago County currently meets all air quality attainment requirements.
- ▶ The Town of Black Wolf should be active in the political process in which counties are designated as attainment or non-attainment.

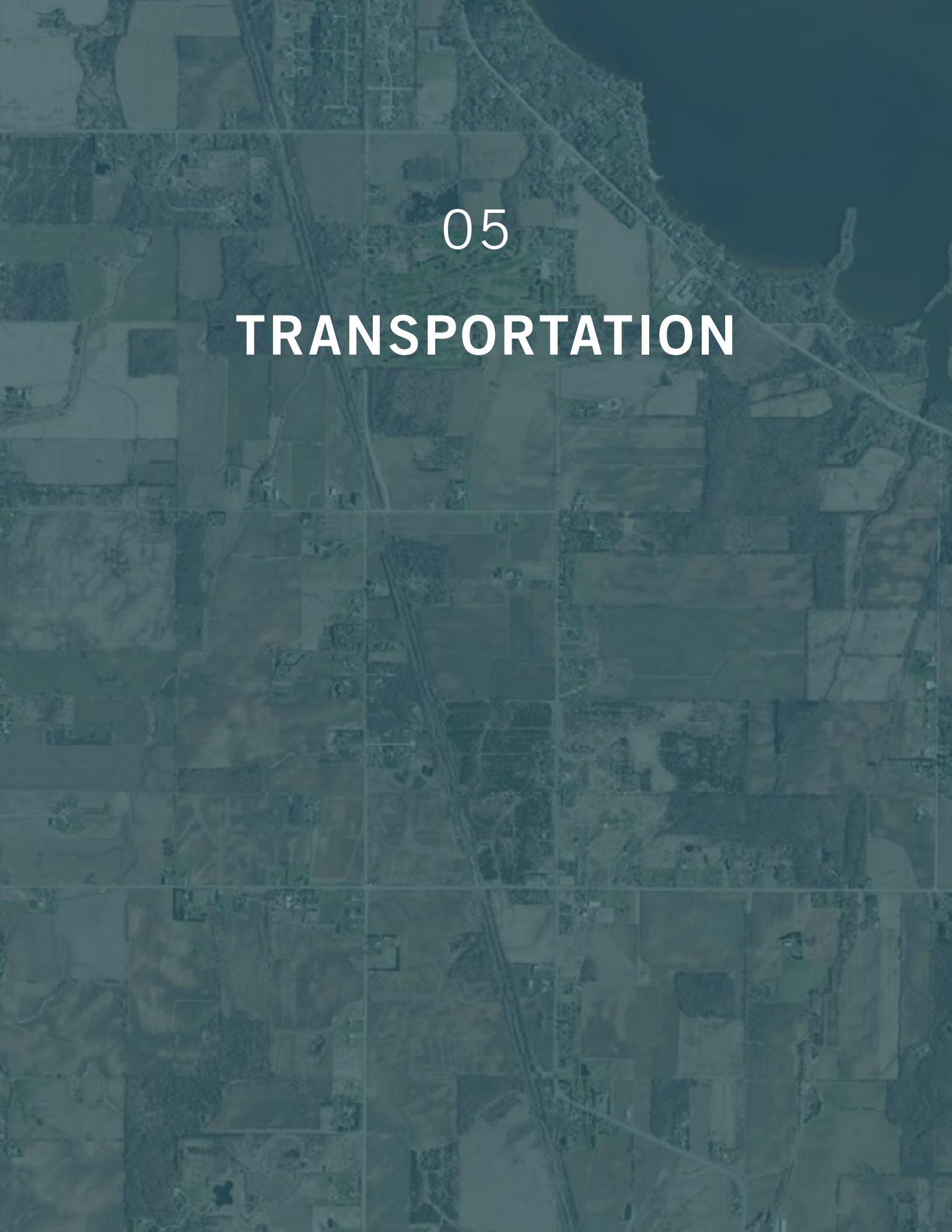
## CULTURAL AND HISTORICAL RESOURCES

### STATE AND NATIONAL REGISTER OF HISTORIC PLACES

- ▶ A primary responsibility of the Wisconsin Historical Society's Division of Historic Preservation (DHP) is to administer the State and National Register of Historic Places programs. According to the State Register of Historic Places, no historic properties have been inventoried in the Town of Black Wolf.
- ▶ Information regarding the State and National Register of Historic Places can be found by contacting the DHP at the following web site [www.wisconsinhistory.org/hp/register/](http://www.wisconsinhistory.org/hp/register/)

### ARCHITECTURE & HISTORY INVENTORY

- ▶ A search of the DHP's on-line Architecture & History Inventory (AHI) revealed 32 sites within the Town of Black Wolf (see listing in the appendix)
- ▶ This information can be found by contacting the DHP at (608) 264-6500 or at: [www.wisconsinhistory.org/ahi](http://www.wisconsinhistory.org/ahi).
- ▶ The Town of Black Wolf should help preserve the properties that are listed in the Architecture and History Inventory.

A dark, semi-transparent aerial photograph of a rural landscape serves as the background for the page. The image shows a mix of agricultural fields in various shades of green and brown, roads forming a grid pattern, and a large body of water in the upper right corner. The overall tone is dark and moody.

05

## TRANSPORTATION

# TRANSPORTATION

## MAJOR FINDINGS

The street and highway system in the Town of Black Wolf consists of arterials, collectors, and local roads. The arterial in the Town of Black Wolf is USH 45 and under the jurisdiction of the State of Wisconsin Department of Transportation.

The collectors in the Town of Black Wolf are CTH I, R, and Z and are under the jurisdiction of the Winnebago County Highway Department. The local roads are the remaining roads (excluding the private roads) and are under the jurisdiction of the Town of Black Wolf. Private roads are the responsibility of the land owners.

## RECOMENDATIONS

1. Utilize PASER to determine road quality for future road repairs.
2. Provide preventative maintenance on roads and bridges.
3. Identify popular roads used by pedestrians and cyclists and provide appropriate caution signage.
4. Review drainage ditches and culverts along railroad tracks and crossings and address issues identified as needed.

## GOALS AND OBJECTIVES

### GOAL #1

Provide a safe, efficient, and well-maintained system for motor vehicle, pedestrian, and bicycle traffic to benefit the residents and businesses within the Town of Black Wolf. Objectives

- ▶ County and State Communication. Actively participate with the Winnebago County Highway Department and the State of Wisconsin Department of Transportation on projects that may affect the Town of Black Wolf.
- ▶ Natural Resources Impact. Minimize the impact of new transportation improvements on existing developments and the community's natural resources.
- ▶ Pedestrian and Bicycle lanes. When significant improvements of State, County, and Town roads are being planned, the Town of Black Wolf will work to have dedicated pedestrian and bicycles lanes created.
- ▶ Dedication of Public trails in new subdivisions. The Town of Black Wolf will encourage lands to be dedicated for public trails in all new subdivisions.

## PROGRAM

A tool the Town of Black Wolf uses to determine budget priorities for road construction and repair PASER (pronounced pacer). PASER is a simplified pavement management program that is used to evaluate pavement surface condition through a rating system from the highest (10) to the lowest (0).

## PLANS

### Town of Black Wolf Projects

- ▶ The Town of Black Wolf officials review and budget town road and bridge projects as part of the Town of Black Wolf's annual budget process. The Town of Black Wolf communicates with the
- ▶ Winnebago County Highway Department to identify and coordinate projects being planned.

### Winnebago County

- ▶ Winnebago County prioritizes and budgets for transportation improvements on an annual basis, and works within a six years capital improvement program that is annually reviewed and adjusted.
- ▶ Planned re-construction of CTH I from Ripple Ave. to Waukau Ave in 2025.

### Wisconsin Department of Transportation - Northeast Region

- ▶ The Town of Black Wolf and all of Winnebago County are part of the Wisconsin Department of Transportation's Northeast Region.
- ▶ The Northeast Region establishes a Highway Improvement Program to make necessary maintenance and improvements to the State's road network. The Northeast Regional Highway Improvement Program

can be viewed under Projects and Studies at the following website: [www.wisconsindot.gov](http://www.wisconsindot.gov)

- ▶ Planned Mill and Resurfacing of sections of USH 45 in 2025.

Regional, State, and Federal  
East Central Wisconsin Regional Planning  
Commission (ECWRPC)

- ▶ As the designated Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area, the ECWRPC, in cooperation with the City of Oshkosh and the Towns of Oshkosh, Vinland, Algoma, Nekimi, and Black Wolf are working on the updated Long Range transportation/Land Use Plan 2050 for the Oshkosh Urbanized Area.

## GOAL #2

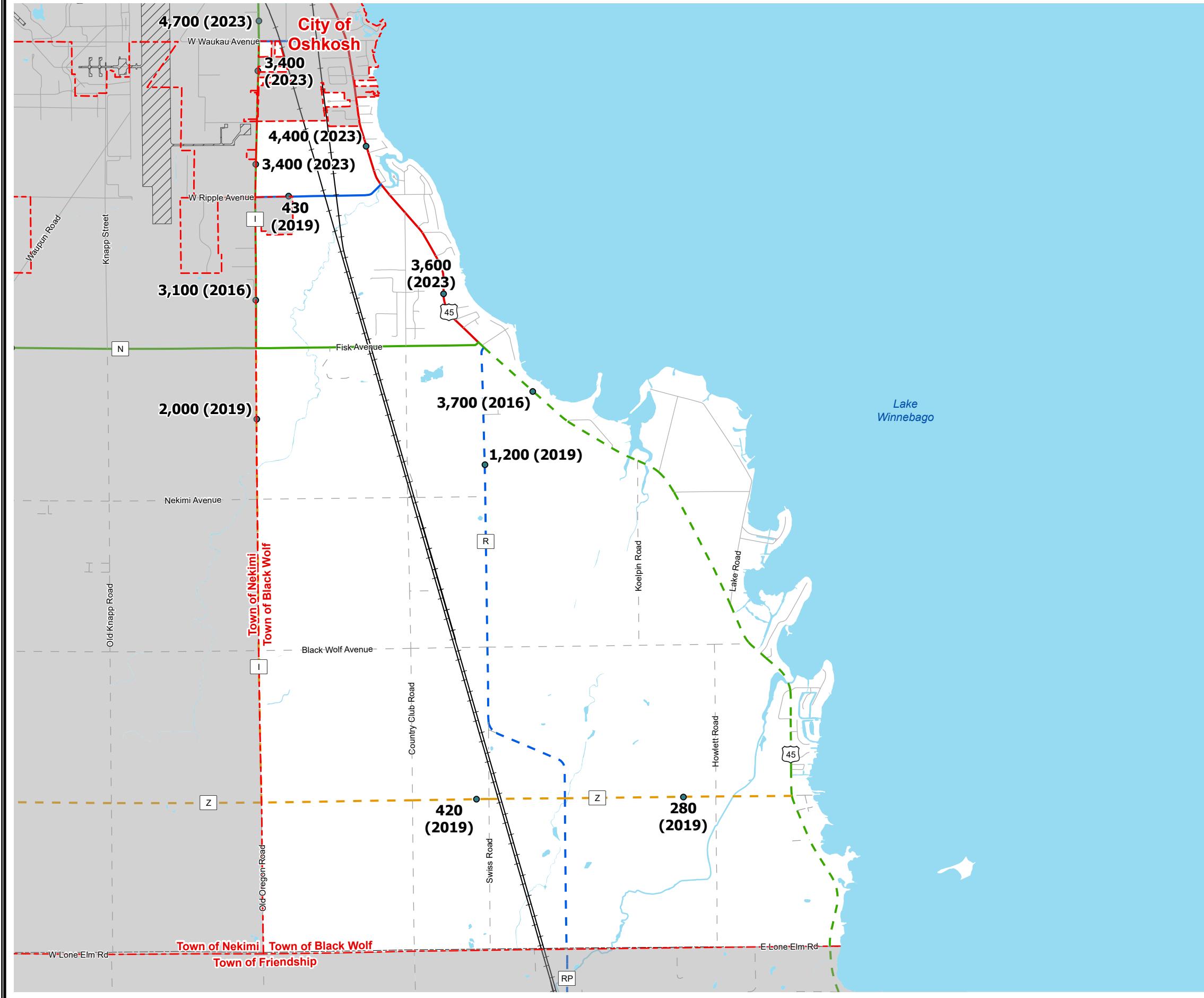
Work with the Canadian National Railroad and Winnebago County to address complaints and issues.

## OBJECTIVES

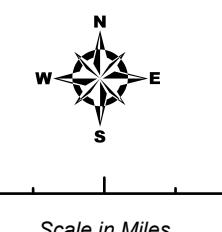
- ▶ The Town of Black Wolf will communicate with Canadian National Railroad when long waits at the railroad crossings are identified.
- ▶ The Town of Black Wolf will communicate and work with Canadian National Railroad and Winnebago County Highway Department to address ditch drainage issues, culvert and bridge maintenance.

# Map 5-1

## Town of Black Wolf Transportation



- Traffic Counts
- Airport
- Urban Principal Arterial
- Urban Collector
- Urban Minor Arterial
- Urban Local
- Rural Principal Arterial
- Rural Major Collector
- Rural Minor Arterial
- Rural Minor Collector
- Rural Local



Source:  
Traffic Count data from WisDOT 20019.  
Base data provided by Regional Counties 2022.

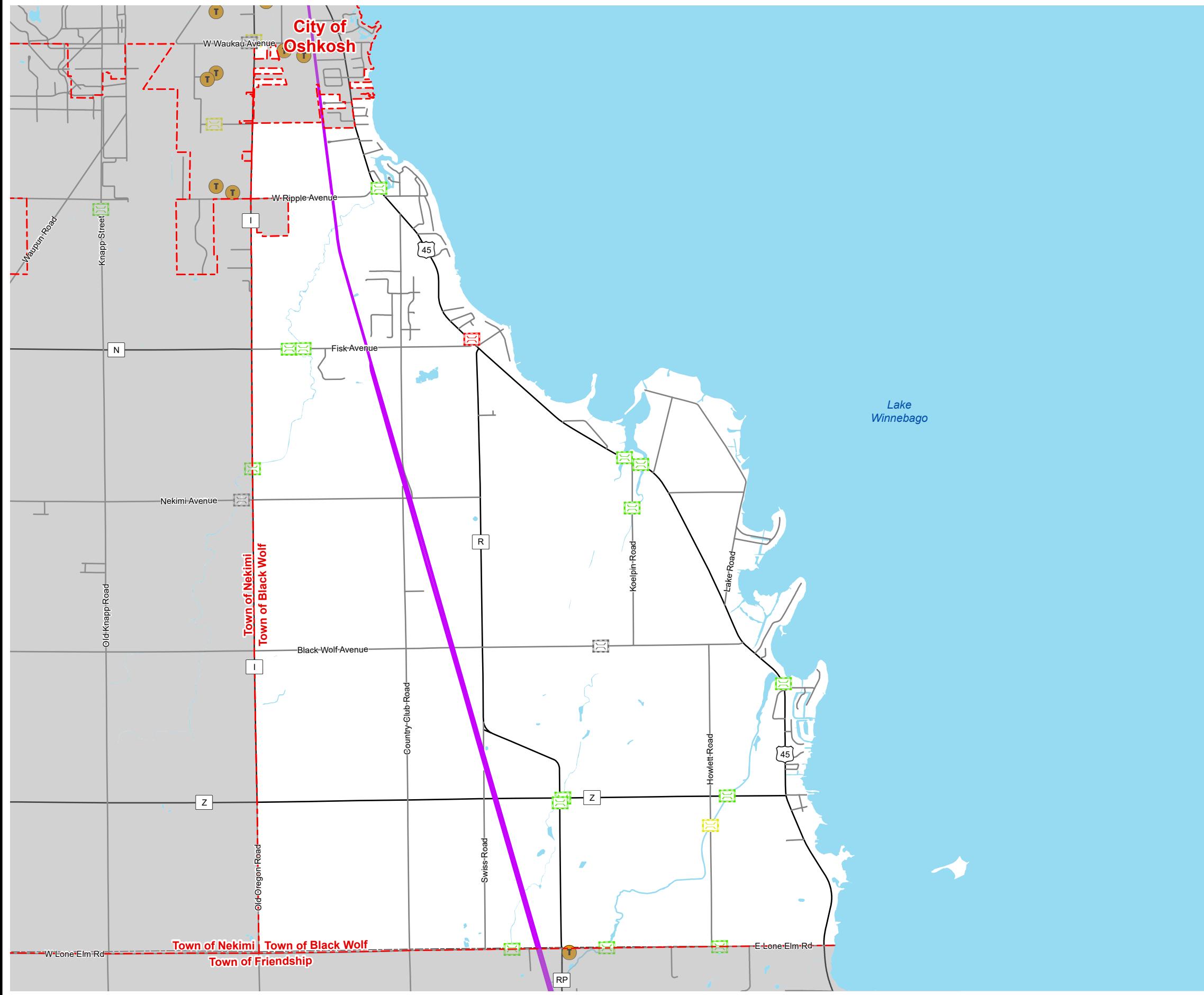
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PREPARED JANUARY 2025 BY:



## Map 5-2

### Town of Black Wolf Trucking & Freight



#### Bridge Sufficiency Ratings

- Sufficient:** Green square with a diagonal line.
- Rehabilitation Funding Eligible:** Yellow square with a diagonal line.
- Replacement Funding Eligible:** Red square with a diagonal line.
- Not Eligible - Built within the last 10 Years:** Gray square with a diagonal line.

**Source:**  
Bridge sufficiency data provided by WisDOT 2022.  
Base data provided by Regional Counties 2022.

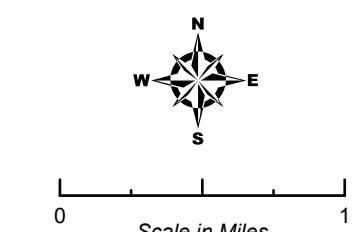
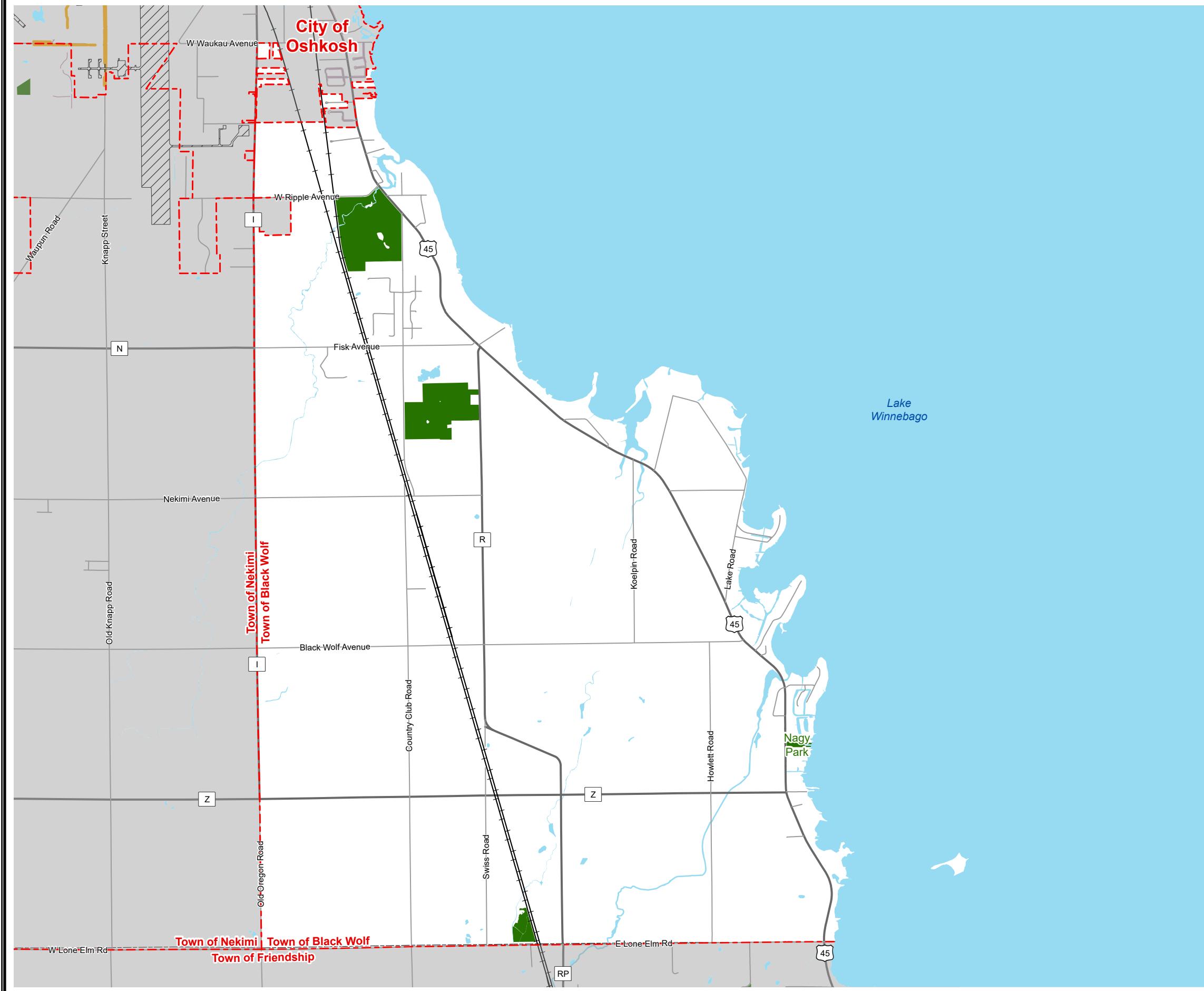
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PREPARED JANUARY 2025 BY:



## Map 5-3

### Town of Black Wolf Bicycle & Pedestrian Facilities



## TRANSPORTATION MODES

Mode	Location/Provider	Analysis
Trucks	None	
Railroads	Canadian National Railway operates a line that runs north/south through the Town of Black Wolf	The operation of a major train line through the Town of Black Wolf has created annoyance to residents who must wait long periods at railroad crossings. Passenger service is not currently available in the Town of Black Wolf. Amtrak service is being proposed to run through the Town of Black Wolf within the next couple years.
Mass Transit	None	
Air	Outagamie County Airport and Winnebago County Airport	Located 30 miles northeast of the Town of Black Wolf, the Outagamie County Regional Airport has regularly scheduled commercial passenger air service. Located northwest of the Town of Black Wolf, provides commercial carrier service and private service.
Trails	None	
Bridges	A bridge is any span over water greater than 20 feet. There are six Town bridges in Black Wolf. Winnebago County does biannual bridge inspections of all bridges in the county. All six bridges were inspected in 2018 and rated 89.5-100.	1. Black Wolf Point Road: Willow Harbor Creek bridge, widened in 1960. 2. Koelpin Road: Willow Harbor Creek - 1931 3. Howlett Road: Van Dyne Creek- 1930s 4. County Line Road: Van Dyne Creek- 1931 5. Fisk Ave: Weyerhorst Creek-1977 6. Fisk Ave: Weyerhorst Creek-1977

## STREET AND HIGHWAY CLASSIFICATION

The street and highway system in the Town of Black Wolf consists of arterials, collectors, and local roads (see Map 8, Street Classifications and Traffic Counts). These classifications are from the Wisconsin Department of Transportation (WDOT) and are based on which primary function the street or highway serves – the movement of vehicles through an area or to provide access to adjacent land. Arterials accommodate the movement of vehicles while local streets provide direct access to individual parcels of land. Collectors serve

both local and through traffic by providing a connection between arterials and local streets.

## TRAFFIC COUNTS

Traffic flows through the Town of Black Wolf have varying degrees of fluctuation.

The table below shows the most current traffic counts for the major roads in the Town of Black Wolf.

## TRAFFIC COUNTS CONTINUED...

Roadway	Year/Count	Year/Count	Comments
USH 45 North of CTH N	2004/4600	2019/4600	Consistent
USH 45 Between CTH N and Z	2004/4100	2016/3700	Slight Decrease
USH 45 South of CTH Z	2004/3100	2014/3200	Slight Decrease
CTH I North of CTH N	2004/3300	2016/3100	Slight Decrease
CTH I South of CTH N	2004/1900	2019/2000	Slight Decrease
CTH Z Between CTH I and CTH R	2004/480	2019/420	Slight Decrease
CTH Z Between CTH R and USH 45	2004/300	2019/280	Slight Decrease

## TRANSPORTATION PLANS AND PROGRAMS

### TOWN OF BLACK WOLF ROAD PROJECTS

Black Wolf officials review and budget town road projects as part of the Town's annual budget process. As part of that review, the Town communicates with the Winnebago County Highway Department to identify projects being planned in the town.

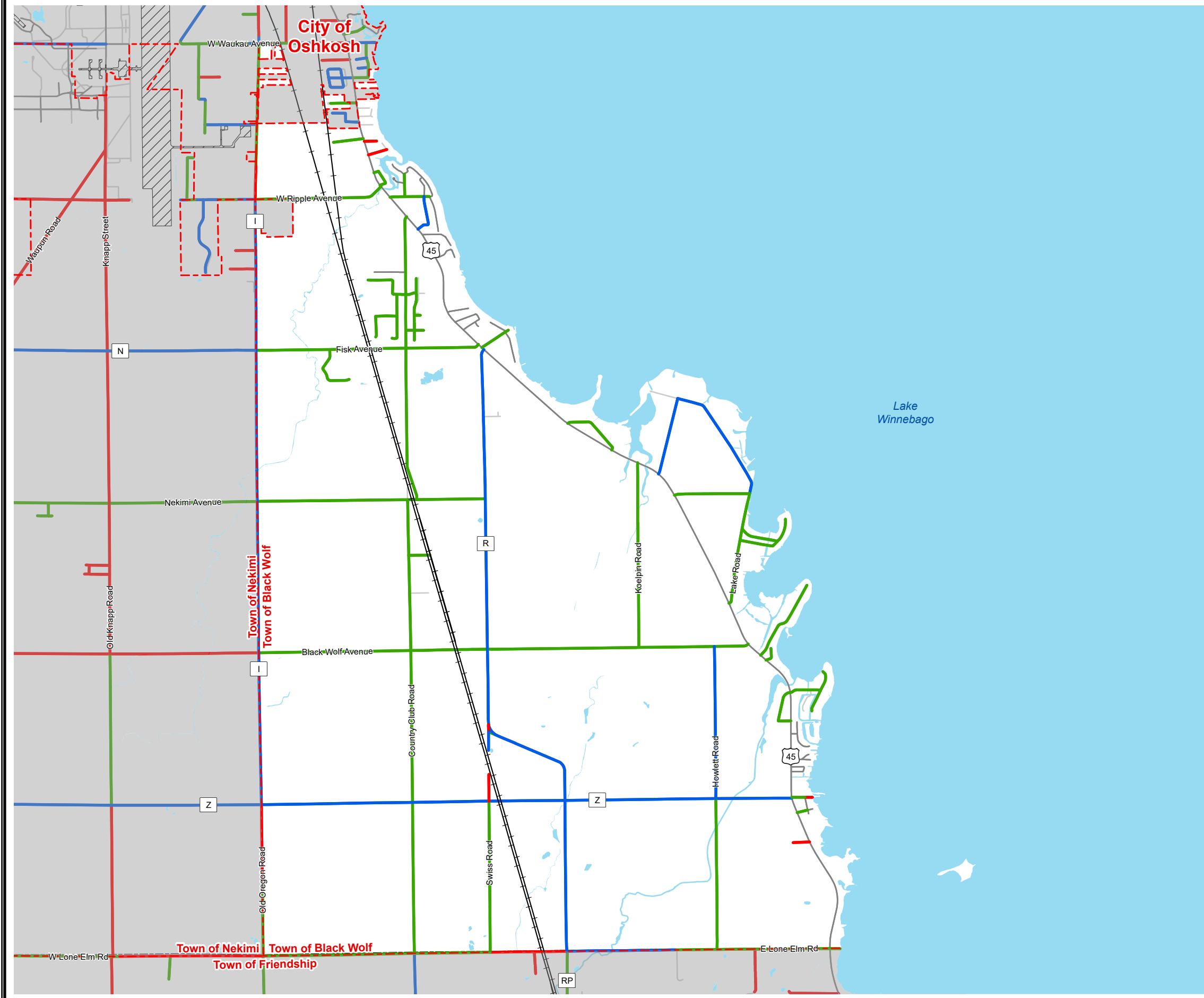
### WINNEBAGO COUNTY

- ▶ Winnebago County prioritizes and budgets for transportation improvements on an annual basis, and works within a five-year capital improvement program that is annually reviewed and adjusted.

## Map 5-4

### Town of Black Wolf

### 2023 PASER Ratings



**Source:**  
 PASER data provided by WisDOT 2022.  
 Base data provided by Regional Counties 2022.

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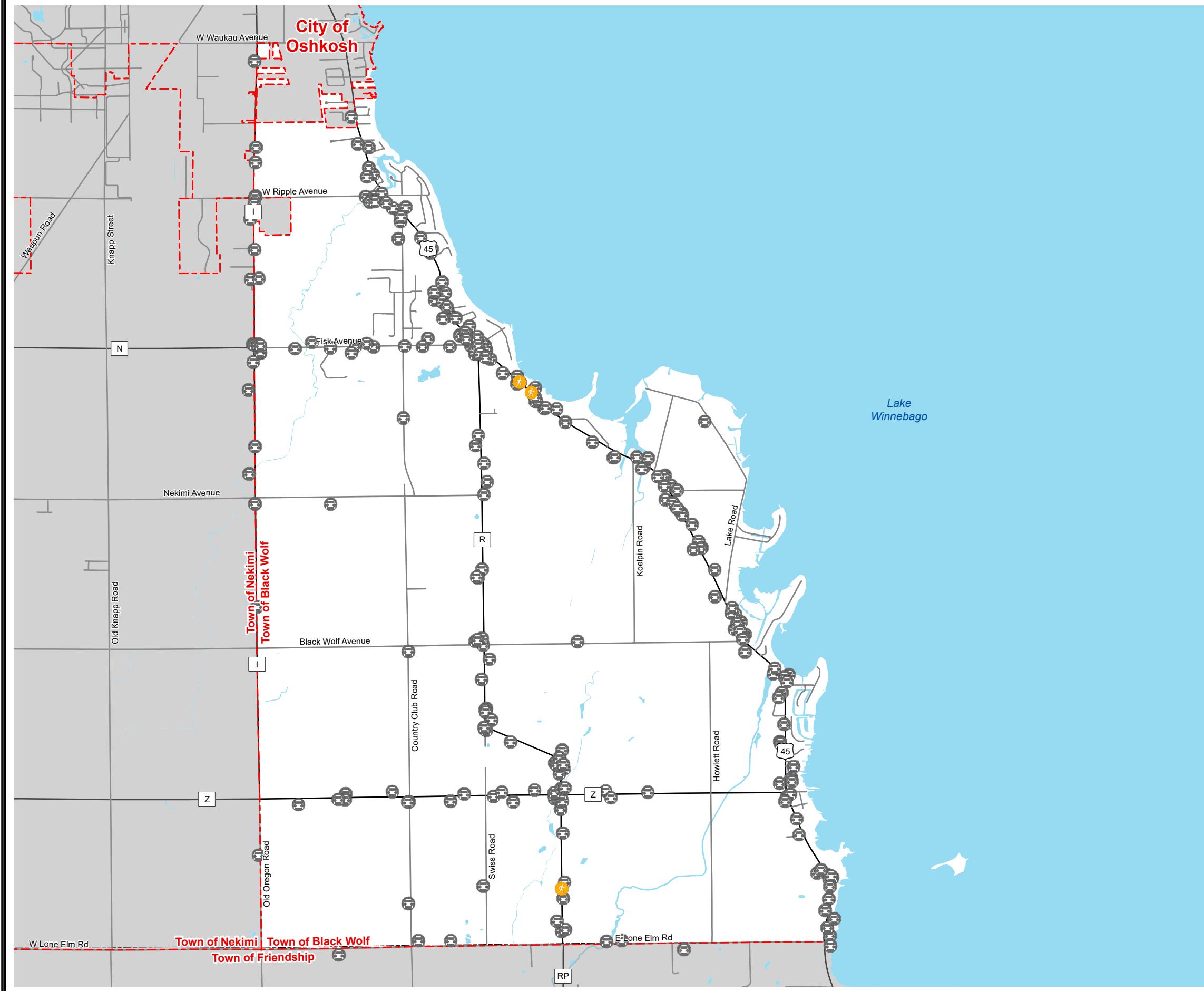


# Map 5-5

## Town of Black Wolf

### Crash Analysis

2019 - 2023



## REGIONAL, STATE, AND FEDERAL

### EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

- As the designated Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area, the ECWRPC, in cooperation with the City of Oshkosh and the Towns of Oshkosh, Vinland, Algoma, Nekimi and Black Wolf, completed the Long Range Transportation/Land Use Plan for the Oshkosh Urbanized Area in 2020. Land use references in the plan are in the Land Use section of this document. The plan can be viewed at the ECWRPC website: <https://www.ecwRPC.org/programs/fox-cities-and-oshkosh-mpo/long-range-transportation-planning/>

### WISCONSIN DEPARTMENT OF TRANSPORTATION – NORTHEAST REGION

- The Town of Black Wolf, and the rest of Winnebago County, is part of the WDOT's Northeast Region.
- In 2012 of USH 45 was resurfaced from the south county line to the Oshkosh city limits.
- The WDOT has a number of bridge projects that will affect access to certain portions of the town.
- In 2008 Holland Road was resurfaced over USH 41, and in 2009 Buchanan, and Capitol Drive bridges were resurfaced.

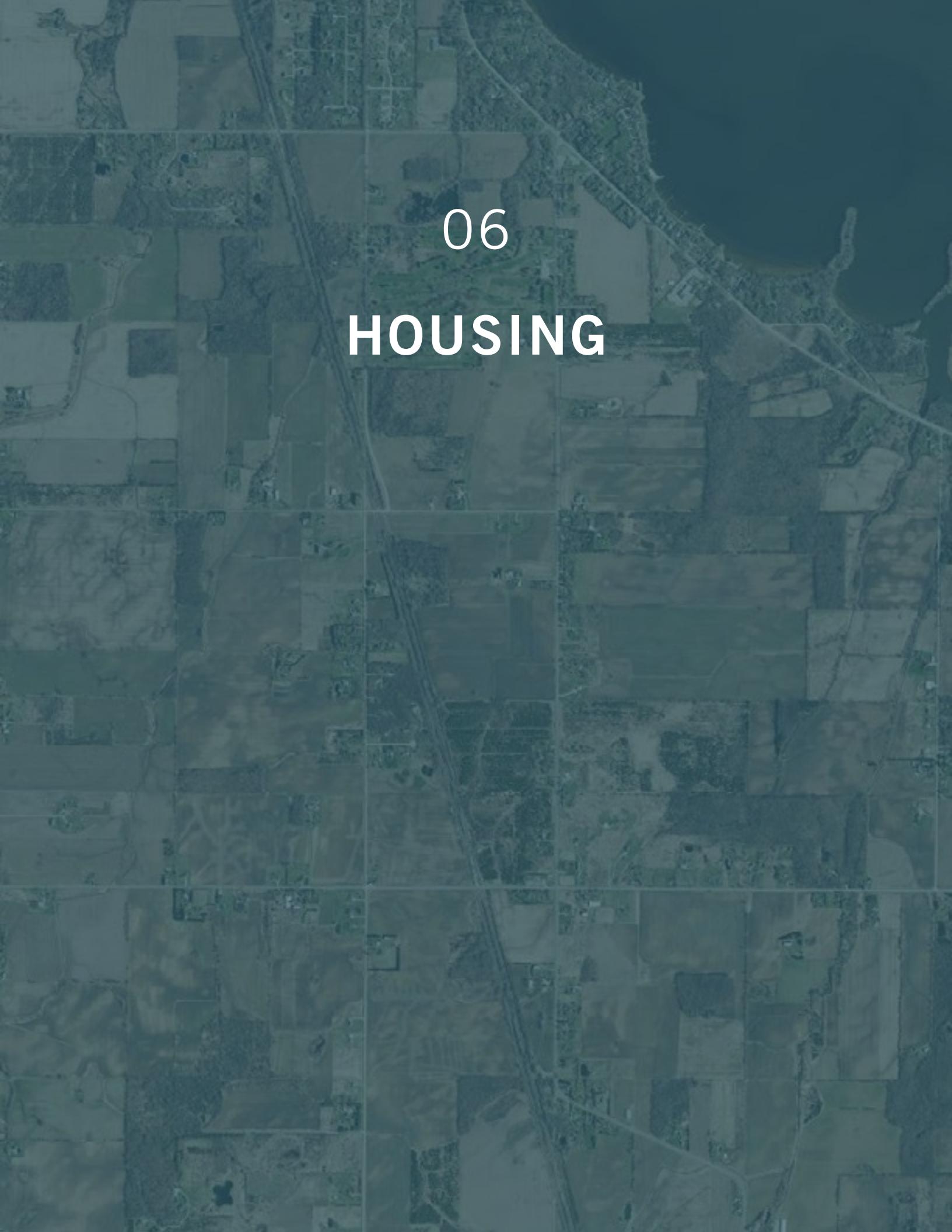
### WISCONSIN DEPARTMENT OF TRANSPORTATION

- The WDOT offers numerous federal and state programs to local units of government in need of financial aid for desired projects. The form of financial aid

provided typically comes as a grant or loan having a reduced rate to the applicant. Each program's general goal is to enhance the state's overall transportation network. The following DOT web page has information on these programs: [www.dot.wisconsin.gov/localgov/](http://www.dot.wisconsin.gov/localgov/)

### PASER PROGRAM

- A tool the Town of Black Wolf uses to determine budget priorities for road construction and repair is PASER (pronounced pacer). PASER is a simplified pavement management program that communities use to evaluate pavement surface condition.
- The PASER rating reflects the physical condition of the street. The highest possible rating is 10. The roads with a low rating should be the focus of budget decisions made by the Town of Black Wolf regarding road repair and maintenance.



06

# HOUSING

# HOUSING

## HOUSING

### Housing Characteristics

The Goals, Objectives, Policies, and Recommendations are based on an analysis of the data contained in the Tables D-1 to D4 Town of Black Wolf community survey results located in the Issues and Opportunities Section.

### POLICIES

- ▶ The Town of Black Wolf will use its Comprehensive Plan, Zoning, Subdivision and miscellaneous ordinances to maintain its rural and agricultural character.
- ▶ The Town of Black Wolf will continue to require building permits for new housing construction, and follow all building codes.
- ▶ Work to ensure building registration forms are obtained for alterations and additions.

## RECOMMENDATIONS

- ▶ Review and discuss the Town of Black Wolf's Zoning and Subdivision Ordinance to guide the siting of housing on property greater than 5 acres by 2025 with a minimum entry (driveway) requirements of at least 650 feet between driveways by 2025.
- ▶ Revise the Town of Black Wolf's Zoning and Subdivision Ordinance to require all subdivisions in the low and medium density areas to follow conservation-type platting methods by 2026.

Table D-1: Estimated Households and Persons per Household, 2010-2040

	2010 Census		2020 Projection		2025 Projection		2030 Projection		2035 Projection		2040 Projection	
	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH	No. HH	Persons per HH
Black Wolf	979	2.5	1,046	2.42	1,083	2.40	1,117	2.39	1,137	2.37	1,145	2.36
Winnebago County	67,875	2.3	73,211	2.30	76,221	2.29	78,920	2.28	80,713	2.26	81,611	2.25
Wisconsin	2,279,768	2.4	2,491,982	2.35	2,600,538	2.32	2,697,884	2.30	2,764,498	2.28	2,790,322	2.26

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

Table D-2: Occupancy & Vacancy Characteristics

	Black Wolf		Winnebago County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Total Housing Units	1,140	100.0%	76,023	100.0%	2,709,444	100.0%
Occupied Housing Units	964	84.6%	71,132	93.6%	2,377,935	87.8%
Owner Occupied	919	80.6%	46,737	61.5%	1,596,500	58.9%
Renter Occupied	45	3.9%	24,395	32.1%	781,435	28.8%
Vacant Housing Units	176	15.4%	4,891	6.4%	331,509	12.2%
For Rent	-	0.0%	1,257	1.7%	40,488	1.5%
Rented not occupied	38	3.3%	282	0.4%	7,744	0.3%
For Sale Only	19	1.7%	443	0.6%	16,515	0.6%
Sold Not Occupied	14	1.2%	139	0.2%	5,916	0.2%
Seasonal Use	78	6.8%	1,024	1.3%	191,920	7.1%
Migrant Workers	-	0.0%	-	0.0%	453	0.0%
Other Vacant	27	2.4%	1,746	2.3%	68,473	2.5%
Homeowner Vacancy Rate	2.0%		0.9%		1.0%	
Rental Vacancy Rate	0.0%		4.8%		4.9%	

Sources: ACS 2016-2020 B25001, B25002, B25003, and B25004

Table D-3: Number of Units by Structural Type, 2015-2020

	Black Wolf		Winnebago County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
1 - Unit, Detached	1,126	98.8%	50,120	65.9%	1,804,037	66.6%
1 - Unit, Attached	-	0.0%	3,451	4.5%	114,519	4.2%
2 Units	5	0.4%	4,105	5.4%	171,960	6.3%
3 or 4 Units	5	0.4%	2,581	3.4%	97,646	3.6%
5 to 9 Units	-	0.0%	5,696	7.5%	131,546	4.9%
10 to 19 Units	-	0.0%	3,702	4.9%	93,603	3.5%
20 to 49 Units	-	0.0%	2,368	3.1%	106,137	3.9%
50 or More Units	-	0.0%	2,695	3.5%	98,237	3.6%
Mobile Home	4	0.4%	1,302	1.7%	90,973	3.4%
Boat RV Van etc	-	0.0%	3	0.0%	786	0.0%
Total Housing Units	1,140	100.0%	76,023	100.0%	2,709,444	100.0%

Sources: ACS 2016-2020 B25024

Table D-4 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
Black Wolf	120	11.0%	24	3.5%	1	2.8%
Winnebago County	7,065	12.4%	1,913	5.8%	9,711	41.3%
Wisconsin	247,160	12.7%	72,373	6.4%	318,363	43.2%

Sources: ACS 2016-2020 B25070 and B25091

# GOALS AND OBJECTIVES

## GOAL #1

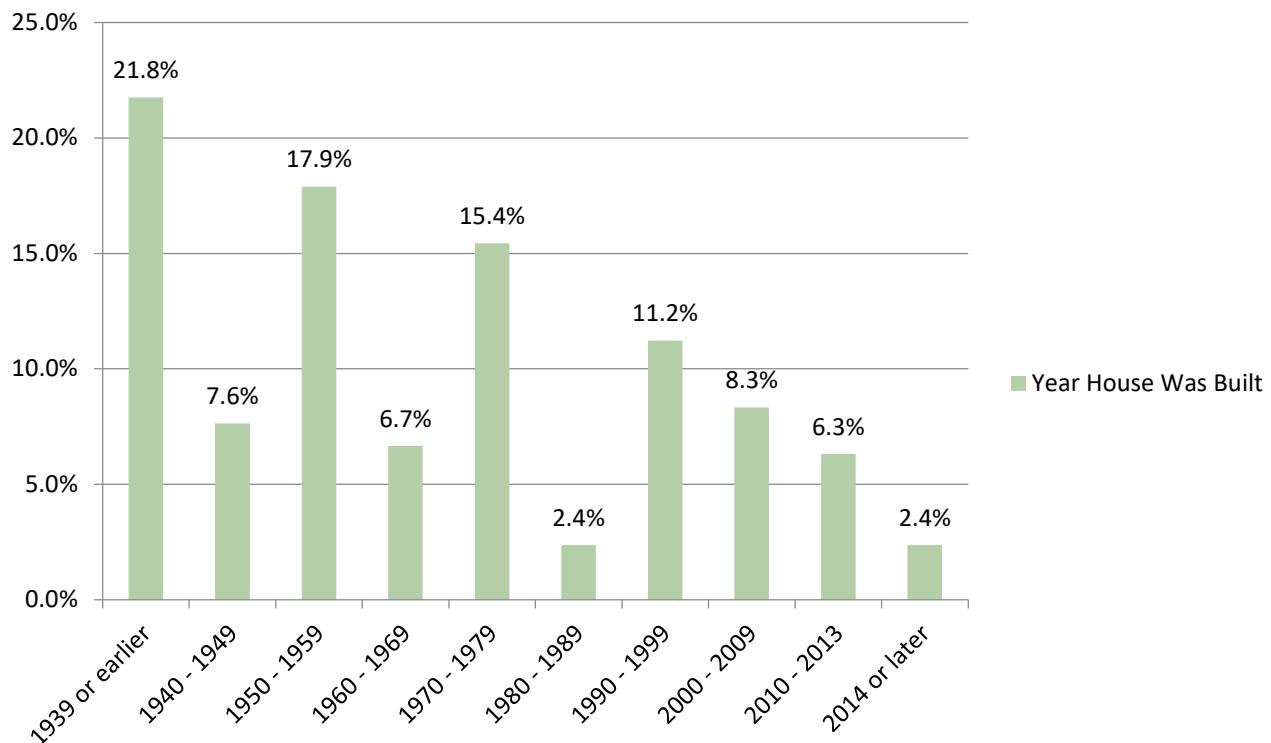
To encourage the development of carefully sited single-family, owner-occupied housing in locations that preserve agricultural land and areas.

- ▶ Agricultural Impact Encouraging residential development in areas that will have minimal impact on agricultural land and are platted based on the Town of Black Wolf's Subdivision Ordinance.
- ▶ Subdivisions Review the Town of Black Wolf Zoning and Subdivision Ordinance to determine the viability of new subdivisions in the low and medium density areas to follow agricultural type subdivisions..

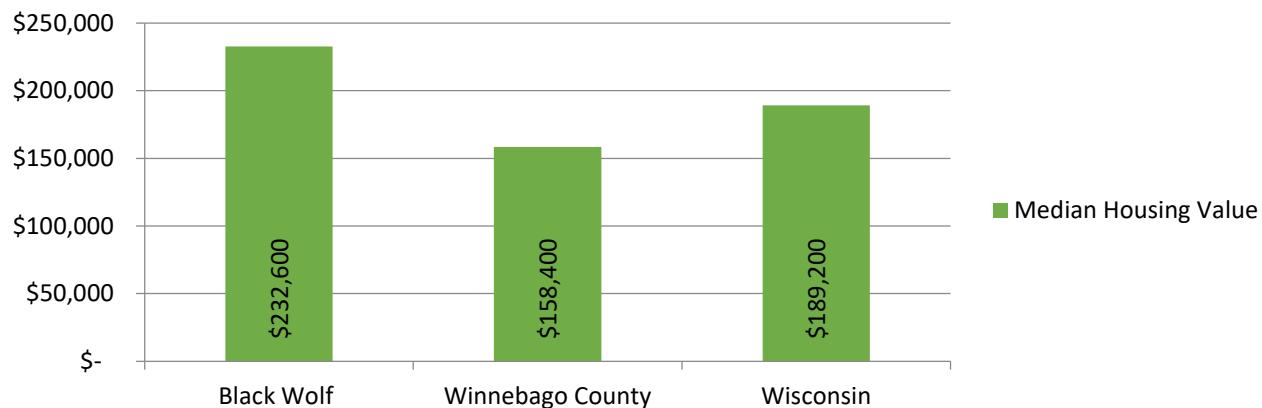
## GOAL #2

To ensure the quality of short-term housing rentals operating within the Town of Black Wolf is adequate for protecting public health, safety, and general welfare within the neighborhood.

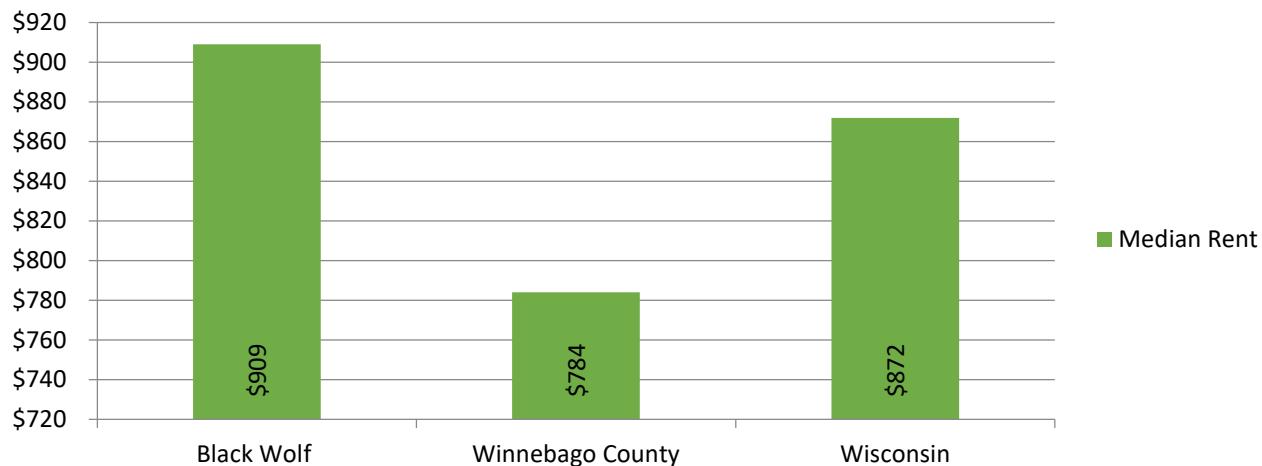
**Figure D-5: Age Distribution of Housing Units**



**Figure D-6 Median Value of Owner Occupied Homes, 2016-2020**



**Figure D-7: Median Rent, 2016-2020**



## HOUSING PROJECTIONS

The Town of Black Wolf is projected to experience gradual growth in households from 979 in 2010 to 1,145 by 2040.

Average household size is expected to decline slightly from 2.5 persons per household in 2010 to 2.36 by 2040, reflecting state and national trends of smaller households.

Compared to Winnebago County and Wisconsin, Black Wolf's household sizes remain slightly higher, indicating a more family-oriented community.

## OCCUPANCY AND VACANCY CHARACTERISTICS

Black Wolf has 1,140 total housing units, with 84.6% occupied and 15.4% vacant.

Owner-occupied housing dominates the market at 80.6%, far exceeding renter-occupied units at 3.9%.

Vacant housing includes:

- ▶ Seasonal Use: 6.8%, suggesting a small share of recreational properties.
- ▶ Rented but not occupied and other vacant units: 3.3% and 2.4%, respectively.

## OCCUPANCY AND VACANCY CHARACTERISTICS CONTINUED...

The homeowner vacancy rate is 2.0%, higher than Winnebago County (0.9%) and Wisconsin (1.0%).

Rental vacancy is reported at 0.0%, indicating very limited rental housing options in the town.

## HOUSING TYPES

Housing in Black Wolf is overwhelmingly single-family detached units (98.8% of total housing), reflecting a rural and low-density character.

Multi-family housing (2–9 units) and mobile homes make up less than 1% each, showing very little housing diversity.

By comparison:

Winnebago County and Wisconsin have a more diverse housing mix, with 34.1% and 33.4% of housing units as multi-family or alternative types.

## HOUSING AFFORDABILITY

Housing affordability is generally better in Black Wolf compared to Winnebago County and Wisconsin:

11% of homeowners with a mortgage face unaffordable housing costs (compared to 12.4% countywide and 12.7% statewide).

Only 3.5% of homeowners without a mortgage face affordability issues (lower than the state at 6.4%).

Renter affordability is less of a concern, with just 2.8% of renters experiencing cost burdens, compared to 41.3% in Winnebago County and 43.2% statewide.

These figures suggest housing in Black Wolf is relatively affordable, particularly for

homeowners.

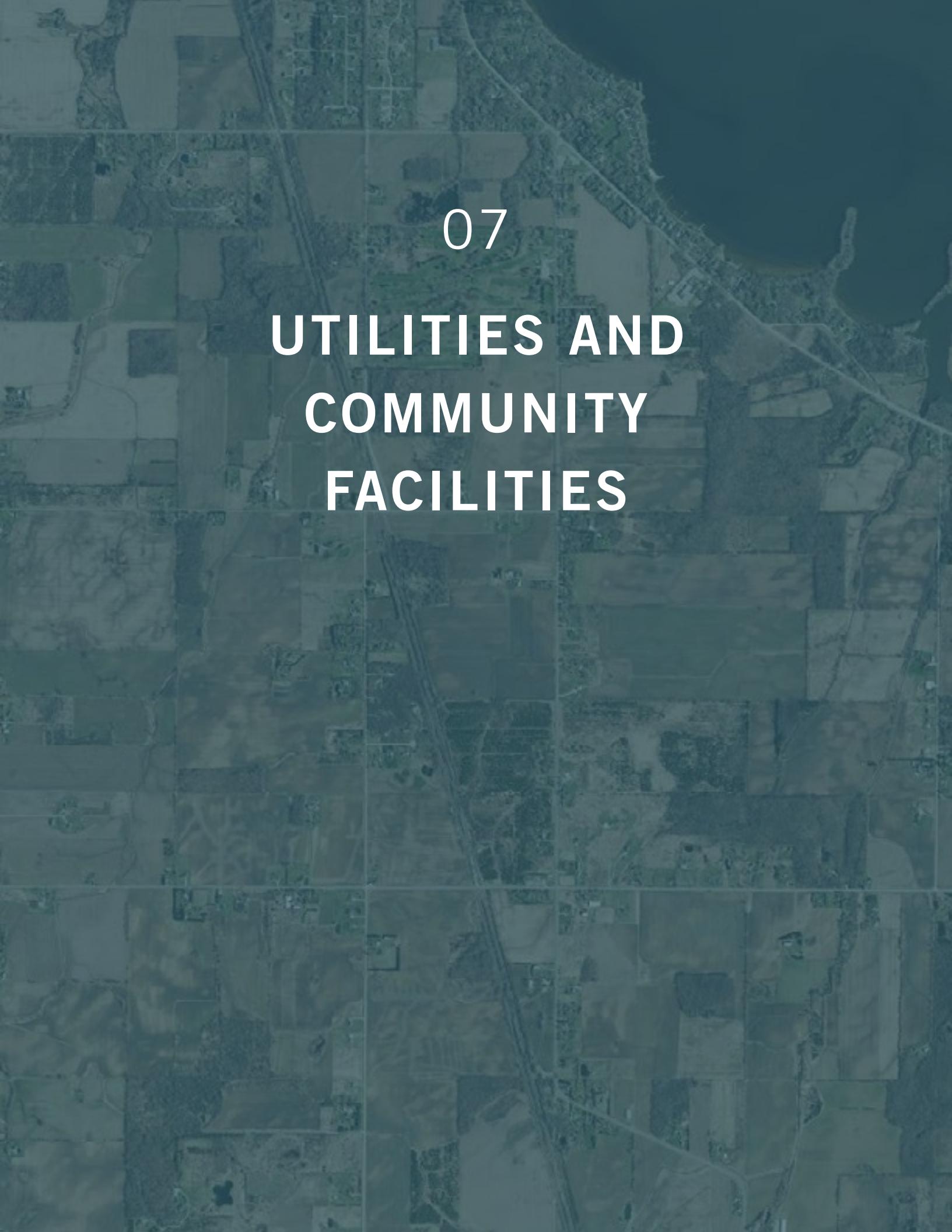
## HOUSING VALUES AND INCOME

Median housing values in Black Wolf are \$232,600, significantly higher than: Winnebago County (\$158,400) Wisconsin (\$189,200)

Median household incomes are also higher in Black Wolf, at \$90,900 compared to \$72,400 in Winnebago County and \$72,200 statewide. This higher housing value-to-income ratio indicates a stable, affluent community with relatively high housing demand.

## CONCLUSION

The Town of Black Wolf's housing stock is predominantly single-family detached homes, with very limited rental or multi-family housing options, and a homeowner vacancy rate of 2.0%. While housing affordability is not a significant issue for homeowners, the absence of rental vacancies highlights a lack of rental opportunities, which could impact the town's ability to attract younger households or workers. With projected growth in households, a declining household size, and higher housing values compared to the county and state, there is an opportunity to diversify housing types and address future needs while maintaining the town's rural character.



07

## UTILITIES AND COMMUNITY FACILITIES

# UTILITIES AND COMMUNITY FACILITIES

## RECOMMENDATIONS

- ▶ Review annually the EMS contract with the City of Oshkosh or any other EMS provider.
- ▶ Communicate with the Winnebago County Sheriff Department at a minimum bi-annually regarding the status of community safety.
- ▶ Review the requests for equipment upgrades made by the Van Dyne Fire Department as part of the Town of Black Wolf's annual budget development.
- ▶ Review the waste management contract on a biennial basis.

## GOALS AND OBJECTIVES

### GOAL #1

Provide community facilities and services that

are well sufficient for the needs of the residents of the Town of Black Wolf, working with the private sector and surrounding communities when beneficial.

- ▶ Maintain public safety and emergency services through intergovernmental or private sector arrangements.
- ▶ Maintain the intergovernmental service with the Winnebago County Sheriff Department for police protection.
- ▶ Maintain the high quality fire service provided by Van Dyne Fire Department.
- ▶ Assure access to timely and consistent waste management services.

## TOWN OF BLACK WOLF UTILITIES AND COMMUNITY FACILITIES

Utility	Provider	Analysis
Water	Private wells. No community system	Residents should periodically monitor private wells
Wastewater	Black Wolf Sanitary District and private onsite systems	The Black Wolf Sanitary Districts consist of sewer pipes that serve the properties along Lake Winnebago and USH45. Sewage is transported to the City of Oshkosh Treatment Plant. The contracted agreement with the City of Oshkosh is for 8 hookups per year and unused annual hookups can be banked up to 20 per year

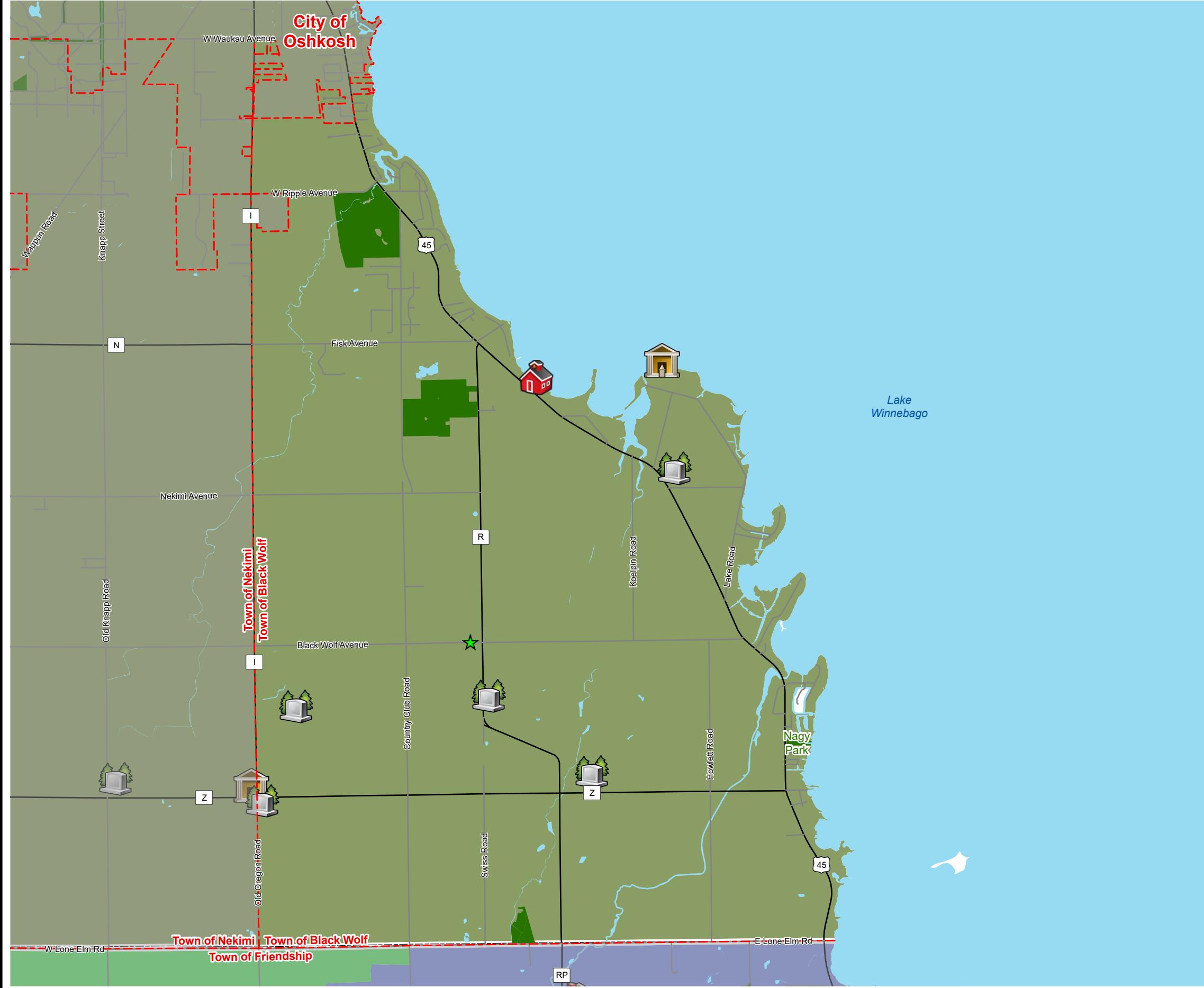
Collection System	None	N/A
Treatment Plant	None	N/A
On-Site Stormwater	Roadside ditches and private detention areas regulated by the Winnebago County Erosion Control and Storm Water Management Ordinance	Roadside ditches and detention ponds may need to be dredged to maintain capacity
Regional Stormwater	Not sufficient density to justify Regional Storm Water Facility	The Town of Black Wolf is exempt from NR216 Stormwater Management regulations
Waste Management	Contracted service with Private vendor	Weekly pickup. Contract reviewed annually
Recycling	Contracted service with private vendor	Weekly pickup. Contract reviewed annually
Electricity	Wisconsin Public Service	As Needed
Natural Gas	Wisconsin Public Service	As Needed
Telecommunications		
Land Line	As Contracted by Citizen	As Needed
Wireless	As Contracted by Citizen	As Needed
Internet	As Contracted by Citizen	As Needed
Cable	As Contracted by Citizen	As Needed
Fiber Optics	As Contracted by Citizen	As Needed
Emergency Services		
Police	Winnebago County Sheriff Department	As Needed
Fire Service	Van Dyne Fire Department	Department needs to be reviewed at the time of Annual budget review. Daytime volunteers are always needed
EMS/Ambulance	Contracted with the City of Oshkosh	Professional service that will continue into the future
Judicial Services		
Courts	Winnebago County	The County judicial system will expand as needed
Jail	Winnebago County	The County jail facilities will expand as needed
Educational Services		
Public Schools	Oshkosh Area School District	Lakeside Elementary School is located in the Town of Black Wolf. Students in Middle and High School attend facilities in the City of Oshkosh
Private Schools	Private and parochial schools are located in adjacent communities	N/A
Technical Colleges	Fox Valley Technical College	Campuses in Oshkosh serve for job training needs in the area
Colleges/Universities	University of Wisconsin Oshkosh	Provides higher education to area residents
Public Library	City of Oshkosh	Provides services available to Town of Black Wolf residents

Parks	Lions Park (Van Dyne Lions Club) Nagy Park (Black Wolf Boat Landing) Winnebago County	Located on Lone Elm rd and CTH R Located at 6850 USH 45
Trails	None	
Golf Courses	Far Vu Golf Course and Oshkosh Country Club	Public 18 hole golf course located on CTH R Semi-private 18 hole golf course located on USH 45
Town Hall	Black Wolf Town Hall 380 E. Black Wolf Ave.	The Town Hall is handicapped accessible, has a larger and small meeting room, an office area and a full kitchen
Civic Groups	Van Dyne Sportsmans Club	Offers trap shooting, skeet, and rifle range
Landfill	Winnebago County	Refuse is contracted and sent to the Winnebago County Landfill and recycling center
Churches	None	
Cemeteries	Oaklawn New Elm Evangelical, Knack Wilhelmina St John's	Private facilities in other communities and in-home daycare
Child Care	None	
Post Office	City of Oshkosh	US Postal Service
Health Care	Ascension Medical Services, Aurora Medical Services, Theda Care/Froedtert Services	Located in Oshkosh Provides inpatient/outpatient services, clinic care, and specialty services.

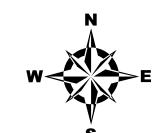
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# Map 7-1

## Town of Black Wolf Community Facilities



- City/Town/Village Hall
- Fire Department
- Cemetery
- Church
- School
- Off Road Trail
- North Fond du Lac School District
- Oshkosh Area School District
- Rosendale-Brandon School District
- Park



0 1  
Scale in Miles

**Source:**  
Base data provided by Regional Counties 2022.

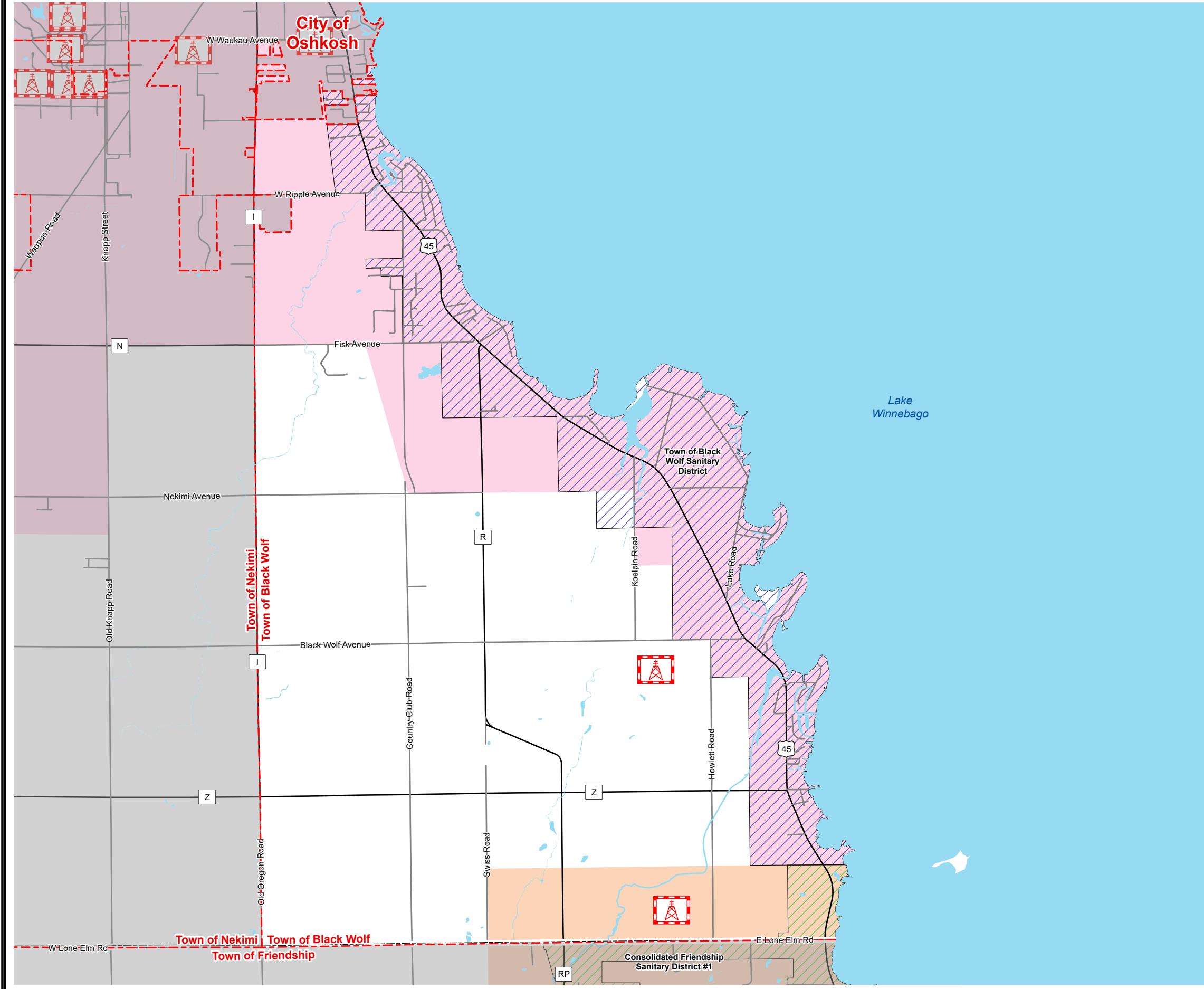
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PREPARED JANUARY 2025 BY:



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**Map 7-2**  
**Town of Black Wolf**





08

## ECONOMIC DEVELOPMENT

# ECONOMIC DEVELOPMENT

## RECOMENDATIONS

Adopt a set of criteria for evaluating new or expanding commercial development by 2025.

## GOALS AND OBJECTIVES

### GOAL #1

Continue to maintain the Town of Black Wolf's rural character through the encouragement of agricultural operations, existing businesses, small home-based businesses, and selective location of commercial uses that do not conflict with surrounding land uses.

- ▶ Compatibility: Maintain compatibility between existing business use and residential uses and minimize negative impacts of new commercial development.
- ▶ Business Promotion: Support expansion of existing businesses.
- ▶ Commercial Development: Review proposed new or expanding commercial development based on a set of criteria that includes but is not limited to highway access, safety of ingress and egress, conflict with existing land use, traffic volumes, hours of operation, landscaping requirements and signage.
- ▶ Zoning Changes: Do not allow zoning changes creating new commercial or

industrial districts outside of the sewered area.

- ▶ Industrial Development: Discourage industrial development within the Town of Black Wolf.

## BACKGROUND INFORMATION

### ANALYSIS OF ECONOMIC BASE

- ▶ Crop farming is a viable business and should be protected. Agricultural lands and pasture areas constitute a significant amount of Black Wolf's total land area.
- ▶ The Town of Black Wolf has a number of smaller businesses with a small to moderate number of employees.

### TYPES OF NEW BUSINESSES DESIRED

- ▶ To serve existing residences, the Town of Black Wolf favors businesses and office uses that meet the needs of its constituents. Types of businesses may be retail, service and restaurant establishments.

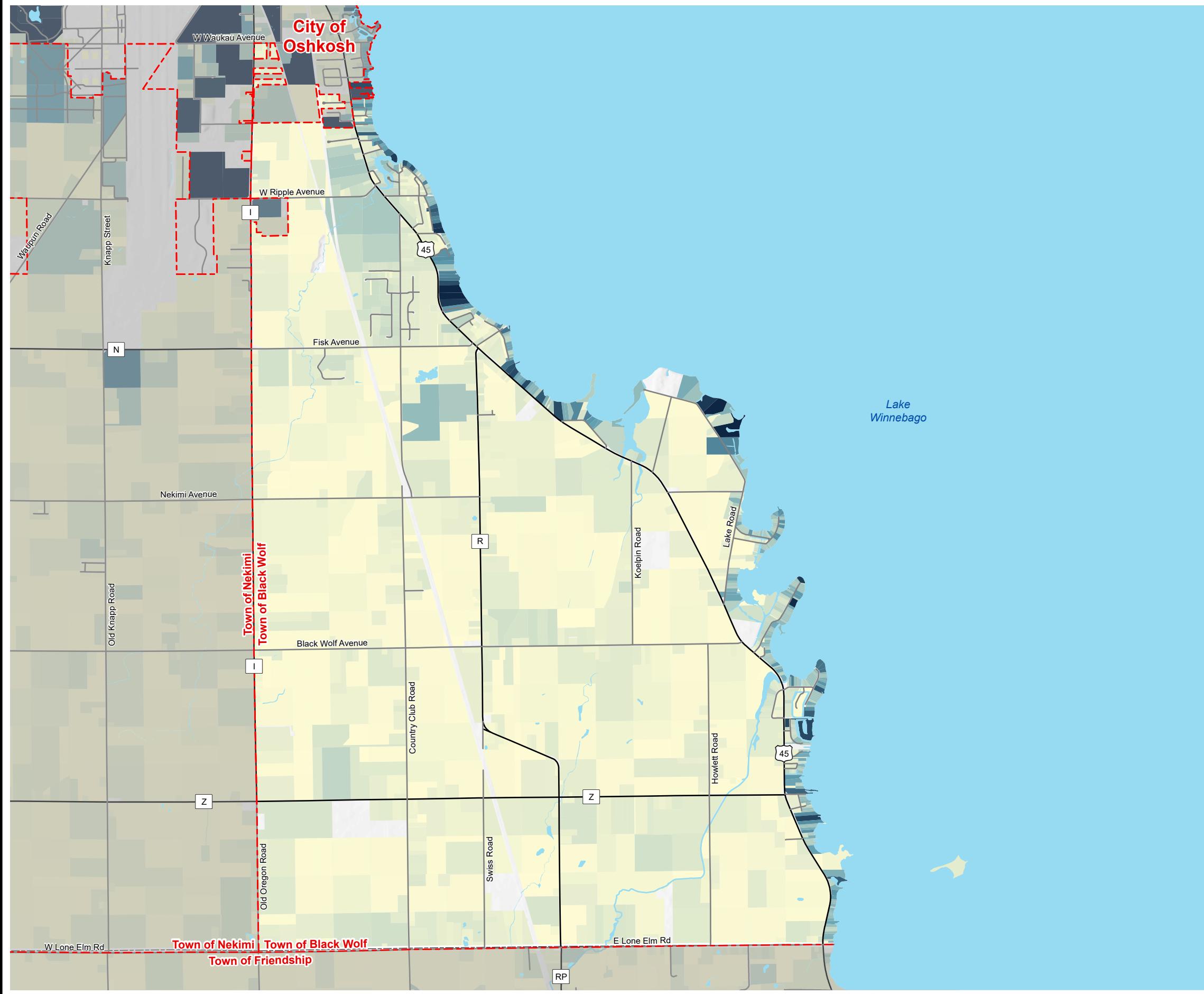
### INFRASTRUCTURE

- ▶ The Town of Black Wolf is capable of providing public sewer to commercial properties within the Black Wolf Sanitary district. Other infrastructure, such as electrical, telephone service, internet, and natural gas is available.

# Map 8-1

## Town of Black Wolf

### Assessed Land Value per Acre



Source:  
Parcels provided by Wisconsin Land Information Program (WLIP). Version 8  
Statewide Parcel Database  
Base data provided by Regional Counties 2022.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

PREPARED JANUARY 2025 BY:

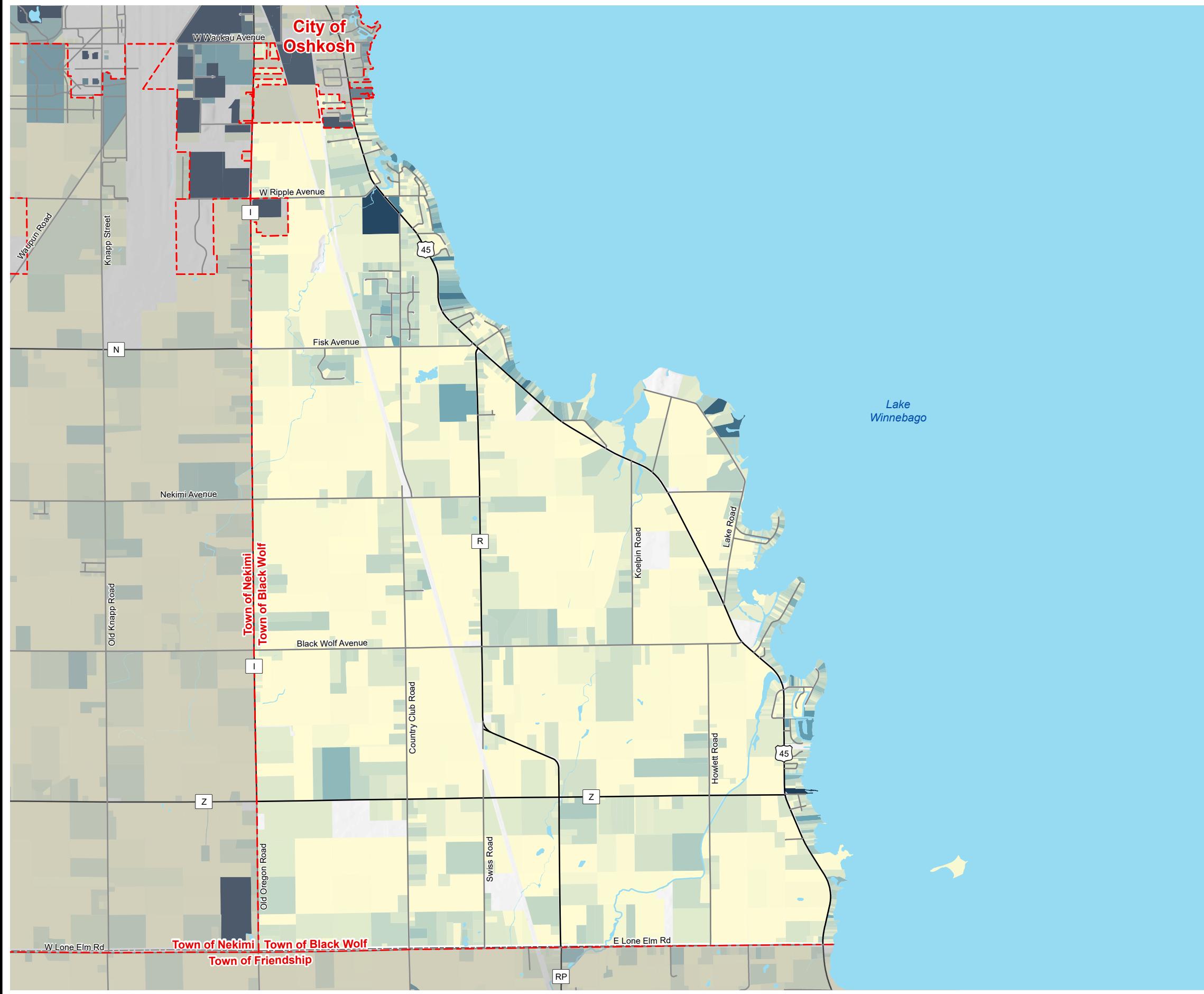


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## Map 8-2

### Town of Black Wolf

### Total Assessed Value per Acre



## REGULATORY ISSUES

The Town of Black Wolf seeks to strike a balance between the needs of businesses expanding or locating in the community and the needs of the community residents. Zoning and building codes help to ensure the health, safety, and welfare of the community are regularly updated and enforced.

## BACKGROUND INFORMATION

The Town of Black Wolf demonstrates strong income and employment characteristics compared to county and state averages. Median household income in Black Wolf grew significantly by 27.9% between 2008-2012 and 2016-2020, reaching \$86,250, surpassing both Winnebago County (\$59,947) and Wisconsin (\$63,293). Similarly, the town's median family income of \$95,921 in 2016-2020 reflects a 10.9% increase over the earlier period, outpacing the county and state. Black Wolf boasts a highly educated population, with 95.8% of residents holding a high school diploma or higher, and 37.3% achieving a bachelor's degree or higher, both exceeding state and county averages. Poverty rates have also declined, with just 2.1% of residents below the poverty line compared to 11% in Winnebago County and Wisconsin overall.

Employment data reveals that Black Wolf has a diverse workforce with key industries in manufacturing, educational and health services, and retail trade, collectively accounting for over

60% of employment. Manufacturing stands out as a major economic driver, providing 21.6% of jobs with a median income of \$61,000, well above county and state averages. The labor force participation rate of 57.9% is slightly lower than the county and state but reflects a smaller population base and a higher proportion of retired individuals. Black Wolf's unemployment rate remains impressively low at 0.7%, highlighting economic stability and opportunities for residents. Overall, the town's robust economic and demographic indicators support a high quality of life and sustained growth potential for future planning efforts.

## ASSESSED VALUE

The Assessed Value Per Acre and Total Assessed Value Per Acre Maps above highlight variations in assessed land values, with higher values predominantly located near Lake Winnebago and along key transportation corridors. These areas reflect greater desirability for residential, recreational, and potential commercial use. The distribution of land values across the town offers insights into areas with strong economic potential and opportunities for targeted development or conservation efforts.

Table E-1: Labor Force, 2016-2020

	Black Wolf		Winnebago County		Wisconsin	
	Estimate	%	Estimate	%	Estimate	%
Population 16 and over	2,089	100.0%	139,430	100.0%	4,659,582	100.0%
In labor force	1,210	57.9%	91,454	65.6%	3,096,518	66.5%
Civilian labor force	1,210	57.9%	91,354	65.5%	3,093,131	66.4%
Employed	1,196	57.3%	88,638	63.6%	2,983,277	64.0%
Unemployed	14	0.7%	2,716	1.9%	109,854	2.4%
Armed Forces	0	0.0%	100	0.1%	3,387	0.1%
Not in labor force	879	42.1%	48,471	34.8%	1,586,015	34.0%

Table E-2: Employment by Industry, 2016-2020

	Black Wolf					Winnebago County			Wisconsin		
	Estimate	%	Median Income	Estimate	%	Median Income	Estimate	%	Median Income		
Civilian employed population 16 years and over	1,196	100%	\$ 48,846	88,638	100%	\$ 38,477	2,983,277	100%	\$ 39,843		
Agriculture, forestry, fishing and hunting, and mining	17	1.4%	#VALUE!	631	0.7%	\$ 27,472	64,295	2.2%	\$ 31,434		
Construction	48	4.0%	\$ 39,405	4,041	4.6%	\$ 46,548	175,919	5.9%	\$ 48,755		
Manufacturing	258	21.6%	\$ 61,000	20,955	23.6%	\$ 51,631	537,489	18.0%	\$ 47,670		
Wholesale trade	32	2.7%	\$ 50,500	2,579	2.9%	\$ 45,841	79,736	2.7%	\$ 50,268		
Retail trade	208	17.4%	\$ 33,125	10,477	11.8%	\$ 23,388	327,578	11.0%	\$ 25,324		
Transportation and warehousing, and utilities	25	2.1%	\$ 61,094	3,501	3.9%	\$ 43,826	138,676	4.6%	\$ 47,907		
Information	45	3.8%	\$ 31,118	1,229	1.4%	\$ 40,047	47,567	1.6%	\$ 46,273		
Finance, insurance, real estate, and rental and leasing	54	4.5%	\$ 67,813	5,019	5.7%	\$ 44,415	182,437	6.1%	\$ 51,209		
Professional, scientific, management, administrative, and waste management services	102	8.5%	\$ 60,417	7,635	8.6%	\$ 38,615	256,866	8.6%	\$ 44,980		
Educational, health and social services	269	22.5%	\$ 53,068	18,679	21.1%	\$ 33,860	697,836	23.4%	\$ 38,418		
Arts, entertainment, recreation, accommodation and food services	53	4.4%	\$ 10,750	7,264	8.2%	\$ 12,698	245,606	8.2%	\$ 14,584		
Other services (except public administration)	33	2.8%	\$ 20,938	3,441	3.9%	\$ 30,620	125,507	4.2%	\$ 29,811		
Public administration	52	4.3%	\$ 54,306	3,187	3.6%	\$ 52,131	103,765	3.5%	\$ 53,323		

Table E-3: Employment by Occupation, 2016-2020

	Black Wolf				Winnebago County				Wisconsin		
	Estimate	%	Median Income	Estimate	%	Median Income	Estimate	%	Median Income		
Employed civilian population 16 years and over	1,196	100%	\$ 48,846	88,638	100%	\$ 38,477	2,983,277	100%	\$ 39,843		
Management, business, science, and arts occupations	528	44.1%	\$ 61,759	29,953	33.8%	\$ 53,428	1,110,652	37.2%	\$ 56,032		
Service occupations	91	7.6%	\$ 21,625	14,570	16.4%	\$ 17,892	482,609	16.2%	\$ 19,851		
Sales and office occupations	334	27.9%	\$ 34,219	20,120	22.7%	\$ 32,976	604,533	20.3%	\$ 33,586		
Natural resources, construction, and maintenance occupations	96	8.0%	\$ 56,875	6,039	6.8%	\$ 46,299	254,428	8.5%	\$ 44,825		
Production, transportation, and material moving occupations	147	12.3%	\$ 33,750	17,956	20.3%	\$ 39,082	531,055	17.8%	\$ 36,005		

A dark, semi-transparent background image showing an aerial view of a rural landscape. The image features a network of roads, a winding river or stream, and numerous agricultural fields of various sizes and colors, likely representing different crops or soil types. The overall tone is dark and moody.

09

## INTERGOVERNMENTAL COOPERATION

# INTERGOVERNMENTAL COOPERATION

## RECOMMENDATIONS

The Town of Black Wolf will submit its updated and adopted Comprehensive Land Use Plan to Winnebago County for inclusion into the Winnebago County Land Use Plan.

A representative from the Town Board will attend all meetings regarding updates to the City of Oshkosh boundaries that impact land within the Town.

## GOALS AND OBJECTIVES

### GOAL #1

Foster mutually beneficial working relationships with surrounding units of government.

- ▶ Emergency Response: Coordinate emergency response services with Winnebago County Emergency Management, Winnebago County Sheriff Department, Van Dyne Fire Department, and City of Oshkosh Fire Department.
- ▶ School District: Maintain open communication with the Oshkosh Area School District regarding Lakeside school.
- ▶ Intergovernmental Coordination: Coordinate the implementation of the Town of Black Wolf's Comprehensive Plan with surrounding Towns, City of Oshkosh, and

Winnebago County.

- ▶ Boundary Agreement: Review and work with the City of Oshkosh regarding updates to the boundary agreement.

## BACKGROUND INFORMATION

### GUIDELINES FOR INTERGOVERNMENTAL COOPERATION

- ▶ Wisconsin State Statutes provide guidelines for intergovernmental cooperation and boundary agreements between municipalities. This statute enables adjoining communities to enter into agreements that will benefit all.
- ▶ Mutual aid agreements are a type of intergovernmental cooperation. For example, fire departments use this method to extend fire protection from one municipality to another. The advantage is each fire department can share equipment and manpower.
- ▶ Boundary agreements are typically found in urbanizing areas where there is a desire on the part of adjacent municipalities to agree on where each municipality will provide services. These agreements contribute to better planning and the efficient and economical provision of municipal services. Boundary agreements should periodically be reviewed.

## BACKGROUND INFORMATION CONTINUE...

### TOWNS, VILLAGE AND CITY

Town of Black Wolf shares common boundaries with the Town of Friendship in Fond du Lac County, the Towns of Nekimi and Algoma in Winnebago County, and the City of Oshkosh. Black Wolf is served by the Van Dyne Fire Department and a contractual EMS agreement with the City of Oshkosh Fire Department. These ongoing relationships are anticipated to continue into the future.

### SCHOOL DISTRICT

The Oshkosh Area School District covers the entire Town of Black Wolf. Bussing is available for all children within the Town of Black Wolf.

The potential impact of planned and future growth and development in Black Wolf could affect school district enrollments.

### WINNEBAGO COUNTY

Winnebago County provides specialized services to the Town of Black Wolf. The Town and County actively cooperate in the area of county highway maintenance and improvement projects. The Winnebago County Planning Department has several areas of jurisdiction in terms of administering and enforcing shore land-floodplain, subdivision, and sanitary permits and enforcement of sanitary ordinances throughout Black Wolf. The Land and Water Conservation Department has erosion control and stormwater management responsibilities in the town. The Health Department and Human Services Department perform various activities, enforcement and special service programs for eligible town residents.

### EMERGENCY RESPONSE

The Town of Black Wolf is served by Winnebago County emergency response dispatch for Winnebago County Sheriff Department, Van Dyne Fire Department, the City of Oshkosh Fire Department EMS, and Winnebago County Emergency Management.

### EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION (ECWRPC)

The Town of Black Wolf is within the ECWRPC's jurisdiction.

The Town of Black Wolf is part of the Metropolitan Planning Organization (MPO) for the Oshkosh Urbanized Area. Because it is within this jurisdiction, ECWRPC prepares a "Long range Transportation/Land Use Plan for the Oshkosh Urbanized Area, ECWRPC 2006. This plan identifies the location of the BlackWolf Sanitary District #1 sewer service area boundary

### STATE OF WISCONSIN

Wisconsin Department of Transportation (WDOT): The Town of Black Wolf is within the WDOT's Northeast Region, with offices in Green Bay. The Town of Black Wolf engages in discussion and planning activities for projects within the WDOT.

Department of Natural Resources (DNR): The Town of Black Wolf communicates with the DNR as issues arise regarding rules, regulations and enforcement.

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