

# *20-Year Comprehensive Plan*

# **2017 Addendum**



## **10-Year Update**

Prepared by the Town of Wilson and UW-Extension Sheboygan County  
June 2017

DRAFT

# Town of Wilson

## Sheboygan County, Wisconsin

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### **Town of Wilson 2017-2027 Vision Statement**

*“The Town’s Vision is to be a sustainable community with a planned balance of natural, agricultural, recreational, historic, and residential areas. Development shall preserve and enhance the natural qualities of the land and resources, while meeting the needs of residents and businesses. This will be accomplished through the implementation of the comprehensive plan created by Town residents and community leaders.”*

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**PLAN COMMISSION RESOLUTION (RESERVED)**

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# **COMPREHENSIVE PLAN UPDATE ORDINANCE (RESERVED)**

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### **Purpose of 10-Year Update**

The Town of Wilson *20-Year Comprehensive Plan* was adopted as an ordinance on June 20, 2007 by the Wilson Town Board. For the majority of the years since then, growth and development was slowed by the “Great Recession” of 2007 - 2009. Consequently, changes in population and land use have been minimal.

Nevertheless, during the period there has been a new U.S. Census (2010), a new park developed in the Town, and a major proposal for a large property along Lake Michigan. Further, the Town of Wilson Long Range Plan Ad Hoc Committee met numerous times to carry out various recommendations that were made in the 2007 comprehensive plan’s Implementation Schedule.

The purpose of this 10-year update, therefore, is to 1) acknowledge the Plan implementation accomplishments of the past 10 years, 2) add new data to the Plan document, 3) identify and address current and emerging priorities to help ensure the Town is prepared for the next 10 years, and 4) fulfill the statutory requirement stated below.

### **State Planning Law**

Wisconsin State Statute 66.1001(2)(i) states: Implementation element. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. **A comprehensive plan under this subsection shall be updated no less than once every 10 years.** [emphasis added]

### **Why an Addendum Format?**

One of the standard methods of updating a plan involves updating the entire document, from the first page to the last. For the Town of Wilson that would entail making changes to dates, wording, typos, references, and graphics within the text. Approximately 35 tables and figures would have to be updated with more recent Census data or other data. Roughly 10 maps would need revisions. Most notably, 185 goals, objectives, policies, and programs would have to be reviewed to determine whether they are still appropriate.

Many of the items listed above were included in the Plan to satisfy statutory requirements rather than because they were related to critical issues. A substantial amount of time was spent compiling and reviewing this non-critical information. The Town believes its limited resources are now better spent on focusing solely on current and emerging priorities. A separate addendum concentrates this focus better than a large comprehensive plan document.

Tables, maps, goals, objectives, policies, and programs that are directly related to the priorities are updated in this *Addendum*; other information in the *20-Year Comprehensive Plan* is considered non-critical and allowed to remain as is.

Further, a separate addendum allows interested parties to access information regarding the Town's current and emerging priorities in a concise and stand-alone format.

### **Comprehensive Plan Internal Consistency**

Every effort was made to ensure any new vision, goal, objective, policy, program, map, or recommendation within this *20-Year Comprehensive Plan - 2017 Addendum* is consistent with the *20-Year Comprehensive Plan* (2007). If any inconsistency between this *Addendum* and the Plan is found in the future, this *Addendum* shall take precedence.

### **Public Participation**

The Town adopted a Public Participation Plan for this Addendum by resolution on January 3, 2017. See Appendix N for details.

The Town appointed the Ad Hoc Committee - 2017 Update to Town of Wilson Comprehensive Plan to oversee the creation of the *20-Year Comprehensive Plan - 2017 Addendum*. In addition to two members of the Town Plan Commission and one member of the Town Park & Forestry Commission, this committee included two citizen members.

### **Visioning Process**

Although Bay-Lake Regional Planning Commission coordinated a thorough visioning process prior to the creation of the *20-Year Comprehensive Plan* (2007), the Plan Commission and Town Board felt it was worthwhile to review the 2007 Vision Statement.

Two new vision statements were drafted independently by a Park & Forestry Commission member and UW-Extension Sheboygan County staff prior to the February 9, 2017 Ad Hoc Committee meeting. The first statement was selected after feedback and minor changes suggested by Committee members and citizens in attendance.

### **Vision Statement**

The vision statement for Wilson is as follows:

*“The Town’s Vision is to be a sustainable community with a planned balance of natural, agricultural, recreational, historic, and residential areas. Development shall preserve and enhance the natural qualities of the land and resources, while meeting the needs of residents and businesses. This will be accomplished through the implementation of the comprehensive plan created by Town residents and community leaders.”*

## - 2007 PLAN IMPLEMENTATION RECAP

### Implementation Activities

#### **Ad Hoc Committee**

In late 2007, the Town formed the Town of Wilson Long Range Plan Ad Hoc Committee. Although the core membership was about a half dozen people, anyone who had an interest in the Committee's work was welcome to participate whenever they wished. The Committee met approximately once a month through 2013.

#### **Prioritization of Plan Recommendations**

One of the Committee's first orders of business was to decide which of the 88 recommendations in the *20-Year Comprehensive Plan* it would tackle first. UW-Extension Sheboygan County staff led the Committee in a rating exercise that identified which recommendations were considered to be of "immediate" importance.

#### **Identification of "Tasks"**

Once the recommendations deemed worthy of immediate attention were identified, the Committee broke each recommendation down into the major tasks that would be required to make the recommendation become a reality. Committee members and other interested residents then volunteered to work on the specific steps involved with each task.

#### **Accomplishments**

The following were either addressed by the Committee or other Town entities as appropriate:

Recommendations	Tasks Accomplished
This 20-year comprehensive plan will be consulted by the Town Plan Commission, Town Board and other governmental entities before making any decisions regarding land use and land use policies.	✓ Produced a poster-sized Town of Wilson Future Land Use Map and displayed it prominently in the Town Board and Plan Commission meeting rooms.
Protect existing investments in the road network with proper maintenance.	✓ Use the Town's PASER database to identify the worst areas. ✓ Budget for and schedule a certain amount of maintenance each year.
Ensure all growth and development occurs in a planned and coordinated manner to maintain or improve the quality of life associated with the rural character of the town.	✓ Consult the Future Land Use Map before approving new development. ✓ Updated the Town's Zoning Ordinance. ✓ Identified more detailed subclasses within the Commercial (red) and Industrial (gray) areas on the Future Land Use Map.

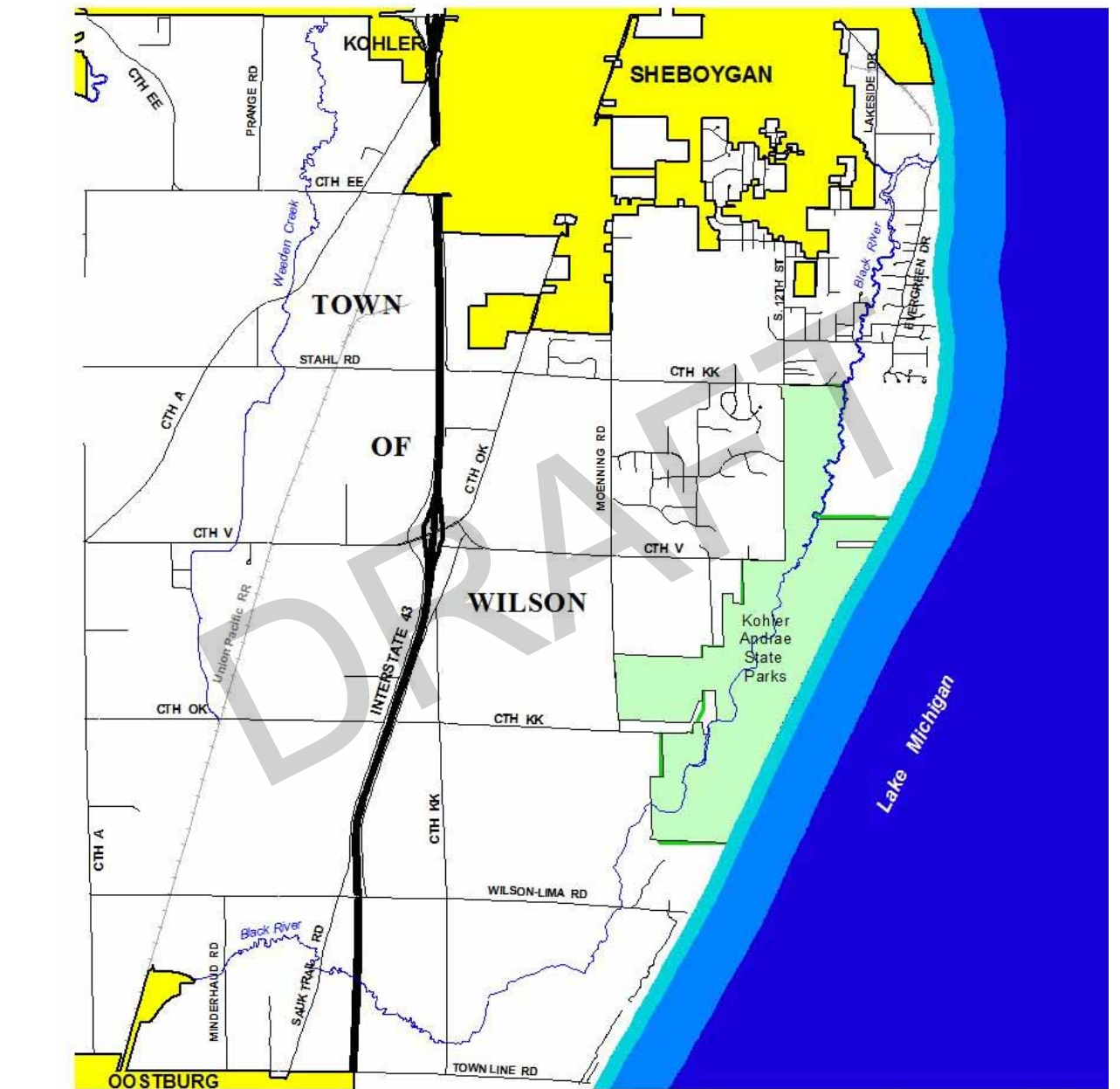
Recommendations	Tasks Accomplished
Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.	<ul style="list-style-type: none"> <li>✓ Cooperated with initiatives of the County's Non-Motorized Transportation Pilot Program that promote safe pedestrian and bicycle transportation.</li> <li>✓ Consider opportunities to add bike lanes or paved shoulders whenever roadways within the Town are reconstructed.</li> </ul>
Update responsibilities of Town officials and staff as appropriate.	<ul style="list-style-type: none"> <li>✓ Revised Constable job description and ordinance.</li> </ul>
Increase awareness of Town landmarks and sites of potential interest to visitors.	<ul style="list-style-type: none"> <li>✓ Created and printed color map/brochure, and added to Town website.</li> </ul>
Keep the Town's wind energy and cell tower regulations current with the recent changes in state statutes.	<ul style="list-style-type: none"> <li>✓ LTC Wind Energy Technology Instructor did a presentation and answered questions at a Committee meeting in 2010.</li> <li>✓ Created hypothetical "Possible Wind Farm Sites" in Wilson map based on 1320-ft. setback standard.</li> <li>✓ Updated Wireless Telecommunication Facilities Ordinance.</li> </ul>
Work cooperatively with surrounding municipalities.	<ul style="list-style-type: none"> <li>✓ Partnered with the Village of Kohler to install an emergency warning siren at the southwest corner of I-43 and STH 28.</li> <li>✓ Worked with the City of Sheboygan on established a dog park.</li> <li>✓ Worked with the City of Sheboygan and Sheboygan County to explore transportation options along Weeden Creek Road and Fisherman's Creek corridor.</li> </ul>
Increase the emergency response preparedness of the Town.	<ul style="list-style-type: none"> <li>✓ Worked with the County's Emergency Management Director to update the Town's Emergency Response Plan.</li> <li>✓ Determined where warning sirens are needed in the Town and installed accordingly.</li> <li>✓ Installed an emergency generator at the Town Hall.</li> <li>✓ Appointed a Fire Study Committee to explore possible location for a new fire station.</li> </ul>

Recommendations	Tasks Accomplished
Provide Town input for the County's Farmland Preservation Plan update	<ul style="list-style-type: none"> <li>✓ Provided information to local farmers about the new state program, obtained input, drafted FPA map.</li> </ul>
Ensure that local infrastructure meets the needs of new and expanding businesses in the Town.	<ul style="list-style-type: none"> <li>✓ As part of Sanitary Sewer Study Update, the Committee determined projected residential densities of undeveloped lands.</li> <li>✓ Kapur Engineers representative did a presentation and answered questions at a Committee meeting in 2013 regarding sewers along South Business Drive.</li> </ul>
Promote appropriate economic development and inform potential new businesses and new residents of the Town's economic, environmental, agricultural, and recreational assets.	<ul style="list-style-type: none"> <li>✓ Worked with the Sheboygan County Economic Development Corporation to ensure developable sites in the Town were part of the EDC's web-based database.</li> <li>✓ Eliminated unnecessary CUP requirements for some businesses.</li> <li>✓ Prepared "TIF Fundamentals for Towns" and forwarded to Town Board.</li> </ul>
Provide adequate park space for neighborhoods throughout the Town.	<ul style="list-style-type: none"> <li>✓ Obtained WDNR and Sheboygan County Stewardship grant funds to help create and develop Schinker Creek Park.</li> </ul>

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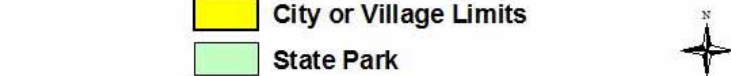
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Map courtesy of Sheboygan County and UW-Extension

-  City or Village Limits  
 State Park



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## **Population Characteristics**

### **Historical Population Change**

The impact from annexations of Town population into the City of Sheboygan was the primary cause of the Town of Wilson's population's decrease during 1980 - 2010. Two other towns subject to annexation also lost population; the other seven were still able to gain population.

Table 6.1a: Population Change, 1980-2010, Towns in Sheboygan County

Subject to Annexation?	Town	1980	1990	2000	2010	% Change 1980 - 2010
Yes	WILSON	3,604	2,842	3,227	3,330	- 8%
Yes	Greenbush	x	x	x	x	x
Yes	Herman	2,095	1,820	2,044	2,151	2.7%
Yes	Holland	2,504	2,567	2,360	2,239	- 11%
Yes	Lima	2,809	2,715	2,948	2,982	6%
Yes	Lyndon	1,342	1,432	1,468	1,542	15%
Yes	Plymouth	3,068	2,911	3,115	3,195	4%
Yes	Rhine	1,910	2,235	2,244	2,134	12%
Yes	Sheboygan	3,962	3,866	5,874	7,271	84%
Yes	Sheboygan Falls	2,281	1,908	1,706	1,718	- 25%
Yes	Sherman	1,445	1,461	1,520	1,505	4%
No	Mitchell	x	x	x	x	x
No	Mosel	1,035	918	839	790	- 24%
No	Russell	429	362	399	377	- 12%
No	Scott	1,625	1,671	1,804	1,836	13%

Data source: U.S. Bureau of the Census

Note: Numbers for Greenbush and Mitchell not included due to inconsistencies in reporting of Kettle Moraine Correctional Facility population.

## Population and Housing Density

Although the Town of Wilson is considered an urban town when compared to most other towns in the County, its density is substantially lower than the Town of Sheboygan. The amount of public lands (e.g., Kohler-Andrae State Parks) and conservancies will likely keep Wilson's density lower than a typical urban town.

Table 6.1b: Density, 2010, Towns in Sheboygan County

Category <sup>1</sup>	Town	Average per Square Mile of Land	
		Population Density	Housing Unit Density
Urban	WILSON	147	64
Urban	Plymouth	106	41
Urban	Sheboygan	674	294
Mixed	Herman	64	19
Mixed	Holland	55	28
Mixed	Lima	84	32
Mixed	Mitchell	65	14
Mixed	Rhine	64	32
Mixed	Scott	51	21
Mixed	Sheboygan Falls	55	24
Rural	Greenbush	33	13
Rural	Lyndon	46	20
Rural	Mosel	38	16
Rural	Russell	16	7
Rural	Sherman	44	18

Data source: *Wisconsin: 2010, Population and Housing Unit Counts*; U.S. Department of Commerce

<sup>1</sup>Mixed = population density of 50-99 residents per square mile; Rural = density < 50; Urban = density > 100

## Median Age

The trend of increasing median age, shown in Table 6.3a, should be considered when planning for the future needs of the Town, as an aging population may require additional and/or unique community services.

Table 6.3a: Median Age, 1980-2010, Town of Wilson and Selected Municipalities

Geographic Area	1980	1990	2000	2010
Town of Wilson	31.5	37.4	41.5	46.3
Town of Holland	28.2	32.4	40.1	46.8
Village of Oostburg	29.2	35.1	39.1	38.3
City of Sheboygan	31.4	33.8	35.4	36.2
Sheboygan County	30.3	33.8	36.8	40.3
State of Wisconsin	29.4	32.9	36.0	39.6

Source: U.S. Bureau of the Census, 2010, Table DP-1

## **Age and Sex Distribution**

From 1990 to 2010, the Town of Wilson's population has experienced several shifts in its age distribution as reflected in Table 6.2a.

### **School Age, Working Age, and Retirement Age**

Table 6.2a divides the population of the Town of Wilson into various age groups and compares the Town against other towns within Sheboygan County, as well as to Wisconsin overall.

- The Town had slightly fewer children and teenagers (23.7 percent) than the towns in Sheboygan County (24.2 percent) and Wisconsin overall (26.4 percent).
- Young adults and those in prime child-bearing years were substantially fewer in the Town (16.1 percent) than in Sheboygan County towns overall (20.4 percent) and the State of Wisconsin (25.6 percent).
- The percentage of those considered middle-aged and in their prime income earning years in the Town (45.8) was higher than in Sheboygan County towns (42.6), and much higher than in Wisconsin overall (34.4).
- The Town's retirement age group consisted of 14.5 percent, which is about the same as the other towns in Sheboygan County (14.3 percent) and slightly higher than the State of Wisconsin as a whole (13.7 percent).

It would appear that new families are not moving into the Town as frequently as in other areas. There may be some reason they do not find the Town attractive—or it may be that an adequate supply of “starter” homes are not available. On the other hand, the Town likely benefits in several ways from having such a relatively high percentage of income earners in their prime.

Table 6.2a: Population by Age Groups and Sex, 2010, Town of Wilson

Age Groups	Total	Male	Female	Percent	Sheboygan Co. Towns Percent <sup>1</sup>	Wisconsin Percent
Under 5 yrs.	153	78	75	4.6	4.6	6.3
5 to 9 yrs.	190	96	94	5.7	5.7	6.5
10 to 14 yrs.	229	110	119	6.9	6.9	6.6
15 to 19 yrs.	216	115	101	6.5	7.0	7.0
				23.7	24.2	26.4
20 to 24 yrs.	119	67	52	3.6	5.5	6.8
25 to 39 yrs.	416	195	221	12.5	14.9	18.8
40 to 64 yrs.	1,524	769	755	45.8	42.6	34.4
65 to 84 yrs.	435	227	208	13.1	12.7	11.6
85 yrs. and over	48	15	33	1.4	1.6	2.1
Total Population	3,330	1,672	1,658	100	100	100

Source: U.S. Bureau of the Census, 2010, Table DP-1

<sup>1</sup>Not including Wilson

## **Personal Income**

For whatever reason, personal income has increased in all other geographic areas in Sheboygan County over the recent past except the Town of Wilson. However, even with the slight drop, personal income in Wilson still exceeds those in all other geographic areas.

Table 7.2a: Per Return Income<sup>4</sup>, 2013-2015, Town of Wilson & Selected Areas

Geographic Area	Dollars			% Change 2013-2015
	2013	2014	2015	
Town of WILSON	\$78,110	\$76,710	\$77,299	- 1.0%
Average of mixed <sup>1</sup> towns in the County	\$61,141	\$62,853	\$62,878	2.8%
Average of rural <sup>2</sup> towns in the County	\$56,776	\$57,854	\$60,623	6.8%
Average of other urban <sup>3</sup> towns in the County	\$63,370	\$66,260	\$70,053	10.5%
Average of all villages in the County	\$62,255	\$60,764	\$65,647	5.4%
Average of all cities in the County	\$46,383	\$47,780	\$49,804	7.4%

Data source: *Wisconsin Municipal Per Return Income Report*, for years cited.

<sup>1</sup>Mixed = density of 50-99 (Holland, Lima, Mitchell, Rhine, Scott, Sheboygan Falls)

<sup>2</sup>Rural = density < 50 (Greenbush, Lyndon, Mosel, Russell, Sherman)

<sup>3</sup>Urban = population density > 100 residents per square mile (Plymouth, Sheboygan, Wilson)

<sup>4</sup>Adjusted gross income. Dollar amounts are the average (mean) per return income.

## **Housing Inventory**

### **Total Housing Units**

Despite losing population from 1980 to 2010, the total number of housing units in Wilson still increased by 19% during the period. (This was likely due to the nationwide demographic trend of smaller families and decreasing size in the number of persons per household.)

The 19% increase was the fourth lowest among all 15 towns, even lower than several more rural towns and lower than all but two towns (Herman, Sheboygan Falls) subject to annexation.

Table 6.8a: Total Housing Units, 1980-2010, Towns in Sheboygan County

Subject to Annexation?	Town	1980	1990	2000	2010	% Change 1980 - 2010
Yes	WILSON	1,210	1,086	1,323	1,445	19%
Yes	Greenbush	401	491	550	594	48%
Yes	Herman	560	557	602	646	15%
Yes	Holland	824	1,013	1,023	1,117	36%
Yes	Lima	816	881	1,030	1,153	41%
Yes	Lyndon	446	566	620	692	55%
Yes	Plymouth	909	975	1,158	1,229	35%
Yes	Rhine	632	900	964	1,065	69%
Yes	Sheboygan	1,317	1,419	2,242	3,175	141%
Yes	Sheboygan Falls	761	686	678	736	- 3%
Yes	Sherman	435	470	538	597	37%
No	Mitchell	276	337	436	489	77%
No	Mosel	323	320	317	328	1.5%
No	Russell	123	146	151	156	27%
No	Scott	616	580	701	749	22%

Data source: U.S. Bureau of the Census

### **Residential Construction**

Ten years prior to the data shown in Table 6.13, new construction averaged approximately 35 homes per year. Construction numbers have been slow to rebound throughout the region.

Table 6.13: New Residential Construction, 2011-2015, Town of Wilson

Year	New Construction
2011	2
2012	9
2013	6
2014	8
2015	5
Average/Yr.	6

Data source: Town of Wilson Building Permit information

## Housing Occupancy and Tenure

The percentage of owner-occupied housing in Wilson is somewhat higher than in similar towns in Sheboygan County, which in the long run typically means more attention will be given to maintenance and landscaping in a larger segment of the housing stock. However, it is also true that a larger percentage of Wilson housing is seasonally occupied in comparison to other urban towns, and that brings its own maintenance challenges.

Table 6.7a: Housing Occupancy and Tenure, 2000 & 2010, Wilson and Similar Towns

Units	Town of Wilson, 2000		Town of Wilson, 2010		Urban <sup>1</sup> Towns, Average, 2000		Urban <sup>1</sup> Towns, Average, 2010	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	1,235	93%	1,314	91%	1,620	95%	2,076	94%
Owner	1,093	89%	1,241	94%	1,405	87%	1,727	83%
Renter	142	11%	73	6%	215	13%	349	17%
Vacant	54	4.1%	61	4.2%	61	3.6%	99	4.5%
Seasonal, Occasional Use	34	2.6%	70	4.8%	31	1.8%	28	1.3%

Data source: U.S. Census Bureau, DP-1

<sup>1</sup>Urban = density > 100 (Plymouth, Sheboygan)

## Age of Housing

The Town of Wilson appears to have a good balance of housing throughout the decades. In the other urban towns, there is a higher percentage of newer homes, which may make their housing stock less affordable. In rural and mixed towns, on the other hand, there is typically a higher percentage of older homes, which can increase the need for remodeling and rehabilitation.

Table 6.10a: Year Structure Built, Wilson and Similar Towns

Year Structure Built	Number of Units in Wilson	% of Wilson Housing Stock	% of Housing Stock in Average Urban <sup>1</sup> Town
April 2000 to March 2010	167	12%	23%
1990 to March 2000	222	15%	27%
1980 to 1989	55	4%	8%
1970 to 1979	287	20%	12%
1960 to 1969	258	18%	9%
1940 to 1959	248	17%	11%
1939 or earlier	208	14%	10%

Data source: U.S. Census Bureau, 2000 and 2010, DP-1

<sup>1</sup>Urban = density > 100 (Plymouth, Sheboygan)

## **Agriculture**

The 2012 Census of Agriculture indicates that the total number of farms has declined in Sheboygan County from 1,116 in 2002 to 986 in 2012. In addition, the average size of a farm in the County in 2002 was 175 acres. By 2012, the average farm size increased to 193 acres. The reduction in number of farms and increase in average size may be attributed to retirement of farm operators, increasing operational costs, or the conversion of traditional dairy farms to other types of farming operations such as those focusing on horticulture.

The Town of Wilson has experienced a steady loss of dairy farms, going from 51 dairy farms in 1989, to 14 farms in 1997, to 12 farms in 2002, to 10 farms in 2012 (data source: Program on Agricultural Technology Studies, UW-Madison).

## **Farmland Preservation Plan**

The Sheboygan County Farmland Preservation Plan was updated in 2013. The Plan has attempted to guide both land use patterns and land use decisions since 1979. Population growth and urban development pressure in Sheboygan County over the past 30+ years have been similar to that of the entire State—moderate. Overall, the major losses of farmland have occurred within the planned urban service and growth areas, and within the County's cities and villages. Some annexation and incorporation has also diminished the Plan's influence.

Map 11.1a shows the Farmland Preservation Area (FPA) for the Town of Wilson. This is a planning map only, created simply to identify the areas where farmland is worthy of protection. The FPA was based on the following criteria:

- Whether the soils are suitable for agricultural production.
- Whether the land has historically been used for agricultural use or agriculture-related use.
- Whether the land is in close proximity to agricultural infrastructure.
- Whether the land is in undeveloped natural resource or open space areas that connect other farmland parcels to create a large, uninterrupted block of preserved area.
- Whether the land may be under some development pressure but the land is not located in an area the county plans for development in the next 15 years

## **Farmland Preservation Tax Credit**

Wisconsin's new Working Lands Initiative (WLI) has replaced the previous Farmland Preservation Program under which some farmland owners had been claiming a tax credit on their state income tax form each year. As part of the transition, each town in Sheboygan County was given the option of whether or not to participate in the new WLI. After extensive discussion and outreach to local farmers, most of whom were opposed to the new program, the Town decided not to participate in the WLI once the Town's certification expired on December 31, 2013.

Reasons cited for not taking part in the WLI included 1) the lack of sufficient financial incentive to make meeting the new program's soil and water conservation requirements worthwhile, and 2) a loss of some local control over zoning provisions in the Town's A-1 district.

If in the future the Town decides to once again participate in the program, it may do so by submitting a zoning ordinance that meets the standards of Ch. 91, Wis. Stats., and becoming certified by the Wisconsin Department of Agriculture, Trade and Consumer Protection.

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## - IDENTIFICATION OF PRIORITIES

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Based on experience working with the Town of Wilson Long Range Plan Committee from 2007 – 2013, UW-Extension Sheboygan County staff reduced the list of 185 goals, objectives, policies, and programs within the *Town of Wilson 20-Year Comprehensive Plan* (2007) down to 53 potential priorities to be considered for this *Addendum*. Some items in the list were combined, redundancies were eliminated, minor or very narrow items were set aside, and already addressed items were retired.

At a meeting on December 12, 2016 the 53 potential priorities were presented to the members of the Town of Wilson Plan Commission, which, along with the Town Board and the Park & Forestry Commission, were invited to allocate 55 points among the priorities, with each allocation required to be between 1 (low) and 10 (high). Space was also included on the ranking sheets for members to write in and rank any priorities they felt were not listed but deserved to be considered.

The Chairman of the Plan Commission invited the handful of citizens in attendance at the meeting to also fill out score sheets and asked the Town Clerk to post the score sheets on the Town's website for any other Town residents who wished to participate. Ultimately, after a period of approximately three weeks, 7 score sheets were returned. These score sheets were tallied by UW-Extension and presented to the Ad Hoc Committee - 2017 Update to Town of Wilson Comprehensive Plan at a meeting on January 19, 2017, where they were discussed at length by the Committee and approximately two dozen citizens in attendance. Some revisions were subsequently made and brought back to the Committee on February 9, 2017 for additional review, after which the "final" top 7 priorities were added to this document.

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## - PRIORITY #1

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### NATURAL RESOURCES

Identify, preserve, and improve woodlands, groundwater resources and recharge sites (wetlands, lakes, and ponds), and areas of shallow soils. Advocate for the use of environmentally sound agricultural, soil conservation, and landscaping practices to minimize surface and groundwater contamination and soil erosion.

#### **Why are Natural Resources a Priority?**

The Town of Wilson has six miles of Lake Michigan shoreline, three river watersheds, approximately 1,600 acres of identified wetlands, and over 2,200 acres of woodlands, not including the state park. Based on a Town-wide visioning survey, a nominal group exercise, and open house comments prior to or during the 2007 planning process it was clear that residents valued the Town's natural resources. Public comments at multiple meetings during the 2017 planning update process affirmed the continued importance of these resources, and the new Town Vision statement reflects this.

Ironically, it is the quality and abundance of these same resources—along with their proximity to the Sheboygan metro area and Interstate 43—that also makes them vulnerable unless the pace and character of future development is carefully managed.



(Balzer) Wilderness Park, as seen from Indian Mound Road (photo courtesy KS)

## **Data and Maps Related to Natural Resources**

### **Water**

The Town of Wilson is located in a region abundant in water resources: Lake Michigan, wetlands, rivers and creeks, and groundwater. Knowledge of the specific characteristics of these resources, as shaped by local geology, is key to understanding the effects of society's use of water as well as how each of our own activities on land affect water quality.

As described in Chapter 5 of the *20-Year Comprehensive Plan*, clay soil predominates throughout most of the Town. This provides an unusually high degree of separation between surface water (wetlands, creeks, and rivers) and the underlying limestone bedrock from which most local water wells draw their water. Even the sandy soils of the forest along Lake Michigan are underlain by a rather thick layer of clay.

### **Surface Water Quality**

Surface waters in the Town of Wilson consist mainly of rivers and streams. These waterways flow through a variety of land uses, including agricultural, industrial, commercial, and residential. Runoff from any of these land uses can add contaminants to the water, erode streambanks, decrease water depth due to sedimentation, and elevate water temperatures. (For more details, see *Black River Watershed*, 1993.)

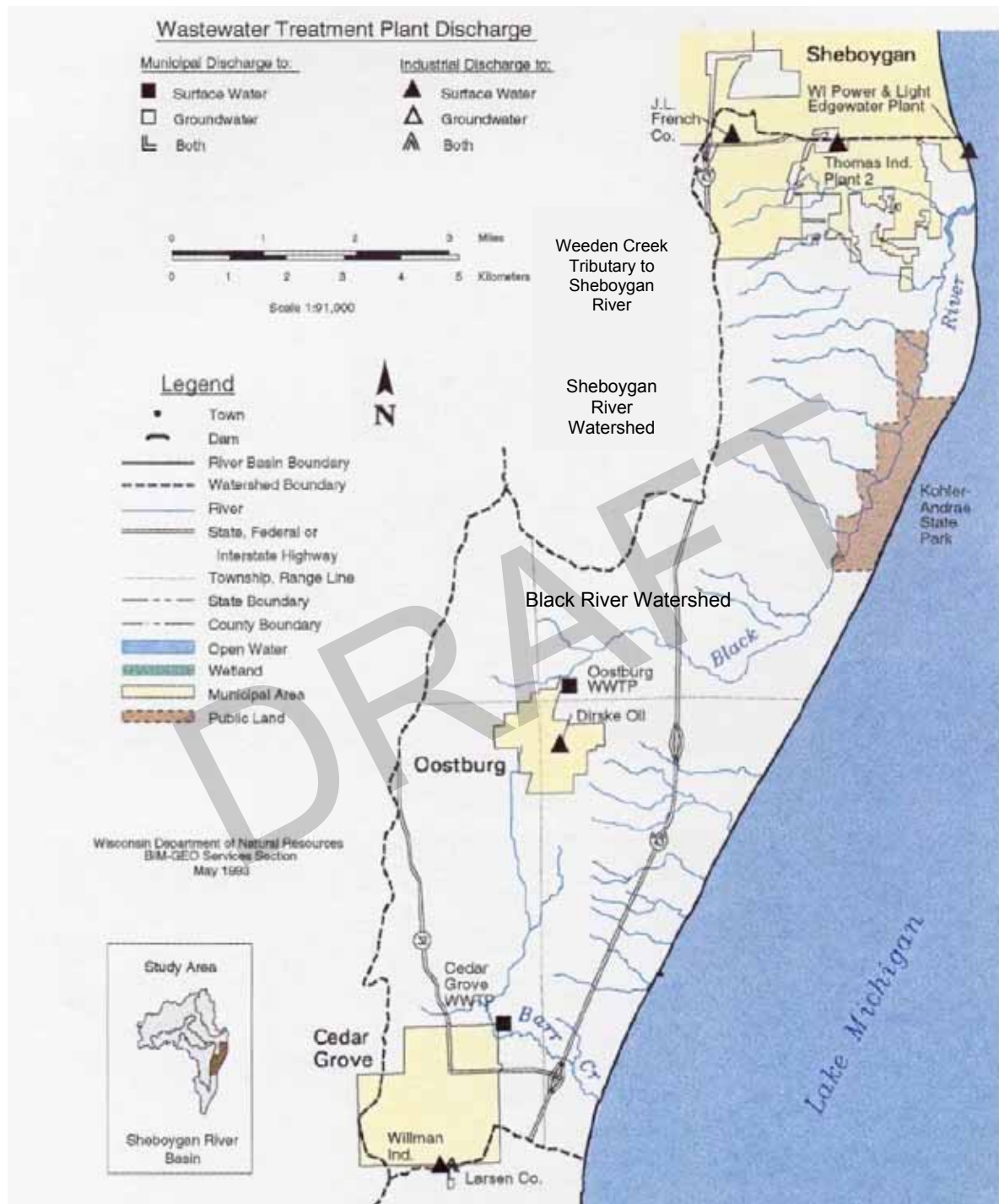
Since the adoption of the Town's comprehensive plan in 2007, new state standards have been put in place to promote improved water quality. Wisconsin's DNR and DATCP have developed performance standards for agriculture and non-agriculture nonpoint pollution sources. DNR Rule (NR 151) sets performance standards for runoff and to protect water quality. The DATCP Rule (ATCP 50) identifies conservation practices available to maintain compliance with the DNR standards. Specifically, the DATCP rule sets the requirements that 590 Nutrient Management Plans (NMP) must meet to comply with state law. The prohibitions listed in § 281.16(3) Wisconsin Statute are:

- No direct runoff from feedlots or stored manure into waters of the state;
- No unlimited livestock access to waters of the state where high concentrations of animals prevent the maintenance of adequate or self-sustaining sod cover;
- No overflow of manure storage structures;
- No unconfined manure pile within a water quality management area.

Some of the other standards outlined in the current rules are:

- No tillage operations may be conducted within 5 feet of the top of the channel of surface waters;
- Those who raise, feed or house livestock must follow a NMP when applying or contracting to apply manure to limit entry of nutrients into waters of the state;
- Croplands, pastures, and winter grazing areas shall average a phosphorus index of 6 or less;
- Operators must repair, upgrade, or abandon failing or leaking manure storage facilities that pose an imminent health threat, or violate groundwater standards;
- There may be no significant discharge of process wastewater to waters of the state.

Map 5.5a: Black River Watershed



Map source: *Sheboygan County Land and Water Resource Management Plan 2016-2025*

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Performance standards and prohibitions have been incorporated into the *Sheboygan County Animal Waste Storage Ordinance*, administered by the Planning & Conservation Department. A comprehensive *Erosion Control and Stormwater Management Ordinance* to better address the nonpoint pollution problems associated with construction development was enacted in 2005.

### **Black River Watershed**

This watershed lies mostly within the Town of Wilson but also includes parts of the Towns of Holland and Lima, the Village of Oostburg, and the City of Sheboygan. According to a report from the Sheboygan River Basin Partners (SRBP), the overall water quality in this watershed is *fair to poor*. Only tolerant fish species such as the mudminnow and brook stickleback are common. Nevertheless, the lower portions of the Black River provide seasonal fishing opportunities during the spawning runs of smelt, trout, and salmon.

Rural and urban nonpoint source pollution, point sources, channel modification, construction site erosion, and increased imperviousness contribute to flashy flows, increased nutrients, bacteria, and streambank sedimentation. The lower Black River from its mouth upstream for 11.4 miles is listed as a 303(d) Impaired Water (medium priority). Per WDNR, the river “was assessed during the 2014 listing cycle; total phosphorus sample data overwhelmingly exceed 2014 WisCALM listing criteria for the Fish and Aquatic Life use and biological impairment was observed (i.e. at least one macroinvertebrate or fish Index of Biotic Integrity (IBI) scored in the poor condition category). This water was assessed during the 2016 listing cycle; total phosphorus sample data overwhelmingly exceeded 2016 WisCALM listing criteria for the Fish and Aquatic Life use and biological impairment was observed (i.e. at least one macroinvertebrate or fish Index of Biotic Integrity (IBI) scored in the poor condition category).”

### **Fisherman’s Creek**

Within the Sheboygan River Watershed, the Fisherman’s Creek corridor is a 2½ mile long natural area situated between the City of Sheboygan and the Town of Wilson. The stream begins near the former Conoco Oil Refinery property (just north of Washington Ave., along S. Business Dr.) and flows southeast through commercial, industrial and residential areas before joining the Black River within the Jerving Conservancy. Fisherman’s Creek has been severely degraded by urbanization and storm water inputs along the stream and in its watershed. As a result aquatic and terrestrial habitat has been degraded, the stream channel has been straightened and is incised, the banks are eroded, sediment smothers aquatic life, invasive species have taken over along the stream and associated wetlands, it is often riddled with trash, and flooding of the area and homes has occurred.

### **Groundwater**

Technically speaking, groundwater is any water beneath the surface of the ground. However, movement of water in clay is so limited by that material’s extremely low “permeability” that any soil moisture that is not put back into the atmosphere by plants through evapo-transpiration, or runs off the ground to creeks, tends to remain and create a wetland in any low-lying area in the ground surface unless the tributary drainage area is so small that the standing water dries up. Clay soil predominates throughout the Town west of the Black River.

In contrast, pervious sand soils are present at the ground surface east of the Black River, allowing snow melt and rain to rapidly infiltrate (soak into the ground) to form a “perched”

groundwater condition due to the underlying clay. This is known as a “shallow water table.” This clay “overburden” over the bedrock is typically about 100 feet thick in the Town of Wilson and it greatly limits downward seepage from the shallow water table into the underlying limestone comprising regionally the most important bedrock aquifer. While this limits bedrock aquifer “recharge” within the township, it also provides considerable protection against contamination of the bedrock aquifer.

The primary recharge area to the limestone bedrock aquifer in Wilson is the Kettle Moraine area in the western portion of Sheboygan County, where sand and gravel soil overburden is in direct contact with the top of the limestone bedrock. Because the land surface and the bedrock dips downward to the east, the groundwater flow originating in the Kettle Moraine area slowly seeps eastward toward Lake Michigan.

### **Groundwater Quantity**

Since all households and businesses in the Town of Wilson are dependent on private wells for their water supply, the question of groundwater quantity is an important one. Further there are a number of high capacity wells within or near the Town, with additional wells possible. Consequently, it would be useful to know whether the average annual precipitation recharge to the aquifers underlying Wilson is generally more or less than the average annual withdrawal from the aquifers. Because adequate data for making such a determination is not readily available for the Town of Wilson—indeed it is rarely available anywhere in the state—complex research and analysis would have to be undertaken to accurately answer this question.

### **Groundwater Quality**

UW-Extension Sheboygan County, the state certified Water and Environmental Analysis Lab at UW-Stevens Point, and the Black River Advancement Association partnered in 2013 to hold a voluntary well water testing program for interested Town of Wilson landowners. Appendix P summarizes the results for 127 samples. Key findings include the following:

**Nitrate** is a chemical commonly found in agricultural and lawn fertilizer. It is also formed when waste materials such as manure or septic effluent decompose. Elevated nitrate levels can be an indicator of other potential contaminants. *There was no nitrate detected in any of the 127 samples.*

**Coliform bacteria** are microorganisms that are found in surface water and soil. While coliform bacteria do not usually cause disease, their presence in a water sample indicates a potential pathway for fecal wastes and other disease causing organisms to enter a well. *Eleven percent of the 127 samples tested positive for coliform bacteria.* The statewide average of positive samples for this test is about 15 percent.

**Atrazine** is a common herbicide used in agriculture. *There was no atrazine detected in the 31 samples screened for this chemical.*

**Arsenic** is a naturally occurring element that can be found at levels of concern when groundwater dissolves arsenic contained in mineral deposits within the soil and bedrock of some aquifers. *Out of 80 samples, four contained arsenic at levels above the health standard. An additional 57 samples contained at least some arsenic, although at a level below the health standard.*

**Boron** is a naturally occurring element. It is recommended that all wells within ¼ mile of a fly ash landfill test for boron once every 5-10 years. Of the 12 households that tested for boron, the average concentration was 0.127 mg/L (minimum - 0.076 mg/L; maximum – 0.201 mg/L). These concentrations were all below the WI NR 140.10 public health related groundwater standard for boron of 1.0 mg/L (which is the equivalent to 1000 micrograms per liter).

Although these findings would seem to indicate a relatively good level of water quality, the program only tested a small number of the wells in the Town. Further, no tests under this program were conducted for strontium, barium, cadmium, mercury, or other compounds that negatively impact water quality and public health.

## **Woodlands**

Not including the state park, woodlands comprise about 15 percent of the land cover in the Town of Wilson, which makes them an important part of the community. The Town's forest can be divided into two categories: "urban forest," which averages about 40 trees per acre in built up areas; and "rural forest," averaging about 150 trees per acre in undeveloped areas.

### ***Benefits of woodlands***

*The Emerald Ash Borer Resource Management Guide for Sheboygan County Communities* (2010), focusing only on public ash trees, gives a hint of what the overall value of all trees in the county might be.

- Electricity saved annually in Sheboygan County from both shading and climate effects of public ash trees totals 1,489.7 MWh, for a retail savings of \$113,068. Total annual savings of natural gas total 201,221 (Therms), for a savings of \$197,197. Total annual energy savings is \$310,265 or \$47.72 per tree.
- Countywide, CO<sup>2</sup> emission reductions due to sequestration by public ash trees is 2,102 tons, valued at \$31,531. Release of CO<sup>2</sup> from decomposition and tree-care activities is small (114 tons; \$1,721). Net CO<sup>2</sup> reduction is 3,236 tons, valued at \$48,551 or \$7.47 per tree.
- Net air pollutants removed, released, and avoided is valued at \$56,426 annually or \$8.68 per tree.
- The ability of Sheboygan County's public ash trees to intercept rain—thereby reducing stormwater runoff— is substantial, estimated at 16,338,919 gallons annually, for a savings of \$442,815 (\$68.10 per tree).
- Estimated annual benefits associated with aesthetics, property value increases, and other less tangible benefits are approximately \$474,537 or \$72.98 per tree.
- Annual benefits total \$1.33 million and average \$205 per tree. Stormwater-runoff reduction, energy savings, and aesthetic/other benefits each account for approximately 90 percent of total benefits.

Consequently, woodlands should be looked at almost as community infrastructure and attended to accordingly. It should also be mentioned that woodlands provide excellent wildlife habitat.

### ***Threats facing woodlands***

According to *Wisconsin's Forests 2004*, published by the USDA Forest Service, there have been signs of **ozone damage** on indicator tree species, particularly along the Lake Michigan shore where ozone exposures are highest. Ozone is an air pollutant that damages trees, reduces their growth, and thus makes them vulnerable to insects and diseases. The potential effects of ozone stress should be less severe on the most common tree species, e.g., maples and oaks, as these are relatively tolerant of ozone. However, the potential for reduced growth and negative impacts on the health of quaking aspen, black cherry, chokecherry, white ash, and green ash is of particular concern, since these are ozone-sensitive species.

The most serious threat to arise in the last few years is the **emerald ash borer**. This pest is 100 percent fatal to native ash trees of any size, any age, healthy or unhealthy and it is estimated that more than 50 million ash trees are dead or dying in the Midwest because of this insect. Infested trees gradually die over a 2-4 year period.



EAB photo: Wisconsin DATCP

Sheboygan County has been under an emerald ash borer quarantine since 2008. The first infestation was detected in the Village of Random Lake in 2014; the first confirmed case in the City of Sheboygan occurred in 2016; and the first confirmation in the Village of Kohler was 2017. Trees in the Town of Wilson have most likely also been infected.



Buckthorn photo: WDNR

**Invasive plant species** are common in Wilson. Michael Ballweg, Agriculture Agent for UW-Extension Sheboygan County and a Wilson resident, has observed Eurasian bush and Japanese honeysuckles, common and glossy buckthorns, Japanese barberry, Canada thistle, garlic mustard, Japanese and giant knotweeds, purple loosestrife, common and cut-leaved teasles, wild parsnip, and phragmites.

Many of these species block out sunlight typically available for spring wildflowers, reduce light availability for native understory species, and prevent native tree regeneration. They may also alter soil nitrogen dynamics, facilitating the elimination of leaf litter and invasion by non-native earthworms and insects. Many also form dense, impenetrable thickets that make hiking difficult. Some are even toxic.

**Deer**, which can eat away the understory of a forest or wood lot, did substantial damage about five to ten years ago prior to a deer abatement program that was initiated in the Town. Although herd numbers declined markedly, there are indications that numbers are once again increasing beyond an acceptable level. (The new Chapter 30 of the Town's Code of Ordinances controls deer hunting in local conservancies by requiring qualified, outside agencies to determine deer herd size before allowing hunting anywhere but Wilderness Park.)

## **Recommendations for Natural Resources**

**A.** The Sheboygan River Basin Partnership has created a master plan in 2009 for the Fisherman's Creek corridor for the purpose of promoting the physical and biological restoration of the stream and riparian area as well as creating public access within the stream corridor. **The Town should support SRBP as it seeks to rehabilitate the Creek corridor into an ecologically functioning system while providing improved storm water management and a public open space for recreation.** The first step toward this goal was to create a concept plan to guide restoration and recreation activities. This concept plan provides a cohesive plan for public access, and restoration of the stream and associated wetlands. The concept plan proposes that:

- Over 77 acres of habitat would be made accessible (by trail) and restored or protected;
- Over 10,000 linear feet of stream would be made accessible by trail and restored or protected;
- Many types of habitats would be protected or restored (upland bluffs, meadows, wetlands, stream, etc.);
- 1½ miles of vegetative buffer will be created.

**B. Encourage annual surface water quality monitoring within the Black River Watershed, Weeden Creek, and Fisherman's Creek through local volunteer efforts.** Sampling base flow, runoff events, and biota helps to measure the water quality in a river. The Water and Environmental Analysis Lab (WEAL) at UW-Stevens Point provides individuals and groups several options to help meet the needs of river/watershed monitoring and studies. These programs focus on providing data and educational information to help understand and manage rivers/watersheds.

WEAL offers a river package that provides lab services, assists in sampling techniques and grant preparation, performs river/watershed studies, and interprets data for river/watershed groups interested in a detailed summary of the condition of their river. Analyses run in this package focus on the nutrients that would affect plant growth within the river, which may be an indication of land use runoff: ammonium nitrogen, chloride, nitrate plus nitrite nitrogen, total Kjeldahl nitrogen, reactive phosphorus, total phosphorus, and total suspended solids.

Additionally, Water Action Volunteers (WAV) is a statewide program for Wisconsin citizens who want to learn about and improve the quality of Wisconsin's streams and rivers. The program is coordinated through a partnership between the WDNR and the UW-Extension. WAV staff provide citizens assistance in setting up local stream monitoring programs, and training to learn methods for monitoring and maintaining data sheets.

**C.** Although a state permit and/or mitigation is currently required for development within wetlands, no permit is required for indirect impacts to wetland hydrology from activities outside the wetland boundary. The *Model Wetlands Conservation Ordinance* was recently created by the Wisconsin Wetlands Association with assistance from the Department of Urban & Regional Planning, University of Wisconsin-Madison/Extension. **Consider incorporating parts of the *Model Wetlands Conservation Ordinance* into the Town's zoning and/or land division ordinances to help protect against indirect impacts to wetlands from nearby development.**

**D. Consider making available informational material on how Wilson homeowners can add trees, prairie, and meadow landscapes to their property. For lawn and garden areas encourage adding fertilizer and chemical applications in ways that minimize potential damage to nearby surface water.** Two good resources are UW-Extension publications “Using Natural Landscaping for Water Quality & Esthetics” and “Lawn & Garden Fertilizers.”

**E. Consider identifying farm field erosion potential in the Black River Watershed and Weeden Creek Subwatershed by using WDNR’s Erosion Vulnerability Assessment for Agricultural Lands (EVAAL) program and encouraging best management practices among agricultural operators to limit the flow of sediment into the river.** EVAAL is a toolset used to evaluate locations of relative vulnerability to sheet, rill, and gully erosion using information about topography, soils, rainfall, and land cover. This tool enables watershed managers to locate fields with high sediment and nutrient export, and to prioritize areas for implementation of best management practices.

**F. Continue to make landowners within Wilson aware of the Sheboygan County Shoreland Ordinance (Chapter 72).** Sheboygan County adopted new Shoreland Ordinance language in September 2016. Areas regulated by this Ordinance include all shorelands and wetlands of all navigable waters, as “navigable waters” is defined in Wis. Stat. § 281.31(2)(d) in the unincorporated areas of Sheboygan County which are:

- a) Within one thousand (1,000) feet of the Ordinary High Water Mark (OHWM) of navigable lakes, ponds, or flowages.
- b) Within three hundred (300) feet of the OHWM of navigable waterways, or to the landward side of a floodplain, whichever is greater.

The Ordinance specifies allowable permitted and conditional uses in the shoreland district; minimum lot sizes, widths, and setbacks; building height maximums; impervious surface maximums; restrictions on vegetation removal; and standards for filling, dredging, lagooning, grading, ditching, and excavating. In some cases, mitigation options may be available.

**G. To better understand the groundwater resource serving the Town of Wilson, especially the difference in average annual aquifer recharge versus average annual withdrawal, Town officials should support a thorough hydrogeological study in the not too distant future.** The information from such a study could be very significant in any regional effort that might become necessary to protect groundwater recharge areas that impact wells in Wilson.

**H. Promote the protection of private wells by requiring conditional use permits or developer’s agreements to include a stipulation that well owners within one mile of a new high capacity well be compensated for any harm directly attributable to said high capacity well.** The Town of Wilson might look to the Town of Mosel for guidance on this matter, as a small number of landowners in Mosel have benefited from such an agreement with the developer of the Whistling Straits golf course, where 8 high capacity wells have been drilled since 1996.

**I. The Plan Commission should consider drafting and passing a resolution recommending that the Town Board support future voluntary well water testing programs conducted in the Town of Wilson by UW-Extension.** Specifically, the Town should offer temporary building space for sampling kit pickup and return; meeting space for any follow-up results/educational meeting; and assist in promotional efforts via newsletter and/or website as appropriate.

**J. Consider identifying critical natural resource areas within the Town and limiting intensive development within them by zoning the areas C-1 or C-2 Conservancy District.** The environmental corridor mapping created by Bay-Lake Regional Planning Commission would be a reasonable starting point for mapping such areas. Care should be taken, however, to avoid rezoning all of a property owner's land to Conservancy, lest "taking" issues arise.

**K. Encourage the formation of citizens groups to clear and mark paths/trails in Town parks and conservancies.** The new Chapter 30 of the Town's Code of Ordinances allows the creation of "Citizen Care Committees" ("Friends of \_\_\_\_\_ Park or Conservancy") to help maintain and improve local parks and conservancies under the guidance of the Town Parks and Forestry Commission and the Town Maintenance Supervisor.

**L. A Field Guide to Terrestrial Invasive Plants in Wisconsin,** published by the Wisconsin DNR, is a pocket-size booklet that contains photos, descriptions, and control strategies for invasives. **Encourage the use of this booklet and the formation of informal citizens groups to periodically identify and remove areas of invasive plants within the Town.** The new Chapter 30 of the Town's Code of Ordinances allows the creation of "Citizen Care Committees" ("Friends of \_\_\_\_\_ Park or Conservancy") to assist with invasive species control under the guidance of the Town Parks and Forestry Commission and the Town Maintenance Supervisor.

Invasive plant materials are accepted at the Town's Recycling Center. Since proper handling of these materials is important, invasive plants should be put in bags to help prevent the spreading of these plants on the way to the Recycling Center. Invasives should be placed in a separate location from normal yard waste at the Center and left in bags to prevent further spreading.

There are also programs available to help private landowners with the costs of invasive species control. One being offered by the WDNR is the Wisconsin Forest Grant Landowners Program. (From *Wisconsin Woodlands*, Spring 2017)

**M. Consider the development of an Emerald Ash Borer (EAB) community response plan for the Town.** *The Emerald Ash Borer Resource Management Guide for Sheboygan County Communities* provides Sheboygan County communities the resource they need to develop their own EAB community response plan by consolidating essential information within one reference document. The guide provides a checklist and corresponding resource information that walks communities through the elements that are imperative to every EAB plan. A checklist is included to help a community develop the framework for their own EAB community response plan.

**N.** In a recent Wisconsin woodland owners survey, less than 7 percent of family forest owners indicated they had a written forest management plan for their woodland—yet there is clearly a need for such planning, since 27 percent of owners reported that they had sought management advice from a natural resource professional. **Since a number of new individual forest plans would create a network of plan coverage, the Town should strive to make landowners aware of the benefits of woodland planning.** *Wisconsin's Forests: The Private Landowner's Handbook* (2014) offers good advice on how to begin woodland planning (pgs. 4-6).

**O.** Since several of the preceding recommendations will likely require monetary support, **the Town should continue to pursue opportunities to obtain funding from the Wisconsin Coastal Management Grant Program and the Sheboygan County Stewardship Fund.** Both of these programs offer substantial annual funding cycles that are restricted to a limited group of applicants—an advantage to a town like Wilson, which is both a coastal town and within Sheboygan County.

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### PARKS AND RECREATION

Invest in the acquisition, maintenance, and enhancement of natural areas, parks, and trails that will continue to provide recreational opportunities for residents and be attractive to visitors.

#### Why are Parks and Recreation a Priority?

In addition to Kohler Andrae State Park, the Town of Wilson has several parks, conservancies, or dedicated open spaces within or adjacent to its borders (Map 9.2b). Based on a Town-wide visioning survey, a nominal group exercise, and open house comments prior to or during the 2007 planning process it was clear that residents valued the Town's parks and facilities for the recreational opportunities and open space they provided. This was reaffirmed at discussions preceding the creation of this *Addendum*.

#### Data and Maps Related to Parks and Recreation

##### **Major Improvements Since 2007**

***Schinker Creek Park*** on the corner of Moenning Road and Schinker Creek Road is a 5-acre neighborhood park officially opened in 2015. The park was developed through a combination of private donations, Town of Wilson parkland impact fees, three Sheboygan County Stewardship Grants, and a WDNR Knowles Nelson Stewardship Grant.

Improvements include tree plantings, a parking lot, walking trail, picnic shelter, vault toilet, playground equipment, and water and electricity. A paved bike lane on Schinker Creek Road connects the park to the surrounding neighborhood. A small community garden was a success in 2016 and is expected to continue going forward.



Imagery from of Bing Aerials / Microsoft



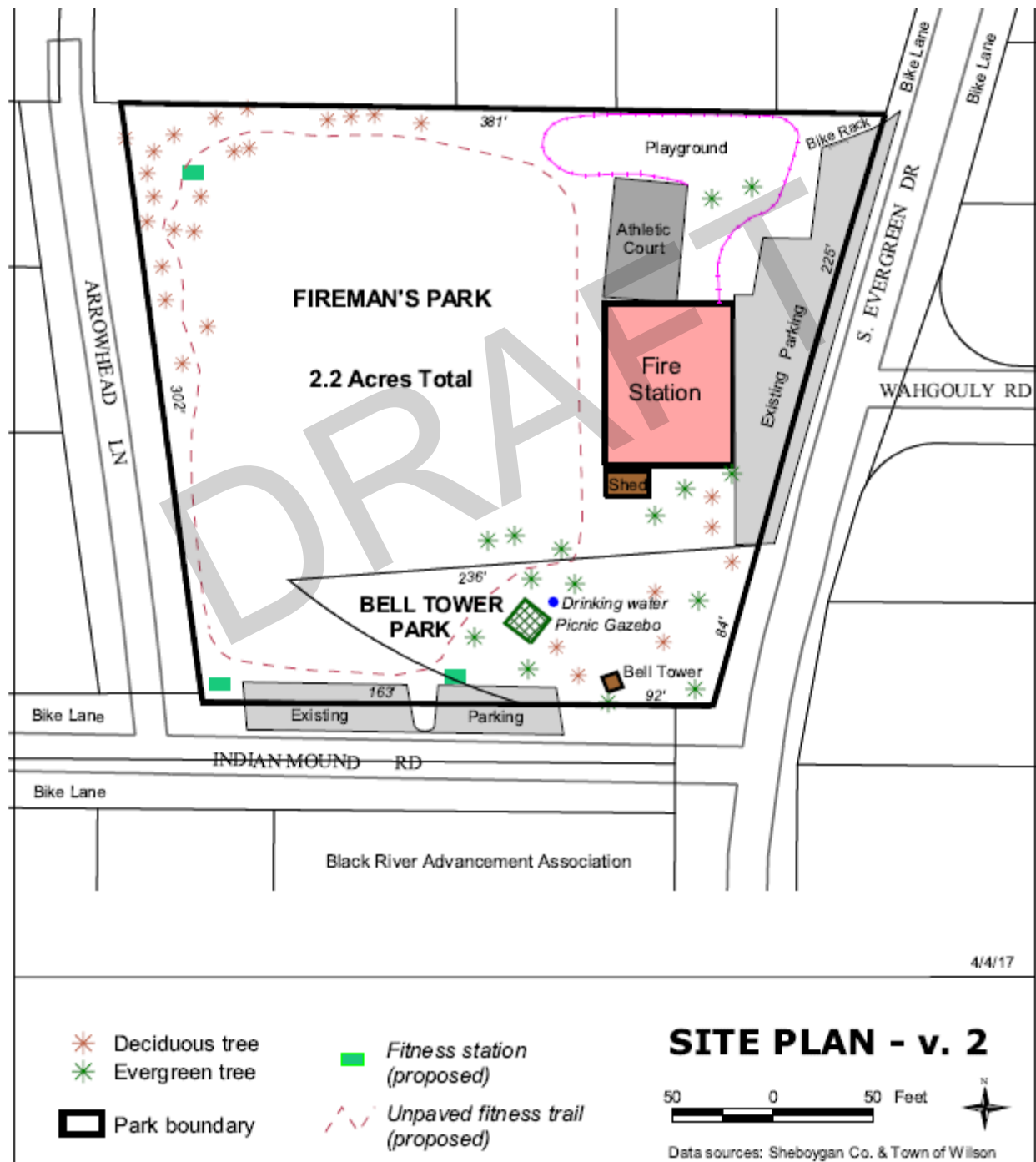
***City/Town Dog Run Park*** on South 18th Street is a 10-acre park opened in 2011. The fenced park is a joint effort of the Town of Wilson and the City of Sheboygan. Previously a closed Town landfill, the site is owned by the Town but within the City limits. Parking, benches, and Port-a-let have been added. The City also created a small enclosure with a second gate where dogs are leashed or unleashed when their owners exit or enter.

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**Victor Gruber Memorial Fireman's Park & Jung Bell Tower Park** at the corner of South Evergreen Drive and Indian Mound Road is a 2-acre park opened in 1938. New improvements include a gazebo, a walking/jogging trail with ADA fitness stations, a potable water source, picnic tables, soccer field repair, charcoal grills, and an ash disposal container. A public restroom may be added to the fire station. Funding is being provided through a combination of private donations and a Sheboygan County Stewardship Grant. Paved bike lanes connect the park to the surrounding neighborhood.

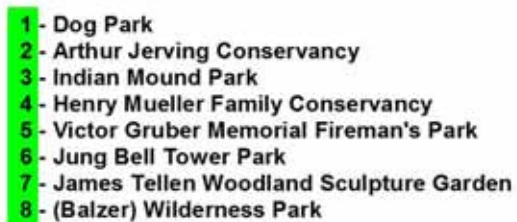
Map 9.2a: Fireman's Park & Jung Bell Tower Park Site Plan



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## **Recommendations for Parks and Recreation**

**A. Since clearing paths/trails and controlling invasive plant species are applicable to this Priority as well as Priority #1, refer to Recommendations K and L on page 31.**

**B. Continue to integrate parks and conservancies within or adjacent to the Town with a safe and convenient network of bicycle and pedestrian facilities.** Refer to Transportation Recommendation A on page 58 and Map 9.2b for information on bicycle facilities.

**C. Continue to upgrade and maintain existing Town parks and create new neighborhood parks as necessary.** Recent examples to emulate include:

Schinker Creek Park, a new neighborhood park, opened in 2015. Work continues, however, as the Town recently received an Emerald Ash Borer Mitigation Grant through the Bay-Lake Regional Planning Commission (\$5,000 after a \$1,700 match) to plant approximately 57 trees consisting of 15 different species.

A 2016 Sheboygan County Stewardship Grant for \$18,960 (\$18,960 match) and private donations have enabled numerous upgrades to begin at Victor Gruber Memorial Fireman's Park & Jung Bell Tower Park (see Map 9.2a).

**D. Strive to maintain a proper land cover at Dog Run Park—per the landfill cover management plan—in order to prevent the cover from wearing down.** Distribute informational materials asking patrons to walk randomly across the park instead of regularly walking on pathways that are wearing down the cover, especially along the perimeter. If the cover is not maintained, the park will have to be closed.



**E. Since several of the preceding recommendations will likely require monetary support, the Town should continue to pursue funding from Wisconsin's Knowles Nelson Stewardship Grant Program, the Sheboygan County Stewardship Fund, and similar programs.** These programs have provided substantial funds for Schinker Creek and Fireman's Park. Local businesses and organizations have also been generous with private donations.

**F. The Town should evaluate whether to implement the provision within its Subdivision Ordinance, "Section 3.01 Dedication of Lands," to accept land dedications for parks or fees in lieu of dedication for new residential subdivisions and land divisions by certified survey.** Like most towns, Wilson used to collect a parkland impact fee for each new residential lot, and as a result its segregated parkland fees account grew to over \$50,000. This money was essential in providing matching funds to obtain a WDNR grant to purchase land for Schinker Creek Park.

In 2005, however, Wisconsin's impact fee law was revised (Act 477). The legislature removed the ability to collect fees in lieu of land dedication (forcing all communities to use the new complex impact fee process), but then a few years later a new legislative act allowed communities to go back to using a fee in lieu of land dedication option for parks, as long as the fee bears a rational relationship to a need for the parkland dedication or improvement resulting

from the subdivision or land division, and the fee must be proportional to the need (236.45(6), Wis. Stats.).

Section 3.01 of the Town's Subdivision Ordinance should be updated to be consistent with current Wisconsin statutes regarding parkland dedications/fees.

**G. Guided by updated mission statements, the Town's Park & Forestry Commission and Plan Commission should identify and recommend actions, as needed, to the Town Board on issues related to parks, natural areas, trails, and recreation.** Further, 1) the two Commissions should act as facilitators and providers of information for individuals, homeowners, land developers, and groups who seek to maintain and improve the Town's natural resources; 2) the Park & Forestry Commission should be willing to present or facilitate programs addressing natural resource issues such as invasive species abatement, "clean community" projects, personal property naturalization, and the activities of Citizen Care Committees (e.g., "Friends of ...") for the parks and conservancies; 3) a budget line item for the Parks & Forestry Commission to fund awareness activities should be created; and 4) the Town, through the Parks & Forestry Commission and Plan Commission, should continue to evaluate and report their findings and recommendations on habitat, ecology, and natural resources. These evaluations shall include land, air, and water issues and can become recommendations for the development of new or revised Town ordinances.

## - PRIORITY #3

### LAND USE AND COMMUNITY PLANNING

Utilize the *20-Year Comprehensive Plan and Addendum* to best reflect the interests of all town residents and its business community by following an orderly and cost efficient process that will maximize areas designated for development while preserving and enhancing the town's significant environmentally sensitive and prime agriculture areas.

#### **Why is Land Use and Community Planning a Priority?**

In a town like Wilson, where there are growth pressures due to I-43 and the City of Sheboygan's spillover effect, land use planning is one tool to 1) encourage development to take place where infrastructure and services can best support it, 2) help utilities be prepared through the mapping of potential densities, 3) encourage low density development or preservation of natural areas, and 4) discourage fragmentation of agricultural lands.

#### **Data and Maps Related to Land Use and Community Planning**

##### **2017-2027 General Plan Design Land Use Acreages**

Table 2.2a contains a summary of the approximate projected acreage totals for residential, commercial, and industrial land uses (see also Map 2.1a). The Town is not obligated to meet these projection totals, nor are landowners required to change their existing land use to make it match the potential use on Map 2.1a.

Table 2.2a: Updated General Plan Design Acreage, Town of Wilson

General Plan Design Category	Acres in 2006 <sup>1</sup>	Projected Acres for 2025 <sup>1</sup>	Mapped Acres for 2027 <sup>2</sup>
Residential	748	1,084	4,477
Commercial	81	152	1,541
Industrial	128	165	1,005
Governmental / Institutional	72	*	*
Communications / Utilities	129	*	*
Agricultural	8,387	*	*
Parks and Recreation	744	*	*
Transportation	330	*	*
Woodlands, Water Features, Other Natural Areas	4,067	*	*
TOTAL	14,686	*	*

<sup>1</sup>Source: Bay-Lake Regional Planning Commission

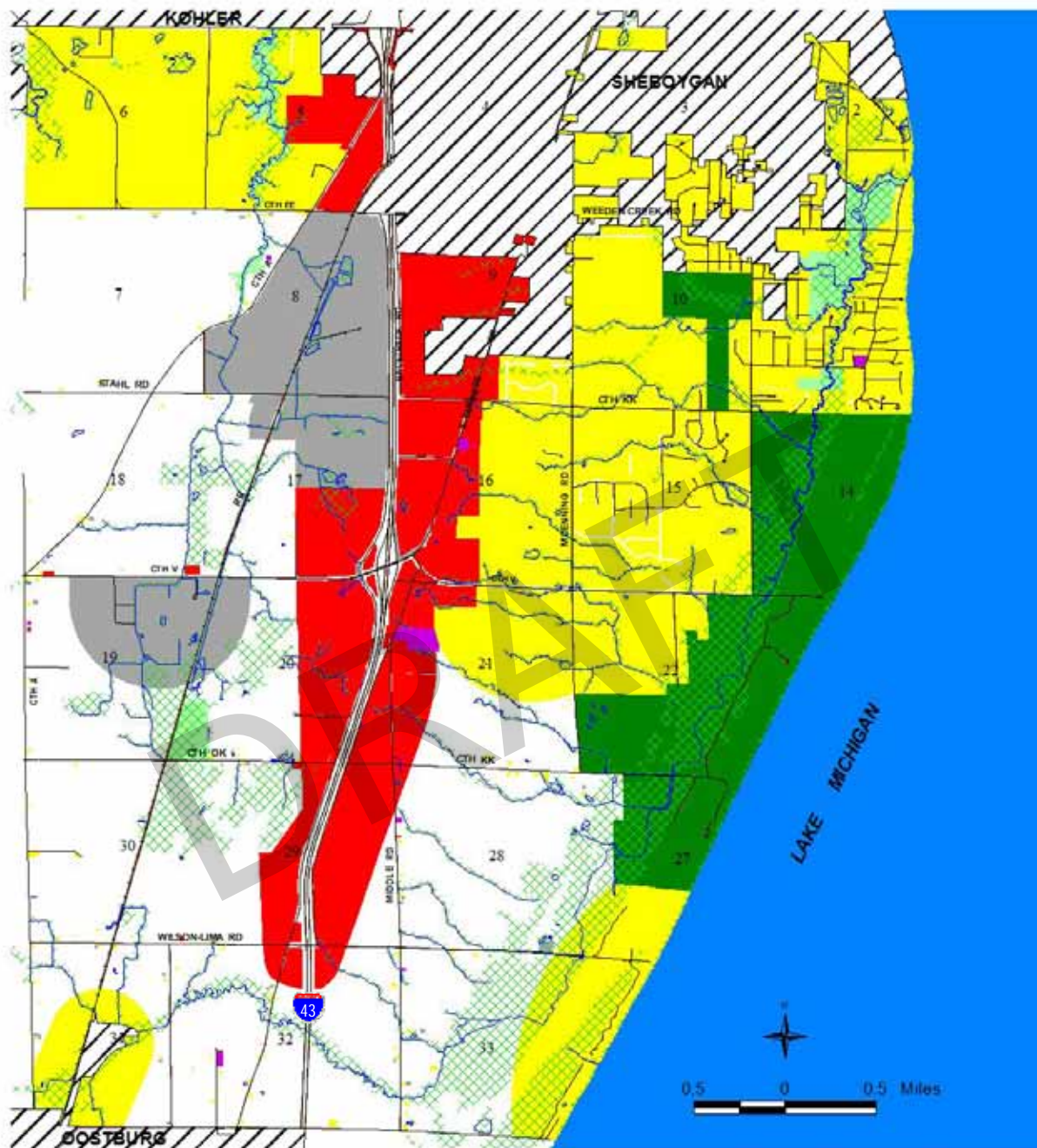
<sup>2</sup>Town of Wilson and UW-Extension Sheboygan County

\* Not estimated

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Map 2.1a: General Plan Design, 2017 - 2027



Map courtesy of Sheboygan County and UW-Extension

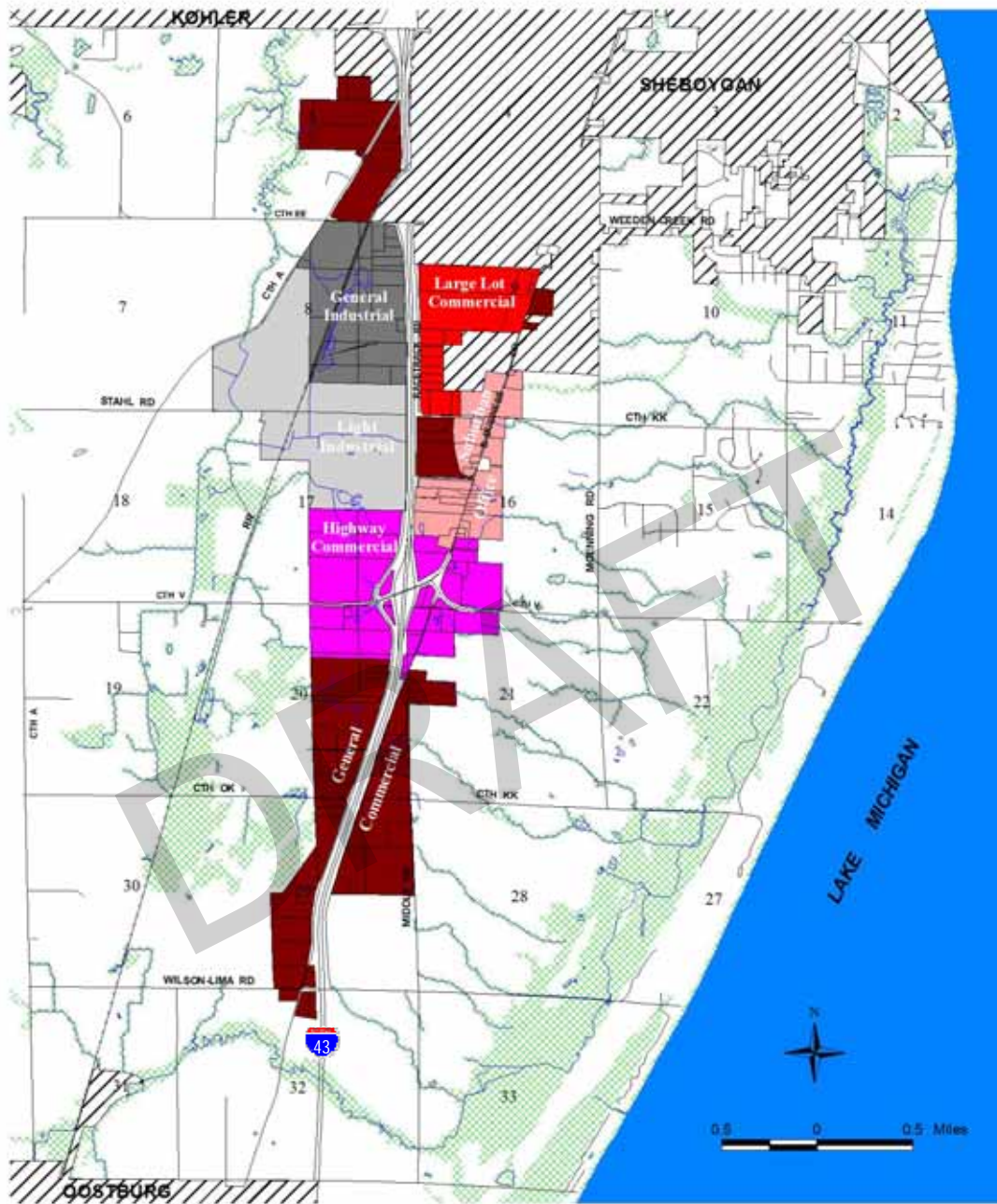


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

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Town of Wilson



Map courtesy of Sheboygan County and UW-Extension

-  General Commercial  
 Highway Commercial  
 Large Lot Commercial  
 Suburban Office  
 General Industrial  
 Light Industrial

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The major difference between the 2017 General Plan Design and the 2007 General Plan Design is the extension of the commercial corridor along Interstate 43 beyond County Road KK. This change is the result of working sessions involving the Plan Commission, at the direction of the Town Chair, and UW-Extension staff in 2012-2014 as part of work on the Zoning Ordinance.

### Land Use Intensity Scale

To create a more flexible future land use map, some communities have implemented an intensity scale for land uses that, if appropriate, allows decision makers to classify a less intense land use proposed for a particular location as consistent with the future land use shown on the map.

For example, if the future land use map indicates a potential Commercial designation for a particular parcel, then a less intensive use, such as Residential, may ultimately be approved for the parcel without amending the Plan/Map. The intensity range of land uses is often similar to the list below, with 1 being the most intensive and 12 the least intensive:

Intensity Rank	Type of Land Use
1	General Industrial
2	Light Industrial
3	Large Lot Commercial
4	Highway Commercial
5	General Commercial
6	Transportation, Communications, or Utility*
7	Suburban Office
8	Institutional or Governmental
9	Neighborhood Commercial
10	Residential
11	Recreational, Parks, and Open Space
12	Environmental Corridors, Conservancy

\* Transportation, Communication, or Utility uses that are integrated with and commonly associated and constructed with new development are not considered more intensive than the development, and therefore do not require a Plan amendment to be approved.

### Town Zoning Ordinance

The last significant update to the Town of Wilson Zoning Ordinance occurred in 2011; modifications were made to eight districts. The Plan Commission then worked with UW-Extension Sheboygan County throughout 2012-2014 with the intention of clearing up ambiguities, adding two business zoning districts: GC (General Commercial) and LLC (Large Lot Commercial), and reducing the number of conditional uses. Due to other priorities that arose, none of these proposed revisions have been adopted.

## **Recommendations for Land Use and Community Planning**

**A. Since the minimum lot size in A-2 is 5 acres, consider amending the Zoning Ordinance or Zoning Map to make properties on Shircel Road and elsewhere in the Town zoned A-2 that are less than 5 acres conforming in size.**

Currently, there are 30 residential properties along or within a quarter-mile of Shircel Road that are zoned A-2 but are smaller than 5 acres. (Four of these properties consist of more than one parcel, but even with the acreages of each parcel added together the total is still less than 5 acres.) Further, there are 86 properties of less than 5 acres scattered throughout the Town that are also zoned A-2.

To make these properties conforming in size it is recommended that the Town consider one of the following two options:

- 1) “Grandfather” these properties by adding wording to the Zoning Ordinance similar to the following: *Any lot zoned A-2 that is smaller than 5 acres and was in existence prior to the amendment of this Ordinance on [Date, 2017] shall be considered a conforming lot with respect to size.*
- 2) Rezone these properties to a newly created A-5 Rural Living District that would allow low intensity agricultural uses and have a minimum lot size of one-half acre. This would make all but five properties conforming in size.

**B. Since the minimum lot size in A-1 is 35 acres, consider amending the Zoning Ordinance or Zoning Map to make properties scattered throughout the Town zoned A-1 that are less than 35 acres conforming in size.**

Currently, there are 63 properties zoned A-1 that are smaller than 35 acres. (Five of these properties consist of more than one parcel, but even with the acreages of each parcel added together the total is still less than 35 acres.)

To make these properties conforming in size it is recommended that the Town consider one or both of the following two options:

- 1) If these properties do not include a residence, rezone these properties to a newly created A-PR Agricultural Parcel Remnants District that would allow all of the uses previously allowed in A-1 except for a residence, and have a minimum lot size of 0.1 acre. This would make all of these properties conforming in size.
- 2) If these properties already include a residence, rezone them to A-2, A-3, or A-4 as appropriate, which would still allow agricultural uses and have minimum lot sizes of 5, 5, and 1 acre, respectively. This would make all but four properties conforming in size.

**C. Consider amending the Zoning Ordinance and Zoning Map to incorporate the 2013-2014 draft recommendations of the Town Plan Commission.**

The Plan Commission and UW-Extension streamlined and revised the permitted and conditional uses in all of the existing zoning districts. The Town Board should consider adopting some or all of these recommended changes.

**D. Consider adding provisions to the Town’s Subdivision Ordinance similar to some of the concepts from the Southeastern Wisconsin Regional Planning Commission “Model Land Division Ordinance” (2016).**

Protection of Natural Resources

Where natural drainage channels, floodplains, wetlands, forests, or other environmentally sensitive areas are encompassed in whole or in part within a proposed land division or condominium, the Plan Commission may require that such areas be dedicated or that restrictions, including conservation easements, be placed on the plat or certified survey map to protect such resources. The Plan Commission may further require that such areas in land divisions be included in outlots designated on the plat or certified survey map and restricted from development.

Preservation of Existing Vegetation

The subdivider shall make every effort to protect and retain substantial numbers of existing noninvasive trees, shrubs, grasses, and groundcover not actually lying in public roadways, drainageways, building foundation sites, private driveways, POWTS areas, and bicycle and pedestrian ways. The majority of trees should be protected and preserved during construction in accordance with sound conservation practices, including the preservation of trees by well islands or retaining walls, whenever abutting grades are altered. The Plan Commission should consider the development of standards that preserve more than a simple majority of wooded areas.

**E. The Town of Wilson should consider adopting the “land use intensity scale” on page 47 as an official policy option for use during review of proposed zoning changes.**

The Town of Wilson could reserve the right to review and approve, without going through the statutory plan/map amendment process, a development proposal for a use that is less intensive than that which is specified on the General Plan Design, 2017-2027 (future land use map)—but only if the development proposal is found to be appropriate under the vision of this *Addendum* and the goals and policies set forth in the *Town of Wilson 20-Year Comprehensive Plan* (2007) and related Town ordinances.

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## **ECONOMIC DEVELOPMENT ISSUES**

Maintain and expand the town's infrastructure (i.e., roads, electricity, internet, phone, safety services, etc.) to enable existing employers to grow and allow for new businesses to develop primarily within the I-43 and CTH OK corridors. Locate new businesses in areas that will not compromise the town's overall rural atmosphere.

### **Why are Economic Development Issues a Priority?**

Economic development provides local employment opportunities and enhances community identity and a well-rounded quality of life. In the Town of Wilson, economic vitality is interrelated with maintaining a strong agricultural base, taking care of natural resources, and building sustainable neighborhoods.

Further, numerous Cost of Community Services studies indicate that industrial and commercial development typically generate more in property tax revenue than they require in governmental services (<http://extension.illinois.edu/lcr/cost.cfm>). As a result, this type of development helps expand the local tax base, which is becoming increasingly important as expenses for services and capital improvements increase and levy caps remain in place.

### **Data Related to Economic Development Issues**

#### **Economic Development Programs and Resources**

This section briefly updates some of the programs and resources available to the Town of Wilson that are designed to help grow the local economy through the addition of businesses through development, recruitment, and expansion efforts.

#### **Wisconsin Small Business Development Center at UW-Oshkosh**

The Wisconsin Small Business Development Center is a statewide network supporting entrepreneurs and business owners through no-cost, confidential consulting and targeted educational programs. Regional SBDC experts facilitate improvement and growth for small and emerging mid-size companies and help launch successful new enterprises. ([www.wisconsinsbdc.org](http://www.wisconsinsbdc.org))

#### **County Economic Development Officials/Contacts**

Sheboygan has a County Economic Development Corporation ([www.sheboygancountyedc.com](http://www.sheboygancountyedc.com)) and a Chamber of Commerce ([www.sheboygan.org](http://www.sheboygan.org)) that oversee the community economic development needs of the county. The Planning and Economic Development Department within the City of Sheboygan handles the community economic development needs of the city.

#### **Community Finances**

A community must be aware of its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Table 7:11a provides a recent history of the taxes levied in the Town of Wilson. Overall, the Town's tax base has continued to grow.

Table 7.11a: Town Share of Total Property Tax, 2012-2015, Town of Wilson

Year Levied	Town Share of Total Property Tax <sup>1</sup>	Total General Revenues <sup>2</sup>	Percent Change of Total General Revenues from Prior Year
2012	\$604,814	\$944,500	-1.4%
2013	\$615,248	\$1,006,200	6.5%
2014	\$617,235	\$1,082,500	7.6%
2015	\$650,744	\$1,151,451	6.4%
2016	\$661,543	\$1,194,847	3.8%

Data source: Wisconsin Department of Revenue, except for year 2015 (from filed WDOR Annual Municipal CT form) and 2016 (from unaudited accounting records that will be used to compile and file the 2106 Municipal CT form).

<sup>1</sup>Town, Village, and City Taxes, for years cited.

<sup>2</sup>County and Municipal Revenues and Expenditures, for years cited. Includes taxes, intergovernmental revenues, and miscellaneous revenues.

The Town of Wilson's full value decreased by \$49.5 million (12 percent) for the period 2011 through 2014. Towns overall in Wisconsin saw a similar decrease in full value during the period from 2008 through 2013 (9.5 percent). This was most likely due to the "Great Recession" and its impact on property values. For whatever reason, the Sheboygan County area lagged behind the rest of the state in its recovery.

The ability to finance community projects is calculated by general obligation debt capacity. The aggregate amount of indebtedness, including existing indebtedness of any municipality, shall not exceed five percent of the value of the taxable property located in the municipality.

The Town of Wilson's low debt leaves it with substantial borrowing capacity for future projects, such as emergency infrastructure or facilities improvements, if necessary.

Table 7.12a: Public Indebtedness, 2011-2015, Town of Wilson

Year	Full Value <sup>1</sup>	Debt Limit (5% of Full Value)	Total General Obligation Debt <sup>2</sup>	Debt Margin
2011	\$418,996,200	\$20,949,810	\$289,000	\$20,660,810
2012	\$418,752,400	\$20,937,620	\$256,800	\$20,680,820
2013	\$393,494,600	\$19,674,730	\$221,700	\$19,453,030
2014	\$369,405,300	\$18,470,265	\$183,800	\$18,286,465
2015	\$376,438,000	\$18,821,900	\$243,000	\$18,578,900
2016	not yet available	not yet available	not yet available	not yet available

Data source: Wisconsin Department of Revenue, except for year 2015 (from filed WDOR Annual Municipal CT form) and 2016 (from unaudited accounting records that will be used to compile and file the 2106 Municipal CT form).

<sup>1</sup>Town, Village, and City Taxes, for years cited.

<sup>2</sup>County and Municipal Revenues and Expenditures, for years cited.

## **Recommendations for Economic Development Issues**

### **A. Be aware of Tax Incremental Financing (TIF) for towns, understand its advantages and disadvantages, and be prepared to consider using TIF when appropriate.**

2003 Wisconsin Act 231 (Wis. Stats 60.85) authorizes towns to use TIF for projects related to certain types of activities related to agriculture, forestry, manufacturing, and tourism. Limited residential and retail development may also be allowed under certain circumstances.

TIF is a financing tool that allows towns to invest in infrastructure and other improvements within a specified area known as a Tax Increment District (TID), and pay for these investments by capturing property tax revenue from the newly developed private property within the TID.

### **B. Allocate sufficient land in appropriate places for industrial and commercial development on the Town's General Plan Design (future land use map).**

The Interstate 43 interchanges, sites adjacent to the rail line, and the CTH OK corridor have been previously identified as attractive places for new and/or expanded development, and they should continue to be shown on the future land use map as industrial or commercial. Rezoning requests should be consistent with the future land use map, and district and conditional use regulations should aim to balance protecting the environment with the development needs of businesses.

### **C. Continue to encourage area business leaders who live in the Town of Wilson to run for open Town Board positions and/or participate on Town Board committees, and to provide their perspectives on economic development and infrastructure needs.**

This is a cost-effective way to add economic development, business, and financial input and expertise to Town budgeting and decision making.

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## **TRANSPORTATION ISSUES**

Continue maintenance of current roads through agreements with Sheboygan County, neighboring adjoining communities, and private contractors as necessary; and protect existing investments in road network with proper maintenance.

### **Why are Transportation Issues a Priority?**

The Town of Wilson has 66.8 miles of roads, 39.6 miles of which are town roads. Safe and well-maintained roads are a major investment for every community and an essential component in economic development, delivery of goods and services, tourism, emergency response, and mobility for residents.

Another focus within this priority is non-motorized transportation options—specifically pedestrian and bicycle facilities that will continue to create a network within Wilson and connect to facilities directly north and south of the Town, such as the Interurban Trail.



“Before” and “After” aerial photos of intersection at CTH A and CTH EE/Weeden Creek Road. The roundabout was part of a rebuild of CTH A from south of Deer Trace Shopping Center to CTH EE completed in 2015 by the Sheboygan County Highway Department.



Imagery © 2016 USDA Farm Services Agency and 2014 Sheboygan County.

## **Data Related to Transportation Issues**

Table 8.4a: Annual Average Daily Traffic for 2002 and 2014, Selected Locations in and near the Town of Wilson

Road Name	Count Location	2002	2011	Number Change	Percent Change
I-43	STH 28 to CTH V	24,800	28,200	3,400	14%
I-43	CTH AA to CTH V	29,200	27,500	-1,700	-6%
CTH EE	West of CTH A	1,200	1,000	-200	-17%
CTH A	South of STH 28	1,900	2,200	300	16%
CTH V	East of CTH A	1,400	2,100	700	50%
CTH OK	South of Stahl Road	3,600	3,400	-200	-6%
CTH V	East of CTH OK	1,200	1,900	700	58%
CTH V	South of CTH KK	1,400	1,600	200	14%
CTH KK	South of CTH V	300	290	-10	-3%
CTH A	North of CTH V	1,300	1,800	500	38%
Weeden Creek Road	West of CTH OK	5,000	4,300	-700	-14%
Weeden Creek Road	East of CTH OK	5,000	4,900	-100	-2%
Weeden Creek Road	West of South 12 <sup>th</sup> Street	4,100	3,800	-300	-7%
Weeden Creek Road	East of South 12 <sup>th</sup> Street	2,400	2,200	-200	-8%
South 12 <sup>th</sup> Street	South of Weeden Creek Road	4,000	4,400	400	10%
TOTALS (except for I-43)		32,800	33,890	1,090	3%

Source: Wisconsin Department of Transportation.

Not surprisingly, traffic volumes have continued to rise overall within the Town, increasing three percent from 2002 through 2011, and up 17 percent since 1996 (see Table 8.4, *20-Year Comprehensive Plan*, 2007). Although these volumes are not high enough to create any particular congestion issues, increased traffic has an impact on roadways in that the “wear and tear” shortens the time periods between maintenance activities and reconstructions.

### **Condition of the Town Road System**

Based on data in the Pavement Surface Evaluation and Rating (PASER) system as of 2015, of the 39.6 miles of town roads, only 2.4 miles (6 percent) were rated as “Poor” or worse. Contrast this with the neighboring Town of Lima, for instance, where 14.9 miles (40 percent) of town roadways were rated Poor or worse.

To ensure the condition of the majority of roads in Wilson remains above a Poor rating, the Town has a Town Maintenance Department, located on 4430 Meyer Court, which provides limited maintenance to the Town roads. The Town owns some equipment and contracts with private firms or the Sheboygan County Highway Department for major road maintenance and improvements.

## Road Safety

The intersection at CTH A and CTH EE / Weeden Creek Road was reconstructed as a roundabout in 2015. According to the Sheboygan County Highway Department's 2016 Annual Report, the reconstruction "improved safety at an intersection that was known for violent crashes." The top locations, however, for crashes within Wilson were on I-43 or at I-43 interchanges, which are not the direct responsibility of the Town.

Table 8.6a: Motor Vehicle Crashes, 2015 and 2016, Town of Wilson

Location	Crashes, 2015	Crashes, 2016
Interstate 43 / Frontage Road / CTH OK at or near CTH V	19	29
Interstate 43 at or near Wilson-Lima Road (overpass)	4	13
CTH A at CTH EE / Weeden Creek Road	3	5
Lakeshore Drive at Weeden Creek Road	2	3
South 12 <sup>th</sup> Street at Stahl Road / CTH KK	2	3

Source: Sheboygan County Sheriff's Department, for years cited.

## Funding for Town Roads

The Wisconsin Department of Transportation distributes General Transportation Aids under a highway aids formula; local aid is distributed either as a share of eligible highway-related expenditures incurred by the town or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available funding and the average costs reported by the town. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

Beginning in 2017, the Town of Wilson will also annually share in a portion (+/- \$67,000) of the newly adopted Sheboygan County sales tax revenue, which must be used for transportation projects.

Table 8.8: Roadway Maintenance and Construction Expenditures, 2011-2015, Town of Wilson

Year	Roadway Maintenance and Construction Expenditures	Percent Change from Prior Year	State Highway Aids	Percent Change from Prior Year
2011	\$462,000	32%	\$83,700	3%
2012	\$205,500	-56%	\$83,700	0%
2013	\$478,500	133%	\$95,700	14%
2014	\$328,900	-31%	\$163,300 <sup>1</sup>	71%
2015	\$417,973	27%	\$87,100	-47%
2016	not yet available		not yet available	

Source: Wisconsin Department of Revenue, *County and Municipal Revenues and Expenditures*, except for year 2015 (from filed WDOR Annual Municipal CT form) and 2016 (from unaudited accounting records that will be used to compile and file the 2106 Municipal CT form).

<sup>1</sup>Large increase over previous years due to a one-time state transportation grant for work on Frontage Road.

## **Recommendations for Transportation Issues**

**A. Continue to look for opportunities to implement the recommendations of the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035*. The Plan recommended the following improvements for the Town of Wilson area:**

Table 8.9: Short-Term Pedestrian/Bicycle Facilities Recommended for Town of Wilson

Facility	Location	Status
Sidewalk	12th St. from CTH EE to Camelot Blvd.	Unbuilt
Sidewalk	18th St. from CTH EE to Fox Hill Rd.	Unbuilt
Bicycle lane/Paved shoulder	CTH KK from Stahl Rd. to Sheboygan city limits	Unbuilt
Bicycle lane/Paved shoulder	CTH OK from Washington Ave. to Stahl Rd.	2017
Paved shoulder	CTH OK from I-43 to Stahl Rd.	2017
Bicycle lane	CTH V from CTH KK to Kohler-Andrae State Park	Unbuilt
Paved shoulder	CTH V from CTH KK to I-43	Unbuilt
Bicycle lane	Moenning Rd. from CTH EE to CTH KK	Unbuilt
Bicycle lane	Stahl Rd. from CTH OK to CTH KK	Unbuilt
Shared bike/pedestrian path	Weeden Creek Rd. from Taylor Dr. to Lakeshore Dr.	Unbuilt
Bicycle lane	West Evergreen Dr. from Lakeshore Dr. to Evergreen Dr.	Completed
Bicycle lane	Evergreen Dr. from CTH EE to Indian Mound Rd.	Completed
Bicycle lane	Indian Mound Rd. from CTH KK to Evergreen Rd.	Completed
Shared bike/pedestrian path	Utility Corridor (WP&L r/w) from 12th St. to Lakeshore Dr.	2018

Source: Town of Wilson and *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035*.

**“Areas of Concern”** identified in the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* included the following main thoroughfares as “unsafe for bicycling” in the Town of Wilson area:

- CTH A from Deer Trace Shopping Center to Weeden Creek Road
- Weeden Creek Road from CTH A to South 12th Street

**B. The Plan Commission shall consider developing minimum physical standards for private roads.**

**C. Keep the Town’s Pavement Surface Evaluation and Rating (PASER) database updated and submit this data to the Wisconsin Information System for Local Roads (WISLR). Using WISLR when reviewing the Town’s Capital Improvement Program—along with the Town’s yearly “road condition and traffic vs. cost” analysis at the Annual Town Meeting—will help direct funds toward the roads most in need of maintenance and/or reconstruction.**

Using locally supplied data, PASER stores a detailed inventory and description of all roads within a community, provides a surface condition survey of those roads, defines the goals and objectives of a community with respect to its road maintenance and repair, and establishes a long-term maintenance schedule to help prioritize road maintenance and repair needs.

PASER provides a community with a detailed, defensible document, which can assist elected and appointed officials in making informed decisions regarding road maintenance and repair.

In the past few years, the Wisconsin Department of Transportation (WisDOT) has integrated local PASER data into WISLR, which is an Internet-accessible system that helps local governments and WisDOT improve decision-making. WISLR combines local road data with interactive mapping functionality. The result is an innovative system that allows users to display their data in a tabular format, on a map, or both.

WISLR provides a system for local governments to report local road information (such as width, surface type, surface year, shoulder, curb, road category, functional classification, and pavement condition ratings) to WisDOT.

Local governments can use WISLR’s querying, analytical, and spreadsheet tools to organize and analyze data. They can also update and edit their data. This combination improves accuracy for both pavement condition rating submittals and road inventory assessment. Below is a WISLR screen shot for Moenning Road.

Attribute Name	Occurs	At Intersection	From Offset	To Offset	Section Length	Attribute Value
Surface	1 of 13	CTH KK (Termini)	0	1214	1214	Type: 65-Hot Mix Resurfacing (overlay) on Asphalt Pavement. Width: 24 ft. Year: 2002
Maintenance Treatment	0 of 0		0	0	0	
Left Shoulder	1 of 13	CTH KK (Termini)	0	1214	1214	Type: 2-Gravel. Width: 2 ft
Right Shoulder	1 of 13	CTH KK (Termini)	0	1214	1214	Type: 2-Gravel. Width: 2 ft
One Way	1 of 8	CTH KK (Termini)	0	1214	1214	One Way: No
Right-of-Way	1 of 8	CTH KK (Termini)	0	1214	1214	Indicator: E. Width: 50 ft
Median	0 of 0		0	0	0	
Left Curb	1 of 8	CTH KK (Termini)	0	1214	1214	Type: 0-None
Right Curb	1 of 8	CTH KK (Termini)	0	1214	1214	Type: 0-None
Parking	1 of 8	CTH KK (Termini)	0	1214	1214	Parking: 4-Rural
Traffic Lanes	1 of 8	CTH KK (Termini)	0	1214	1214	Traffic Lanes: 2 Lanes
Average Daily Traffic (ADT)	1 of 8	CTH KK (Termini)	0	1214	1214	Indicator: E. Count: 150. Year:
Pavement Rating	1 of 8	CTH KK (Termini)	0	1214	1214	System: Paser Asphalt Pavement (Hot Mix or Cold Mix Asphalt). Rating: 8. Year: 2015. WISLR Rating: G. Indicator: A. Surf Type: 65-Hot Mix Resurfacing (overlay) on Asphalt Pavement
	2 of 8	Moenning Rd	0	570	570	System: Paser Asphalt Pavement (Hot Mix or Cold Mix Asphalt). Rating: 8. Year: 2015. WISLR Rating: VG. Indicator: A. Surf Type: 65-Hot Mix Resurfacing (overlay) on Asphalt Pavement
	3 of 8	Moenning Rd	959	1140	181	System: Paser Asphalt Pavement (Hot Mix or Cold Mix Asphalt). Rating: 8. Year: 2015. WISLR Rating: VG. Indicator: A. Surf Type: 65-Hot Mix Resurfacing (overlay) on Asphalt Pavement
	4 of 8	Moenning Rd	1321	1548	227	System: Paser Asphalt Pavement (Hot Mix or Cold Mix Asphalt). Rating: 8. Year: 2015. WISLR Rating: VG. Indicator: A. Surf Type: 65-Hot Mix Resurfacing (overlay) on Asphalt Pavement
	5 of 8	Creekview Ct	190	748	558	System: Paser Asphalt Pavement (Hot Mix or Cold Mix Asphalt). Rating: 8. Year: 2015. WISLR Rating: VG. Indicator: A. Surf Type: 65-Hot Mix Resurfacing (overlay) on Asphalt Pavement
	6 of 8	Creekview Ct	1101	1531	430	System: Paser Asphalt Pavement (Hot Mix or Cold Mix Asphalt). Rating: 8. Year: 2015. WISLR Rating: VG. Indicator: A. Surf Type: 65-Hot Mix Resurfacing (overlay) on Asphalt Pavement

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## **INTERGOVERNMENTAL COOPERATION ISSUES**

Work cooperatively with surrounding municipalities to address significant current and future issues.

### **Why are Intergovernmental Cooperation Issues a Priority?**

Intergovernmental cooperation will probably always be a priority for the Town of Wilson. The town is bordered on the north by the City of Sheboygan and the Village of Kohler, and on the south by the Village of Oostburg. It is bisected by a federal interstate highway and traversed by approximately 20 miles of county highways. Over 5,000 acres of land within the Town are subject to Sheboygan County's shoreland zoning jurisdiction, and a 1,000 acre state park lies along the Town's eastern border. Policies and changes involving any of these entities can have a significant impact on Wilson's government, residents, and businesses.

### **Data and Maps Related to Intergovernmental Cooperation Issues**

#### **Partnerships**

Since 2007, the Town has continued to cultivate working relationships with its neighboring communities and Sheboygan County. Regional planning efforts, such as the Sheboygan Metropolitan Planning Organization (MPO), the Sheboygan Sewer Service Area, and the Sheboygan County Non-Motorized Transportation Pilot Project have helped facilitate joint planning activities for the benefit of all area residents.

Specific intergovernmental projects worked on since 2007 include the creation of the City/Town dog park; installation of a weather warning siren near Deer Trace shopping center; development of a multi-use trail in the Alliant utility corridor along Fisherman's Creek; establishment of a Tourism Commission that includes the City and Town of Sheboygan along with the Town of Wilson; the extension of public water by the City of Sheboygan along a part of the CTH OK corridor.

#### **Extraterritorial Jurisdiction**

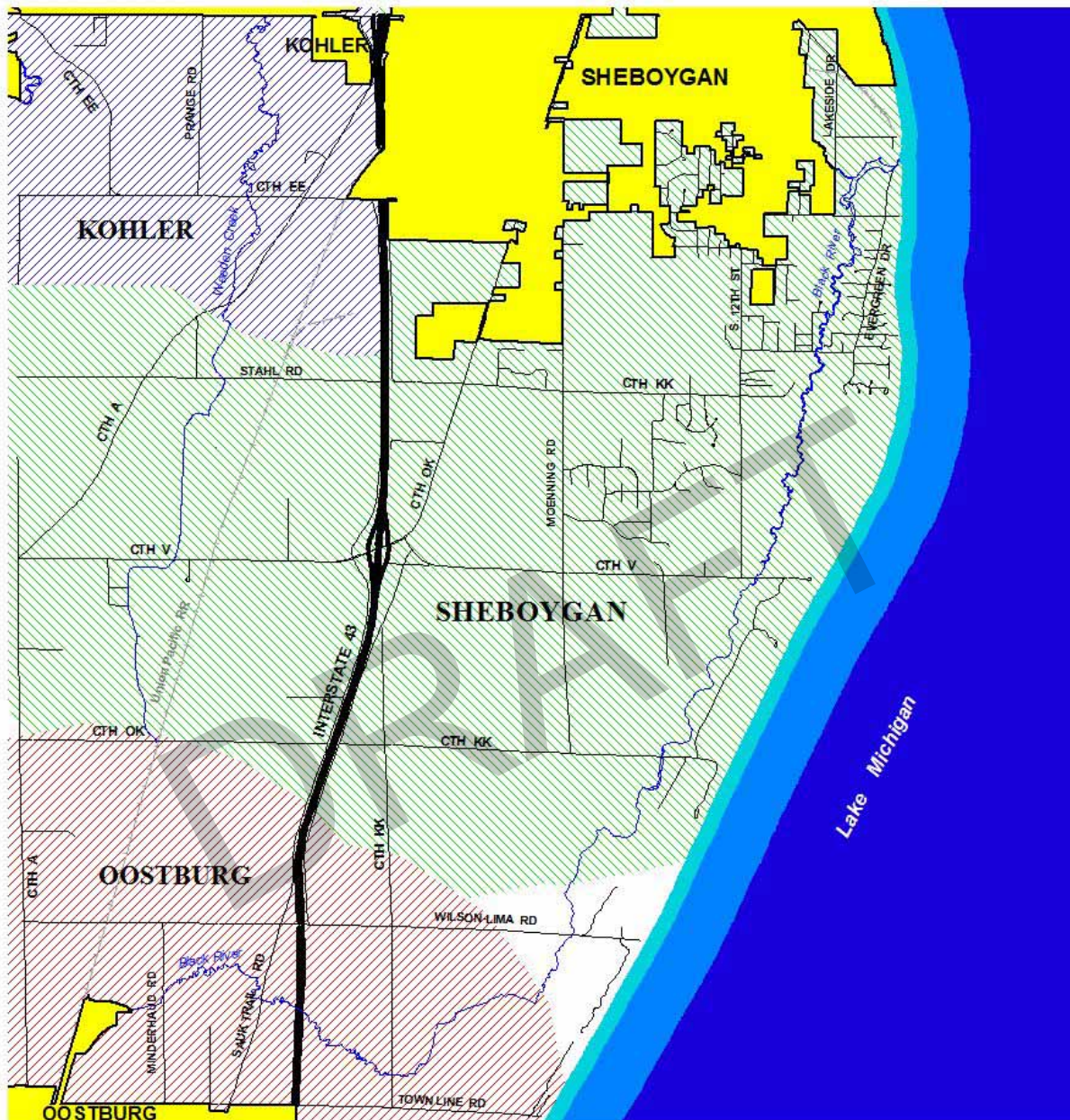
There are commonly two types of extraterritorial jurisdiction: 1) extraterritorial platting jurisdiction, and 2) extraterritorial zoning jurisdiction. Currently, only extraterritorial platting jurisdiction impacts the Town of Wilson. All land divisions via certified survey map (CSM) or subdivision plat within the Town that are inside the extraterritorial jurisdiction must be submitted to the appropriate city or village, which can reject a proposed plat or CSM if it:

- conflicts with state statutes or a city/village ordinance (including lot size requirements in a land division ordinance),
- fails to meet "quality of development" standards (e.g., unsuitable land due to stormwater runoff, impact on the flow of groundwater, erosion, loss of wildlife habitat), or
- fails to comply with the city/village master (comprehensive) plan.

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Map 10.1: Extraterritorial Platting Jurisdiction Boundaries

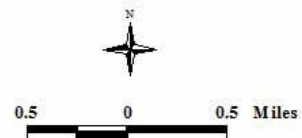


Map courtesy of Sheboygan County and UW-Extension

#### EXTRATERRITORIAL PLATTING JURISDICTION

-  Village of Kohler (1.5 miles)
-  Village of Oostburg (1.5 miles)
-  City of Sheboygan (3 miles)

 City or Village Limits



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## **Recommendations for Intergovernmental Cooperation Issues**

### **A. Continue current intergovernmental agreements and partnerships, and look for ways to leverage existing relationships to build new opportunities to cooperate.**

The following is a partial listing of areas where the Town of Wilson is either already cooperating with other entities or might consider future cooperative efforts:

EXISTING COOPERATION
Road paving
Snowplowing
Emergency response – mutual aid
Law enforcement (Sheriff's Department)
Fleetwatch
Stormwater management education and outreach; ordinance administration
Transportation planning (Sheboygan MPO)
Dog Park
Pedestrian / bicycle infrastructure
Neighborhood park enhancements (County Stewardship Funds)
Wastewater treatment
Weather warning siren(s)
County Local Heads of Government meetings
Wisconsin Towns Association local quarterly meetings
Rural address system
Hazardous waste and medication collection
Sheboygan County Economic Development Corporation
Tourism (room tax zone includes Wilson, City of Sheboygan, Town of Sheboygan)
POTENTIAL FUTURE COOPERATION
Protecting corridors of green space / natural areas
Development of lands on city, village, and town borders
Annexations / attachments
Stormwater management planning and infrastructure (e.g., stormwater utility)
Invasive plant species removal and control
Municipal court

### **B. Explore extraterritorial zoning jurisdiction with the City of Sheboygan.**

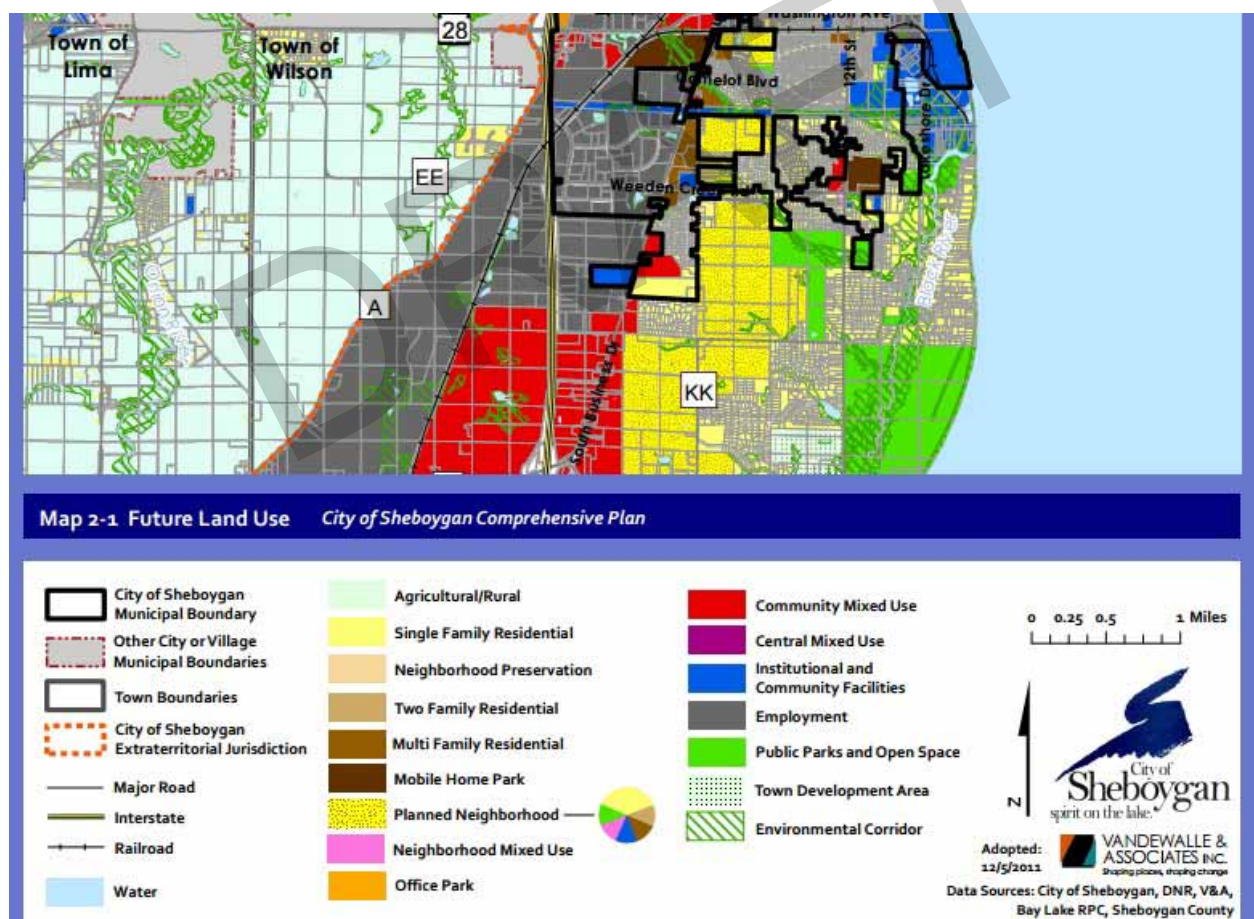
Cities like Sheboygan are allowed by statute up to a 3-mile extent of zoning control outside their corporate boundaries if the proper cooperative steps with the adjoining town are followed, including the formation of a joint city/town zoning board. This allows a city and town to jointly exercise land use control over new development that otherwise might be incompatible with existing development. When a city knows it has some control over the types and quality of land use on its borders through zoning, annexation is no longer the only tool to exercise control and thus becomes less of an imperative.

Approximately 20 cities and villages throughout Wisconsin have worked successfully with adjacent towns to create extraterritorial zoning maps and ordinances. Some of the benefits include the following:

- Provides for smoother transitions between rural and urban land uses
- Reduces conflicting land uses, which lessens citizen complaints and protects property values
- Promotes intergovernmental cooperation and communication
- Makes planning for roads, utilities, recreation facilities, etc. easier
- Coordinates mutual protection of sensitive areas and valued natural resources

**C. As much as it is possible, coordinate the Town of Wilson's future land use map with the future land use maps of the City of Sheboygan, Village of Kohler, and Village of Oostburg.**

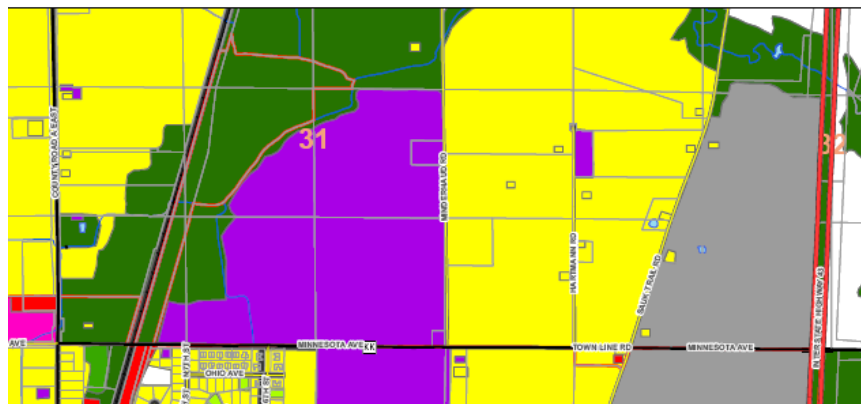
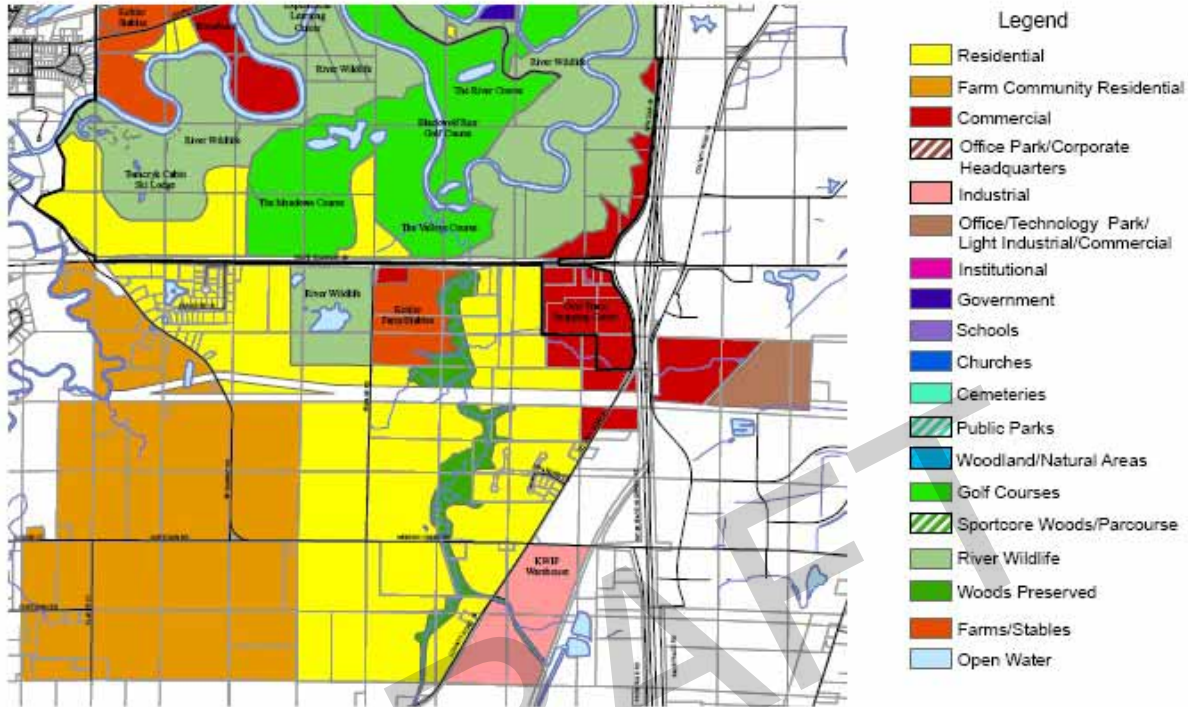
Below are the most recent versions of Sheboygan's, Kohler's, and Oostburg's future land use maps where they overlap into the Town of Wilson.



# Village of Kohler



# Future Land Use Plan



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## **UTILITIES AND COMMUNITY FACILITIES ISSUES**

Continue to strive to provide up to date public safety services, while periodically assessing the need for additional public safety services to be located in certain parts of the town as development occurs in those areas.

### **Why are Utilities and Community Facilities Issues a Priority?**

Utilities and community facilities are important components to promoting a healthy, safe place for individuals to live, work, and recreate. In Wilson, the quality and effectiveness of emergency services, and efficient options for trash disposal are two specific areas that have received substantial attention in the recent past.

### **Data and Maps Related to Utilities and Community Facilities Issues**

#### **Solid Waste Disposal and Recycling Facilities**

The cost of running the drop-off facility has been approximately \$60,000 a year, which has become an unsustainable expense for the Town. Consequently, a referendum was held on April 4, 2017 seeking local voters' approval for one of the following three options:

- (a) continue operating the Town drop-off site at an estimated cost per household of \$50 per year
- (b) perform mandatory curbside pickup and close the drop-off site at an estimated cost per household of \$180 per year
- (c) perform mandatory curbside pickup while keeping the drop-off site open once per week for yard waste only at an estimated cost per household of \$200 per year

The referendum passed by a vote of 630 to 185. A survey of Town residents will determine which of the three options is chosen by the Town.

#### **Fire Station/Protection**

Fire protection for the northern portion of the Town has historically been provided in the past under a contract with the Black River Fire Department, a private corporation, located at 5536 Evergreen Drive. The town owns the fire house, fire engines, and other equipment.

In October of 2016 the Town Board passed an ordinance and a set of bylaws establishing a municipal fire department to replace the Black River Fire Department as of January 1, 2017. The decision to move toward a municipal department came after the Town Board formed an Ad Hoc Committee in early 2016 to look into fire service in the Town. The committee, which included members of the Town Board, Black River Fire Department, and citizens, unanimously recommended the Town move to a municipal fire department.

Under the new structure, the Town Board is the primary governing body over the new municipal fire department, but an advisory committee consisting of fire officials and Town commissioners has been formed to provide recommendations to the Town Board on matters related to the municipal fire department.

The Town partners with the Village of Oostburg Fire Department, located at 1130 Superior Avenue in the Village of Oostburg, to provide protection for the southern portion of the Town. The Wilson and Oostburg fire departments have each signed mutual aid agreements with other nearby departments.

### **Insurance Service Office (ISO) - Public Protection Classification (PPC)**

ISO collects information on municipal fire-protection efforts in communities throughout the United States. In each of those communities, ISO analyzes the relevant data using their Fire Suppression Rating Schedule (FSRS) and assigns a Public Protection Classification (PPC)—a number from 1 to 10. Class 1 represents the best protection, and Class 10 indicates that the area's fire protection does not meet ISO's minimum criteria.

A community's PPC depends on the analysis of several components of fire protection including: fire alarm and communication systems, including telephone systems, telephone lines, staffing, and dispatching systems; the fire department, including equipment, staffing, training, and geographic distribution of fire companies; the water supply system, including the condition and maintenance of hydrants, and a careful evaluation of the amount of available water compared with the amount needed to suppress fires.

The PPC classification for the Town of Wilson is at level of 5, down from the 4 it had when the 2007 Comprehensive Plan was adopted. This rating is reflective of the volunteer status of the fire department and response times based on location of the station.

### **Sanitary Sewer System Planning**

Since the adoption of the *20-Year Comprehensive Plan* in 2007, the Town contracted with a consultant to complete an update to the Town's sewer plan. Titled the *Town of Wilson Overall Sewer Plan 2008 Update*, this study used residential density projections made by the Town of Wilson Lang Range Plan Ad Hoc Committee for lands not yet developed.

In 2011, Bay-Lake Regional Planning Commission completed the 2030 *Sheboygan Urbanized Area Sewer Service Plan*, which forecasts future needs for sewer service and establishes the extent of the sewer service area to the year 2030; identifies environmentally sensitive areas for protection from development to improve the quality of surface and ground waters; and provides a basis for local officials to direct sustainable community growth by encouraging infill within the sewered planning area. Permits for wastewater treatment facilities, facility plans, interceptors, and sewer extensions must be in conformance with this *Sewer Service Plan*.

Much of the data, trends, and projections developed in the *Sewer Service Plan* may be used for detailed community plans like the one the Town has hired a consultant to complete in 2017.

Town of Wilson



Comprehensive Plan Addendum



Note: Sanitary sewer cannot be extended beyond the Sheboygan Sewer Service Area boundary unless there is an amendment, which must follow WDNR administrative rules.

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## **Recommendations for Utilities and Community Facilities Issues**

**A. Consider putting the Town’s infrastructure maps into a digital format and combining them with zoning, wetland/floodplain, planimetric, topographic, aerial photo, and parcel layers from Sheboygan County to create a local geographic information system (GIS) to help manage Town infrastructure.**

Numerous communities use such systems to more efficiently manage their infrastructure. Users of the system save time looking up information and creating maps. Decision making is enhanced by having access to multiple layers of information for a given site. When included on a mobile field device like an iPad, public works staff, the building inspector, and others have a tool that provides far more information in a more accessible format than paper maps.

**B. The Town should explore meeting the new requirements to collect development impact fees.** Many cities, villages, and some urban towns collect impact fees from industrial, commercial, and residential developers to offset costs for streets, traffic control devices, street lighting, street trees, stormwater management facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, libraries, and necessary alterations of any existing utilities which, by virtue of the platting or certified survey may, fall within the public right-of-way.

Many communities opt to hire a planning consultant to conduct the needs assessment and draft the impact fee ordinance. The ordinance usually includes a purpose section, definitions, fee schedule, exemptions, and procedures for appeal, refunds or amendments.

In the past 10 years Wisconsin’s impact fee law has been revised, instituting a more comprehensive process to collect such fees. Currently, prior to imposing an impact fee, a municipality must inventory its public facilities and conduct a detailed needs assessment to determine the portion of facility costs necessitated by new development. Fees charged to a developer cannot exceed a rational, proportional amount for new or expanded improvements attributable to the development. Impact fees may not be used for operational or maintenance expenses, or pay for inadequacies in the current municipal infrastructure. See Wisconsin State Statute 66.0617 and/or the following fact sheets: “Subdivision Infrastructure Financing in Wisconsin – Exactions” by Brian Ohm; “Planning Implementation Tools – Impact Fees” online at [www.uwsp.edu/cnr-ap/clue/Documents/PlanImplementation/Impact\\_Fees.pdf](http://www.uwsp.edu/cnr-ap/clue/Documents/PlanImplementation/Impact_Fees.pdf)

**C. The Town should continue efforts to keep its Sanitary Sewer Study up-to-date and strive to adhere to the objectives therein.** The Town has hired a consultant to complete the update to the most recent Study, which was completed in 2008. A final product is expected by late fall, 2017. **The Town’s Sanitary Commission should review the updated Sanitary Sewer Study, identify major system deficiencies, and prepare a 10-year capital plan to address these deficiencies.**

**D. Drainage problems often occur in new developments on former farmland where agricultural drain tiles have been disturbed. For this reason, the Town should consider adding a requirement to its Subdivision Ordinance that agricultural drain tiles must be left undisturbed as much as possible or rerouted in an acceptable manner.**

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Following the adoption of the *20-Year Comprehensive Plan* in 2007, the Town of Wilson Long Range Plan Ad Hoc Committee was successful in coordinating the implementation of several activities identified in the Plan's Implementation Schedule (see pages 3-5 of this *Addendum*). It is anticipated that a similar committee will be used to implement the recommended activities within this document.

An effective strategy involves categorizing recommended activities by the time period in which they would best be addressed—for example, “Immediate” (within the next 2 years); “Mid-Term” (2-5 years out); and “Long-Term” (5-10 years out). There may also be certain activities that merit categorization as “Continuous” or “As Needed” due to the nature of the activity. The next step would focus on identifying the lead entity and cooperators for a given activity. Finally, tangible steps would be identified that will lead to the accomplishment of the activity.

Concurrent with any formal implementation process, the Town should strive to demonstrate a three-pronged strategy for a sustainable community that values social, environmental, and economic priorities equally. This can serve as a model for businesses and residents to emulate.

### **Future Updating**

Anytime a significant amendment is made to a community's adopted comprehensive plan, such an amendment may be considered an “update” that begins the 10-year count anew. Nevertheless, at some point, due to substantial changes inside and/or outside a community, it becomes advisable to do a comprehensive update.

Although an addendum was an appropriate choice for updating the *20-Year Comprehensive Plan* in 2017, it is likely that a new comprehensive plan will be warranted by 2027.

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## **APPENDIX N**

### **Public Participation Plan for 2017 Addendum**

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RESOLUTION No. 1 of 2017

ESTABLISHING PUBLIC PARTICIPATION PROCEDURES  
FOR 10-YEAR UPDATE TO COMPREHENSIVE PLAN

WHEREAS, the Town of Wilson has decided to prepare the 10-year update to its comprehensive (master) plan under the authority of and procedures established by S62.23(3) and S66.1001(4), Wisconsin Statutes; and

WHEREAS, S66.1001(4)(a), Wisconsin Statutes, requires that the governing body of the local governmental unit adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation, and that such written procedures shall also provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

WHEREAS, the Town of Wilson believes that regular, meaningful public involvement in the comprehensive plan process is important to assure that the resulting plan meets the wishes and expectations of the public.; and

WHEREAS, the "Public Participation Plan (2016-17)" developed by the Town of Wilson and the University of Wisconsin-Extension Sheboygan County includes written procedures to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

NOW, THEREFORE, BE IT RESOLVED that the Board of Supervisors of the Town of Wilson hereby adopts the written procedures included in the "Public Participation Plan (2016-17)" developed with the University of Wisconsin-Extension Sheboygan County as its public participation procedures meeting the requirements of S66.1001(4)(a), Wisconsin Statutes.

Resolution Adopted: 1-3-2017

  
John Ehmann, Chairperson

ATTEST:

  
Georgene Lubach, Clerk

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# PUBLIC PARTICIPATION PLAN (2016-17)

For

*20-Year Comprehensive Plan 2017 Addendum (10-Year Update)*

**Town of Wilson, Sheboygan County**

Wisconsin's Comprehensive Planning law requires public participation during the preparation of community comprehensive plans and subsequent amendments.

## **Wisconsin Statutes, Section 66.1001(4)(a)**

“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or **amended** elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

The Town of Wilson's Plan Commission, Parks & Forestry Commission and additional Town residents as appointed by the Town Board are an ad hoc committee authorized by the Town Board to work with UW-Extension Sheboygan County in developing the required 10-year update to the Town's Comprehensive Plan (2007). Per 66.1001(4)(b), the Plan Commission has the responsibility for recommending the draft *20-Year Comprehensive Plan 2017 Addendum* to the Town Board for approval. The Town Board has the authority to adopt an addendum to the Comprehensive Plan.

The following outlines the public participation opportunities the Town of Wilson will strive to provide during the update process.

## **Revision Procedures**

- **Plan Commission Meetings:** The Plan Commission, joined by interested members of the Park & Forestry Commission, will meet several times during the project to create, review, and discuss revisions and updates.
- **Public Notice:** Meeting times and agendas shall be noticed in accordance with Town procedures and State law. All committee meetings shall be open to the public, and attendees will be encouraged to share their ideas, opinions, and concerns.
- **Website & Newsletter:** The Town's website and newsletter may be used to update residents on the progress of the *2017 Addendum* and/or to solicit input.
- **Public Information Meeting:** The Town may decide to hold a meeting to inform residents about proposed updates and to solicit feedback. All written comments, as well as key verbal input, will be consolidated into a summary and made available to the Plan Commission, Park & Forestry Commission, and Town Board.

## **Adoption Procedures**

- **Draft Plan Distribution:** An electronic copy of the draft *2017 Addendum* shall be sent to the entities required by 66.1001(4)(e)(f), providing 30 days for written comments. In addition, a copy of the draft *2017 Addendum* shall be available at the Town Office.
- **Plan Commission:** The Plan Commission shall recommend the draft *2017 Addendum* to the Town Board by adopting a resolution by a majority vote of the entire commission (66.1001(4)(b), Wis. Stats.)
- **Town Board:** The Town Board, by majority vote, shall enact the ordinance adopting the recommended *2017 Addendum* (66.1001(4)(c), Wis. Stats.)
  - Before Town Board adoption, a public hearing shall be held to offer citizens an opportunity to formally comment on the draft *2017 Addendum*. This hearing must be preceded by a Class 1 meeting notice under ch. 985.
  - At least 30 days prior to the public hearing, the Town of Wilson shall provide written notice to all of the following:
    - An operator who has obtained, or made application for, a permit that is described under s. 295.12(3)(d).
    - A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.
    - Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the Town of Wilson provide the property owner or leaseholder notice of hearing.
    - Any person who has submitted a request to receive notice of any proposed ordinance that affects the allowable use of property owned by the person.
  - Any comments by the above-mentioned governing bodies, or public, shall be read into the minutes during the public hearing, evaluated, and incorporated as necessary by the Town Board into the adopted *Comprehensive Plan 2017 Addendum*. A summary of comments and subsequent action will be provided upon request.

***Other public participation activities may be added as deemed necessary by the Plan Commission with approval of the Town Board.***

## **Contact information:**

**APPENDIX O**

**WDNR Inventory  
of  
High Capacity Wells  
in  
Town of Wilson**

Data Source

Water Withdrawal and High Capacity Well Viewer  
[http://dnrmaps.wi.gov/H5/?viewer=Water\\_Use\\_Viewer](http://dnrmaps.wi.gov/H5/?viewer=Water_Use_Viewer)

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High Capacity Well #	Owner	Well Name	Approved Date	Normal pumpage / gallons per day	Maximum Pumpage / gpd	Well Depth / feet
62415	ALDRICH CHEMICAL COMPANY	PLANT WELL	7/2/1987	33,000	33,000	?
62416	ALDRICH CHEMICAL COMPANY	POTABLE WELL	7/2/1987	63,000	63,000	452
639	CAAN FLORAL COMPANY		5/1/1991	3,100	86,000	200
72424	CAAN FLORAL COMPANY	GREENHOUSE	5/2/1991	2,700	26,000	?
69262	SHEBOYGAN TOWN & COUNTRY CORP	NORTH WELL #1 (Riverdale)	11/28/2007	1,400	144,000	?
69263	SHEBOYGAN TOWN & COUNTRY CORP	SOUTH WELL #2 (golf course irrigation)	11/28/2007	26,300	720,000	500
3425	SHREEDHAR HOTELS LLC	RESIDENTIAL WELL	4/11/2002	0	60,000	260
3426	SHREEDHAR HOTELS LLC	HOTEL WELL	4/11/2002	1,400	60,000	258
67957	TMR FURS LLC	WELL #2	12/16/2005	2,400	96,000	?
68390	TMR FURS LLC	WELL #1	9/7/2006	0	60,000	?
68391	TMR FURS LLC	WELL #3	9/7/2006	4,900	120,000	358
67941	WILSON MUTUAL INSURANCE	SOUTH WELL GO596	12/8/2005	0	5,000	295
67942	WILSON MUTUAL INSURANCE	NORTH WELL	12/8/2005	1,200	5,000	440
2771	WisDNR	NEW HEADQUARTERS BLDG.	9/16/1999	700	2,000	182
3077	WisDNR	DUMP STATION, REPLACES 86410	4/5/2001	5,600	10,000	200
67607	WisDNR	NORTH BEACH	4/7/2005	5,600	5,600	220
86403	WisDNR	SERVICE BLDG & MGR'S	3/12/1971	800	15,000	227
86404	WisDNR	NATURE CENTER	3/12/1971	2,800	5,000	241
86405	WisDNR	BATH HOUSE	3/12/1971	4,200	40,000	241
86409	WisDNR	CAMPING AREA	3/12/1971	16,800	32,000	274
86411	WisDNR	WINTER CAMPING	1/26/1984	300	1,000	150
69784	ZIMBAL FARMS	RANCH WELL 2 - WEST	8/4/2008	34,000	288,000	500
69785	ZIMBAL FARMS	SHOP WELL 5 INCH	8/4/2008	100	14,000	?
71655	ZIMBAL FARMS	006 REPLACEMENT FOR #1	7/14/2011	300	86,400	422
3931	ZIMBAL MINKERY	EAST PUMPHOUSE	4/15/2003	47,000	300,000	420
3933	ZIMBAL MINKERY	SOUTH POLE BARN	4/15/2003	200	25,000	185
3934	ZIMBAL MINKERY	NORTH BY HOUSE	4/15/2002	300	25,000	188
68201	ZIMBAL MINKERY	FEED BUILDING	5/11/2006	59,000	300,000	420

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## **APPENDIX P**

### **Summary of Results for 2013 Well Water Testing**

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**Summary**  
UWEX Private Well Project

**Town of Wilson**  
Sheboygan County

11/18/2013  
12:12 PM

Total Number Samples: 127

Sample Dates: 10/20/2013 to 10/21/2013

Reason for Test		Last Test (yr)		Problems		Treatment Sys		Depth (ft) Well		Casing	Water	Well Diam (in)	
Curious	89 %	Never	11 %	Color	19 %	Softener	88 %	... 25	0 %	0 %	4 %	... 3	<1 %
Problems	5 %	< 1	2 %	Taste	22 %	R/O	6 %	26-50	0 %	0 %	5 %	4 - 9	46 %
Regular	3 %	1 - 2	6 %	Odor	31 %	Carb Filt	17 %	51-100	2 %	0 %	2 %	10 - 18	2 %
Required	2 %	2 - 5	14 %	Corr	4 %	Neutral	0 %	101-150	2 %	22 %	<1 %	18 +	0 %
Bac Retest	<1 %	5 - 10	20 %	Health	0 %	Part Filt	12 %	151-200	22 %	7 %	0 %		
Disinfect	2 %	10 +	27 %	Other	8 %	Iron Filt	14 %	201 ...	16 %	<1 %	<1 %		
Infant...	0 %	Unk	18 %	None	35 %	Other	3 %						
Other	6 %												

pH			Conductivity (umhos/cm)			Alkalinity (mg/L CaCO3)		
... 5.00	0	0 %	... 100	1	<1 %	... 50	1	<1 %
5.01 - 6.00	0	0 %	101 - 250	2	2 %	51 - 100	5	4 %
6.01 - 7.00	0	0 %	251 - 500	112	88 %	101 - 200	91	72 %
7.01 - 8.00	1	<1 %	501 - 750	11	9 %	201 - 300	29	23 %
8.01 - 9.00	126	99 %	751 - 1000	0	0 %	301 - 400	0	0 %
9.01 ...	0	0 %	1001 ...	1	<1 %	401 ...	1	<1 %
Avg: 8.26	for	127 Samples	Avg: 433	for	127 Samples	Avg: 171	for	127 Samples

Total Hardness (mg/L CaCO3)			Nitrate (mg/L as N)			Chloride (mg/L)		
... 50	19	15 %	None Detected	127	100 %	None Detected	1	<1 %
51 - 100	6	5 %	... 2.0	0	0 %	... 10	115	91 %
101 - 200	87	69 %	2.1 - 5.0	0	0 %	11 - 50	10	8 %
201 - 300	13	10 %	5.1 - 10.0	0	0 %	51 - 100	0	0 %
301 - 400	2	2 %	10.1 - 20.0	0	0 %	101 - 200	1	<1 %
401 ...	0	0 %	20.1 ...	0	0 %	201 ...	0	0 %
Avg: 155	for	127 Samples	Avg: <0.1	for	127 Samples	Avg: 7	for	127 Samples

Saturation Index			Coliform Bacteria			Atrazine Screen* (ppb)		
... -3.0	1	<1 %	Bact Samples	127		None Detected	31	100 %
-2.9 - -2.0	0	0 %	Pos Bacteria	14	11 %	... 0.3	0	0 %
-1.9 - -1.0	9	7 %				0.4 - 1.0	0	0 %
-0.9 - 0.0	10	8 %	E. coli Bacteria			1.1 - 2.0	0	0 %
0.1 - 1.0	106	83 %	E. coli Samples	14		2.1 - 3.0	0	0 %
1.1 ...	1	<1 %	Pos E. coli	0	0 %	3.1 ...	0	0 %
Avg: 0.2	for	127 Samples				Avg: <0.1	for	31 Samples

\*Triazine screen before June 2008, then  
Diaminochlorotriazine (DACT).

**Summary**  
UWEX Private Well Project

**Town of Wilson**  
Sheboygan County

11/18/2013  
12:12 PM

Total Number Samples: 127

Sample Dates: 10/20/2013 to 10/21/2013

Arsenic (mg/L)		
None Detected	19	24 %
... 0.010 <i>health standard</i>	57	71 %
0.011 - 0.050	4	5 %
0.051 - 0.100	0	0 %
0.101 - 0.150	0	0 %
0.151 ...	0	0 %
Avg: 0.005	for	80 Samples

Calcium (mg/L)		
None Detected	15	19 %
... 25	26	32 %
26 - 50	39	49 %
51 - 75	0	0 %
76 - 100	0	0 %
101 ...	0	0 %
Avg: 19.3	for	80 Samples

Copper (mg/L)		
None Detected	11	14 %
... 0.130	62	78 %
0.131 - 0.500	6	8 %
0.501 - 0.900	0	0 %
0.901 - 1.300	1	1 %
1.301 ...	0	0 %
Avg: 0.051	for	80 Samples

Iron (mg/L)		
None Detected	0	0 %
... 0.300	62	78 %
0.301 - 1.000	16	20 %
1.001 - 2.000	2	2 %
2.001 - 5.000	0	0 %
5.001 ...	0	0 %
Avg: 0.211	for	80 Samples

Potassium (mg/L)		
None Detected	3	4 %
... 20	77	96 %
21 - 40	0	0 %
41 - 60	0	0 %
61 - 80	0	0 %
81 ...	0	0 %
Avg: 1.6	for	80 Samples

Magnesium (mg/L)		
None Detected	14	18 %
... 20	47	59 %
21 - 40	19	24 %
41 - 60	0	0 %
61 - 80	0	0 %
81 ...	0	0 %
Avg: 11.2	for	80 Samples

Manganese (mg/L)		
None Detected	19	24 %
... 0.050	60	75 %
0.051 - 0.300 <i>health</i>	1	1 %
0.301 - 0.500	0	0 %
0.501 - 1.000	0	0 %
1.001 ...	0	0 %
Avg: 0.009	for	80 Samples

Sodium (mg/L)		
None Detected	0	0 %
... 25	10	12 %
26 - 50	30	38 %
51 - 75	1	1 %
76 - 100	6	8 %
101 ...	33	41 %
Avg: 71.7	for	80 Samples

Lead (mg/L)		
None Detected	67	84 %
... 0.015 <i>health</i>	13	16 %
0.016 - 0.025	0	0 %
0.026 - 0.050	0	0 %
0.051 - 0.100	0	0 %
0.101 ...	0	0 %
Avg: <0.002	for	80 Samples

Sulfate (mg/L)		
None Detected	0	0 %
... 25	9	11 %
26 - 50	16	20 %
51 - 75	24	30 %
76 - 100	16	20 %
101 ...	15	19 %
Avg: 70.4	for	80 Samples

Zinc (mg/L)		
None Detected	6	8 %
... 0.100	59	74 %
0.101 - 0.500	13	16 %
0.501 - 1.000	2	2 %
1.001 - 5.000	0	0 %
5.001 ...	0	0 %
Avg: 0.073	for	80 Samples