

Town of Wilson

Sheboygan County, Wisconsin

20-Year Comprehensive Plan



Prepared by the Bay-Lake Regional Planning Commission
June 2007



Town of Wilson Sheboygan County, Wisconsin

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Town of Wilson 20-Year Vision Statement

“Wilson’s visionary government and community leaders have planned ahead to ensure the town is well-prepared to meet the growing needs of its residents and businesses while preserving and enhancing the natural qualities of the land through implementation of this comprehensive plan.”

TOWN OF WILSON
20-YEAR COMPREHENSIVE PLAN
ADOPTED: JUNE 20, 2007

Prepared by:

Bay-Lake Regional Planning Commission
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The preparation of this document was financed through contract # 05-01008 between the Town of Wilson and the Bay-Lake Regional Planning Commission. A portion of the transportation element of this plan was underwritten by the Commission's Sheboygan Metropolitan Planning Organization (MPO) program which is funded by the Federal Highway Administration, Federal Transit Administration, Wisconsin Department of Transportation, and Sheboygan Transit Utility; and a part of the economic development element was underwritten by the Commission's Economic Development Program which is funded by the Economic Development Administration.

**TOWN OF WILSON
ORDINANCE NO. 01-07**

An Ordinance to Adopt a Comprehensive Plan Pursuant to Wisconsin Statute Section 66.1001 (Smart Growth)

WHEREAS, on April 5, 2005 the Town of Wilson Board approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Wilson under the guidelines of Wisconsin Statute 66.1001; and

WHEREAS, the project included a public participation plan during every stage of the process in preparation of a Comprehensive Plan for the Town of Wilson which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

WHEREAS, on May 14, 2007 the Town of Wilson Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Town of Wilson Plan Commission held a public hearing on January 22, 2007, which was preceded by a Class 1 Notice provided as described in Wisconsin Statute Chapter 985 that was published at least 30 days before the hearing was held, and the notice included all the following information:

1. The date, time and location of the hearing;
 2. A summary of the proposed Comprehensive Plan;
 3. The name of the individual employed by the Town of Wilson who may provide additional information regarding the proposed ordinance;
 4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained;
- and,

WHEREAS, the Town Board of the Town of Wilson having carefully reviewed the recommendation of the Town Plan Commission; having determined that all procedural requirements and notice have been satisfied; having given the matter due consideration including consideration of the plan elements relating to issues and opportunities; natural, agricultural and cultural resources; population and housing; economic development; transportation; utilities and community facilities; intergovernmental cooperation; land use; and implementation; and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Wilson which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy during the next 20 years.

NOW, THEREFORE, the Town Board of the Town of Wilson, Sheboygan County, Wisconsin **DOES ORDAIN AS FOLLOWS:**

Section 1. The Comprehensive Plan recommended by the Town of Wilson Plan Commission to the Town of Wilson Board, attached hereto as Exhibit A, is hereby adopted.

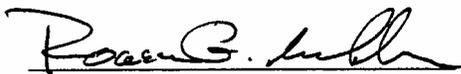
Section 2. The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Wilson with all the following entities:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Wilson;
2. The Clerk of every local government unit that is adjacent to the Town of Wilson;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission; and
6. The public library that serves the area in which the Town of Wilson is located.

Section 3. Severability. Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

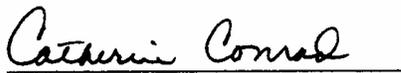
Section 4. Effective Date. This ordinance will take effect immediately upon passage and publication as provided by law.

Adopted this 20th day of June 2007 by a majority vote of the members of the Town Board of the Town of Wilson. ◊



Roger G. Miller, Town Chairman

Attest:



Catherine Conrad, Town Clerk

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Volume I

Town Plan

Chapter 1

Issues and Opportunities

Chapter 2

Future Land Use Plan

Chapter 3

Implementation

Chapter 4

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CHAPTER 1
ISSUES AND OPPORTUNITIES

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Chapter 1 - ISSUES AND OPPORTUNITIES

PURPOSE OF THE COMPREHENSIVE PLAN

The *Town of Wilson 20-Year Comprehensive Plan* was adopted as an ordinance on June 20, 2007 by the Wilson Town Board. This Comprehensive Plan meets the requirements of Wisconsin's comprehensive planning law (1999 Wisconsin Act 9) and was adopted under the authority granted by Sections 66.23 and 66.1001 ("Smart Growth") of the Wisconsin Statutes. The drafting of the Comprehensive Plan was overseen by the Town of Wilson's Plan Commission with assistance from advisory committee members. Several sub-committees met during the planning process to review and comment on many topics addressed in the Comprehensive Plan. Public input received during the 18-month planning was instrumental in the development of the plan. The intent of this Comprehensive Plan is to be used as a guide by town officials when making land use decisions over the next 20 years.

The cornerstone of this plan is the future land use map, referred to in this document as the General Plan Design (GPD) as shown in Map 2.1. The GPD is ultimately the goal to be achieved through the implementation of this Comprehensive Plan. To assist officials in working toward achieving this desired land use map for the town, a thorough list of strategies has been created. These 11 goals with detailed objectives, policies, and programs provide a roadmap for officials and resident to follow as they work to implement the town's Comprehensive Plan. This GPD map shall be used for reference and in conjunction with the town's regulatory tools (i.e. ordinances) to guide future decisions on where and how the Town of Wilson should be developed as well as preserved.

State Planning Enabling Legislation

Wisconsin State Statute 66.1001 states: "Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.
- (c) County zoning ordinances enacted or amended under s. 59.69.
- (d) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (f) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

This means any of the town's ordinances or regulations relating to land use may need updating to ensure consistency with the adopted comprehensive plan.

TOWN OF WILSON HISTORY AND DESCRIPTION

History

In 1846, all of the territory comprising the Town of Wilson was separated from Town of Sheboygan when the growing number of settlers demanded their independence. The first town meeting was held at Graham's store in the City of Sheboygan and the name of Wilson was given the new organization in honor of its first settler, David Wilson. Mr. Wilson came from Iowa in

March, 1840 and located in section 11. In 1842, he built a log cabin and was joined by his family.

The original township had only 22 full sections and six fractional sections due to the curving Lake Michigan shoreline. Practically all the land located in the Town of Wilson was soldier's claims taken up after the war of 1812 and was purchased by early settlers whether upon payment of delinquent taxes or at the Government's nominal price of \$1.25 per acre. Land speculators as early as 1838 purchased land at the mouth of the Black River. No permanent settlement was made in the Town of Wilson until the spring of 1840. Up to 1846 the settlement in the Town of Wilson was confined to a small area along the lakeshore about 4 miles south of Sheboygan.

The first settlements were along the lakeshore and were not made for the purpose of farming, but to engage in fishing. Because Lake Michigan abounds with many species of fish, fisheries became profitable. Small dairy farms developed as immigrants moved into the more westerly portions of the town. The first schooling was taught in the winter of 1846-7 by Milo Chamberlain. As the town became more populated, one-and-two room schools were organized. Cheese making became a prosperous industry and factories were established in a number of locations. Though the town was slow to develop commercially, it was said to have three advantages over other townships in the county; namely the lakeshore; the shores of the Black River and its tributaries which flow into Lake Michigan; and, finally, the railroad which cuts through the township lengthwise from northeast to southwest.

Over the decades the fishing industry moved south and north. However, the town continued to develop as a farming community with summer homes, and later, year round residences in the sections along the Lake Michigan shoreline. The Town Wilson Hall, which continues to serve the community, was built in 1934. Today it is a township 'in transition'. A large portion of the town remains rural with large and small family farms. A commercial area has developed along the I-43 corridor and railroad tracks. Efforts are continually made to preserve its unique natural features – shoreline, wetlands and woodlands. The residential section is growing as families find it an easy commute to workplaces, commercial centers, good schools, and recreation within the area.

Description

The Town of Wilson is located in east central Sheboygan County and encompasses an area of approximately 23 square miles or 14,684 acres. The town is bisected by Interstate 43 running north/south with Lake Michigan constituting the town's eastern border. The Town of Wilson is bordered by the City of Sheboygan to the north, Village of Kohler and City of Sheboygan Falls to the northwest, Town of Lima to the west, Village of Oostburg to the southwest, and Town of Holland on the south side.

Map 1.1 is a location map of the Town of Wilson in Wisconsin and Map 1.2 is the Town of Wilson.

PLAN CONTENTS

This comprehensive plan consists of eleven chapters laid-out in two volumes along with an appendices section.

Volume I: Town Plan: This volume describes how the Town of Wilson envisions itself developing over the next 20 years. It contains detailed development strategies, a general plan design (future land use map), and a plan implementation process.

Chapter 1: Issues and Opportunities – provides a brief overview of the town’s history; establishes the town’s vision statement; and details the future development strategies (goals, objectives, policies, and programs).

Chapter 2: Future Land Use Plan – highlights a desirable future land use plan through a general plan design; identifies land use issues and conflicts; acknowledges future land use trends; and evaluates future development considerations.

Chapter 3: Implementation - contains a detailed work plan to implement the goals, objectives, policies, and programs with identified stakeholders and dates for completion of each strategy.

Volume II: Community Resources: The background information serves as a basis for development of the town’s Future Land Use Plan (Chapter 2).

Chapter 4: Inventory and Trends – summarizes the resources and demographic data found in chapters 5 thru 11.

Chapter 5: Natural, Agricultural and Cultural Resources - provides a description of the physical characteristics that comprise the town’s landscape.

Chapter 6: Population and Housing - presents historic demographic information along with future population and housing projections.

Chapter 7: Economic Development – highlights labor force statistics, the area’s economic base, and an analysis regarding existing and future economic conditions of the area.

Chapter 8: Transportation - details the existing transportation system and highlights current and future transportation needs.

Chapter 9: Utilities and Community Facilities - inventories the town’s utilities and public facilities including parks and emergency services.

Chapter 10: Intergovernmental Cooperation - contains programs to facilitate joint planning and decision making processes with other government units.

Chapter 11: Land Use Controls and Inventory – outlines existing land uses and land use controls being enforced by the town.

Appendices: Contains public participation materials (visioning exercise, nominal group results, open house comments, and economic development SWOT analysis); the town’s detailed land use; a comprehensive list of available resources; a directory of acronyms and definitions; an inventory of endangered and threatened species; and other relevant support information.

PLAN DEVELOPMENT PROCESS

The planning process for the town was completed in four phases:

First Phase: Promote Public Participation and Identify Issues

- Adopted public participation procedures to foster more public input during the planning process (Appendix A).

- Conducted an issues identification workshop and a visioning survey to identify current and future issues and concerns relative to land use and development within the town (Appendix B).

Second Phase: Inventory and Interpretation

- Collected data on existing conditions.
- Analyzed data to identify existing and potential problem areas.
- Developed an overall vision statement along with the plan’s goals, objectives, policies and programs by using results from the various issue identification workshops and background data.

Third Phase: Development of the General Plan Design (Future Land Use Plan).

- Utilized the first two stages to create a recommended land use plan to guide future development of the town over the next twenty years.
- Presented the preliminary General Plan Design to the citizens of the town as well as nearby municipalities, county and state departments, schools, and organizations for their review and comment. The comments were considered for inclusion into the final General Plan Design Map and text.

Fourth Phase: Identify tools and process necessary for implementation of the plan.

- Reviewed and summarized implementation tools such as zoning ordinances and an official map.
- Established an action plan to ensure there are steps taken to achieve the intent of the plan.

PUBLIC PARTICIPATION

One of the primary components of the comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, written public participation procedures were adopted by the Town of Wilson in October 2005.

Public meetings were held to review background data, plan elements and growth scenarios. Two “Open Houses” were also held to present background information and plan recommendations to the public. From these meetings, the town’s Plan Commission and advisory committee members developed the *Town of Wilson 20-Year Comprehensive Plan*.

Nominal Group Exercise

In November 2005, the Town of Wilson Plan Commission and ad hoc members participated in a nominal group exercise. The purpose of this brainstorming session was to produce a list of issues and concerns regarding future development in the town.

The following are the top issues and concerns facing the town according to the Plan Commission and ad hoc members. A description of the Nominal Group process and the entire list of results can be found in Appendix C.

1. Preserve Coastline in Natural (Rural) state more single family vs. condos
2. Preserve farmland

3. Residential development density greater than 20,000 sq. ft.
4. Preserving Black River's integrity
5. Stormwater management
6. Work with city and county on main roads
7. Continue corridor development as needs arise
8. Development of recreation areas
9. (tie) Potential water tower/wells
 - (tie) Work with adjacent communities on land use plans such as Village of Kohler

Open Houses

Two open houses were held during the planning process. The first was held at the planning mid-point on June 12, 2006 at the town hall. Various informational pieces were available for the public to review. Citizens attending the open house were encouraged to ask questions and provide written comments on the displays and overall planning process.

The second open house was held January 22, 2007 at the town hall. This second open house was held at the conclusion of the planning process. This scheduled event allowed the residents and other interested persons the opportunity to review the completed draft plan and provide input as to its contents and scope. Comments from the two open houses can be found in Appendix D.

Visioning

A community-wide visioning exercise was conducted to determine what the public's image of Wilson would like looking in the future. The visioning process was designed to provide a foundation for the development of the goals, objectives, policies, and programs and other elements of the comprehensive plan. The Town of Wilson Plan Commission and ad hoc members crafted the following vision statement during the planning process.

Town of Wilson 20-Year Vision Statement

"Wilson's visionary government and community leaders have planned ahead to ensure the town is well-prepared to meet the growing needs of its residents and businesses while preserving and enhancing the natural qualities of the land through implementation of this comprehensive plan."

DEVELOPMENT STRATEGIES (GOALS, OBJECTIVES, POLICIES, AND PROGRAMS)

Goals, Objectives, Policies and Programs have a distinct and different purpose within the planning process:

- **Goals** - describe desired outcomes toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.
- **Policies** - are a rule or course of action used to ensure plan implementation.
- **Programs** - are a coordinated series of action steps to carry out the plan.

Note: Since many planning issues are interrelated (e.g., land use and transportation), the goals, objectives and policies of one category may relate to those stated in other categories.

SUMMARY OF DEVELOPMENT GOALS

The eleven goals stated below illustrate how the Town of Wilson will approach overall growth and development within its municipal boundaries and its planning area over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs on succeeding pages.

1. To ensure the land within the Town of Wilson is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).
2. To help achieve the town's long-range vision by utilizing the *Town of Wilson 20-Year Comprehensive Plan* as a guide for local officials to reference when making land use decisions.
3. To preserve and further enhance the function and attractiveness of the town's natural landscape.
4. To maintain the town's agricultural base.
5. To preserve and enhance the town's cultural resources.
6. To provide for a variety of quality housing opportunities for all segments of the town's current and future population.
7. To provide an environment conducive for sustainable economic development.
8. To establish safe and efficient transportation systems for all modes of transportation.
9. To provided residents with efficient and cost effective public services and facilities.
10. To offer a variety of park and recreational activities for residents and visitors.
11. To coordinate with adjacent communities, Sheboygan County, and other interested groups/agencies on planning projects.

GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Land Use

GOAL: To ensure the land within the Town of Wilson is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).

Community Planning

GOAL: To help achieve the town's long-range vision by utilizing the *Town of Wilson 20-Year Comprehensive Plan* as a guide for local officials to reference when making land use decisions.

Objective 1: Utilize this 20-year comprehensive plan 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 the town's significant environmentally sensitive and prime agriculture areas.

Policies:

- A. 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.
- B. 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.

Programs:

- Ensure adjacent land uses are compatible with existing uses and suitable for the natural composition of the land.
 - Define land use patterns and population densities that avoid sprawl and overcrowding which leads to traffic congestion, pollution, noise, and general decline in overall community appearance.
 - Create a land use pattern that stabilizes and protects existing and potential property values.
 - Encourage infill development within existing use districts (i.e. residential, commercial, industrial)
 - Steer development to areas with existing roads and within the sewer service districts.
- C. Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing this 20-year plan.

Programs:

- Present the adopted 20-year comprehensive plan to neighboring municipalities and Sheboygan County.
- Participate in any joint planning meetings facilitated by neighboring municipalities and Sheboygan County.
- Encourage media coverage of any ongoing multi-jurisdictional planning initiatives and plan implementation projects outlined within this comprehensive plan.

Objective 2: The Town Board and Town Plan Commission have the overriding responsibility to review and update the town's comprehensive plan as needed.

Policies:

- A. Establish a review process to update, when necessary, the adopted 20-year comprehensive plan to maximize to the greatest extent possible the benefits of future development and preservation of significant features such as agricultural, natural and cultural resources.
- B. Review existing town and Sheboygan County ordinances as they relate to the implementation and updating of this plan.

- C. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town's comprehensive plan.

Natural Resources

GOAL: To preserve and further enhance the function and attractiveness of the town's natural landscape.

Objective 1: Identify and maintain the features of the town that help to sustain an orderly natural environment.

Policies:

- A. Protect landscape features such as wetlands, floodplains, streams, lakes, woodlands, etc.

Programs:

- Use of the Environmental Corridors designation on the General Plan Design Map (Map 2.1) for reference to make future land use decisions.
 - Restrict development in all classified wetlands, flood hazard and high groundwater areas through the use of appropriate zoning designations.
 - Support projects to protect the unique natural features of the town and the Lake Michigan shoreline.
 - Encourage sound management practices of the town's woodlands and wetlands.
- B. Use management techniques when developing areas adjacent to rivers, lakes, streams, and wetlands and other environmentally sensitive areas.

Programs:

- Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in new and existing developments.
 - Work with neighboring communities and Sheboygan County to further explore ways to best utilize or preserve natural features within the town and surrounding areas - such as through Wisconsin Department of Natural Resources (WDNR) grants for river protection plans, coastal management, etc.
 - Preserve the integrity of the Black River area.
- C. Advocate for the preservation of natural scenic vistas.
- D. Support the preservation and reconnection of natural corridors for species movement between significant natural areas.

Objective 2: Encourage protection of water resources (surface and ground).

Policies:

- A. Restore and preserve surface water quality (inland and coastal wetlands, lakes, rivers, and streams).

- B. Participate in efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline, while providing for public use and access.

Programs:

- Support studies and activities to determine the causes of beach closings.
 - Promote efforts to improve the quality of beaches in the area.
- C. Work cooperatively with surrounding jurisdictions and Sheboygan County to protect groundwater resources.
- D. Identify and preserve groundwater resources and recharge sites (wetlands, lakes and ponds) and areas of shallow soils.
- E. Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination.
- F. Consider techniques for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.) for any new resident and business development.
- G. Continue to implement the town’s stormwater management; erosion control; and illicit discharge, detention, and elimination ordinances adopted by the Town Board.

Objective 3: Ensure that present and future mining sites will not adversely affect surrounding land uses.

Policies:

- A. Encourage siting of mining operations where scenic views and the health of the natural environment will not be compromised.

Programs:

- Require mining operations to have a mitigation plan in place to show they can compensate for any negative impact (e.g., noise, odors, impacts on groundwater and local roads) on the neighboring properties or other portions of the town and surrounding areas prior to approval by the Town Board.
- Require new and expanding mining operations to provide cooperation and bonded funds throughout the reclamation process to ensure that the area is restored to the original state or is consistent with the vision of the town.

Agricultural Resources

GOAL: To maintain the town’s agricultural base.

Objective 1: Preserve the town’s farmland for continued agricultural use.

Policies:

- A. Designate areas to be protected for agricultural use.

Programs:

- Provide exclusive/prime agricultural zoning for areas so farmers may participate in the programs outlined in the Sheboygan County Farmland Preservation Plan.
- B. Advocate for the use of sound agricultural and soil conservation practices to minimize surface and groundwater contamination and soil erosion.

Programs:

- Encourage Nutrient Management Planning, Land Buffer Programs, etc.
- Support studies that evaluate the impacts of agricultural operations on the environment.
- Encourage buffering of farming facilities operations along the town's environmental corridors.

Objective 2: Minimize the potential for conflicts between landowners.

Policies:

- A. Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.
- B. Recommend buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints regarding agricultural operations.
- C. Maintain a clear process for the transformation of less productive agricultural lands to other uses.

Program:

- Utilize a planned large unit development approach as opposed to a parcel by parcel process to avoid fragmentation within the town.
- D. Offer methods to create a safe environment for travel between agricultural fields and farming operations.
- E. Advocate for cooperation agreements with neighboring communities on all land development types along municipal borders to limit locating incompatible land uses adjacent to one another.
- F. Inform homebuyers of what to expect when moving into an agricultural community (e.g., odors, hours of operation, slow moving vehicles, etc.).

Programs:

- Promote Wisconsin's Right to Farm legislation.
- Encourage realtors and developers to enclose literature on the Right to Farm legislation to individuals moving to or building a home in the farming portions of the town.

Objective 3: Recognize the economic importance of agriculture in the community.

Policies:

- A. Consider supporting a “Cost to Benefit” analysis on the conversion of agricultural land to other uses.
- B. Advocate that the town’s Zoning Ordinance has regulatory language that assures a strong future for agriculture.

Cultural Resources

GOAL: To preserve and enhance the town’s cultural resources.

Objective: Encourage the preservation of the town’s historic and archeological locations.

Policies:

- A. Maintain an inventory of historically significant structures and landscape features.
- B. Support initiatives to enhance the area’s cultural resources such as the James Tellen Woodland Sculpture Garden.
- C. Discourage the destruction of historic sites and any incompatible land uses around them.
- D. Continue to support the town’s agricultural heritage.
- E. Encourage cultural events that support the area’s history.
- F. Market the town’s historical assets with its recreational activities on the website and county marketing booklets.

Housing

GOAL: To provide for a variety of quality housing opportunities for all segments of the town’s current and future population.

Objective 1: Use and support existing policies and programs that help citizens obtain housing.

Policies:

- A. Support housing developments for all persons including low and moderate income, elderly and residents with special needs.

Programs:

- Work with Sheboygan County and housing organizations to apply for grants to address the town’s housing needs.
 - Promote the availability of land for development or redevelopment of low-income and moderate-income housing.
 - Inform residents of available housing assistance programs through the county and organizations such as Lakeshore CAP.
- B. Advocate that the town’s zoning ordinance allows for and/or encourages a range of densities and lot sizes.

Programs:

- Review existing zoning ordinances to identify outdated standards that limit certain housing choices.
 - Require larger residential lots in areas not served by public sewer.
 - Limit multi-family housing to two or four unit buildings.
 - Ensure emergency vehicles have access in any new developments.
- C. Encourage the maintenance, preservation and rehabilitation of the town’s existing housing stock.

Programs:

- Enforce local building codes that help improve the condition of dilapidated housing.
 - Prevent non-residential uses in existing single-family residential neighborhoods.
- D. The Town Board may work with the state, county and Bay-Lake RPC to monitor the town’s population characteristics to stay informed of changing demographics/characteristics within the town.

Objective 2: Promote housing development that is environmentally conscious and cost effective.

Policies:

- A. Encourage new housing in areas in which community facilities and infrastructure already exist.
- B. Situate higher density residential development to minimize the impacts upon low density residential development.
- C. Enforce regulations on lands adjacent to Lake Michigan and other water features in the town in an effort to protect/improve these valuable resources.
- D. Encourage the infill of existing vacant residential property with similar housing types and densities.
- E. Direct new development to appropriate locations to minimize the visual impact on the environment and from public right-of-ways.
- F. Establish set-backs for housing adjacent to industrial land uses and primary roads.
- G. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.

Programs:

- Consider conservation by design developments as well as cluster type developments as an alternative to conventional zoning methods to provide for open space/agriculture preservation and a variety in housing choices.
- Restrict the building of any new developments within the legal set backs of environmental corridors.

Economic Development

GOAL: To provide an environment conducive for sustainable economic development.

Objective 1: Locate businesses in areas that will not compromise the town's overall rural atmosphere.

Policies:

- A. Direct large commercial and industrial development to designated areas within the town or neighboring incorporated communities to be better served by existing infrastructure.

Programs:

- Ensure there is an adequate amount of land for future business expansions and for new manufacturers locating in the town.
 - Establish zoning tools that will allow for a mix of land uses and parcel sizes.
- B. Promote retail, general purpose shopping, professional services, and similar businesses to locate along the I-43 corridor in order limit the amount of traffic flowing through the more rural areas of the town.

Program:

- Encourage infill of vacant industrial, commercial, and retail buildings and underutilized parcels.
- C. Implement design standards for the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town, especially along major corridors and areas of scenic importance.
- D. Support the development of home-based businesses that do not compromise the character of residential neighborhoods.
- E. Maintain and expand the town's infrastructure to enable existing employers to grow and allow for new businesses to develop.

Program:

- Assess on an ongoing basis the capacity of existing infrastructure (roads, electricity, internet, phone, safety services, etc.) to accommodate expanding and new development.
- F. Institute a communication process between employers and local officials to ensure issues of concern are being addressed in a timely and effective manner.

Program:

- Establish an Economic Development Committee comprised of town officials, business leaders, and community leaders.

Objective 2: Inform the new residents of the town's economic, environmental, agricultural and recreational assets.

Policies:

- A. Develop and expand an official town website to include updated information on business resources, businesses/services, available greenspace and buildings, schools, etc.
- B. Ensure information on the town is included in any of Sheboygan County’s promotional materials either print or digital.
- C. Create and maintain an environment that is clean, pleasant, and inviting to visitors.

Programs:

- Continue to improve the appearance of the primary entrances to the town.
- Install signage to direct visitors to key locations within the town –businesses, natural areas, and parks.
- Implement design standards for construction of new buildings that are compatible with the rural setting and exhibit a coordinated design image throughout the structure.
- Invest in the expansion and enhancement of the natural areas and parks that will be attractive to visitors and provide recreational opportunities for residents.

Transportation

GOAL: To establish safe and efficient transportation systems for all modes of transportation.

Objective 1: Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users and is able to adapt to changes in transportation demand and technology.

Policies:

- A. Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.
- B. Continue maintenance of current roads through agreements with Sheboygan County, neighboring adjoining communities, and private contractors as necessary.
- C. Promote access management (i.e. stop lights) as a means of protecting the capacity and safety of the existing road network.
- D. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.
- E. Protect existing investments in the road network with proper maintenance.
- F. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.
- G. Adopt an Official Map.

Objective 2: Encourage a transportation system that complements and enhances the rural character and natural environment of the town.

Policies:

- A. Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.
- B. Promote alternative non-motorized means of travel to reduce automotive dependency.
- C. Support transportation investments that encourage the protection of natural resources, scenic views, open space, and agricultural land.
- D. Encourage transportation demand strategies that reduce the number of single occupant vehicles such as park-and-ride lots and carpooling.

Objective 3: Provide a safe system of multi-model routes throughout the town.

Policies:

- A. Promote the location of bicycle lanes on roads unless a more direct bicycle path can be provided.
- B. Bicycle paths, not served by roads and highways, should be constructed to serve as corridors. The most common uses are along rivers, lakeshores and utility right-of-ways.
- C. Bicycle routing should direct bicyclists to suitable highways and roads without significantly compromising directness through the use of established bicycle suitability models.

Utilities/Community Facilities

GOAL: To provided residents with efficient and cost effective public services and facilities.

Objective 1: Promote quality community facilities and public services that are well maintained, efficient and cost-effective for residents.

Policies:

- A. Encourage concentrated development in areas where appropriate utilities, community facilities, and public services are readily available.
- B. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
- C. Maintain community identity by advocating protection and preservation of the town’s historic sites, cemeteries and other town owned facilities.
- D. Coordinate, consolidate and share governmental facilities and services where possible.

Programs:

- Continue the concept of “mutual aid agreements” for public services.

- Provide the community with adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
- E. Locate new telecommunication towers on structures such as water towers and use existing telecommunication towers for multiple purposes to minimize the adverse impact on the town's visual appearance.

Programs:

- Continually monitor and update controls for telecommunication and electrical services (e.g., telecommunication towers and wind farms) to limit negative impacts but allow for development opportunities.
 - Work with adjacent communities, Sheboygan County, school districts and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- G. Ensure there is adequate infrastructure to meet current and future needs of town residents and businesses.

Programs:

- Work with technology providers (cell, internet, cable) to identify and serve areas within the town that currently do not have service.
- Monitor the need for upgrades to the town's municipal sewer facility.
- Monitor the future need for drilling of new wells and construction of water towers.
- Assess the need for additional safety services to be located in certain parts of the town as development occurs in those areas.
- Work with neighboring municipalities to procure services for town residents that are not cost effective to be provided by the town.

Objective 2: Consider environmental and resource sustainability opportunities when making land use decisions

Policies:

- A. Evaluate possible adverse impacts to the groundwater sources when evaluating future developments.
- B. Promote the use of shared on-site wastewater treatment systems where appropriate.
- C. Utilize the town's environmental corridors (i.e., wetland areas, floodplains, steep slope, areas of poor soils for development, etc.), as areas that the town may want to prohibit all sewage system uses to protect groundwater quality.
- D. Encourage sustainability planning for development proposals.
- E. Promote energy conservation measures.

Programs:

- Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example to homeowners and businesses.
- Promote and encourage residents, businesses and institutions to reduce, reuse and recycle.
- Consider alternative energy options where feasible.

Parks and Recreation

GOAL: To offer a variety of park and recreational activities for residents and visitors.

Objective: Advocate safe parks and recreational sites that provide a wide range of activities for individuals of all ages.

Policies:

- A. Work with the state of Wisconsin on the maintenance and enhancements to the park facilities and access roads to public parks such as Kohler-Andrae State Park.

Programs:

- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town’s recreational systems.
 - Incorporate where appropriate open space and recreational facilities into new housing developments.
- B. Work with Sheboygan County, the City of Sheboygan, Village of Kohler, along with other adjacent communities in the planning for the development of additional recreational parks and trails within and surrounding the town.

Programs:

- Provide input for the updates to the Sheboygan County Comprehensive Outdoor Recreation Plan.
 - Evaluate the need for the construction of additional recreational facilities such as soccer/football/baseball fields that can be used jointly by area communities.
- C. Discuss any future trailway development with residents as well as affected property owners.
 - D. Build access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

Intergovernmental Cooperation

GOAL: To coordinate with adjacent communities, Sheboygan County, and other interested groups/agencies on planning projects.

Objective: Promote cooperation between the Town of Wilson and any other municipality or government entity that makes decisions impacting the town and surrounding area.

Policies:

- A. Work cooperatively with surrounding municipalities to address potential boundary issues to minimize conflicts.

Programs:

- Improved communication and participation with neighboring communities regarding meetings, trainings, mutual planning activities, etc.
 - The Town Board or its representative (as the responsible party) is encouraged to meet annually and work with Sheboygan County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
 - Work with neighboring communities and agencies regarding any water and other land uses which lie across town lines such as Lake Michigan.
- B. Develop coordination and the sharing/joint ownership of community facilities, equipment and other services whenever possible.

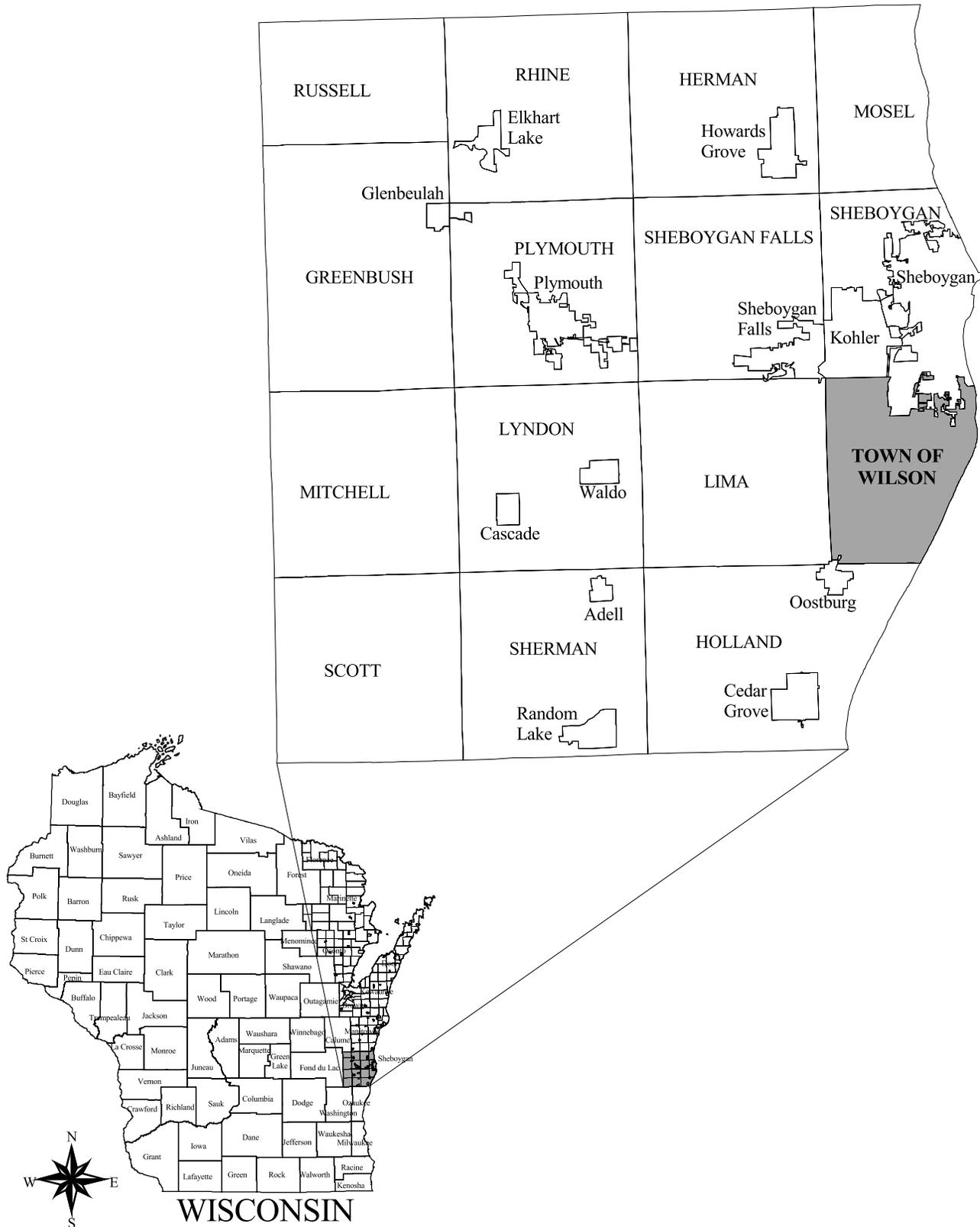
Program:

- Continue the concept of “mutual aid agreements” for public services.
- C. Promote cooperation and communication with the Sheboygan School District to collectively support quality educational opportunities.
- D. Explore the possibility of jointly developing and managing future conservation areas with Sheboygan County, WDNR, etc.
- E. Utilize any available applicable resources to assist the town and its officials in achieving the goals of this Comprehensive Plan.

Location Map

Town of Wilson

Sheboygan County, Wisconsin



Source: Town of Wilson; Sheboygan County; Bay-Lake Regional Planning Commission, 2007.

CHAPTER 2 FUTURE LAND USE PLAN

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Chapter 2 - FUTURE LAND USE PLAN

INTRODUCTION

This chapter discusses the 20-Year General Plan Design for the Town of Wilson. Over a 16 month period, the Plan Commission and advisory committee members reviewed and analyzed background data and evaluated future growth options for the Town of Wilson. The background data provided in Volume II (Community Resources) was referenced during the preparation of the town's General Plan Design. From these meetings and presentations to the public, the Town of Wilson 20-Year General Plan Design was drafted and approved. A current land use inventory coupled with comprehensive development strategies and implementation tools such as zoning ordinances will assist in achieving the town's 20-Year General Plan Design.

The General Plan Design map (Map 2.1) reflecting the type, location, and density of specific future land uses is the focal point for discussion within this chapter.

STATE PLANNING GOALS

The individual elements of the Comprehensive Planning legislation (s.66.100 (2)) contain a combined 14 separate goals to be addressed during the planning process. These basic planning criteria were developed to ensure local officials are developing a plan that accounts for each individual component of the community.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.

13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

LAND USE ISSUES AND CONFLICTS

During the many steps in the preparation of the town's Comprehensive Plan, several land use issues were identified and discussed. The primary goal of the comprehensive planning process is to identify land use issues and conflicts and opportunities for resolutions as stated during the Intergovernmental Cooperation Workshop. Noted below are some of the common themes expressed during the planning process. They should be addressed during implementation of the Comprehensive Plan through completion of the development strategies and utilizing of zoning ordinances.

- Review present zoning map to see how it compares to current land uses.
- Allocate sufficient land for construction of housing for all age groups and persons with disabilities.
- Expansion of parks and recreation areas to better serve the needs of town residents.
- Preservation and enhancement of the Lake Michigan shoreline, parks, conservancies, open spaces, creeks, and rivers.
- Cooperation with the neighboring communities regarding development patterns adjacent to the town boundaries.
- Create a land use pattern that stabilizes and protects existing and potential property values.
- Monitor incompatibilities between farm and non-farm development as development pressures increase.

ANTICIPATED LAND USE TRENDS

During the planning process, several existing land use and demographic trends are expected to continue throughout the 20 year planning period. These trends were taken into consideration while preparing the village's development strategies.

- The ratio of persons per household will decrease resulting in greater amount of acreage to accommodate future residential growth.
- Existing neighborhoods of higher density development may include affordable housing.
- New residential areas east of CTH OK will continue to develop at lower densities.
- The town's many natural features will continue to be preserved.
- The town's designated business area along the I-43 corridor will continue to be the focus of multi-purpose development (small retail, professional services, general purpose shopping, light industrial).
- The town will continue to preserve and promote its historical buildings and sites.

- There will continue to be a growing demand for human services as the median population age increases.
- Agricultural lands will be continued to be preserved to the greatest extent possible.
- Town officials will work with leaders of neighboring municipalities to conduct cooperative planning efforts ensuring efficient and cost-effective development patterns that will result in fewer land use conflicts.
- The town's ideal location will invite both population growth and business development.

DEVELOPMENT CONSIDERATIONS

Due to the fact the Town of Wilson is located adjacent to I-43, situated south of the Sheboygan Metropolitan Area, and nestled on the shores of Lake Michigan, it will most likely enjoy both a healthy growth in population and an increase in business activity during the next 20 years. Town officials will need to keep in mind some development considerations for the town. The General Plan Design encompasses future land use considerations for the town. Some of the development strategies defined in the previous chapter are highlighted again below because of their importance to the basic development components of the town. Business and residential developers should be made aware of the long range development plans of the town. In addition, Wilson officials should be working with neighboring communities to avert potential future land use conflicts along the town's border and in the environmentally sensitive areas where their disturbance could have adverse impacts on area communities.

- Being located on the shores of Lake Michigan and divided by the Black River and Weedens Creek, it is essential that the environment is protected from any negative impacts that may be associated with increased development. The development of a stormwater management plan will aid in protecting the town's water resources along with its drinking water.
- Environmental features should be utilized for potential parks and open space, or preserved for important ecological and environmental functions such as stormwater retention, groundwater filtration, flood control, and to maintain wildlife habitat.
- In an effort to make the Lake Michigan shoreline more attractive for residents and visitors, the town should support studies and efforts to determine origins of contaminants and economical ways of clean-up of these pollutants.
- Orderly and efficient development patterns will allow for more economical municipal sewer service to its residents and businesses in the more urbanizing areas of the town.
- Development of the Official Map should be considered to ensure compatible street designs and layouts with neighboring incorporated communities.
- Alternate methods of transportation should be consistently evaluated to determine need and possible positive influence on the environment.

Redevelopment Opportunities

- Any business and residential sites that are beyond renovation should be redeveloped in a way that maintains the town's overall character, including scale, architectural styles, etc.
- Work with Wisconsin DNR staff on a plan for the redevelopment of the former landfill on Moening Road and South 18th Street.

- Maintain a detailed waterfront development plan that will recommend new development and redevelopment, along with enhancement of existing land uses.
- Utilize the natural areas within the town for potential recreational uses and uses that are more productive from an economic standpoint, while maintaining their natural beauty and function.

Land Supply and Value

Amount and Demand

The amount of land available for development within the town is determined by calculating areas of existing development and lands considered not developable based on natural features or other criteria

- General residential trends have seen more single-family development with less dense population that will require a larger amount of land. The town has experienced more residential growth along its municipal borders with the City of Sheboygan expanding down through the east central part of the town. Land is available within the town limits for continued growth of single-family development and multi-family facilities.
- The area along the I-43 corridor is experiencing commercial growth due to the ease of access and visibility for motorists.
- While the land along the Lake Michigan shoreline is largely developed, any redevelopment or infill should be comprised of land uses that fit with the character of the surrounding area while enhancing areas such as the Black River.
- A majority of the industrial land use in the town is utilized by Aldrich. The amount of designated vacant industrial land is limited.
- Working with the neighboring incorporated communities through some joint planning activities will help ensure orderly development patterns as the town develops and land uses continue to change along its borders.

Refer to the General Plan Design portion of this chapter, in addition to the General Plan Design Map (Map 2.1) to identify which areas of the Town of Wilson are designated for future development/preservation.

Price

The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the town will tend to climb as the area continues to develop because of its ideal location. Town officials should continue to monitor residential, commercial, industrial and other land prices within and adjacent to the town by maintaining contact with local realtors and developers.

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statute 66.1001(2)h requires Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based over the 20-year planning period. Table 2.1 illustrates the potential amount of acreage needed for

future development within the Town of Wilson through 2025 based on the WDOA population projections.

Residential Projections

Table 2.1 illustrates the potential amount of acreage needed for future development within the Town of Wilson through 2025 based on the WDOA population projections.

The town’s future residential land use acreage of 336 acres was projected utilizing the following methodology:

- projected housing needs based on Wisconsin Department of Administration (WDOA) projections with 384 new homes being built by 2025;
- an average dwelling unit per 1/2 acre for housing development, and
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

Note: The projections are for single-family homes and do not account for multiple family and apartment complexes which have greater residential densities.

Commercial Projections

To calculate the commercial land use projections of 71 acres, the Bay-Lake Regional Planning Commission compared the current ratio of residential acreage to commercial land use acreage by parcel as shown on the 2006 land use inventory. This ratio was approximately 9 acres of residential to one acre of commercial land.

Industrial Projections

A projected acreage of 37 acres for industrial use is calculated in the same manner as the commercial lands by using the current ratio of residential acreage to industrial land use acreage by parcel as indicated on the 2006 land use inventory. This ratio was approximately 6 acres of residential to one acre of industrial land.

2025 gross land use calculations are 448 acres of residential development, 95 acres for commercial development, and 49 acres for industrial development.

Table 2.1: Five-Year Incremental Land Use Projections, 2005-2025, Town of Wilson

Year	Residential*		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2005	48.8	48.8	10.4	10.4	5.4	5.4
2010	57.8	106.5	12.3	22.7	6.4	11.8
2015	66.5	173.0	14.1	36.8	7.4	19.2
2020	76.0	249.0	16.2	53.0	8.4	27.7
2025	86.6	335.6	18.4	71.4	9.6	37.3

* This is a net total for residential development.

There are several other factors that must be taken into consideration including:

- It is **not** the intent of the plan to see an entire area within a classification develop but rather the specified uses shall be allowed if consistent with the type, location, and density of the development.
- Some of the areas will be hindered from densely developing based on the natural composition (plan determinants) of the area.

- Within residential growth areas, land area must be allocated for future roads, recreation areas, etc. These additional support uses generally account for approximately 25 percent of the gross land area.

Utilizing a 1/3 per acre housing lot as an average, the town would need to allocate 224 acres for residential development and nearly 300 acres total when considering support land uses such as roads, parks, etc. and for consideration of natural areas that cannot be developed.

Agricultural Projections

A considerable amount of agricultural acres exist within the town. In an effort to preserve the prime farmland, future development is recommended to locate near developing areas where adequate facilities and services may be available. As a result, the consumption rate of the prime agricultural should be reasonable over the 20-year planning period.

GENERAL PLAN DESIGN LAND USE CLASSIFICATIONS

The land use classifications defined below provide a solid basis for creation of its future General Plan Design. By utilizing these land use classifications, this section details the suggested type, location and density of development for the 20-year planning period. The Town of Wilson Zoning Ordinance contains the zoning districts that further define the types of land uses that may occur within these general land use categories. The Town of Wilson’s future land use classifications include:

- Residential
- Commercial
- Industrial
- Governmental/Institutional/Utilities
- Conservancy
- Agriculture
- Transportation
- Park and Open Space

Residential

Recommendations:

1. **Existing residential neighborhoods found throughout the town will remain** during the 20 year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures whenever possible that promote the same housing types and densities.
2. **The visual character** of residences along the shoreline involves maintaining the views shared by residents and visitors; integrating the natural landscape; varying the lot sizes to take advantage of values; and ensuring there are appropriate shoreland set backs.
3. **New residential development within existing neighborhoods should follow the town’s current zoning standards.** Future developments should correspond to surrounding land uses according to scale and density, especially on a variety of infill lots.

4. **New development should correspond with the existing neighborhood residential types** to avoid incompatibilities, compromising of the area's visual appearance, and set uniform design standards for use and appearance of the neighborhood. Duplexes and single-family homes could share the same neighborhood. This is done through careful planning and design resulting in higher densities without any noticeable change in the neighborhood character.
5. **Locate houses to minimize disruption to the natural character.** Group houses to preserve the natural features of the landscape.
6. **Permit the construction of multi-family housing** in appropriate locations.
7. **Traffic and circulation standards** will discourage non-local traffic from passing through residential neighborhoods by establishing a hierarchy of roads.
8. **The inclusion of open spaces and natural features** which may be used for either passive or active recreational activities.
9. **Maintain a transportation network** that includes walking and biking trails; allows for minimal parking when needed for public access to park area; and incorporates the aesthetic character of the shoreline.
10. **Future residential developments shall be sensitive to natural features** by preserving wildlife habitat, conforming to set back requirements, incorporating natural features into the landscape, and planting trees along streets to maintain road edges and control erosion run off.
11. **Encourage land owners to be responsible for maintaining their property** through deed restrictions, covenants, and easements that guarantee land control and management of natural areas.

Commercial

This district primarily contains an area located along the I-43 corridor and CTH OK and at other major arterial crossroad locations. However, commercial activities may be located in residential areas where compatible or located in designated locations within the town that are either oriented to the highway user or reached by vehicle.

Recommendations:

1. **The visual character** of this district will be an important component in maintaining symmetry, safety, and traffic flow along this primary route in and through the town.
2. **Provide an adequate framework for future expansion** of highway orientated commercial development through clustering and coordinated growth with neighboring municipalities.
3. **Preservation of the environment and landscape** is important to improve the area's visual appearance; decrease run off due to an increase of impervious services; provide natural buffers between buildings; and retain natural features such as clusters of older vegetation and trees.
4. **Create a strong visual image** with the front façades facing public spaces or streets and by maintaining a distinctive architectural style through the use of size, materials, colors, texture, and composition.

5. **Home-based businesses are envisioned to remain.** With greater access to the Internet and better telecommunication systems, working from the home is a viable alternative to traditional employment practices. The town will need to ensure that the home occupational businesses do not outgrow their current location or become nuisances to adjoining property owners.
6. **Traffic and circulation** must be a priority for this high volume area. Proper and uniform signage; street linkages; accessible and identifiable parking areas; and appropriate visual screening methods will offer residents and visitors a safe passage in and out of the town.
7. **The mix of land uses will encourage a variety of activities and uses.** The area should invite outdoor activities and pedestrian uses such as outdoor eating, multi-modal transportation options; and community gathering places.

Industrial

This district will contain businesses involved with the manufacturing of a product. Suitable businesses in these areas whose principal operation is manufacturing, fabricating, processing, assembly, repairing, storing, cleaning, or testing of materials, goods, or products. The town identified the current Aldridge Chemical facility and a site located west of I-43 and north of Stahl Road as its industrial areas.

Recommendations:

1. **The visual character** of this district will be an important component in maintaining symmetry, safety, and traffic flow along this primary route in and through the town.
2. **Preservation of the environment and landscape** is important to improve the area's visual appearance; decrease run off due to an increase of impervious services; provide natural buffers between buildings; and retain natural features such as clusters of older vegetation and trees.
3. **Industries should be sensitive to the environment** and not become detrimental to the surrounding area by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.
4. **Traffic and circulation** must be a priority for this these high volume areas. Proper and uniform signage; street linkages; accessible and identifiable parking lots; and appropriate visual screening methods will offer residents and visitors a safe transportation routes in and through the town.

Governmental/Institutional/Utilities

This district identifies government buildings, emergency/police facilities, utility sites, religious facilities, etc. located in the Town of Wilson

Recommendations:

1. **Continue to monitor services provided to town residents and businesses.** As development pressures grow, the town will continue to monitor the capacities of the existing utilities and services (e.g., healthcare, emergency, waste disposal, etc.) to ensure that the services provided are effective and efficient.

2. **Maintenance of the existing governmental/institutional facilities** to maintain their safety, functionality, visual appearance, and stature within the town.
3. **Maintain involvement in the long-range plans of area school districts** as they plan for future projects such as new facilities, improvements to existing structures, curriculum changes, etc.
4. **Examine the possibility of establishing a visitor/culture center.**
5. **Address telecommunication towers and antennas.** Recommend alternate structures (e.g. water tower) and joint use of new and existing towers rather than developing new towers in the town.
6. **Explore renewable energy options where feasible** as more homeowners are utilizing individual renewable energy systems for their power. Determine any possible impacts prior to allowing individual systems.

Agriculture

The town contains large amounts of prime agriculture land and would like to preserve it. When it is appropriate for existing agriculture land to be developed, it should be at a density compatible with surrounding land uses.

Recommendations:

1. **Existing farmland in this district will include mainly farming and farm-related activities.**
2. **Minimize the disruption of existing hedgerows and woodland** by locating homes in groups of 4 or 5 with areas of 8 units where they are not prominently featured on ridges and hilltops and have open spaces and natural features around them.
3. **Maintain the existing rural character of homesteads** when building new structures or remodeling existing structures.
4. **Preserve the natural environment and landscape** through the protection of prime agriculture land, hedgerows and woodlands, environmental corridors, and the integration of plants and landscaping in areas that will maintain the rural character.
5. **Create a transportation system that is safe for residents and visitors to the area** by limiting access drives on public roads, utilizing existing roads and drives to fields and homes, and effectively planning for future roads based on traffic and natural features.
6. **Limit the development to farming and farm related activities, residential, and home-based businesses** that do not significantly affect the home site or surrounding character.
7. **Include trails, compatible recreational areas, and shared open spaces** which will preserve the town's rural character and promote the concept of community.

Transportation

This district identifies the network of town roads, county highways, and I-43 while proposing methods to maintain and improve the area's transportation facilities.

Recommendations:

1. **Consider adopting an “Official Map”** to delineate future road extensions. The Official Map should be consulted when the Town Plan Commission and Town Board reviews development requests to ensure that all new developments conform to the Official Map.
2. **Continue to work with officials of the neighboring communities on new developments** taking place along the town borders to ensure proper infrastructure is in place and design standards are being implemented.
3. **Ensure that minimum transportation standards are met for new developments.** This is especially important along the major roadways which should be highlighted using streetscape, and building placement guidelines, etc.
4. **Address the pedestrian and bicycle safety issues** as the demand and need for non-motorized trails increase with new developments and rising fuel costs.
5. **Explore traffic calming techniques** at trouble intersections including accessibility throughout the town.
6. **Continue to utilize the PASER pavement rating system.** The information derived from the PASER survey is used to assess the overall condition of road pavements and to determine the town’s road maintenance, restoration and construction needs.

Park and Open Space

This district incorporates existing recreational facilities, trails, parks and open spaces within the Town of Wilson. In addition, officials need to ensure existing and future neighborhoods within the town are served with adequate park facilities, ranging from passive to active recreation.

Recommendations:

1. **Review recommendations in Sheboygan County’s Comprehensive Outdoor Recreation Plan** for the creation of new or expansion of existing recreational facilities in the town and neighboring communities.
2. **Continue upgrading park and recreation facilities** to meet the needs of citizens with special needs along with providing opportunities for all ages of the population. Ensure that the recreational facilities are properly maintained and are compliant with the Americans with Disabilities Act (ADA) safety regulations.
3. **Review the plans for future residential developments** in order to determine the need for additional recreational facilities.
4. **Work with the local school districts** on their future development plans for park facilities and the option of sharing facilities for non-school related events.
5. **Continue to utilize natural areas and environmental corridors as recreational sites.** This will help preserve the many natural features located within the town, maintain wildlife habitat, and provide for possible linkages to trails.
6. **Explore possible funding resources for park upgrades or future recreation development** to include public and private donations for funding recreational facilities. The town is encouraged to contact agencies (e.g., WDNR, Coastal Management, Bay-

Lake RPC, etc.) and apply for grant funding to further enhance the quality of the beach area and other recreational resources.

7. **Continue to maintain public access to Lake Michigan.**

Conservancy

This district includes the natural features of environmental corridors and conservancy areas. Preservation and protection of natural areas will become increasingly important as population and development pressures increase. Many natural features enhance the appearance of the town; are unsuitable for development; and have characteristics critical to the environmental enhancement, ecological stability and water quality of the area.

Recommendations:

1. **Environmental corridors within the town should remain in their natural state** or be minimally modified for possible recreational uses. The environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2) DNR wetlands, (3) steep slopes of 12 percent or greater, (4) and a water setback for buildings from all navigable waterways. These elements provide limitations to development and are generally regulated by either the federal, state, or county government. Together, these elements represent the portions of the town most sensitive to development. The corridors are an overlay to the recommended General Plan Design and should be utilized as a reference.
2. **Direct development away from environmental corridors as much as possible** - or design development which will help minimize the negative effects on water resources, wildlife habitats and the overall character of the area.
3. **Future development should maintain the woodlands and green space areas.** Lands adjacent to woodlands may be developed at the same or at higher densities by utilizing unique development options such as conservation designs or clustering.
4. **Encourage the replacement of woodlands (reforestation)** to replenish these woodlands as a beneficial component to the natural makeup of the area. Benefits include maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, erosion prevention, noise suppression, etc.
5. **Develop and maintain a stormwater management plan** through an effort to protect the town's water supply. The town should promote best management practices such as promoting detention/retention ponds, establishing erosion controls, preserving vegetative cover, etc.
6. **Assist in efforts to improve the quality of beaches** by cooperating with government agencies, surrounding communities, etc. to promote efforts to remedy beach closings.
7. **Allow for informal passive recreational activities** such as biking, walking, jogging, swimming, and canoeing (where access to Lake Michigan is available).

“SMART GROWTH AREAS”

According to Wisconsin Statute 16.965, a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are

both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

The Town of Wilson “smart growth areas” consist of the following attributes:

- Infill development along with new development that is contiguous with current town growth. This allows for more orderly and efficient development patterns within existing and proposed neighborhoods along with adequate provision of services.
- Sufficient commercial and industrial areas have been designated along I-43 to allow for an increase in these types of businesses without compromising growing residential areas or promoting sprawl that will consume large tracts of agriculture land.

2025 GENERAL PLAN DESIGN LAND USE ACREAGES

Table 2.2 contains a summary of the year 2025 land uses, along with their approximate acreage totals, which have been designated on the Town of Wilson 20-Year General Plan Design (Map 2.1). It is important to note that the 2025 acres are generated by mapping general locations and not by calculating individual parcels.

Table 2.2: 2025 General Plan Design Acreage, Town of Wilson

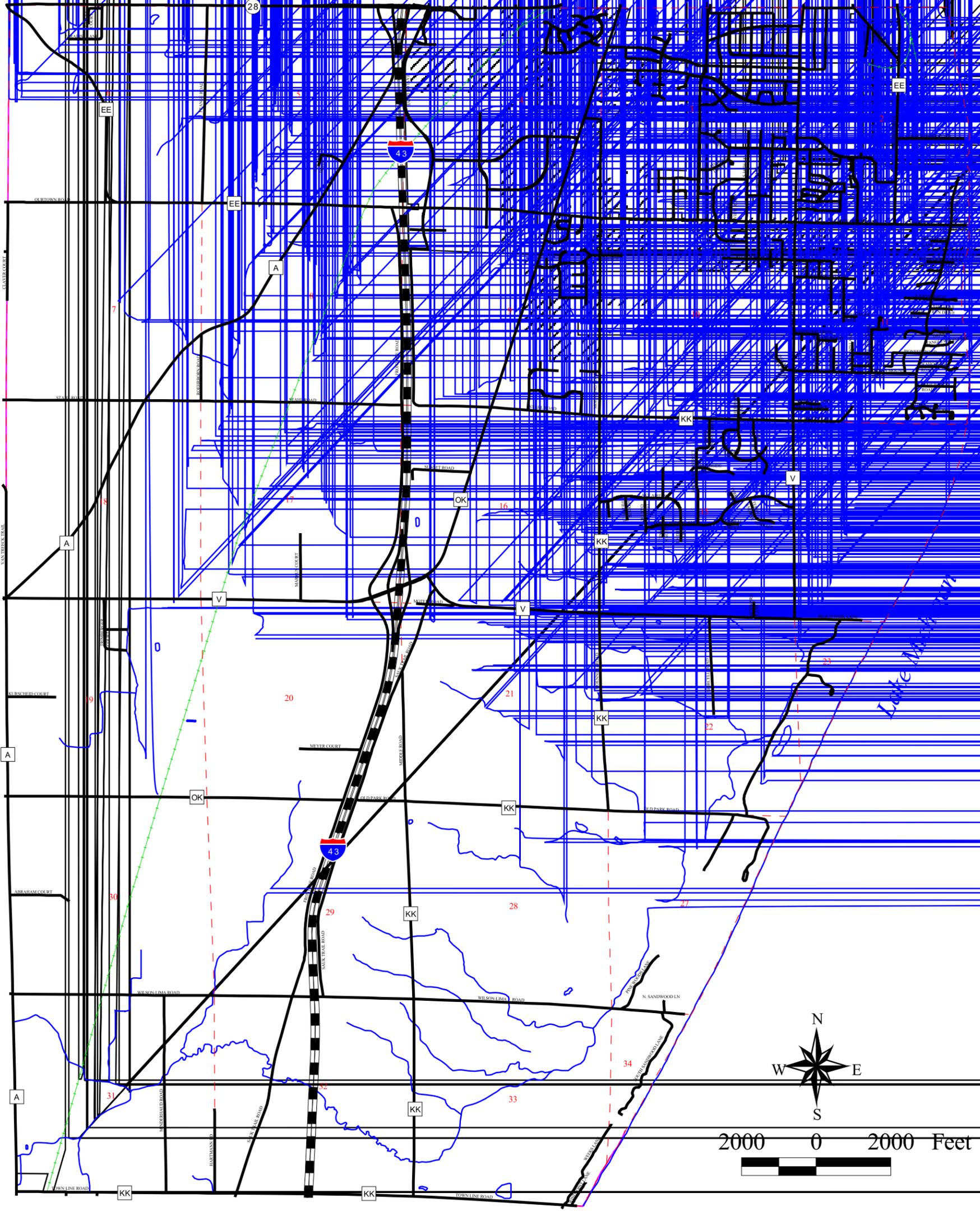
General Plan Design Category	2025 Acres
Residential	4,599
Commercial	1,369
Industrial	1,003
Governmental/Institutional/Utilities	15
Agricultural	6,005
Conservancy	216
Parks and Recreation	1,209
Transportation	268
Totals	14,684

Source: Bay-Lake Regional Planning Commission, 2006.

20-Year General Plan Design

Town of Wilson

Sheboygan County, Wisconsin



- | | |
|---|--|
|  Residential |  Governmental/Institutional/Utilities |
|  Commercial |  Agricultural |
|  Industrial |  Environmental Corridors |
|  Park/Open Space |  City/Village |
|  Conservancy | |

Source: Town of Wilson; Sheboygan County; Bay-Lake Regional Planning Commission, 2007.

**CHAPTER 3
IMPLEMENTATION**

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Chapter 3 - IMPLEMENTATION

INTRODUCTION

This chapter outlines a variety of actions and activities necessary to implement the intent and vision of the *Town of Wilson 20-Year Comprehensive Plan*. A process for amending/updating the Comprehensive Plan and a mechanism used to measure the progress toward achieving the goals described in the plan are also provided.

RESPONSIBILITIES OF LOCAL OFFICIALS

The Town Board has the primary responsibility to implement the comprehensive plan and to ensure that all supporting ordinances are consistent with the plan per Wisconsin Statute 66.1001 (3). Also, the Comprehensive Plan provides much of the rationale elected officials need in making a land use decision. When reviewing any petition or when amending any town land use controls, the comprehensive plan shall be reviewed and a recommendation will be derived from its identified strategies, vision statement, and General Plan Design. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended to reflect this change in policy before the change can take effect.

The Town Board, with assistance from the Plan Commission, needs to ensure that the town's comprehensive plan is updated at least once every 10 years per s 66.1001 (2) (i). Town Board, members of the Plan Commission and Town Clerk need to be familiar with the maps and text, in addition to the vision statement and future development strategies (i.e. goals, objectives, policies, and programs) found within the plan. An annual review of the vision statement and future development strategies is recommended to keep them current.

IMPLEMENTATION & LAND USE CONTROL RECOMMENDATIONS

There are several basic land use control tools the town can utilize to implement this comprehensive plan such as general zoning, official mapping, shoreland zoning, and land division ordinance.

Zoning

The *Town of Wilson Zoning Ordinance* was updated in December, 2005. The purpose of the zoning ordinance is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the town. Wilson's zoning ordinance shall be reviewed and updated to be made consistent with this adopted comprehensive plan and any subsequent updates to this plan.

- The comprehensive plan's preferred land uses need to be compared to the zoning map to determine compatibility and the need for realignment within various districts. The Town Plan Commission and Town Board will need to judge when re-zoning will occur because it is not the intent that the zoning map become a direct reflection of the plan. Instances of current use and planned use may conflict; however, it would be inappropriate to immediately make a current non-conforming land use fit the preferred General Plan Design. The comprehensive plan looks out to the future while zoning deals with present day.

Official Mapping

Under §62.23(6), the City Council/Village Board/Town Board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the city/village/town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that developers must adhere to unless the map is amended; and
3. It makes potential buyers of land aware that land has been designated for public use.

The town may wish to establish an official map that is consistent with the comprehensive plan to assure new roads provide connectivity and that recreation areas are identified for future development. A recommended technique for consistency with road alignments is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. The town should work cooperatively with the neighboring communities, when appropriate, on the approval of the plans. The Area Development Plans could be incorporated as part of the town's official map for the specified area. Thus, developers would be required to prove to the town their proposals will result in planned, orderly growth and development.

Shoreland Ordinance

The Sheboygan County Shoreland-Floodplain Zoning Ordinance (Chapter 72) was last amended in March 2006 and is in the process of being updated. Areas regulated by this Ordinance shall include all lands that would be inundated by the regional flood and/or the five hundred- (500-) year flood for certain critical use facilities; and shorelands and wetlands of all navigable waters, as "navigable waters" is defined in Wis. Stat. § 144.26(2)(d) in the unincorporated areas of Sheboygan County which are:

- (a) Within one thousand (1,000) feet of the ordinary high water mark of navigable lakes, ponds, or flowages, or to the outer perimeter of contiguous mapped wetlands; and
- (b) Within three hundred (300) feet of the ordinary high water mark of navigable waterways, or to the landward side of a floodplain, whichever is greater, or to the outer perimeter of contiguous mapped wetlands.

The shorelands and floodplains in the unincorporated areas of Sheboygan County are hereby divided into the following districts:

- (a) Shoreland-Wetland District.
- (b) Shoreland District.
- (c) Floodway District.
- (d) Flood Fringe District.
- (e) General Floodplain District.

Subdivision Ordinance

The *Subdivision Ordinance for the Town of Wilson* was updated in May, 2006.

- In addition to the town's Zoning Ordinance, its Subdivision Ordinance shall also be reviewed and updated to be made consistent with this comprehensive plan and any subsequent updates to this plan. It is recommended that the town work jointly with its incorporated neighbors on any joint planning efforts that impact the extraterritorial boundary.

Other Ordinances/Regulations

Other tools to implement the comprehensive plan may include the development/support of additional town controls or Sheboygan County regulations such as:

- Erosion Control Ordinance
- Sign Regulations
- Stormwater Management Ordinance
- Historic Preservation Ordinances
- Design Review Ordinances
- Building/Housing Codes
- Wireless Telecommunications Regulations
- Illicit Discharge Ordinance

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The *Town of Wilson 20-Year Comprehensive Plan* was created in a manner to promote consistency between all the elements and their respective development strategies. Feedback from the Visioning Exercise, Nominal Group Workshop, and two Open Houses, along with information regarding natural features, population and housing, utilities, etc. provided the basis for drafting a list of goals, objectives, policies, and programs to assist the town in achieving its desired vision. The identified vision and development strategies within this plan were utilized to create the General Plan Design.

It is important the town's elected officials and Plan Commission members periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available in which to make land use decisions.

PROCESS FOR UPDATING PLAN

The Town Board with assistance from the Plan Commission should be the lead in amending/updating the plan following §66.1001 (4)(b) and the town's adopted written procedures for fostering public participation.

Plan Review Timeline

The town's comprehensive plan should be updated at least once every 10 years in accordance with a schedule similar to the one outlined within the table below. However, Town of Wilson officials may find the need to review and update the plan on a more frequent schedule due to local development activities. With the development activities occurring with the town, it is encouraged that the Comprehensive Plan is a standing agenda item for the Plan Commission. The Town Board may also elect to have the Comprehensive Plan as a standing agenda item at least twice a year. This will ensure the plan is being reviewed on a consistent basis and implementation of the policies and programs are on schedule.

Plan Review Timeline

Plan Components	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Goals, Objectives, Policies & Vision Statement	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review & Update Plan Goals
Natural Features					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Population & Housing					Evaluate Against WDOA Estimates					Update
Growth Forecasts					Evaluate					Evaluate & Update
Economic Dev.					Evaluate					Update
Transportation					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Utilities & Community Facilities					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals
Land Use					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations

Source: Bay-Lake Regional Planning Commission, 2006.

IMPLEMENTATION WORK PLAN

This detailed work plan is to provide a means in which to implement the plan’s goals, objectives, and policies over the 20-year planning period.

The implementation schedule (Table 3.1) identifies:

- the comprehensive plan goals, objectives and policies contained in Chapter 1 this document;
- cooperating agencies and departments that might assist the Wilson Town Board and/or Plan Commission to implement the plan recommendations; and
- a broad timeline for implementation. The implementation schedule should be evaluated and revised on an annual basis.

The Town of Wilson may want to work with other organizations, government departments, neighboring communities, and Sheboygan County to accomplish the development strategies outlined in Table 3.1. A list of potential collaborators is provided below. Within the table, there are a list of goals, objectives, and policies, a lead entity, possible partners, and a general timetable for completion. Wilson’s Plan Commission should review the development strategies to include programs as listed in Chapter 1 to determine which strategies they feel are most important to address in the immediate future.

BLRPC – Bay-Lake Regional Planning Commission
CHAM – Chamber of Commerce
EPA - Environmental Protection Agency
HIST – Local Historical Society
LSTECH – Lakeshore Technical College
MUN – Neighboring Communities (Sheboygan, Sheboygan Falls, Kohler, and Oostburg)
NRCS - US Department of Agriculture, Natural Resources Conservation Service
SHEBCO – Sheboygan County
SCHWY - Sheboygan County Highway Commission
SCPL – Sheboygan County Planning and Park Commission
SCSW - Sheboygan County Soil and Water Conservation
SCHD – Local School Districts
UWEX – UW Extension
WDNR - Wisconsin Department of Natural Resources
WDOT - Wisconsin Department of Transportation
WHEDA – Wisconsin Housing and Economic Development Authority
SCHBA – Sheboygan County Home Business Association
SCBR – Sheboygan County Board of Realtors

Table 3.1: Town of Wilson Plan Implementation Schedule

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<p><i>Goal: Land Use</i> <i>To ensure the land within the Town of Wilson is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).</i></p>			
<p><i>Goal: Community Planning</i> <i>To help achieve the town's long-range vision by utilizing the Town of Wilson 20-Year Comprehensive Plan as a guide for local officials to reference when making land use decisions.</i></p>			
<p><i>Objective 1:</i> Utilize this 20-year comprehensive plan 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 the town's significant environmentally sensitive and prime agriculture areas.</p>			
<p><u>Policies:</u></p>			
<p>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.</p>	<p>Plan Commission</p>	<p>SCPL, BLRPC, MUN</p>	<p>Continuous</p>
<p>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.</p>	<p>Plan Commission</p>	<p>SCPL, BLRPC, MUN</p>	<p>Continuous</p>
<p>Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing this 20-year plan.</p>	<p>Town Board</p>	<p>SCPL, BLRPC, MUN</p>	<p>Continuous</p>
<p><i>Objective 2:</i> The Town Board and Town Plan Commission have the overriding responsibility to review and update the town's comprehensive plan as needed.</p>			
<p><u>Policies:</u></p>			
<p>Establish a review process to update, when necessary, the adopted 20-year comprehensive plan to maximize to the greatest extent possible the benefits of future development and preservation of significant features such as agricultural, natural and cultural resources.</p>	<p>Plan Commission</p>	<p>BLRPC</p>	<p>Immediate</p>

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Review existing town and Sheboygan County ordinances as they relate to the implementation and updating of this plan.	Plan Commission	SHEBCO, BLRPC	0-1 Years
Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town's comprehensive plan.	Plan Commission	SHEBCO, BLRPC	As Needed
<p><u>Goal: Natural Resources</u> <i>To preserve and further enhance the function and attractiveness of the town's natural landscape.</i></p>			
<p><i>Objective 1:</i> Identify and maintain the features of the town that help to sustain an orderly natural environment.</p>			
<p><u>Policies:</u></p>			
Protect landscape features such as wetlands, floodplains, streams, lakes, woodlands, etc.	Plan Commission	BLRPC, SCPL, SCHWY, UWEX	Continuous
Use management techniques when developing areas adjacent to rivers, lakes, streams, and wetlands and other environmentally sensitive areas.	Plan Commission	WDNR, SCPL	Continuous
Advocate for the preservation of natural scenic vistas.	Plan Commission	BLRPC, UWEX, WDNR, SCPL	Continuous
Support the preservation and reconnection of natural corridors for species movement between significant natural areas.	Plan Commission	WDNR, NRCS, SCPL, UWEX	Continuous
<p><i>Objective 2:</i> Encourage protection of water resources (surface and ground).</p>			
<p><u>Policies:</u></p>			
Restore and preserve surface water quality (inland and coastal wetlands, lakes, rivers, and streams).	Plan Commission	WDNR, NRCS, SCPL, SCSW	Continuous
Participate in efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline, while providing for public use and access.	Plan Commission	WDNR, NRCS, SCPL, SCSW	Immediate

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Work cooperatively with surrounding jurisdictions and Sheboygan County to protect groundwater resources.	Town Board	SCPL, WDNR	Continuous
Identify and preserve groundwater resources and recharge sites (wetlands, lakes and ponds) and areas of shallow soils.	Plan Commission	WDNR, SCPL	Immediate
Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination.	Plan Commission	WDNR, SCPL	Continuous
Consider techniques for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.) for any new resident and business development.	Plan Commission	WDNR, SCPL, SCHWY	Continuous
Continue to implement the town's stormwater management; erosion control; and illicit discharge, detention, and elimination ordinances adopted by the Town Board.	Plan Commission	WDNR, SCPL	Continuous
Objective 3: Ensure that present and future mining sites will not adversely affect surrounding land uses.			
<u>Policies:</u>			
Encourage siting of mining operations where scenic views and the health of the natural environment will not be compromised.	Plan Commission	EPA, WDNR, SCPL, SCSW	Continuous
<u>Goal: Agriculture Resources</u> <i>To maintain the town's agricultural base.</i>			
Objective 1: Preserve the town's farmland for continued agricultural use.			
Designate areas to be protected for agricultural use.	Plan Commission	SCPL, SCSW, WDNR	Immediate
Advocate for the use of sound agricultural and soil conservation practices to minimize surface and groundwater contamination and soil erosion.	Plan Commission	SCPL, BLRPC, SCSW, WDNR, EPA	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Objective 2: Minimize the potential for conflicts between landowners.			
Policies:			
Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.	Plan Commission	SCPL, SCSW, UWEX	Continuous
Recommend buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints regarding agricultural operations.	Plan Commission	SCPL, SCSW, WDNR, UWEX	Continuous
Maintain a clear process for the transformation of less productive agricultural lands to other uses.	Plan Commission	NRCS, SCPL, SCSW	Continuous
Offer methods to create a safe environment for travel between agricultural fields and farming operations.	Plan Commission	SCPL	0-2 Years
Advocate for cooperation agreements with neighboring communities on all land development types along municipal borders to limit locating incompatible land uses adjacent to one another.	Plan Commission	SCPL, UWEX	0-2 Years
Inform homebuyers of what to expect when moving into an agricultural community (e.g., odors, hours of operation, slow moving vehicles, etc.).	Town Board	UWEX, SCPL	Immediate
Objective 3: Recognize the economic importance of agriculture in the community.			
Policies:			
Consider supporting a “Cost to Benefit” analysis on the conversion of agricultural land to other uses.	Town Board	UWEX, SCPL, NRCS, WDNR	3-5 Years
Advocate that the town’s Zoning Ordinance has regulatory language that assures a strong future for agriculture.	Plan Commission	UWEX, SCPL, NRCS	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Goal: Culture Resource</u>			
<i>To preserve and enhance the town's cultural resources.</i>			
<i>Objective 1:</i> Encourage the preservation of the town's historic and archeological locations.			
<u>Policies:</u>			
Maintain an inventory of historically significant structures and landscape features.	Historical Society	HIST, UWEX	0-1 Years
Support initiatives to enhance the area's cultural resources such as the James Tellen Woodland Sculpture Garden.	Plan Commission	HIST, UWEX, SHEBCO	Continuous
Discourage the destruction of historic sites and any incompatible land uses around them.	Town Board	HIST, UWEX, SHEBCO	Immediate
Continue to support the town's agricultural heritage.	Town Board	SCPL, NRCS	Continuous
Encourage cultural events that support the area's history.	Town Board	CHAM	Continuous
Market the town's historical assets with its recreational activities on the website and county marketing booklets.	Town Board	CHAM	0-2 Years
<u>Goal: Housing</u>			
<i>To provide for a variety of quality housing opportunities for all segments of the town's current and future population.</i>			
<i>Objective 1:</i> Use and support existing policies and programs that help citizens obtain housing.			
<u>Policies:</u>			
Support housing developments for all persons including low and moderate income, elderly and residents with special needs.	Town Board	SCPL, LCAP, WHEDA, UWEX, SCBR	Continuous
Advocate that the town's zoning ordinance allows for and/or encourages a range of densities and lot sizes.	Plan Commission	UWEX	Immediate
Encourage the maintenance, preservation and rehabilitation of the town's existing housing stock.	Plan Commission	LCAP, WHEDA	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
The Town Board may work with the state, county and Bay-Lake RPC to monitor the town's population characteristics to stay informed of changing demographics/characteristics within the town.	Town Board	BLRPC, UWEX, SHEBCO, SCBR	Continuous
Objective 2: Promote housing development that is environmentally conscious and cost effective.			
Policies:			
Encourage new housing in areas in which community facilities and infrastructure already exist.	Plan Commission	SCPL, LCAP, WHEDA, SCBR	Continuous
Situating higher density residential development densities to minimize the impacts upon low density residential development.	Plan Commission	SCPL, LCAP, WHEDA, SCBR	Continuous
Enforce regulations on lands adjacent to Lake Michigan and other water features in the town in an effort to protect/improve these valuable resources.	Plan Commission	SCPL, WDNR, EPA	Continuous
Encourage the infill of existing vacant residential property with similar housing types and densities.	Plan Commission	LCAP, WHEDA, SCBR	
Direct new development to appropriate locations to minimize the visual impact on the environment and from public right-of-ways.	Plan Commission	LCAP, WHEDA, SCBR	5-10 Years
Establish set-backs for housing adjacent to industrial land uses and primary roads.	Plan Commission		1-2 Years
Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.	Plan Commission	SCPL, UWEX, BLRPC, SCBR	5-10 Years

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<p><u>Goal: Economic Development</u> To provide an environment conducive for sustainable economic development.</p>			
<p><u>Objective 1:</u> Locate businesses in areas that will not compromise the town's overall rural atmosphere.</p>			
<p><u>Policies:</u></p>			
Direct large commercial and industrial development to designated areas within the town or neighboring incorporated communities to be better served by existing infrastructure.	Plan Commission	CHAM, UWEX, BLRPC	Continuous
Promote retail, general purpose shopping, professional services, and similar businesses to locate along the I-43 corridor in order to limit the amount of traffic flowing through the more rural areas of the town.	Plan Commission	CHAM, BLRPC, UWEX, SCHBA	Continuous
Implement design standards for the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town, especially along major corridors and areas of scenic importance.	Plan Commission	SCPL, UWEX	0-2 Years
Support the development of home-based businesses that do not compromise the character of residential neighborhoods.	Town Board	UWEX, SCHBA	Continuous
Maintain and expand the town's infrastructure to enable existing employers to grow and allow for new businesses to develop.	Town Board	BLRPC, SCPL, SCHBA	Continuous
Institute a communication process between employers and local officials to ensure issues of concern are being addressed in a timely and effective manner.	Town Board	CHAM, SCHBA	0-1 Years
<p><u>Objective 2:</u> Inform the new residents of the town's economic, environmental, agricultural and recreational assets.</p>			

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<u>Policies:</u>			
Develop and expand an official town website to include updated information on business resources, businesses/services, available greenspace and buildings, schools, etc.	Town Board	CHAM, UWEX	0-1 Years
Ensure information on the town is included in any of Sheboygan County's promotional materials either print or digital.	Town Board	CHAM	0-1 Years
Create and maintain an environment that is clean, pleasant, and inviting to visitors.	Town Board	SHEBCO	Continuous
<u>Goal: Transportation</u> To establish safe and efficient transportation systems for all modes of transportation.			
<u>Objective 1:</u> Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users and is able to adapt to changes in transportation demand and technology.			
<u>Policies:</u>			
Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.	Town Board	SCHWY, BLRPC, WDOT	Continuous
Continue maintenance of current roads through agreements with Sheboygan County, City of Sheboygan, and through private contractors.	Town Board	SCHWY, MUN	Continuous
Promote access management (i.e. stop lights) as a means of protecting the capacity and safety of the existing road network.	Plan Commission	SCHWY, BLRPC, WDOT	Continuous
Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.	Town Board	SCHWY, BLRPC, WDOT	Continuous
Protect existing investments in the road network with proper maintenance.	Town Board	SCHWY, MUN	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.	Plan Commission	SCHWY, BLRPC, WDOT, MUN	Continuous
Adopt an Official Map.	Plan Commission	SCPL	1-2 Years
Objective 2: Encourage a transportation system that complements and enhances the rural character and natural environment of the town.			
Policies:			
Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.	Plan Commission	SCHWY, BLRPC, WDOT, MUN	Continuous
Promote alternative non-motorized means of travel to reduce automotive dependency.	Plan Commission	SCHWY, BLRPC, WDOT, MUN	Continuous
Support transportation investments that encourage the protection of natural resources, scenic views, open space, and agricultural land.	Plan Commission	SCHWY, BLRPC, WDOT, MUN	Continuous
Encourage transportation demand strategies that reduce the number of single occupant vehicles such as park-and-ride lots and carpooling.	Plan Commission	SCHWY, BLRPC, WDOT, MUN	1-2 Years
Objective 3: Provide a safe system of multi-modal routes throughout the town.			
Policies:			
Promote the location of bicycle lanes on roads unless a more direct bicycle path can be provided.	Plan Commission	SCHWY, BLRPC, WDOT, MUN	Continuous
Bicycle paths, not served by roads and highways, should be constructed to serve as corridors. The most common uses are along rivers, lakeshores and utility right-of-ways.	Plan Commission	SCHWY, BLRPC, WDOT, MUN	Continuous
Bicycle routing should direct bicyclists to suitable highways and roads without significantly compromising directness through the use of established bicycle suitability models.	Plan Commission	SCHWY, BLRPC, WDOT, MUN	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
<p><u>Goal: Utilities/Community Facilities</u> <i>To provided residents with efficient and cost effective public services and facilities.</i></p>			
<p><i>Objective 1:</i> Promote quality community facilities and public services that are well maintained, efficient and cost-effective for residents.</p>			
<p><u>Policies:</u></p>			
Encourage concentrated development in areas where appropriate utilities, community facilities, and public services are readily available.	Town Board	SCPL	Continuous
Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.	Town Board		Continuous
Maintain community identity by advocating protection and preservation of the town's historic sites, cemeteries and other town owned facilities.	Park and Forestry Commission	HIST, SHEBCO	Continuous
Coordinate, consolidate and share governmental facilities and services where possible.	Town Board	SCHD, SHEBCO, MUN	Continuous
Locate new telecommunication towers on structures such as water towers and use existing telecommunication towers for multiple purposes to minimize the adverse impact on the town's visual appearance.	Plan Commission	SCPL	0-5 Years
Ensure there is adequate infrastructure to meet current and future needs of town residents and businesses.	Town Board	SCPL	Continuous
<p><i>Objective 2:</i> Consider environmental and resource sustainability opportunities when making land use decisions.</p>			
<p><u>Policies:</u></p>			
Evaluate possible adverse impacts to the groundwater sources when evaluating future developments.	Plan Commission	SCPL, MUN, WDNR, NRCS, SCSW	Continuous
Promote the use of shared on-site wastewater treatment systems where appropriate.	Plan Commission	SCPL, WDNR	Continuous

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Utilize the town's environmental corridors (i.e., wetland areas, floodplains, steep slopes, areas of poor soils for development, etc.), as areas that the town may want to prohibit all sewage system uses to protect groundwater quality.	Plan Commission	SCPL, MUN, WDNR, NRCS, SCSW	Continuous
Encourage sustainability planning for development proposals.	Plan Commission	SCPL	Continuous
Promote energy conservation measures.	Town Board		Continuous
<u>Goal: Parks and Recreation</u>			
To continue to promote the variety of park and recreational activities for residents and visitors.			
<u>Objective:</u> Advocate safe parks and recreational sites that provide a wide range of activities for individuals of all ages.			
<u>Policies:</u>			
Work with the state of Wisconsin on the maintenance and enhancements to the park facilities and access roads to public parks such as Kohler-Andrae State Park.	Park and Forestry Commission	WDNR, SHEBCO	Continuous
Work with Sheboygan County and adjacent communities in the planning for the development of additional recreational parks and trails within and surrounding the town.	Park and Forestry Commission	SCPL, MUN, WDNR	Continuous
Discuss any future trailway development with residents as well as affected property owners.	Plan Commission	SCPL, MUN, WDNR	Continuous
Build access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.	Park and Forestry Commission	SCPL, WDNR	Continuous
<u>Goal: Intergovernmental Cooperation</u>			
To coordinate with adjacent communities, Sheboygan County, and other interested groups/agencies on planning projects.			

Activity	Lead Entity	Cooperators (See Pg. 3-5 for Abbreviations)	Time Period
Objective: Promote cooperation between the Town of Wilson and any other municipality or government entity that makes decisions impacting the town and surrounding area.			
Policies:			
Work cooperatively with surrounding municipalities to address potential boundary issues to minimize conflicts.	Town Board	SHEBCO, MUN	Continuous
Develop coordination and the sharing/joint ownership of community facilities, equipment and other services whenever possible.	Town Board	SHEBCO, MUN, SCHD	Continuous
Promote cooperation and communication with the Sheboygan School District to collectively support quality educational opportunities.	Town Board	SCHD	Continuous
Explore the possibility of jointly developing and managing future conservation areas with Sheboygan County, WDNR, etc.	Plan Commission	SHEBCO, MUN, WDNR	0-3 Years
Utilize any available applicable resources to assist the town and its officials in achieving the goals of this Comprehensive Plan.	Town Board		Continuous

**CHAPTER 4
INVENTORY AND TRENDS**

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Chapter 4 - INVENTORY AND TRENDS

INTRODUCTION

This chapter of the comprehensive plan provides a brief summary of the seven resource elements that comprise Volume II (Community Resources) of the *Town of Wilson 20-Year Comprehensive Plan*. More detailed descriptions and data related to each of these topics can be found within each of these chapters. Information provided in the following chapters form the basis for the development of the General Plan Design (Future Land Use Plan) covered in Chapter 2 of this document.

- (Chapter 5) - Natural, Agricultural & Cultural Resources
- (Chapter 6) - Population & Housing
- (Chapter 7) - Economic Development
- (Chapter 8) - Transportation
- (Chapter 9) - Utilities & Community Facilities
- (Chapter 10) - Intergovernmental Cooperation
- (Chapter 11) - Land Use Controls and Inventory

COMMUNITY RESOURCE SUMMARIES

Chapter 5 - Natural, Agricultural & Cultural Resources

Natural Resources Summary

The natural resources inventory includes the geology, soils, water resources, woodlands, etc. found within the Town of Wilson.

The geology consists of Niagara Dolomite bedrock by a glacial drift that consists primarily of clay intermixed with other loam (i.e., sand and silt) deposits that may be less than five feet thick in some areas.

The topography of the area varies from relatively flat to gently rolling, following the patterns of the glacial geology.

The *Soil Survey of Sheboygan County, Wisconsin* is utilized to provide details of all soils in the county. It specifies information on the suitability and limitations of soils for private on-site wastewater treatment systems, basements, sand and gravel extraction, and other natural resource and engineering uses.

The Town of Wilson lies within the Black River, Onion River, and Sheboygan River Watersheds as delineated by the WDNR. These watersheds are part of the Sheboygan Water Management Unit of the Lake Michigan Watershed.

- The Town of Wilson's groundwater reserves are held in the Eastern Dolomite Aquifer located along the Lake Michigan coastline from Door County to the Wisconsin-Illinois border.
- Floodplains are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year.

- The 679 acres of floodplains within the town are located adjacent to the Black River, Onion River and Weedens Creek.

Within the Town of Wilson, there are approximately 1,625 acres of wetlands. The majority of the wetlands are located adjacent to the identified surface water features. These wetlands along with surface water features, floodplains, and shorelands provide important environmental functions (e.g. storm water retention and groundwater recharge), quality wildlife habitat and recreational opportunities.

There are approximately 2,247 acres of identified woodlands within the town not including the State park. Upland woodlands located in areas of higher ground and lowland woodlands (woodlands within wetlands). Upland woodlands constitute approximately 1,324 acres and the lowland woodlands cover 932 acres of land.

There are 5,992 acres of designated shorelands within the town. These areas are often viewed as valuable environmental resources both in urbanized and rural areas.

Agricultural Resources Summary

The 2002 Census of Agriculture indicates that the total number of farms has declined in Sheboygan County from 1,178 in 1997 to 1,116 in 2002.

The three classes of prime agricultural soils (i.e. prime farmland, farmland of statewide importance, and prime farmland only where drained) cover 43 percent of the town.

The average annual temperature is 47.5 degrees with the coldest month being January (17 degrees) and the warmest month July at approximately 70 degrees. The nearby waters of Lake Michigan can have a modifying influence on the climate in the planning area.

The production, sales, and processing of Sheboygan County's farm products generate significant employment opportunities, economic activity, and income and tax revenue. In 2002, the county's agriculture industry accounted for nearly \$482 million, or 12 percent of the total economic activity.

Cultural Resources Summary

The Town of Wilson has many structures/ sites considered to be of historic significance. Several of them date back to the mid-to-late 1800's. The majority of these entries are houses and barns in addition to a school.

Chapter 6 - Demographics

The Population and Housing chapter assesses the demographics of town and details population and housing trends and projections.

Population Summary

The Town of Wilson experienced its highest population level of 3,604 in 1980, which was prior to land annexations by the City of Sheboygan. Through these annexations, it reduced the town's population by 762 people according to the 1990 Census. However, in the decade of the 1990's, the town was able to add 385 residents or nearly 16 percent.

The working age group (16+) accounts for 64 percent of the total population, 13 percent of the town's population was considered in the retirement age group (65+), while nearly 20 percent of the total population was of school age (5-17).

Over the course of the last 27 years, the town's median age has risen from 26.6 in 1970 to 41.5 years in 2000.

The Wisconsin Department of Administration (WDOA), the Town of Wilson is projected to have a population of 4,031 by 2025. This represents an additional 805 persons, or a 25 percent increase from the 2000 Census count of 3,227.

Housing Summary

The total number of housing units within the Town of Wilson has increased by 39 percent from 1970 to 2000.

Of the 88 vacant units in the town, 34 units, or three percent of the total housing in the Town of Wilson, are used for seasonal, recreational, or occasional use

There are 1,235 occupied housing units, which accounts for approximately 93 percent of the housing in the town. The remaining seven percent homes in the town are vacant (88 units). Of the 1,235 occupied units, 1,093 (83 percent) were owner-occupied while 142 units (11 percent) were renter-occupied.

According to the 2000 Census, one unit detached structures comprised nearly 90 percent of the housing types in the town. The second largest housing type found was 2-unit structures, which made up three percent of the town's housing.

From the year 2000, 174 new single family homes have been built in the town. Within Wilson, another seven two family homes have been constructed. The average number of new homes constructed per year has been 29 with the greatest number being 39 in 2004.

Approximately 36 percent of the existing housing units or 125 units in the town were built before 1940.

In 2000, the majority of housing units (41 percent) in the Town of Wilson were valued between \$100,000 and \$149,999.

- The 2000 Census indicates that 148 owners out of 962 (15 percent) specified owner-occupied housing units paid more than 30 percent of their income for monthly owner costs. According to the HUD definition, this 15 percent is considered as living in non-affordable housing.
- According to WDOA, the household size within Town is projected to decrease throughout the planning period from 2.59 in 2000 to 2.54 in 2025.

WDOA estimates there will be 353 built in the Town of Wilson by 2025.

Chapter 7 - Economic Development

The chapter details the Town of Wilson's and Sheboygan County's general labor force and economic base characteristics.

Labor Force Summary

According to the 2000 Census, the percentage of high school graduates in the Town of Wilson is 35 percent, which is slightly better than the state average (34 percent) but below Sheboygan County at 40 percent.

The 1999 median household income for the Town of Wilson was \$59,241 compared to \$41,134 in 1989.

In 2000, the majority of Town of Wilson residents were employed in management, professional and related service fields (35 percent); production, transportation, and material moving (21 percent); or sales and office occupations also at 21 percent.

There are 1,715 residents of working age in the town and a total of 776 people working in Wilson. Only 173 of the town's residents or 10 percent live and work in Wilson.

Of those who work in the town, 78 percent travel from other communities. Most of these workers commute from the City of Sheboygan (39 percent) or another community within Sheboygan County (24 percent).

The county's unemployment rate and the number of residents unemployed was the lowest in 1999 at 3.2 percent and 1,255 respectively. Only four years later in 2003, the unemployment rate was 5.1 percent and 3,277 people were unemployed.

According to the Wisconsin Department of Workforce Development, just under 72 percent of Sheboygan County's population, age 16 and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR).

Economic Base Summary

Manufacturing has and continues to be the cornerstone for the Sheboygan County's economy by contributing over \$1.1 billion or nearly 47 percent of the total income provided by all seven industries. Agriculture contributed \$482 million, or 12 percent of the county's total income.

According to the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study, travelers spent an estimated \$271 million in Sheboygan County in 2004. Sheboygan County ranks 9th in the state for traveler spending.

Sheboygan County boasts a variety of large employers from both the public and private sectors. The public sector employers include the local school district and county. The Kohler Company and Bemis Manufacturing Company are the two largest private employers employing over 1,000 people each.

In 2000, farm employment and manufacturing were considered "export based", meaning these areas produce more goods and services than the local economy can use. Conversely, wholesale trade; transportation and utilities; services; and finance, insurance, and real estate industries were not meeting local demand for given goods or services.

The most notable changes in the county's economy since 1990 are the decline in farm, mining, and government employment to include the military (27 percent), plus the 88 percent increase in agriculture services, forestry, and fishing; a 45 percent increase in employment in construction, and solid 32 percent raise in the service industry during this same 10 year interval.

Chapter 8 - Transportation

The chapter includes descriptions of Wilson's transportation system including a detailed explanation of the highway and road system; rail and air service; bicycle transportation; pedestrian transportation; elderly and disabled transportation services; etc.

There are approximately 47.56 miles of local function streets and roads within the town, comprising approximately 65.77 percent of the total road mileage within the town. About 9.15 miles of local facilities are under county jurisdiction, while about 38.41 miles of local facilities are under town jurisdiction.

There were 75 injury crashes involving 114 persons injured from 2002 through 2004. The vast majority of the crashes from 2002 through 2004 (255 of 331, or over 77 percent) were property damage only accidents.

Sheboygan Transit primarily involves a fixed-route, fixed-schedule bus system. The closest Sheboygan Transit routes to the Town of Wilson are Route 7 South (serves the intersection of South 12th Street and Weeden Creek Road), and the Industrial Park Route (serves Weeden Creek Road from South Taylor Drive to County Highway OK).

- Currently, the town has a limited number of facilities (bicycle paths, paved shoulders or signed shared use roads) to serve bicyclists. These facilities include County Highway EE/Weeden Creek Road from County Highway KK/South 12th Street to Evergreen Drive (signed shared use road), as well as shared use recreational paths in Kohler Andrae State Parks just east of County Highway V and west of the Black River.

Rail service through the Town of Wilson terminating north of the City of Sheboygan is provided by the Union Pacific Rail Company on track that originates in the City of Milwaukee. Union Pacific lines north of Sheboygan to Cleveland and west of Sheboygan to Plymouth are not currently in operation.

Chapter 9 - Utilities and Community Facilities

The chapter inventories of the location, use, and capacity of the existing utilities and community facilities that serve the residents of the Town of Wilson.

The town's electric service is supplied by We Energies and Alliant Energy. An Alliant substation is located on South Business Drive on the Butzen property. Natural gas service is provided by Integrys Energy Group. It is only available in the more developed parts of the town and not in the rural areas.

All Town of Wilson residents own and maintain wells. Some homes have shared wells.

Rural property owners within the Town of Wilson are responsible for owning and maintaining individual private on-site wastewater treatment systems (POWTS). Heavily populated residential areas within the town are served by Town sewer treated through the City of Sheboygan's Regional Wastewater Treatment Plant.

Fire protection for the Town of Wilson is provided by the Black River Fire Department and the Village of Oostburg Fire Department.

The Town of Wilson is located within the Sheboygan Area, Oostburg, Sheboygan Falls and Kohler School Districts. Parents also have the option to send their children to area private schools or have them schooled at home.

Ambulance services for the Town of Wilson are provided by Orange Cross Ambulance, Inc. or Oostburg Ambulance Service.

The Town of Wilson is part of the Lakeshore Technical College (LTC) District of The Wisconsin Technical College System. There are also several higher education institutions located near the town including **Lakeland College** and **UW-Sheboygan** in the City of Sheboygan and **UW-Manitowoc** and **Silver Lake College** in the City of Manitowoc.

- The Kohler-Andrae State Park is located in the town's southeast corner. The park is one of the last natural preserves along the Lake Michigan shore.

Chapter 10 - Intergovernmental Cooperation

The town's relationship and cooperative planning and development efforts with the neighboring communities, Sheboygan County, other government entities, and local departments are detailed in this chapter.

The Town of Wilson works with neighboring communities and Sheboygan County through mutual aid agreements for sanitary sewer, road maintenance, fire, police, and ambulance services.

The Intergovernmental Cooperation Workshop was held on October 23, 2006 at the Wilson Town Hall. Boundary issues/annexations; and good mutual aid agreements were identified as some of the existing or potential issues. Continued communication; more cooperative/joint planning efforts; and agreements with the City of Sheboygan regarding border developments are a few of the potential conflict resolutions generated during the workshop.

Chapter 11 - Land Use

This portion of the plan inventories the town's current land uses along with existing land controls that may limit or restrict the use of land for specific purposes.

Within the area, the Town of Holland has a comprehensive plan that is not Smart Growth compliant. The Town of Lima does not have a plan. The Village of Oostburg does not have a plan in place. The Village of Kohler is completing a comprehensive plan that will meet Smart Growth requirements. The cities of Sheboygan Falls and Sheboygan have plans but do not meet Smart Growth compliance.

Sheboygan County adopted a Comprehensive Outdoor Recreation and Open Space Plan in 2004. The plan meets the eligibility requirements for participation in Federal Land and Water Conservation Fund (LAWCON) grant program.

The *Town of Wilson Zoning Ordinance* was updated in December, 2005. The purpose of the zoning ordinance is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the town.

Of the approximate 14,684 acres that comprise the Town of Wilson, 2,415 acres, or 16 percent is developed. Of the 2,415 acres of developed land, single family residential covers nearly 750 acres, or 31 percent. When taking into consideration the entire town, the vast majority of the undeveloped acreage consists of croplands or pastures.

The Sheboygan County Farmland Preservation Plan was updated in 2005 with attention given to land use changes resulting in urban growth and in farmland reduction.

- The current pattern of land use serves as the framework for creating the General Plan Design for the Town of Wilson found in Chapter 2 of this document.



Volume II

Community Resources

Chapter 5

Natural, Agricultural and Cultural Resources

Chapter 6

Population and Housing

Chapter 7

Economic Development

Chapter 8

Transportation

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Land Use Controls and Inventory

CHAPTER 5
NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

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Chapter 5 - NATURAL, AGRICULTURAL AND CULTURAL RESOURCES

INTRODUCTION

This section provides an inventory of the existing natural, agricultural and cultural resources/features within the Town of Wilson. The inventory provides an understanding of the physical characteristics of the town. Since they are major determinants of future development options, it is important to understand where these resources are located and how they relate to one another to help limit unnecessary public expenditures and to minimize the negative impacts to these valuable environmental/cultural resources as development does occur.

NATURAL RESOURCES

Natural Resources are materials that occur in nature and are essential or useful to humans such as water, air, land, trees, animals, plants, soil, and minerals. Some are replaceable; others are not. Trees and fish are renewable resources and can be replaced. Nonrenewable resources that include groundwater and fossil fuels are not replaceable once they have been consumed. The following text describes the types and locations of these many resources and their suitability for development.

Geology

The Geology that lies beneath the Town of Wilson has important implications for land use. The Dolomite Bedrock provides a pathway for groundwater recharge. The Glacial deposits that lie between the soil and bedrock provide a natural filter for surface water to percolate through before reaching the bedrock. In the town, these layers can range from less than five feet to over a hundred feet thick.

Bedrock

The Dolomite bedrock formation of the town consists of sedimentary deposits. Most formations date back to the Silurian age (approx. 435 – 405 million years ago). There is a small portion next to Lake Michigan that is a bit younger (Traverse Group) and dates to the Devonian age of approximately 417 – 354 Million Years ago (Map 5.1). These sedimentary rocks are solidified marine sediments that makeup the ledge adjacent to Lake Winnebago and slope to the southeast towards Lake Michigan. This “Niagara formation” comprises the bedrock that lies beneath virtually all of the Town of Wilson.

Glacial

Glacial deposits in the area consist of both till and glaciofluvial sediment.

Till, or unstratified drift, is a mixture of unsorted, angular- to round-shaped sediments ranging in size from clay particles to boulders originating directly from glacial ice.

Glaciofluvial deposits consist of coarse to medium-grained sand and gravel, poorly to well sorted and bedded, with numerous cobbles, boulders and portions of till. They were deposited in ice contact or near-ice positions by glacial melt-water during the last phase of glaciation when glaciers were stagnant or retreating.

The glacial drift in the town consists of clay intermixed with other loam (i.e., sand and silt) deposits. The soils may be less than five feet thick in some areas and up to 200 feet in depth above the bedrock. Map 5.2 illustrates the geology formed during the Pleistocene Epoch (10,000 years ago) of the Quaternary Period within the Cenozoic Era.

The geologic composition (soil depth to bedrock) and the possible implications of development including increased construction costs and the possibility of groundwater contamination should be sufficiently evaluated when planning for development within all areas of the town.

Topography

The topography of the town varies from relatively flat to gently rolling, following the patterns of the glacial geology.

- Map 5.3 illustrates the areas of steep slope (i.e., slope 12 percent or greater) based on the town's soil characteristics. The steep slopes are more susceptible to soil erosion. These areas may require special building and construction considerations such as retaining walls or tiered landscaping. Map 5.4 defines the elevation contours for the town.

Soils

The *Soil Survey of Sheboygan County, Wisconsin* provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. Listed below are descriptions of the general soil types within the town along with the suitability and limitations of soils for development. The composition and properties of the soils in an area should be evaluated prior to any development taking place.

Soils Description

Soils are grouped into general soil associations that have similar patterns of relief and drainage. These associations typically consist of one or more major soils and some minor soils. The soil types for the Town of Wilson can be divided into two broad categories ranging from poorly drained to well drained:

1. Mosel-Oakville-Hebron - has a subsoil of mainly clay loam to sand and are underlain by medium and fine sand or stratified silt loam;
 2. Kewaunee-Waymor-Manawa - has a subsoil of mainly clay loam to clay and are underlain by loam or silty clay loam glacial till;
- Soils were primarily formed in glacial till and glacial drift and consisting of clays and sandy loams.
 - The soils formed in glacial till are nearly level to moderately steep and range from well to moderately well drained. Soils formed in glacial drift (primarily found along the lakeshore) are nearly level and gently sloping and are somewhat poorly drained.

Soil Limitations

Private Sewage Systems

Private on-site wastewater treatment systems (POWTS) are systems that discharge effluent to groundwater through a subsurface infiltration system. Success of these on-site systems (i.e., drain-fields or mounds) is based on the depth and permeability of the soils where they are installed.

The *Soil Survey of Sheboygan County, Wisconsin*, provides information on the limitations of each type of soil for the usage of these sanitary facilities. Soil ratings of severe, moderate or slight limitations are based on soil properties, site features, and observed performance of the soils.

Severe limitations mean soil properties or site features are so unfavorable or so difficult to overcome that these systems may require a special design that results in a significant increase in construction costs or possibly costly ongoing maintenance.

Moderate limitations mean soil properties or site features that are not favorable for the indicated use and also may require special planning, design, or maintenance to overcome or minimize these limitations.

Slight limitations mean soil properties and site features are generally favorable for the indicated use and limitations are minor and therefore easily overcome.

The revised COMM 83 health and safety code allows new technologies for private sewage systems. The code allows the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code gives property owners the opportunity and flexibility to meet environmental performance standards with several treatment technologies.

More housing and greater population densities may be a result of the revised COMM 83 code. This, in turn, heightens the need for undertaking land use planning and the drafting of use controls to address the potential impacts on the environment associated with the potential expanded development options.

Basements

The *Soil Survey of Sheboygan County, Wisconsin* provides information on the limitations of each soil for site development including the construction of dwellings with basements. The limitation ratings are identical to those identified in the aforementioned limitations for private sewage systems.

- Most of the severe limitations soils found in the town are wetlands and those locations adjacent to surface water features.

Nonmetallic Mineral Resources

Sand, gravel, and crushed stone are the primary minerals mined in the area. They are needed for constructing the sub-base of roads and serve as the primary components in concrete used for building footings, basement walls, and sidewalks.

- There are several mining sites within and neighboring the town that extract sand gravel and/or crushed stone. In addition, the survey identifies soils that would be the best sources for quality sand, gravel, and crushed stone. These minerals are primarily found in the town near river and stream channels, outwash plains, dunes, and eskers.

Care needs to be taken to ensure that the mining operations do not negatively impact the neighboring properties or other portions of the town. This not only includes noise and odors but adverse affects on groundwater, destruction of critical habitat, and significant wear on local roads.

Nonmetallic Mining Reclamation (NR 135)

Any new mines need to have a permit granted by the Wisconsin Department of Natural Resources (WDNR) and are subject to the requirements of NR 135, which includes a reclamation plan.

- The reclamation plan is a detailed technical document with goals to successfully reclaim the area as well as limit the long-term negative impact to the environment once the mine is abandoned.
- The WDNR defines successful reclamation as “the complete restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors.”
- Restoration is defined as “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities, and allows for the desired post-mining land use.”

Water Resources

Watersheds

The Town of Wilson lies within the Black River, Onion River, and Sheboygan River Watersheds as delineated by the WDNR. These watersheds are part of the Sheboygan Water Management Unit of the Lake Michigan Watershed. Map 5.5 displays these watersheds within the town.

Two of the three watersheds, the Onion and Sheboygan Watersheds, were designated as Priority Watersheds by the Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS Program) in 1980 and 1985 respectively. The program provides financial and technical assistance to landowners and local governments to reduce nonpoint source pollution by addressing land management activities that contribute to urban and rural runoff.

The Onion and Sheboygan Watersheds were designated as Priority Watersheds by the Wisconsin Nonpoint Source Water Pollution Abatement Program in 1980 and 1985 respectively.

It is important to evaluate any new developments and land activities to determine their potential impacts on the watersheds. Nonpoint source activities such as farming, construction, mining, etc. can produce runoff (e.g., sediment, nutrients, pesticides, debris, and toxic chemicals) that enters local waterways and groundwater. Many of these activities may not occur in the town; however, the activities undertaken upstream in neighboring communities can adversely affect the water quality in the area and pose a threat to the environment, economy, and health of the town.

Stormwater

Stormwater refers to rainwater, snowmelt, and other sources of large volumes of water that do not permeate the soil. These waters generally flow over impervious surfaces (e.g., rooftops, driveways, sidewalks, streets and parking lots) of developed areas and from certain agricultural practices into storm sewers, culverts, and open ditches without the benefit of treatment facilities or filtration naturally by soil or vegetation. Stormwater runoff can carry pollution directly into our natural water resources like lakes, rivers, and streams.

Any pollutants carried within the runoff can destroy lake and river ecosystems, contaminate drinking water, and clog streams with sediment increasing the likelihood of flooding.

In October 2002, the state established Runoff Management Administrative Rules to address the uncontrolled runoff from urban and rural land use activities. These administrative rules establish a variety of best management practices, performance standards, regulations, permit issuance, etc. that farms, cities and construction sites are required to follow to reduce polluted runoff.

The following are the eight rules written by the WDNR along with one rule by the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP):

- Priority Watershed and Priority Lake Program (NR 120)
- Runoff Management (Performance Standards and Prohibitions) (NR 151)
- Model Ordinances for Construction Site Erosion Control and Post-Construction Storm Water Management (NR 152)
- Targeted Runoff Management Grant Program (NR 153)
- Best Management Practices and Cost- Share Conditions (NR 154)
- Urban Nonpoint Source Water Pollution Abatement and Storm Water Management Grant Program (NR 155)
- Storm Water Discharge Permits (NR 216)
- Animal Feeding Operations (NR 243)
- Soil and Water Resource Management Program (ATCP 50)

Groundwater

The Town of Wilson's groundwater reserves are held in the Eastern Dolomite Aquifer located along the Lake Michigan coastline from Door County to the Wisconsin-Illinois border. This aquifer is the most common in the area and the most widely used source of good quality groundwater. Groundwater is also the primary source of water for irrigated agriculture and is very important for industry especially those involved in food processing. Streams, lakes, and wetlands are fed by groundwater; thus fish and other wildlife are as dependent on abundant, clean groundwater as people.

The WDNR has adopted maximum contaminant level (MCL) standards that apply to all public water supplies in the state. The standards regulate concentrations of pollutants in public water supplies (NR 809) and nitrate removal from public drinking water (NR 122).

Under Wisconsin's Groundwater Standards Law (NR 160), state programs for landfills, hazardous wastes, spills, wastewater, septic tanks, salt storage, fertilizer storage, pesticides, and underground storage tanks must comply with the established standards. In addition, Wisconsin Administrative Code chapters NR 140, 141, and 142 regulate groundwater quality, groundwater monitoring, well requirements and water management and conservation.

With aquifer levels declining, increasing demands for water, ongoing implementation of new water quality standards, and the continued high costs of treating drinking water; efforts to protect the town's long-term drinking water supply and quality need to be considered when planning for future growth.

As development in the area increases so does the surface area of impervious surfaces such as roofs and parking lots. It is important to understand that the amount of water that infiltrates to the groundwater depends on such factors as vegetation cover, slope, soil composition, and depth to the water table. Therefore, wise land use decisions, particularly in critical groundwater recharge

areas and areas of shallow soils, could maintain the amount of water being recharged by the aquifers as well as limit contamination. Methods to protect groundwater resources include utilizing local planning and zoning tools, advocating for best management practices, implementing wellhead protection programs, and strictly enforcing regulations on private sewage systems.

Wellhead Protection Planning

Wellhead protection plans can be an effective method of protecting groundwater quality and quantity. Proactively protecting the area's groundwater supply before it becomes contaminated is both wise and cost-effective. Wellhead protection plans manage and protect surface and subsurface land surrounding a well, which is commonly defined as the wellhead protection area (WHPA). WHPAs identify the primary contributing sources of groundwater for the area. It then allows the community to focus management efforts on potential contamination sources and take appropriate step to prevent or mitigate any problems.

Surface Water

The Town of Wilson planning area contains or is bounded by the following water features (Map 5.6):

Lakes

1. Lake Michigan

Rivers/Creeks

1. Black River
2. Onion River
3. Weedens Creek
4. Fisherman's Creek
5. Hartman Creek

The creeks and various unnamed tributaries that drain into Lake Michigan help provide quality habitat for waterfowl and wildlife and the surface waters offer recreational activities such as fishing, boating, and swimming.

Shorelands

Shorelands are areas defined by the following distances from the ordinary high water mark of navigable waters:

- 1,000 feet from a lake, pond or flowage; and
- 300 feet from a river or stream or to the landward side of the flood plain, whichever distance is greater.

There are 5,992 acres of designated shorelands within the town as shown in Map 5.7. These areas are often viewed as valuable environmental resources both in urbanized and rural areas. As a result, the State of Wisconsin requires counties to adopt shoreland/floodplain zoning ordinances to address the problems associated with development in shoreland and floodplain areas.

*There are
5,992 acres of
designated
shorelands
within the
Town of
Wilson.*

The authority to enact and enforce shoreland and other zoning provisions in counties is set forth in Chapter 59.692 of the Wisconsin Statutes and Wisconsin Administrative Code NR 115.

Development within shoreland areas is generally permitted, however specific design techniques must be considered. In more environmentally sensitive locations, any alteration of the shoreland is strictly regulated, and in some cases, not permitted under any circumstances. Refer to Sheboygan County Ordinance Title VIII Chapter 72 Shoreland-Floodplain Ordinance for more information on development regulations within the county.

Coastal Resources



The Lake Michigan coastline offers a variety of natural assets such as sand beaches and wetlands that provide critical and unique habitats for flora and fauna along with cultural resources and recreational resources.

Coastal development can affect the shape and use of the shoreline. Several issues to consider when planning for this area include shoreline erosion, impacts on coastal wetlands, fluctuating lake levels, increases in non-point pollution, adverse affects to recreation, disruption to wildlife habitats, and the alteration to unique historic and archeological resources of the area.

The preservation of coastal resources will go a long way in maintaining/improving community health and safety (clean Drinking water), aesthetics (pristine views) and economic viability (tourism, clean parks and beaches, recreational fishing).

Floodplains

Floodplains are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year.

- The 679 acres of floodplains within the town are located adjacent to the Black River, Onion River and Weedens Creek. (Map 5.8).

Floodplains, as identified by the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRM), provide for storm water retention, groundwater recharge, habitat for various types of waterfowl and wildlife and are considered a valuable recreational resource.

Section 87.30(1) of the Wisconsin Statutes and Wisconsin Administrative Code NR 116 requires counties, cities and villages to adopt floodplain zoning ordinances to address the problems associated with development in floodplain areas. Any development adjacent to or within a designated floodplain should be discouraged, if not strictly prohibited.

Wetlands

According to the WDNR, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, and marshes.

Wetlands serve a variety of functions and roles to include:

- provide scenic open spaces;

- act as natural pollution filters for lakes, streams and drinking water;
 - act as groundwater discharge areas to retain floodwaters; and
 - provide valuable and irreplaceable habitat for many plants and animals.
- Within the Town of Wilson, there are approximately 1,625 acres of wetlands. The majority of the wetlands are located adjacent to the identified surface water features. Map 5.9 illustrates the WDNR inventoried wetlands greater than two acres.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes fall under the jurisdiction of the WDNR and mandate that shoreland wetlands be protected in both the rural (NR 115) and urban areas (NR 117) of the state.

Wetlands not in the shoreland zone are protected from development by the federal government through Section 404 of the Clean Water Act and Wisconsin Administrative Code NR 103.

It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations, if they meet the state definition.

Woodlands

There are approximately 2,247 acres of identified woodlands within the planning area not including the State park. Upland woodlands located in areas of higher ground and lowland woodlands (woodlands within wetlands) are illustrated on Map 5.10. Upland woodlands constitute approximately 1,324 acres and the lowland woodlands cover 932 acres of land.

There are approximately 2,247 acres of identified woodlands within the planning area not including the State park.

Woodlands present aesthetic views, provide wildlife habitat, and offer multiple recreational choices. Woodlands also maintain watershed cover, provide shade, serve as a windbreak, help reduce soil erosion, act as a noise barrier, and screen developments.

Wildlife Habitat

Wildlife habitat can be defined as areas that provide the arrangement of food, water, cover, and space required to meet the biological needs of an animal. Different wildlife species have different requirements, and these requirements vary over the course of a year. Also, an assortment of plants provides fruit and food in different seasons. Maintaining a variety of habitats generally benefits a much desired diverse wildlife. Woodlands, wetlands, floodplains and the water features within the town provide habitat for many species of wildlife. White-tailed deer, turkey, grouse, beaver, muskrat, gray and red squirrel, and chipmunks are some of the more well known species found in the area. Lake Michigan and other surface waters provide habitat for fish. Migratory fowl frequent the surface waters and wetlands during the months of the year that allow for open water.

Threatened and Endangered Species

Many rare, threatened, and endangered species are found within Sheboygan County. Appendix E lists these animals, plants and natural communities in both the aquatic and terrestrial occurrences in Sheboygan County as identified in the Wisconsin DNR Natural Heritage Inventory.

- According to the WDNR, the entire town has experienced threatened and endangered species occurrences with most of these occurrences being aquatic in nature and near Lake Michigan.

Any potential environmental impacts should be discussed before any development occurs in order not to disturb or disrupt habitat for any plant or animal species especially those noted on the threatened or endangered list.

Significant Natural Features

A number of sites located within the town may be considered significant natural features. These areas may be designated as WDNR State Natural Areas, State Wildlife and Fishery Areas, Significant Coastal Wetlands, Land Legacy Places; or be included in the “Natural Areas Inventory,” conducted by the Scientific Areas Preservation Council of the WDNR.



The following text gives a brief description of the Natural Areas that exist in the Town of Wilson, while Map 5.11 illustrates their locations.

Kohler Andrae Park

This area consists of sand dunes, a mixed conifer-hardwood forest which is made up of white and red pine, sugar maple, beech, paper birch and red oak. These sand dunes have been designated as a Land Legacy Place by the DNR. Additionally, Kohler Andrae State Park also contains over 1,200 acres of wetlands which have been identified by the DNR as significant coastal wetlands.

Lake Michigan Pine Hardwoods Dune Forest

White pine dominates this area with red oak, white birch, beech, sugar maple and other dotted throughout. The western side is ash-white cedar swamps and alder thickets.

Onion River Forest

A hardwood forest located in the Northwest Corner of the town that boasts predominately sugar maple, red oak and beech with white oak, basswood white birch and aspen mingled throughout.

Robert Balzer and Ruth Balzer–Schmitt Wilderness Park

Mesic Forest - white pine dominates with red oak red maple sugar maple yellow birch and beech mixed in.

Sheboygan County Memorial Arboretum

A wet lacustrine swamp made up of black ash and American elm with an understory of alder.

Jerving Conservancy

A wetland preservation project along the Black River where it empties into Lake Michigan.

Other smaller natural areas include: **Kleitziem Park, Miller Conservancy, and Sommer Visa Greenspace.**

Environmental Corridors

Environmental corridors are areas in the landscape that contain and connect natural areas, open space, and scenic viewsheds. They often lie along streams, rivers, or other natural features. These corridors protect environmentally sensitive areas by providing linkages in the landscape and potential buffers between natural and/or human communities. They are complex ecosystems that

provide an avenue for wildlife movement, protection of natural resources, and green space buffers for humans. These “lifelines for living” help support human, wildlife, and natural “communities.”

Environmental corridors within the Bay-Lake Regional Planning Commission (BLRPC) region have uniform regulations on the following:

- WDNR wetlands w/50-foot buffer;
- 100-year FEMA floodplains;
- Slopes equal to 12 percent or greater;
- 75-foot lake and river setback; and
- Surface water.

Other features considered part of the environmental corridor definition on an area-by-area basis include:

- designated scientific and natural areas;
 - unique and isolated woodland areas;
 - scenic viewsheds;
 - historic and archaeological sites;
 - unique geology;
 - wetland mitigation sites;
 - isolated wooded areas;
 - unique wildlife habitats; and
 - parks and recreation areas.
- The Town of Wilson contains approximately 2,751 acres of environmental corridors as determined using the BLRPC definition. Map 5.12 illustrates the environmental corridors of the area.

When considering future development, it is important to understand that environmental corridors serve many purposes. They increase the value of natural resource areas - areas of concentrated natural resource activity (“rooms”), such as wetlands, woodlands, prairies, lakes, and other features, become even more functional when linked by environmental corridors (“hallways”). Fish and wildlife populations, native plant distribution, and even the retention of clean water all depend on movement through environmental corridors. For example, wildlife populations isolated in one wooded location can overpopulate, die out, or cause problems for neighbors if there are not adequate corridors to allow the population to move about freely.

In addition to their environmental value, corridors offer social and economic benefits. Environmental corridors can help define a community’s sense of place, or distinctiveness, and provide “services,” such as snow and wind protection, recreational areas, or stormwater detention. They can also provide valuable outdoor educational settings and potential sites for research. Furthermore, corridors may help maintain a community’s aesthetic or historical grounding.

Parks and Open Space

Various natural settings in the town are utilized as recreational sites by the public. Refer to Community Facilities element (Chapter 9) and Map 9.1 of this document for more detailed information of each of the following parks and open space areas.

Town of Wilson

1. Jerving Conservancy
2. Robert & Ruth Balzer – Schmitt Wilderness Park
3. Victor Gruber Memorial Fireman’s Park
4. Jung Bell Tower
5. Sommer Vista Open Space
6. Kaufmann Park
7. Kohler Andrae State Park
8. Mueller Conservancy
9. Landfill site
10. Paradise Valley Parkland
11. Sheboygan Arts Foundation Inc. (Tellen Statues)

AGRICULTURAL RESOURCES

Agriculture has been a major ingredient in shaping Sheboygan County’s heritage for the past 168 years since its inception in 1838. A significant number of working farms still dominate the landscape and help define the county’s rural identity. Sheboygan County farmers own and manage the resources on 195,000 acres of land, or 35.2 percent of all land in the county. These lands include pastures, cropland, woods, and forests.

Climate

The climate of Sheboygan County and Town of Wilson is classified as continental. This climate type is characterized by an extreme disparity between summer and winter temperatures that range from cold, snowy winters and warm summers with periods of hot, humid conditions. According to the Midwestern Regional Climate Center the average annual temperature is 47 degrees with the coldest month being January (17 degrees) and the warmest month July at approximately 70 degrees. The nearby waters of Lake Michigan can have a modifying influence on the town’s climate unlike more inland locations where the cool breezes of the lake have little or no affect.

Over 60 percent of the annual precipitation of 32” falls from April through September with August traditionally being the wettest month. This time period also encompasses the growing season for most crops. Overall, the varied climate is favorable for agricultural purposes and suitable for a number of outdoor activities ranging from biking and camping to snowmobiling and skiing.

Prime Agricultural Lands

Prime farmlands cover approximately 43 percent of the town and are generally located away from waterways and other wet areas.

According to the NRCS, there are three classes of prime farmland identified in the town as shown on Map 5.13:

1. *Prime farmland*: land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. Through a combination of factors such as conducive soil properties, ideal growing season, and ample moisture supply, these soils produce annually high yields of crops.
2. *Farmland of statewide importance*: land not identified as prime farmland on a nationwide basis but is important in Wisconsin for the production of various food, feed, fiber, and forage crops.
3. *Prime farmland only where drained*: land where soils have excessive wetness limitations, however can be or are used effectively for agricultural production with installation of a tile drainage system.

The November 2005 Nominal Group exercise identified the preservation of prime farmland as a major issue for the town. (Appendix C). Since agriculture plays an important role in the economic, cultural and social structure of the town and all of Sheboygan County, it will be important to preserve these areas against future unplanned development. Once agricultural land is disturbed or replaced by another land use, it cannot be effectively returned to agricultural production.

Farm Numbers and Types

- According to the United States Department of Agriculture (USDA), there were a total of 1,116 farms in Sheboygan County in 2002. Dairy farms are the primary operations, supported by poultry facilities. Greenhouses, tree farms, nurseries, sod farms, and other horticultural businesses add to the growing diversity of agriculture in the county.
- According to the Program on Agricultural Technology Studies (PATs), Sheboygan County contained 230 dairy farms in 2002. The Town of Wilson accounted for 12 of these farms.
- Approximately 88 percent of the farms in Sheboygan County are owned by individuals or families, another seven percent are owned by family partnerships, and corporations account for slightly more than five percent.
- Sheboygan County is home to approximately 25,300 dairy cattle and a total of 62,000 cattle and calves.

Farm Household Demographics

According to the US Census, fewer than two percent or 1,769 persons of Sheboygan County's total population of 112,646 live on a farm. Two percent (72 residents) of the Town of Wilson's total population of 3,071 lives on a farm. Less than one percent (13 residents) of the town's total labor force of 1,797 is employed in farming, forestry or fishing.

Trends in Agriculture

The 2002 Census of Agriculture indicates that the total number of farms has declined in Sheboygan County from 1,178 in 1997 to 1,116 in 2002. In addition, the average size of a farm in the county in 1997 was 164 acres. By 2002, the average farm size increased to 175 acres.

- The Town of Wilson has experienced a loss of dairy farms going from 51 dairy farms in 1989, to 14 farms in 1997, to 12 farms in 2002.

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.

- Harvested cropland in Sheboygan County increased 7,478 acres or one percent from 1997 to 2002.

The amount of agricultural land sold over a period of time is a good indicator of how much development has taken place. Table 5.1 illustrates 3,085 acres of agricultural land were sold between 2001 and 2004 in Sheboygan County.

- 988 acres or 32 percent of these 3,085 acres was converted to non-agricultural uses.
- 2,097 acres of all acres sold during this four year period continued to be used for agricultural related activities. The average cost per acre continuing as agricultural land during this time span rose over 77 percent.
- The value of each acre diverted from agriculture to non-agriculture use doubled from \$5,056 per acre in 2001 to \$10,119 in 2004.

Table 5.1: Agricultural Land Sales Sheboygan County

Year	Acres Continuing as Agriculture Land	Average Cost per Acre	Acres Diverted from Agriculture Land	Average Cost per Acre	Total Acres Sold
2001	365	\$1,753	57	\$5,056	422
2002	497	\$2,157	250	\$7,928	747
2003	692	\$2,416	386	\$7,123	1,078
2004	543	\$3,116	295	\$10,119	838
Total	2,097	\$2,361	988	\$7,557	3,085

Source: Wisconsin Agricultural Statistical Service - Wisconsin Department of Agriculture, Trade, and Consumer Protection

There needs to be a thorough cost/benefit analysis conducted when converting productive agricultural lands to other uses. For instance, farmlands provide revenues to local governments and require very few services. Conversely, residential, commercial, and industrial land uses may cost communities more to provide services than gained through local property tax increases. This is evident in areas of fast growing and widespread development where road maintenance; water and wastewater treatment facilities, police service, fire protection, etc. will likely increase the overall cost of services throughout the entire community.

Continued planning for areas of concentrated development within the Town of Wilson will not only help keep the cost of services down but will also help preserve the existing valuable farmlands and rural landscape prevalent throughout the town.

Environmental Impacts of Agriculture

Land used for agricultural purposes is dispersed in and amongst the various natural resources that makeup much of Sheboygan County's landscape. In the Town of Wilson, agricultural lands are located adjacent to several water features, wetlands, steep slopes, and other environmentally sensitive areas.

The integration of agriculture within natural resources can increase the risk of pollution to surface and groundwater. Soil erosion from farm fields and the surface runoff of crop nutrients and agricultural chemicals can impact the quality of streams, rivers, lakes and underground aquifers, ultimately impacting drinking water supplies. Rotating crops, livestock management, spreading of manure, fertilizing, and tilling all affect the amount of soil erosion and loss of nutrients. Farm operators are encouraged to work with their local land conservation and UW-Extension staff to identify and implement specific resource conservation practices to better protect the environmental sensitive areas in and around their farms.

Economic Impacts of Agriculture

Agriculture remains an important economic element in Sheboygan County. It includes hundreds of family-owned farms, agriculture related businesses and industries that provide equipment, services and other products farmers need to process, market, and deliver food to consumers. The production, sales, and processing of these farm products generate significant employment, and income opportunities for its residents and increasing tax revenues for the county and communities.

According to the UW-Extension Agriculture Value and Impact Report conducted in 2002, agriculture in Sheboygan County accounts for \$482 million or 12 percent of the county's total income to include wages, salaries, benefits, and profits of farmers and workers in agriculture-related businesses. It is estimated that every dollar of agriculture income generates an additional \$0.73 of county income.

For more detailed information on the economic impact the agriculture industry has on the county and town, please refer to the Economic Development element (Chapter 7) of this document.

Air Quality Issues

According to the U.S. Environmental Protection Agency (EPA), all of Sheboygan County and other adjacent lakeshore counties are identified as "nonattainment" areas, or areas that do not meet the EPA's 8-hour ozone national air quality standard (85 parts per billion).

By law, nonattainment areas may be subject to certain requirements to reduce ozone-forming pollution and requires states to submit plans for reducing the levels of ozone. Several methods to meet the ozone standard may include stricter controls on emissions by industrial sources, transportation emissions, etc.

Designed to protect the public from breathing unsafe air, the EPA's 8-hour ozone standard could have a negative impact on economic development efforts for Sheboygan County and the Town of Wilson. The ozone reducing requirements identified in the state's plan may end up costing potential employers to install pollution reduction equipment or emission-cutting technology rather than allowing them to make investments in expanding their company's operations.

CULTURAL RESOURCES

Cultural resources are typically sites, structures, features and/or objects of some importance to a culture or community for scientific, aesthetic, traditional, educational, religious, archaeological, architectural or historic reasons.

Preserving important aspects of our past gives us a sense of continuity and meaning, plus preservation efforts foster



community pride. Because cultural resources provide an important window to the past, there are many local and statewide efforts underway to preserve and retain culturally significant resources that distinguish each of the state's individual communities. In addition to maintaining a community's distinctive character, cultural resource preservation can lead to tangible economic benefits such as an increase in tourism related businesses and revenues.

Historic and Archeological Sites

The State Historical Society of Wisconsin's Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout Wisconsin. This Inventory is housed at the Wisconsin Historical Society in Madison and is maintained by the Society's Division of Historic Preservation. The AHI is comprised of written text and photographs of each property, which document the property's architecture and history. The list of various historic resources is compiled by individuals who believe they hold historical significance.

The Town of Wilson has 12 structures/sites considered to be of historic significance.

- The Town of Wilson has a number of structures/sites considered to be of historic significance. Several of them date back to the mid-to-late 1800's. The majority of these entries are houses and barns in addition to a school. A complete listing of the historic sites can be found in Appendix F of this document.

Please note that not all these sites are eligible for listing on the historical registry by the State Historical Society of Wisconsin. While every precaution is taken to ensure accuracy of data contained within the inventory, this data is temporally static documentation. Inclusion in the Architecture and History Inventory conveys no special status or advantage; it is merely a record of the property. This inventory may not be sufficient to satisfy official registration requirements of local, state or federal historic preservation statutes. There is a possibility that several structures or sites may not be listed, and some of them may have been altered or completely torn down since the original survey was conducted.

The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*), so the State Historical Society can conduct an investigation. Also, land developers trying to obtain state permits from the WDNR or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin.

Community Design

Community design (Character) addresses the large-scale lay-out and design of a community, particularly the organization of its buildings and the space around them. An evaluation of community design is often subjective and requires personal judgment. In an effort to remove this subjectivity, the following community design features of Town of Wilson have been inventoried-

Landmarks

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community. The following landmarks exist within the town:

- “Big Hole” @ Sauk Trail
- Tellen Statues
- Aldrich Chemical
- Kletzien Park
- UW Arboretum
- Church at 6 Corners
- Exit 120
- Fire Station
- Horns RV
- I-43
- United Building Center
- Jerving Conservancy
- Jung Bell Tower
- Kohler/Andrae Park
- Lake Michigan Shoreline
- Town Maintenance Drop-off Site
- Power Plant Smokestacks
- Riverdale Country Club
- Sleep Inn & Suites
- St. George Church
- Town Hall
- Sheboygan County Highway Department -South Shed

Pathways

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage. The following pathways should be considered important aspects of the town’s character.

Major Pathway: Interstate Highway 43

Secondary Pathways: County Highways KK, V, OK, A, and EE

Minor Pathways:

- Wilson-Lima Road
- Stahl Road
- Frontage Road
- Evergreen Drive

- S. 18th Street
- Lake Aire Drive
- Terry Andrae Avenue
- Sauk Trail – Old 141

Edges

Like pathways, edges are linear. Edges are important organizing elements that represent and distinguish boundaries that can be soft or hard, real or perceived. They become increasingly important as a community grows. These edges do not necessarily coincide with jurisdictional boundaries.

- Lake Michigan shoreline
- City of Sheboygan
- Village of Oostburg
- Village of Kohler
- Town of Lima
- Town of Holland

Districts

Districts encompass areas of commonality. These areas represent buildings and spaces where clearly defined and separate types of activities take place.

- Local Technical College and School Districts
- Black River Area
- Aldrich Chemical
- Exit 120

Building scale, building location, landscaping, signage, lighting, driveway controls, and architectural style need to be considered for consistency within this area to promote a specific community character.

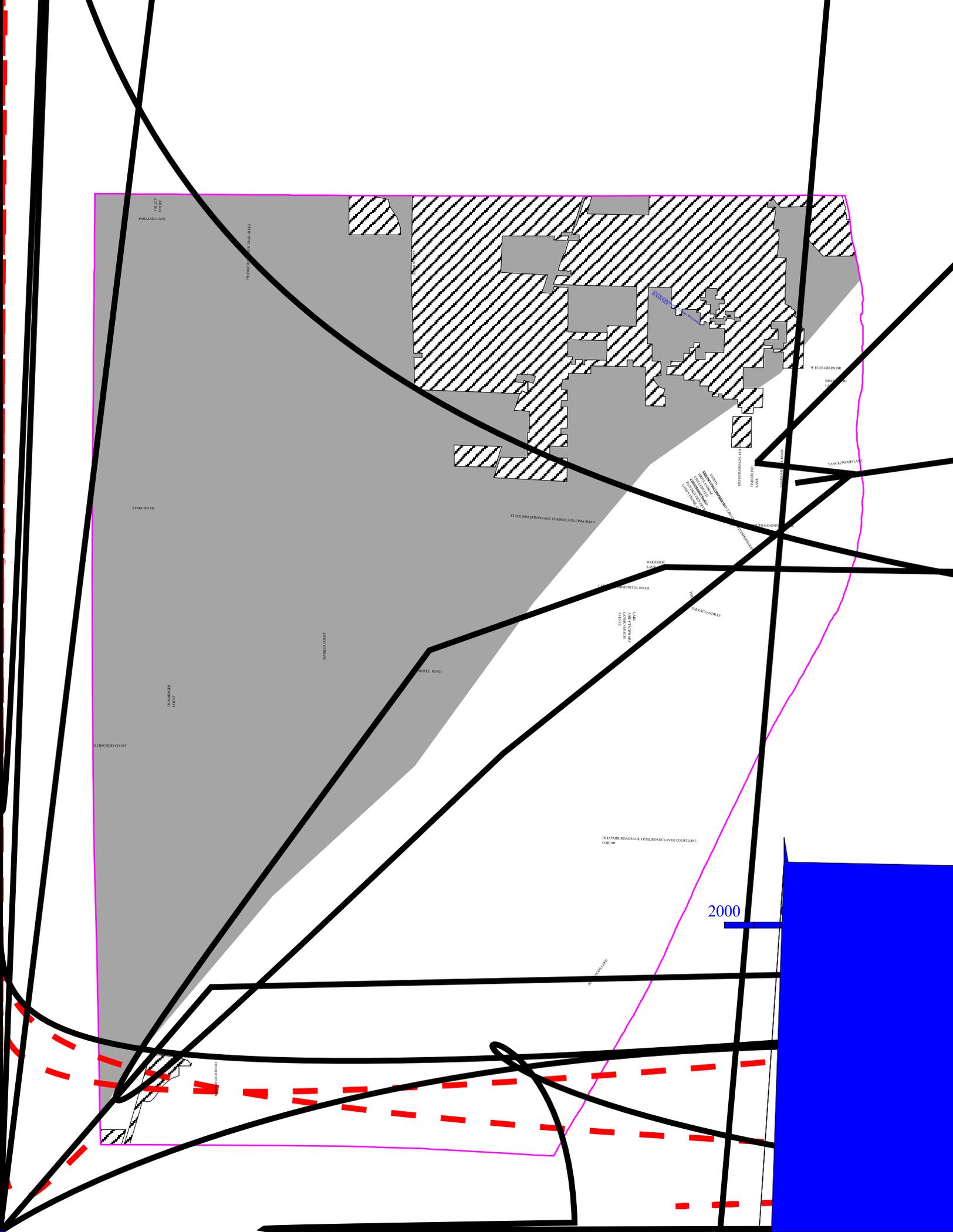
Nodes

Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts.

- Cemeteries
- Aldrich Chemical Area
- Lakeshore properties
- I-43 Corridor
- Black River Area
- Agricultural Area

- Kohler Andrae State Park

Special consideration to enhancing existing nodes includes providing additional signage or lighting, installing pedestrian furniture or other streetscape ornaments or informational features such as kiosks or historical information plaques.



VALLEY COURT
PARADISE LANE

FRANKLIN STAIR ROAD

STAIR ROAD

STAIR ROAD FRONTAGE ROAD WILSON LMA ROAD

MARSH COURT

INTERMOUNTAIN COURT

MUSCHD COURT

WHEEL ROAD

WAGNER LANE

WINDMILL ROAD

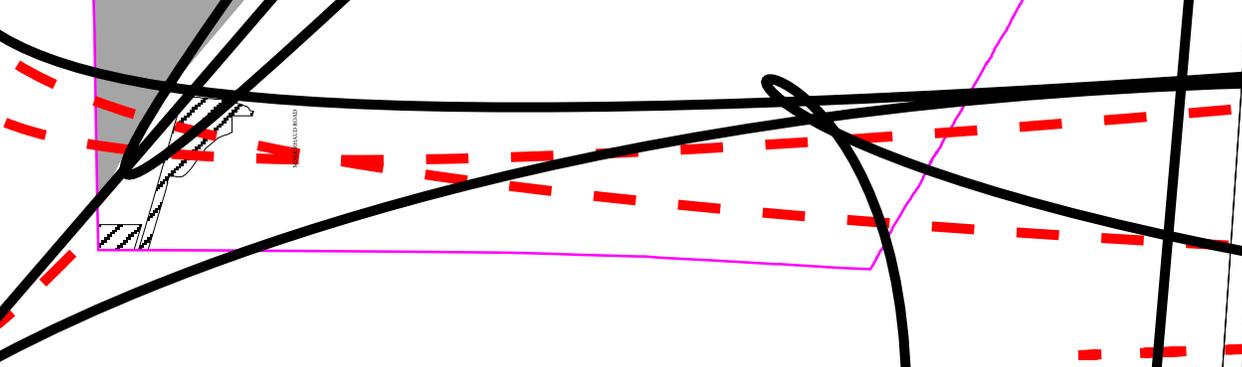
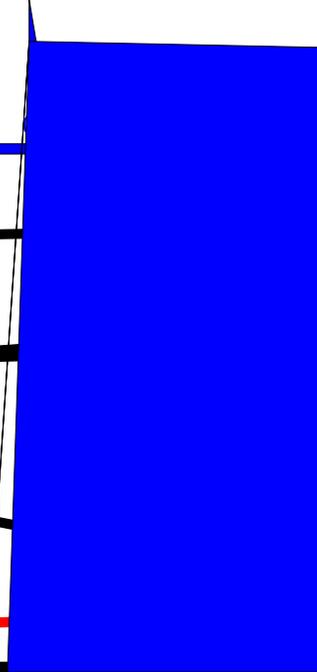
WINDMILL COURT

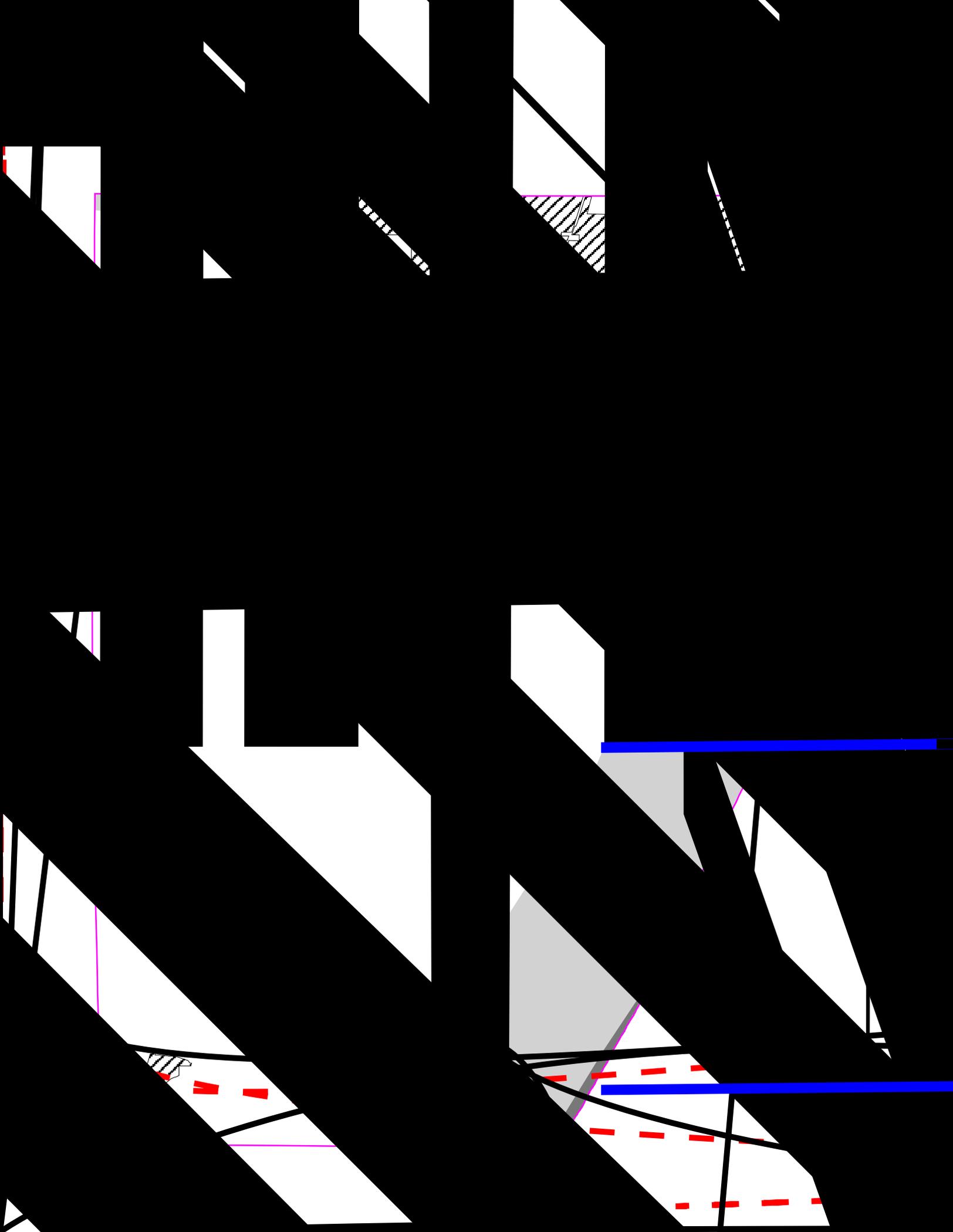
W. EYHOE DR

TANGLEWOOD LANE

OLD PARK ROAD SAUK TRAIL ROAD LAYER COURT ONE
OAK DR

2000



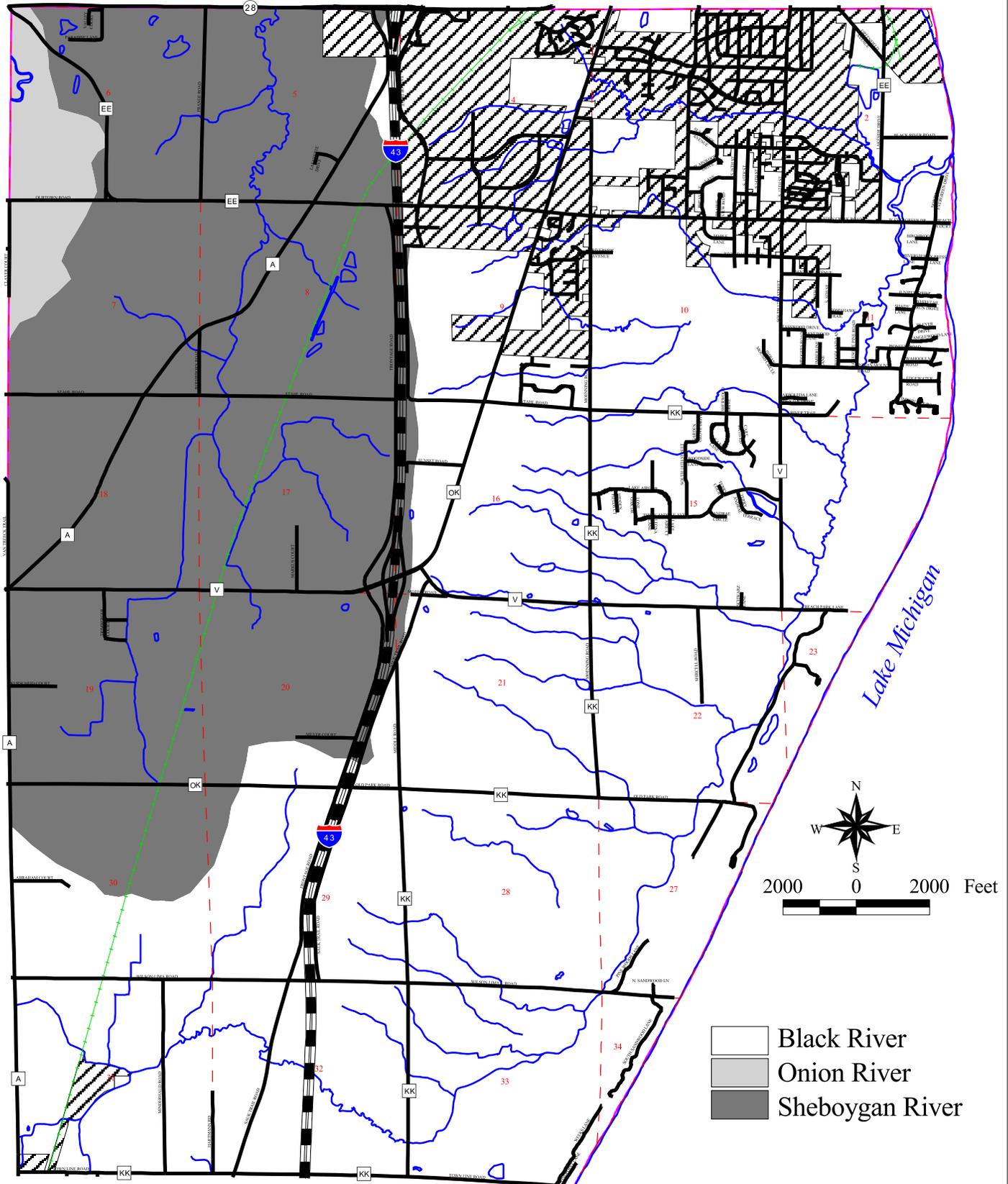




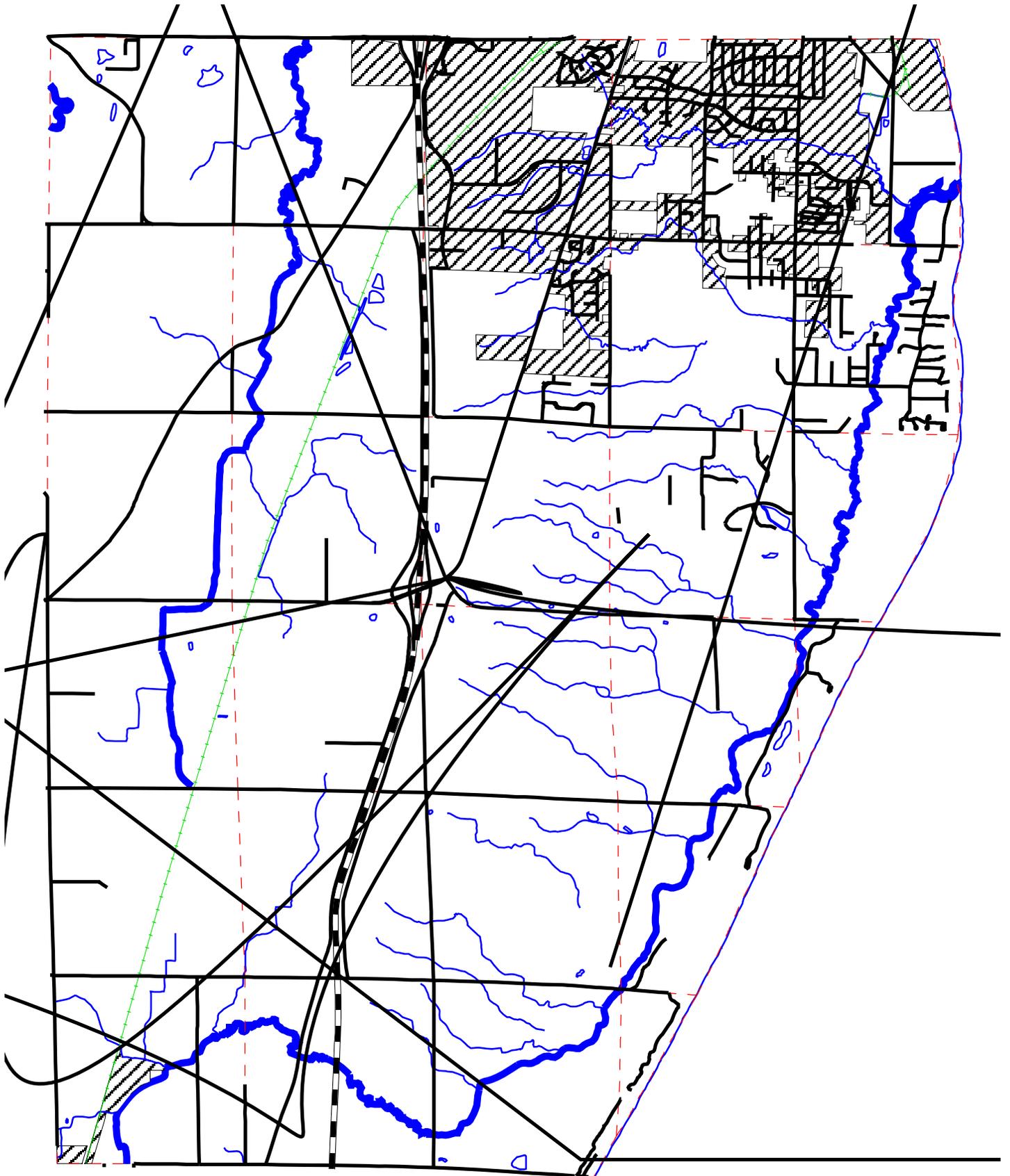
Watersheds

Town of Wilson

Sheboygan County, Wisconsin



Source: WDNR; Town of Wilson; Sheboygan County; Bay-Lake Regional Planning Commission, 2007.



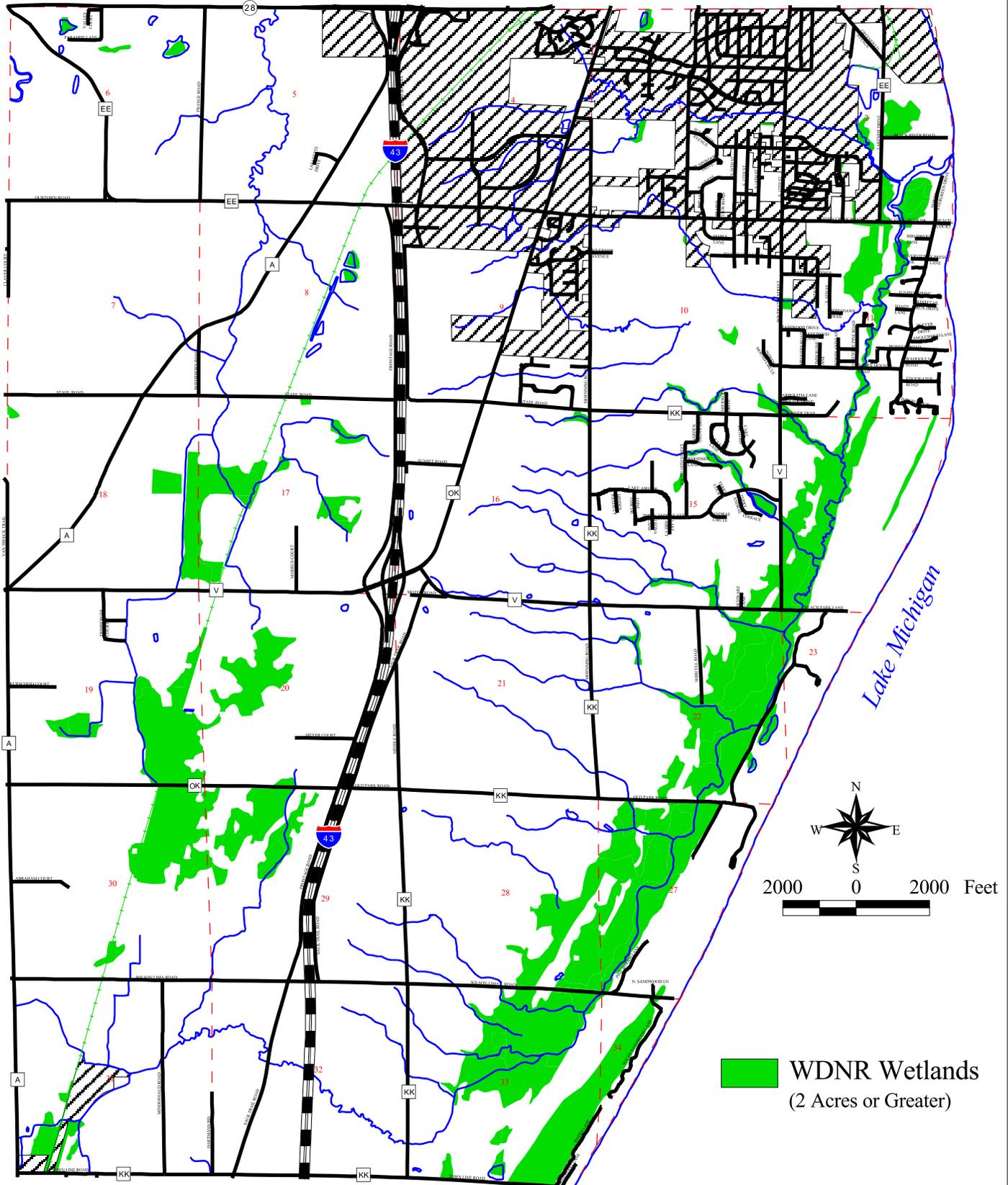


Wetlands

Town of Wilson

Sheboygan County, Wisconsin

Map 5.9



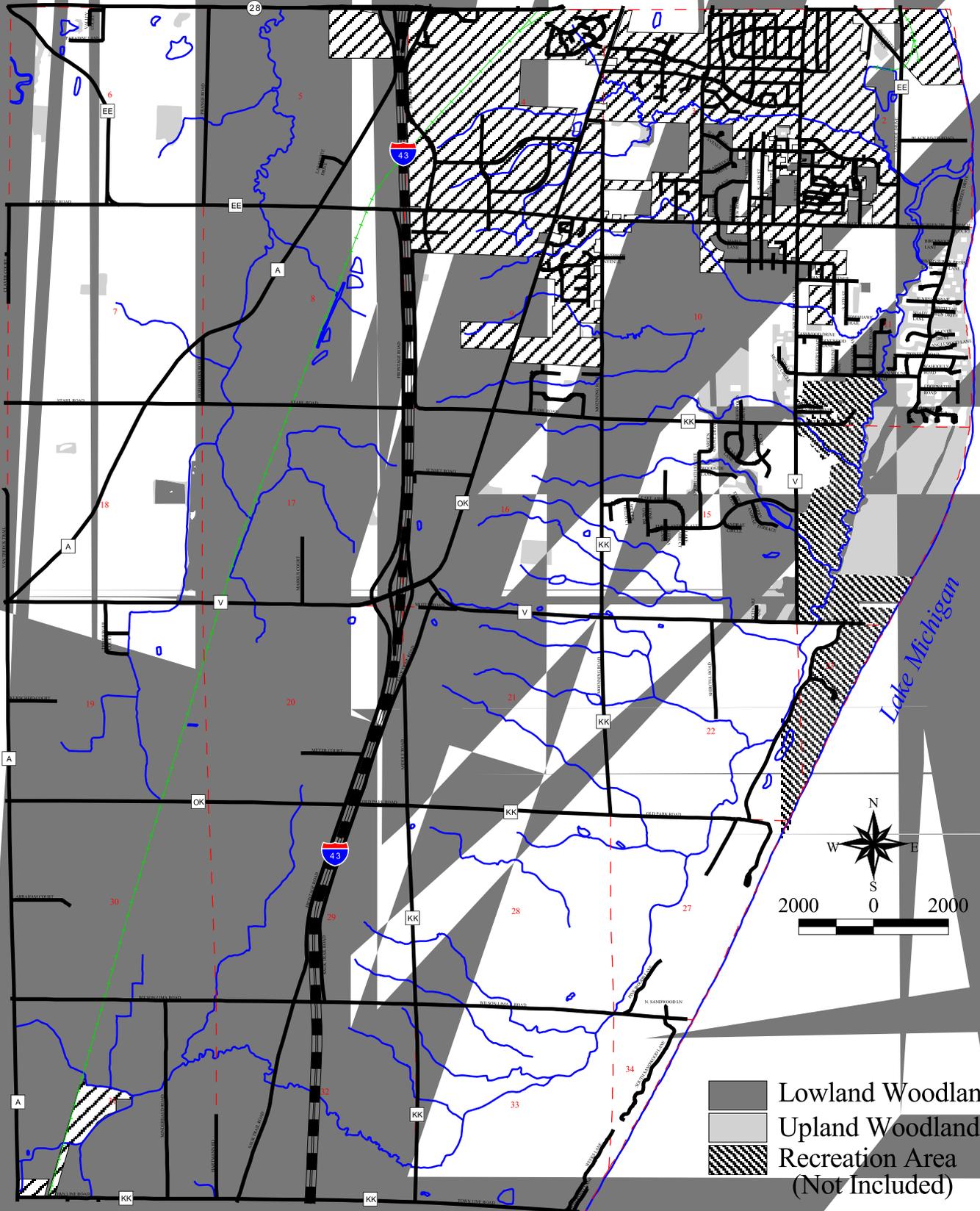
Source: WDNR; Town of Wilson; Sheboygan County; Bay-Lake Regional Planning Commission, 2007.

Woodlands

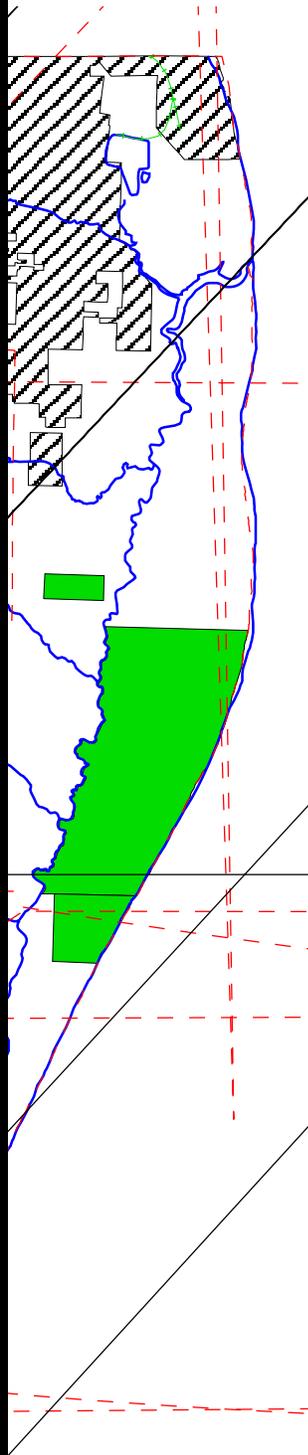
Town of Wilson

Sheboygan County, Wisconsin

Map 5.10



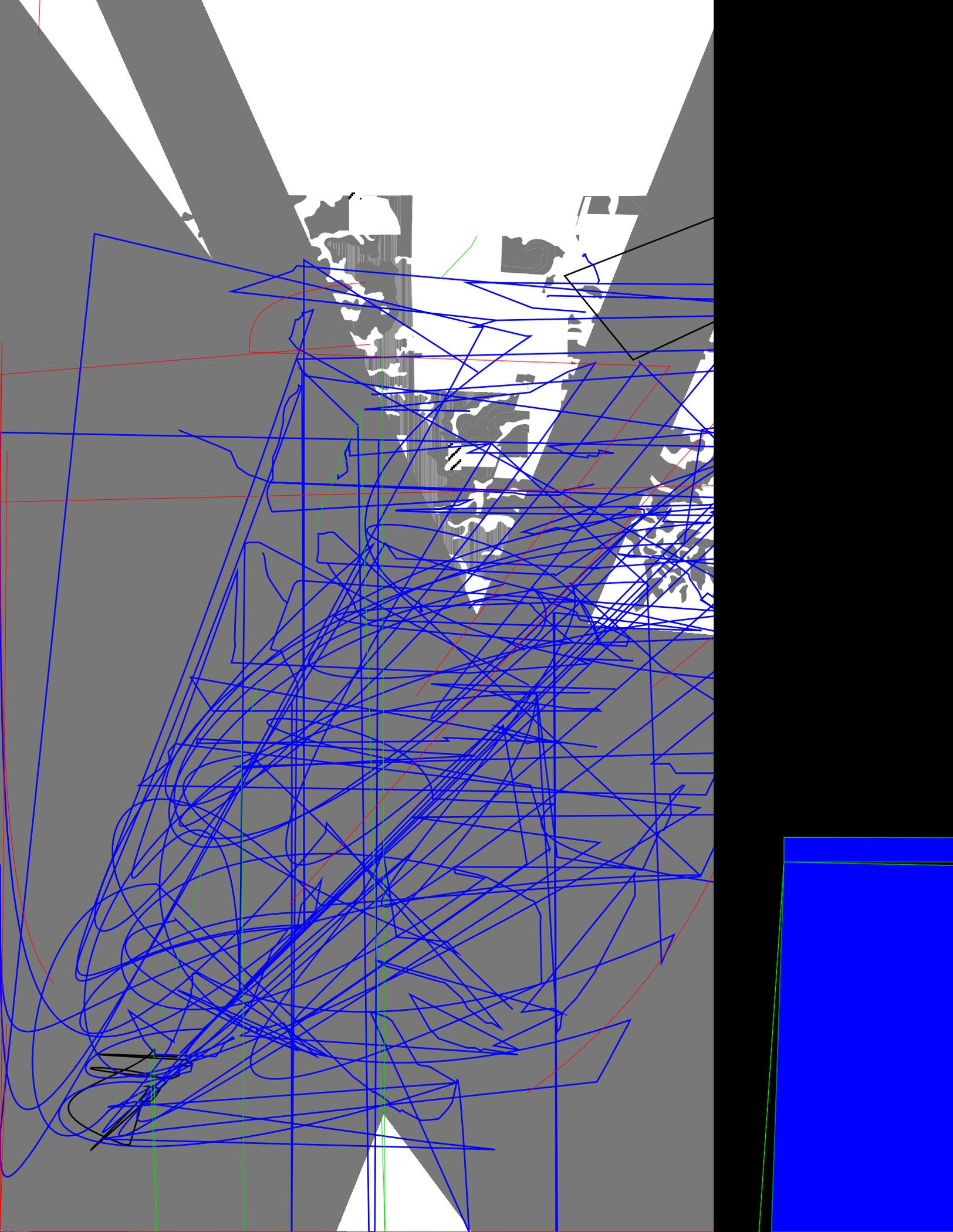
Source: Town of Wilson; Sheboygan County; Bay-Lake Regional Planning Commission, 2007.





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**CHAPTER 6
POPULATION AND HOUSING**

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Chapter 6 - POPULATION AND HOUSING

INTRODUCTION

Changes in population numbers and characteristics are used in tracking the past growth patterns of a community in addition to predicting future population trends. For example, since the 2000 Census, the town's lone manufactured home park was annexed to the City of Sheboygan and new development has been of higher valued homes. Over time, these population characteristics and trends directly influence the Town of Wilson's housing, educational, community and recreational facility capacities, and its future economic development opportunities.

Housing is of social, economic, and revenue importance to local communities. People who take responsibility and pride in their homes are more likely to participate in community and civic activities. Housing is a primary source of revenue for communities in the form of property taxes.

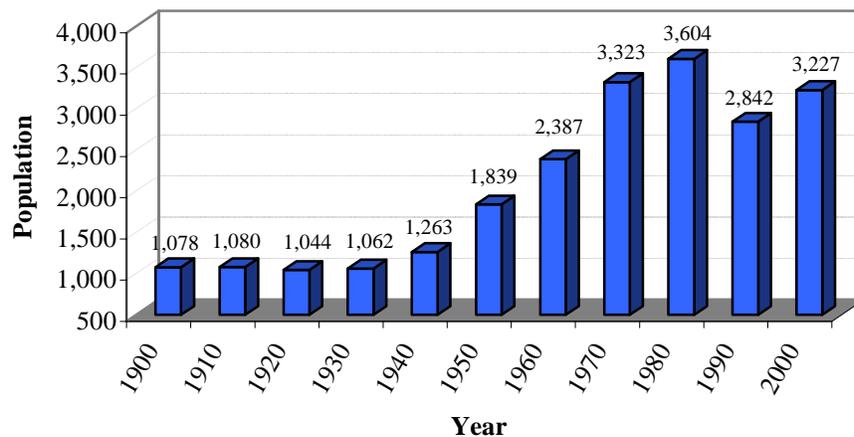
The housing portion of this chapter includes information about the current housing stock, structural and occupancy characteristics as well as details on future housing demand based on demographic projections. The 2006 land use map in Chapter 11 (Map 11.2) identifies the residential developments within the town. By considering housing related issues now as part of the comprehensive planning process, Wilson can be better prepared to meet their future housing needs. The majority of the information in this chapter is based upon the 2000 Census and on population estimates and projections provided by the Wisconsin Department of Administration.

POPULATION CHARACTERISTICS

Historical Population Trends

The Town of Wilson experienced its highest population level of 3,604 in 1980, which was prior to land annexations by the City of Sheboygan. Through these annexations, it reduced the town's population by 762 people according to the 1990 Census. However, in the decade of the 1990's, the town was able to add 385 residents or nearly 16 percent. Figure 6.1 illustrates the change population that the Town of Wilson has experienced during the past century and the dramatic increase in population of 96 percent between 1950 and 1980.

Figure 6.1: Historical Population Levels, 1900-2000, Town of Wilson



Source U.S. Bureau of the Census, General Population Characteristics 1900-1990, U.S. Census 2000, and Bay-Lake Regional Planning Commission, 2006.

Table 6.1 displays the change in the town’s population levels while making comparisons with the surrounding four communities and Sheboygan County. Each community and the county experienced a healthy population increase from 1950 to 2000. While the Town of Wilson had a population increase of 75 percent in the last 50 years, the Village of Oostburg, located on Wilson’s southwest border, experienced that most significant growth with nearly a 200 percent increase in people. On the other hand, the Village of Kohler saw only a 12 percent increase in residents, which can be contributed to the fact it is a planned community. Overall, Sheboygan County had a 40 percent increase in population and the county’s largest community, the City of Sheboygan, saw a steady population increase each of the five decades with a total of 8,427 new people or an increase of 20 percent. The construction of Interstate 43 may have also been a contributor to the dramatic growth of the town’s population.

Since the 1950 Census, the towns of Wilson and Holland have fluctuated in population with a steep decline occurring between 1980 and 1990 for Wilson (762 residents) and small decline in residents (207) in Holland during the last decade. These types of changes in census figures may be the result of annexations by neighboring incorporated communities such as the villages of Kohler and Oostburg and the City of Sheboygan. Many individuals prefer to build just outside of incorporated communities in order to enjoy the wide open spaces most often associated with rural areas but can still take advantage of the services provided by the villages and cities.

Table 6.1: Historical Population Levels, 1900-2000, Town of Wilson and Selected Municipalities

Year	Town of Wilson	Town of Holland	Village of Oostburg	City of Sheboygan	Village of Kohler	Sheboygan County
1900	1,078	2,551	-	22,962	-	50,345
1910	1,080	2,175	380	26,398	-	54,888
1920	1,044	1,958	497	30,955	403	59,913
1930	1,062	1,879	671	39,251	1,748	71,235
1940	1,263	2,010	742	40,638	1,789	76,221
1950	1,839	2,000	895	42,365	1,716	80,631
1960	2,387	2,074	1,065	45,747	1,524	86,484
1970	3,323	2,287	1,309	48,484	1,738	96,660
1980	3,604	2,504	1,647	48,085	1,651	100,935
1990	2,842	2,567	1,931	49,676	1,817	103,877
2000	3,227	2,360	2,660	50,792	1,926	112,656

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1990, U.S. Census 2000; and Bay-Lake Regional Planning Commission, 2006.

Age and Sex Distribution

From 1980 to 2000, the Town of Wilson’s population has experienced several shifts in its age distribution as reflected in Figure 6.2.

- 41 percent of the town’s population was under the age of 25 in 1980. By 2000, this age group decreased to 27 percent of the total population. The 20-24 age group experienced the greatest decline of 2.5 percent during this 20 year time span. The decline over the last two decades suggests that individuals in this age group are leaving the town to further their education or find work elsewhere.
- In 1980, the largest percentage of the town’s population was in the 25-34 age group with just over 14 percent. Ten years later, the greatest number of town residents was in the 35-44 age category at just under 19 percent. By 2000, the 45-54 and 35-44 age groups comprised the

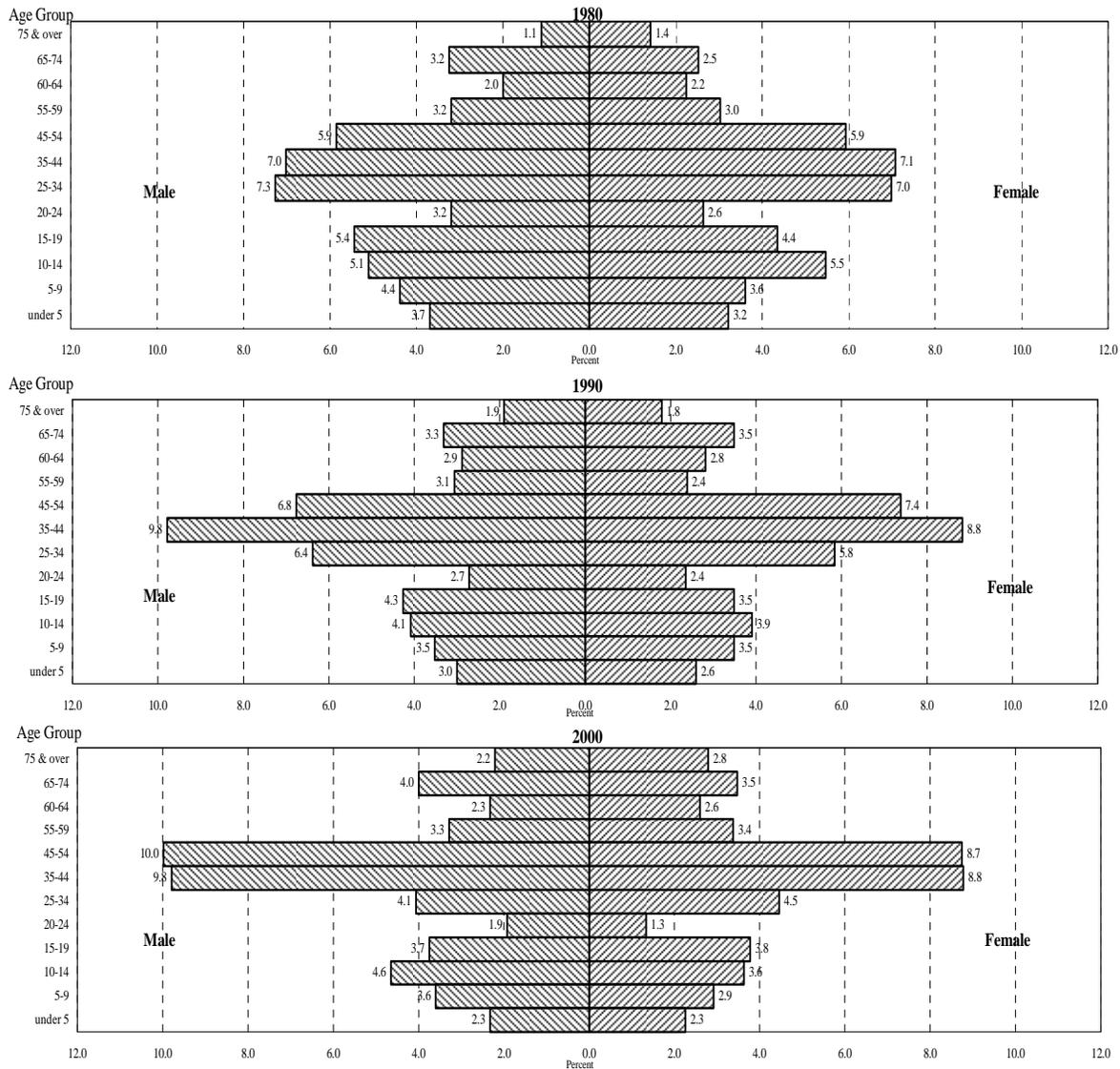
largest percentage of the town's population at 37 percent. This is a true indication that the average age of the town's residents is increasing.

- Town residents under the age of 10 have steadily decreased during the past 20 years. In 1980, that age group consisted of 537 children or 15 percent. In 1990 and 2000, there were 358 people in that age group. However, in 1990 that number comprises nearly 13 percent of the residents. By 2000, the same figure reflected only 11 percent of the town's total population.
- The percentage of town residents aged 65 and older has steadily increased over the past 20 years from 8.3 percent in 1980, to 10.5 percent in 1990, and 12.5 percent in 2000 with a total overall increase of 103 residents or 34 percent.
- Since 1980, Wilson's population has been comprised of more males than females. During the 20 year time period, the percent breakdown between males and females has remained very steady at 51 percent and 48 respectively.

Decade Population Pyramids

Figure 6.2 illustrates changes in the Town of Wilson's population through bar graph pyramids that compare males and females by age group. The three pyramids show how the town's population has slowly aged over the last 20 years.

Figure 6.2: Population Pyramids, 1980-2000, Town of Wilson



Source: U.S. Bureau of the Census, 1980 Census of Population and Housing, STF 1A, Table 10; 1990 Census of Population and Housing, STF 1A, Table P012; 2000 Census of Population and Housing SF-1; and Bay-Lake Regional Planning Commission, 2006.

School Age, Working Age, and Retirement Age

Table 6.2 divides the population of the Town of Wilson into four age groups including: school age (5-17), working age (16+), voting age (18+) and those of retirement age (65+).

- In 2000, nearly one-fifth (20 percent) of the town’s total population was school age.
- The working age group accounts for 78 percent of the total population in 2000. When considering an average retirement age of 65 years and subtracting that group from the working age group, the figure drops to 64 percent.
- The town’s retirement age group consisted of 13 percent, which is much higher than Sheboygan County (eight percent) but slightly less than the State of Wisconsin as a whole.

The population is expected to continue its shift towards older age groups during the town’s 20 year planning period and beyond. This may result in a greater demand for elderly housing such

as nursing homes and assisted living facilities and other support services for older adults including transportation and in home care.

Table 6.2: Population by Age Groups and Sex, 2000, Town of Wilson

Age Groups	Total	Male	Female	Percent	Sheboygan County Percent	Wisconsin Percent
School Age						
5-11	298	167	131	9.2	7.0	10.1
12-14	179	99	80	5.5	3.2	4.5
15-17	164	85	79	5.1	3.4	4.5
Working and Voting Age						
16+	2,559	1,314	1,245	79.3	52.4	77.5
16-64	2,157	1,114	1,043	66.8	44.4	64.4
18+	2,438	1,248	1,190	75.6	50.1	74.5
18-64	2,036	1,048	988	63.1	42.1	61.4
Retirement Age						
65+	402	200	202	12.5	8.0	13.1
Total Population	3,227	1,674	1,553		112,646	5,363,675

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, STF 1A, General Profile and Table P012; and Bay-Lake Regional Planning Commission, 2006.

Median Age

Table 6.3 provides figures on the gradual increase of median age for the Town of Wilson and its four surrounding communities, Sheboygan County, and State of Wisconsin from 1970 to 2000.

Wilson’s median age has risen from 27 years in 1970 to 41.5 years in 2000. This increase is consistent with the population pyramids and historic population trends illustrated previously. The result is an increase of 14.5 years in the town, which is second only to the Town of Holland (16.6 years) for the communities in the region.

Wilson’s median age has risen from 27 years in 1970 to 41.5 years in 2000.

In comparison, Sheboygan County’s median age has increased a more modest 7.8 years in the last three decades. This trend of an increasing median age should be considered when planning for the future needs of the town, as an aging population generally demands additional community services.

Table 6.3: Median Age, 1970-2000, Town of Wilson and Selected Municipalities

Geographic Area	1970	1980	1990	2000
Town of Wilson	27.0	31.5	37.4	41.5
Town of Holland	23.5	28.2	32.4	40.1
Village of Oostburg	30.6	29.2	35.1	39.1
City of Sheboygan	31.0	31.4	33.8	35.4
Village of Kohler	35.5	34.6	35.8	39.8
Sheboygan County	29.0	30.3	33.8	36.8
State of Wisconsin	27.2	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, General Population Characteristics, Wisconsin, 1970, Tables 33,35; 1980 Table 14; 1990 STF 1A, General Profile; Census 2000 and Bay-Lake Regional Planning Commission, 2006.

Seasonal Population

The estimated seasonal population for the town is found by multiplying the number of seasonal housing units by the average number of persons per household (Table 6.4).

In 2000, Wilson had 34 seasonal housing units along with an average number of persons per household of 2.59. As a result, there is an estimated 88 additional people in the town considered seasonal residents. In comparison, the Town of Holland contained 175 seasonal housing units with an estimated 499 seasonal residents.

Table 6.4: Estimated Seasonal Population, 2000, Town of Wilson and Selected Municipalities

	Geographic Location					
	Town of Wilson	Town of Holland	Village of Oostburg	City of Sheboygan	Village of Kohler	Sheboygan County
Population	3,227	2,360	2,660	50,792	1,926	112,656
Persons Per Household	2.59	2.85	2.71	2.39	2.61	2.50
Total Seasonal Housing Units*	34	175	1	77	26	804
Estimated Seasonal Population**	88	499	3	184	68	2,010

*Seasonal housing includes seasonal, recreational, or occasional use units but does not include other vacant

**Estimated Seasonal Population = Total Seasonal Housing Units x Persons per Household

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing and Bay-Lake Regional Planning Commission, 2006.

Since the 2000 Census, the Town Clerk has verified there are 69 seasonal properties within the town. This is an increase of 35 units from the 34 seasonal housing units identified six years earlier in the census. Using the average number of persons per household of 2.59, there are 179 seasonal residents living in the Town of Wilson.

Population Projections



Population projections are an important factor necessary to assess each community's future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast a municipality's future expenditures, revenues, and tax receipts.

In 2003, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2025 for Wisconsin communities and counties utilizing a projection formula that calculates the annual population change over three varying time spans.

- According to the WDOA formula, the Town of Wilson is projected to have a population of 4,031 by 2025. This represents an additional 805 persons, or a 25 percent increase from the 2000 Census count of 3,227.

Table 6.5 illustrates the past population trends and WDOA projections for the towns of Wilson and Holland, the villages of Kohler and Oostburg, the City of Sheboygan, Sheboygan County, and Wisconsin.

Table 6.5: Population Trends, 1980-2025, Town of Wilson and Selected Municipalities

Year	Geographic Location						
	Town of Wilson	Town of Holland	Village of Oostburg	City of Sheboygan	Village of Kohler	Sheboygan County	State of Wisconsin
Actual Population							
1980	3,604	2,504	1,647	48,085	1,651	100,935	4,705,767
1990	2,842	2,567	1,931	49,676	1,817	103,877	4,891,769
2000	3,227	2,360	2,660	50,792	1,926	112,656	5,363,675
WDOA Pop. Projections							
2005	3,384	2,368	2,889	51,171	1,993	116,070	5,563,896
2010	3,541	2,373	3,117	51,473	2,058	119,411	5,751,470
2015	3,703	2,382	3,351	51,836	2,127	122,921	5,931,386
2020	3,869	2,392	3,588	52,243	2,197	126,540	6,110,878
2025	4,031	2,399	3,823	52,756	2,265	130,018	6,274,867
Number Change							
1980-1990	-762	63	284	1,591	166	2,942	186,002
1990-2000	385	-207	729	1,116	109	8,779	471,906
2000-2025	804	39	1,163	1,964	339	17,362	911,192
Percent Change							
1980-1990	-21.1	2.5	17.2	3.3	10.1	2.9	4.0
1990-2000	13.5	-8.1	37.8	2.2	6.0	8.5	9.6
2000-2025	24.9	1.7	43.7	3.9	17.6	15.4	17.0

Source: U.S. Bureau of the Census, Census of Population and Housing, 1980-2000; Wisconsin Department of Administration, for years cited; Wisconsin Department of Administration, Official Population Projections, 2003; and Bay-Lake Regional Planning Commission, 2006.

In an effort to establish a range of possible population growth scenarios for the next 20 years, two additional population projection methods were utilized along with the previously mentioned 2003 WDOA projections. These two additional projection methods are defined below.

Growth Trend - In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.

Linear Trend - In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.

Table 6.6 and Figure 6.3 presents Wilson’s actual U.S. Census counts, the 2003 WDOA projection, and the growth and linear trend projections based off past population trends.

- The growth trend was developed by using the 1970 to 2000 Census figures and creating an exponential “growth trend” series to the year 2025. According to this projection, the 2025 population for the Town of Wilson would be 2,843 people, which is a decrease of 384 people or approximately 12 percent from the 2000 Census population count.
- The linear trend also utilized the 1970 to 2000 Census figures and created a “linear trend” series to the year 2025. This method identified a 2025 population of 2,830 people for the Town of Wilson, which is a decrease of 397 people or 12 percent from the 2000 Census population count.

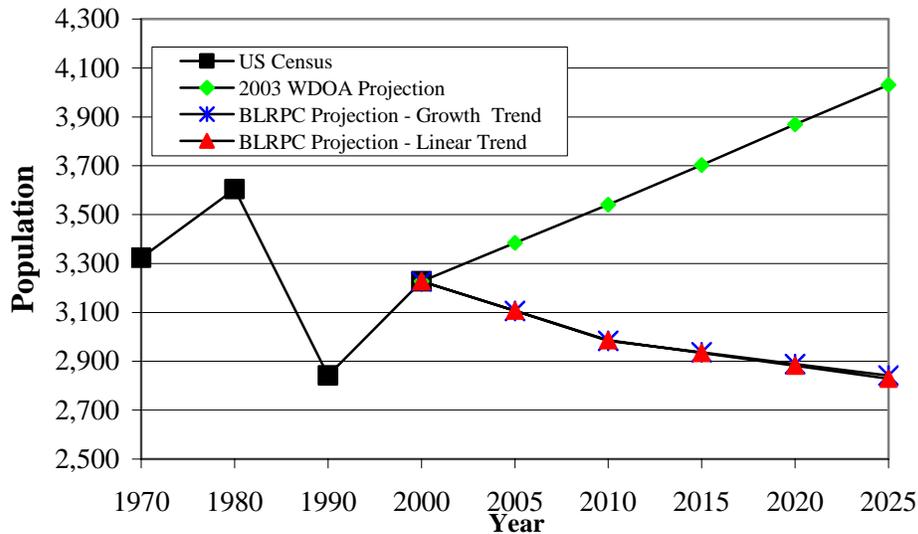
It should be noted that the growth and linear trend population projections assume that the town will continue to grow based on past trends in population. The decline in the town’s growth and linear trend projections is a result of the town’s population decline that occurred between 1980 and 1990 and the annexation of land by the villages of Kohler and Oostburg and the City of Sheboygan. Any changes, large or small, in the economies or infrastructure availability of the community or within the region in the future may cause significant modifications to these projections.

Table 6.6: Population Trends and Projections, Town of Wilson

Town of Wilson	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census	3,323	3,604	2,842	3,227					
2003 WDOA Projection				3,227	3,384	3,541	3,703	3,869	4,031
BLRPC Projection - Growth Trend				3,227	3,106	2,984	2,937	2,889	2,843
BLRPC Projection - Linear Trend				3,227	3,107	2,987	2,935	2,882	2,830

Source: U.S. Department of Commerce, Bureau of the Census, 1970, 1980, 1990, 2000; Wisconsin Department of Administration, *Official Municipal Population Projections 2005-2025*, 2003; Bay-Lake Regional Planning Commission, 2006.

Figure 6.3: Population Trends and Projections, 1970-2025, Town of Wilson



Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, *Official Population Projections for years cited*; and Bay-Lake Regional Planning Commission, 2006.

HOUSING CHARACTERISTICS

Housing Occupancy and Tenure

According to the 2000 Census, the Town of Wilson had 1,235 occupied housing units, which accounts for approx. 93 percent of the housing in the town. The remaining seven percent homes in the town are vacant (88 units) (Table 6.7). Of the 1,235 occupied units, 1,093 (83 percent) were owner-occupied while 142 units (11 percent) were renter-occupied.

Seasonal Housing

Of the 88 vacant units in the town, 34 units, or three percent of the total housing in the Town of Wilson, are used for seasonal, recreational, or occasional use (Table 6.7). In comparison, the Town of Holland has a significant number of these types of housing structures with just over 17 percent of the total housing units in this category. Since the 2000 Census, the Town Clerk verified there were 69 seasonal housing units within Wilson.

Table 6.7: Housing Occupancy and Tenure, 2000, Town of Wilson and Selected Municipalities

Units	Town of Wilson		Town of Holland		Village of Oostburg		City of Sheboygan		Village of Kohler		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	1,235	93.3	828	81.3	980	98.4	20,779	95.5	737	93.1	43,545	94.8
Owner	1,093	82.6	744	73.0	751	75.4	12,698	58.3	684	86.4	31,078	67.6
Renter	142	10.7	84	8.2	229	23.0	8,081	37.1	53	6.7	12,467	27.1
Vacant	88	6.7	191	18.7	16	1.6	983	4.5	55	6.9	2,402	5.2
Seasonal, Recreational, or Occasional Use	34	2.6	175	17.2	1	0.1	77	0.4	26	3.3	804	1.7
Other	54	4.1	16	1.6	15	1.5	906	4.2	29	3.7	1,598	3.5
Total Units	1,323	100.0	1,019	100.0	996	100.0	21,762	100.0	792	100.0	45,947	100.0

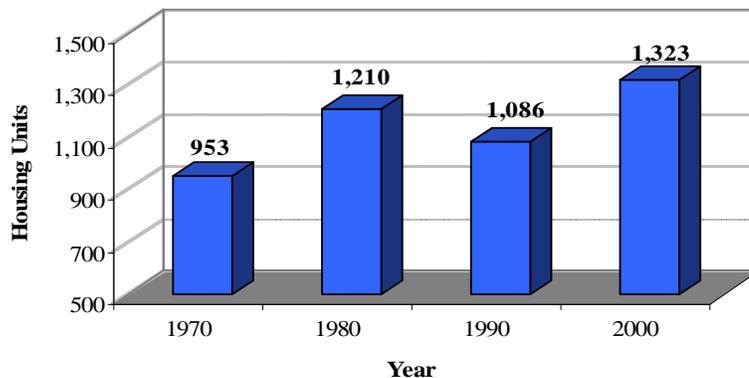
Source: U.S. Bureau of the Census, and Bay-Lake Regional Planning Commission, 2006.

Total Housing Unit Levels by Decade

The total number of housing units within the Town of Wilson has increased by 39 percent from 1970 to 2000 (Figure 6.4 and Table 6.8). However, sandwiched between two solid growth decades 1970's (27 percent) and 1990's (22 percent), the town experienced a dramatic decline in housing in the 1980's. The reduction in housing units correlates to the loss of approximately 800 residents during this same time period. This may have been the result of annexations by the Villages of Kohler and Oostburg and/or the City of Sheboygan.

For neighboring Town of Holland, they also experienced a slight decline (-2 percent) in housing during the 1970s. This loss in housing may also have been the result of annexation by either the Village of Oostburg or Village of Cedar Grove.

Figure 6.4: Historic Housing Unit Levels, 1970-2000, Town of Wilson



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100-Data Set 112075-545-1026; 1980 Census, Selected Housing Characteristics for Counties and County Subdivisions, Table 45; 1990 Census, Summary of General Housing Characteristics, Table 1; and Bay-Lake Regional Planning Commission, 2006.

Table 6.8: Total Housing Units, 1970-2000, Town of Wilson and Selected Municipalities

Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-2000	1970-2000
Town of Wilson	953	1,210	1,086	1,323	27.0	-10.2	21.8	38.8
Town of Holland	846	827	1,022	1,019	-2.2	23.6	-0.3	20.4
City of Sheboygan	16,481	18,815	20,588	21,762	14.2	9.4	5.7	32.0
Village of Kohler	636	569	688	792	-10.5	20.9	15.1	24.5
Sheboygan County	31,207	36,716	40,695	45,947	17.7	10.8	12.9	47.2
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100-Data Set 112075-545-1026; 1980 Census, Selected Housing Characteristics for Counties and County Subdivisions, Table 45; 1990 Census, Summary of General Housing Characteristics, Table 1; and Bay-Lake Regional Planning Commission, 2006.

Housing Types - Units in Structure

According to the 2000 Census, one unit detached structures made up nearly 90 percent of the housing types in the Town of Wilson (Table 6.9). The second largest housing type found in the town was 2 unit structures, which comprised just over three percent.

When compared to surrounding communities as of the 2000 US Census, Wilson had 32 mobile homes or 2.5 percent of its total housing units and slightly less than Sheboygan County as a whole with nearly three percent. **Due the changes in population and housing structures since the 2000 Census, it has been confirmed there are no 3-4 unit, 5-9, or 20 or more unit structures within the town. There is also only one mobile home located in Wilson.**

Table 6.9: Units in Structure, 2000, Town of Wilson and Selected Municipalities

Units	Town of Wilson		Town of Holland		Village of Oostburg		City of Sheboygan		Village of Kohler		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	1,149	89.9	986	96.4	650	65.2	12,148	55.7	646	81.7	30,548	66.5
1 unit, attached	7	0.5	10	1.0	79	7.9	550	2.5	84	10.6	1,303	2.8
2 units	42	3.3	19	1.9	116	11.6	4,481	20.5	25	3.2	6,456	14.1
3 or 4 units	6	0.5	-	-	51	5.1	992	4.5	36	4.6	1,756	3.8
5 to 9 units	13	1.0	-	-	38	3.8	955	4.4	-	-	1,474	3.2
10 to 19 units	-	-	-	-	59	5.9	794	3.6	-	-	1,150	2.5
20 or more units	29	2.3	4	0.4	4	0.4	1,436	6.6	-	-	1,906	4.1
Mobile home	32	2.5	4	0.4	-	-	442	2.0	-	-	1,328	2.9
Other*	-	-	-	-	-	-	12	0.1	-	-	26	0.1
Total	1,278	100.0	1,023	100.0	997	100.0	21,810	100.0	791	100.0	45,947	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF- 1; and Bay-Lake Regional Planning Commission, 2006.

Age of Housing

Wilson did not experience the home building boom that took place in the Town of Holland, City of Sheboygan, and Village of Kohler or Sheboygan County overall prior to 1940 (Table 6.10). In comparison to surrounding communities, Wilson's strong housing boom came in the succeeding decades from 1940 to 1980. This is in direct correlation to the large population gain the town enjoyed during that same time period. Nearly 56 percent of all existing housing units in the Town of Wilson were built before 1970 and just over 22 percent of the existing housing units in the town constructed between 1970 and 1979. The large number of homes added during the 1970s was to help house the 1,000 new residents that moved to Wilson during this time period.

From the year 2000, 174 new single family homes have been built in the town. Within Wilson, another seven two family homes have been constructed. The average number of new homes constructed per year has been 29 with the greatest number being 39 in 2004.

Table 6.10: Housing Units by Year Structure Built, 2000, Town of Wilson and Selected Municipalities

Year Structure Built	Town of Wilson		Town of Holland		Village of Oostburg		City of Sheboygan		Village of Kohler		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	40	3.1	30	2.9	24	2.4	166	0.8	12	1.5	888	1.9
1995 to 1998	87	6.8	72	7.0	109	10.9	700	3.2	85	10.7	2,869	6.2
1990 to 1994	95	7.4	53	5.2	149	14.9	807	3.7	63	8.0	2,927	6.4
1980 to 1989	55	4.3	71	6.9	163	16.3	1,932	8.9	93	11.8	4,288	9.3
1970 to 1979	287	22.5	179	17.5	118	11.8	2,974	13.6	61	7.7	6,838	14.9
1960 to 1969	258	20.2	73	7.1	68	6.8	2,242	10.3	55	7.0	4,717	10.3
1940 to 1959	248	19.4	110	10.8	140	14.0	4,602	21.1	78	9.9	7,930	17.3
1939 or earlier	208	16.3	435	42.5	226	22.7	8,387	38.5	344	43.5	15,490	33.7
Total	1,278	100.0	1,023	100.0	997	100.0	21,810	100.0	791	100.0	45,947	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4; and Bay-Lake Regional Planning Commission, 2006.

Condition of Housing Stock

Determining the number of substandard housing units in the Town of Wilson will be an indication of the condition of the overall housing stock.

According to the Department of Commerce, the definition of a substandard unit is a housing unit which is in need of major repair or replacement in three or more of the following areas: roof, electrical, heating, plumbing, foundation/structure (including interior walls/floors/ceilings), siding, doors/windows and well/septic or water/sewer laterals.

With 208 units in the town being built prior to 1940 (Table 6.10), the possibility exists that several units may be substandard based on conditions outlined in the Department of Commerce definition.

Housing Values

In 2000, the majority of housing units (41 percent) in the Town of Wilson were valued between \$100,000 and \$149,999 (Table 6.11). Please note: these are home owner declared home values and only 962 of the 1,093 homeowners responded to this question. The median value of specified owner-occupied housing units in the town was \$134,600. Wilson’s housing values in comparison with the Town of Holland, villages of Oostburg and Kohler, City of Sheboygan, and Sheboygan County are very favorable. This can be contributed to the residential growth seen on the Northeast corner of the town in the Black River area along the Lake Michigan Coastline.

41 percent of the town’s housing units in 2000 were valued between \$100,000 and \$149,999.

Within the past few years, several higher end homes have been built in the town. The home values have ranged from \$622,000 to nearly \$1 million dollars. This trend will certainly increase the median value of homes in the town in the long term.

Table 6.11: Values of Specified Owner-Occupied Housing Units, 2000, Town of Wilson and Selected Municipalities

Value	Town of Wilson		Town of Holland		Village of Oostburg		City of Sheboygan		Village of Kohler		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	8	0.8	0	0.0	0	0.0	421	3.9	0	0.0	559	2.2
\$50,000 to \$99,999	228	23.7	98	17.9	248	38.0	6,650	62.0	98	15.6	10,688	42.2
\$100,000 to \$149,999	393	40.9	180	32.9	247	37.9	2,864	26.7	236	37.5	8,789	34.7
\$150,000 to \$199,999	205	21.3	145	26.5	129	19.8	605	5.6	135	21.4	3,260	12.9
\$200,000 to \$299,999	96	10.0	60	11.0	28	4.3	143	1.3	114	18.1	1,433	5.7
\$300,000 to \$499,999	16	1.7	53	9.7	0	0.0	38	0.4	38	6.0	478	1.9
\$500,000 to \$999,999	16	1.7	11	2.0	0	0.0	6	0.1	9	1.4	113	0.4
\$1,000,000 or more	0	0.0	0	0.0	0	0.0	-	0.0	0	0.0	6	0.0
Total Units	962	100.0	547	100.0	652	100.0	10,727	100.0	630	100.0	25,326	100.0
Median Value	\$134,600		\$148,500		\$113,200		\$89,400		\$144,400		\$106,800	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, Table DP-4; and Bay-Lake Regional Planning Commission, 2006.

*Note: Census housing values may not be the actual assessed values. They are based on what the homeowner perceives the housing unit is worth.

Housing Costs - Rents and Mortgage

Providing affordable housing which meets the needs of future Town of Wilson residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan.

According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing.

According to the 2000 Census, the median household income in the Town of Wilson was \$59,241. Therefore, assuming individuals made this median household income, the monthly amount a household could afford for housing was approximately \$1,481.

Rent and Income Comparison

According to the 2000 Census, the median gross rent for renter-occupied housing units in the Town of Wilson was \$504. Based on the 2000 Census figures, no resident in the town paid more than \$749 per month in rent, which is well below the 30 percent threshold as defined by HUD.

Owner Costs and Income Comparison

For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost in the town was \$1,134. For owner-occupied units without a mortgage, the median monthly cost was \$357.

The 2000 Census indicates that 148 owners out of 962 (15 percent) specified owner-occupied housing units paid more than 30 percent of their income for monthly owner costs. According to the HUD definition, this 15 percent is considered as living in non-affordable housing.

Projected Occupied Housing Units

Three methods were used for determining the most likely housing projection to the year 2025 for the Town of Wilson. The following methods were used to estimate the future occupied housing unit demand within the town.

Methods one and two used the year 2000 “occupied housing” count of 1,235 units as a base figure. Method three used the 2003 Department of Administration (WDOA) population projections along with the town’s projected persons per household.

Household Size

According to the Wisconsin Department of Administration, the household size within Wilson is projected to decrease throughout the planning period. Table 6.12 indicates that the number of persons per household in the town will consistently fluctuate during the planning period, from 2.59 in 2000 to 2.49 in 2025.

Wilson's persons per household is projected to decrease from 2.59 in 2000 to 2.49 by 2025.

- **Growth Trend** - Using the census “occupied” housing counts from 1970 to 2000, a “growth trend” was created to the year 2025. This created a housing unit projection that indicated the town would have 1,502 total occupied housing units by 2025, or an increase of 267 occupied housing units from the 2000 Census (Table 6.12 and Figure 6.5).
- **Linear Trend** - A “linear trend” to the year 2025 also utilizes the census “occupied” housing counts from 1970 to 2000. This created a housing unit projection indicated the Town of Wilson would have 1,400 total occupied housing units, or an increase of 165 (13 percent) occupied housing units by 2025.
- **WDOA Population Projections/Persons per Household** - By using the town’s WDOA population projections and persons per household projection to the year 2025, the town is able to determine the possible number of occupied housing units by 2025. The WDOA population projection shows an increase of 804 persons and a decline in persons per household of 2.59 to 2.49 from 2000 to 2025. The result equals 384 in new occupied housing units or an increase of 31 percent for the Town of Wilson by 2025.

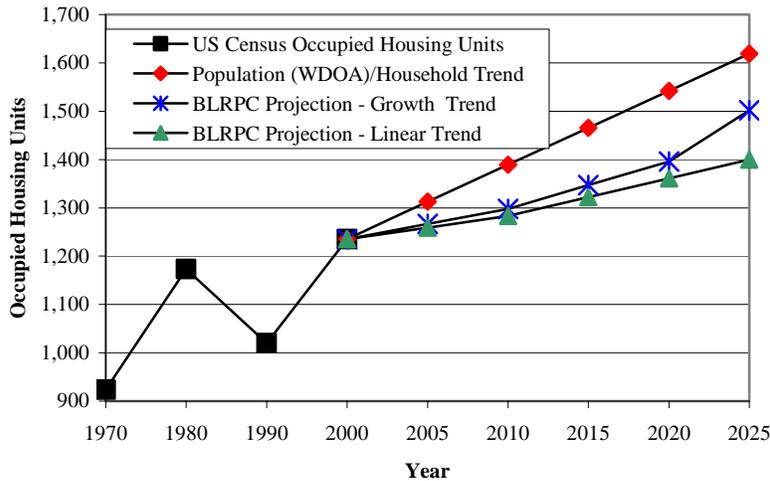
Table 6.12: Occupied Housing Unit Trends & Projections 1970-2025, Town of Wilson

Town of Wilson	Year								
	1970	1980	1990	2000	2005	2010	2015	2020	2025
US Census Occupied Housing Units	924	1,173	1,020	1,235					
BLRPC Projection - Growth Trend				1,235	1,267	1,298	1,347	1,396	1,502
BLRPC Projection - Linear Trend				1,235	1,259	1,283	1,322	1,361	1,400
Population (WDOA)/Household Trend				1,235	1,313	1,390	1,466	1,542	1,619
Household Size			2.79	2.59	2.58	2.55	2.53	2.51	2.49

Source: Wisconsin Department of Administration, 2003; Bay-Lake Regional Planning Commission, 2006.

Note: The increments used to obtain the projected household sizes for the Town of Wilson were taken from Sheboygan County's projection increments prepared by the Demographic Services Center and through linear trending from 1990 to 2025 by BLRPC, 2006.

Figure 6.5: Occupied Housing Unit Trends & Projections 1970-2025, Town of Wilson



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2, Data Set 112075-545-1026; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, Table 1; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2006.

Subsidized and Special Needs Housing

Within Sheboygan County, there exists a variety of agencies that help locate, finance, and develop housing for persons with various physical and mental disabilities or other special needs. The Sheboygan County Department of Human Services has information on what is available through several organizations such as WHEDA, Lakeshore CAP, and the Veteran’s Administration. A list of housing resources can be found in Appendix G.

Housing Development Environment

Due to its rural make-up, Wilson has sewer service available only in the more densely populated areas of the town. However, the town offers a scenic landscape; a diverse economic base; is located on the shores of Lake Michigan; has access to a major highway- Interstate 43; and is situated adjacent to the cities of Sheboygan and Sheboygan Falls and the villages of Oostburg and Kohler. These features along with the desire for more spacious property make the town an attractive place for some people to live.



Given the town’s location and services provided by these four incorporated communities, each community should continue to communicate and work together to take positive advantage of the internal and external resources each has available that will allow them to develop their communities without detracting from any community or the overall look and feel of the area.

CHAPTER 7 ECONOMIC DEVELOPMENT

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Chapter 7 - ECONOMIC DEVELOPMENT

INTRODUCTION

The economic development element details the Town of Wilson's general economic characteristics including workforce, economic base, economic opportunities, and a complete listing of economic development resources. These characteristics are compared to those of adjacent municipalities, Sheboygan County, and the State of Wisconsin. This chapter also discusses the importance of retaining, developing, and attracting businesses; the types of employers and jobs that would compliment the existing business community; and a summary of the town's economic strengths and weaknesses.

The purpose of this inventory is to establish strategies for economic growth and vitality that will maintain and enhance the identity and quality of life in the Town of Wilson. Because the economy is interrelated with all aspects of community life, the economic development priorities also have an impact on strategies developed for other community components such as natural resources, housing, transportation, utilities, and land use. See Chapter 1 of this document for a detailed listing of these strategies.

ECONOMIC DEVELOPMENT COMPONENTS

To be successful, economic development must function as a part of the whole socio-economic environment. This is accomplished through the development of strategies linked to several economic development components including: 1) *infrastructure*; 2) *business development*; 3) *workforce development* and 4) *community cash flow*. These components consist of several elements that influence the quality and effectiveness of economic development within a community.

Infrastructure Development

Infrastructure provided by both government and private business is the support system needed for producing and delivering goods and services. Examples of infrastructure include:

- Utilities (e.g., water, sanitary and storm sewer, gas, electric, natural gas)
- Transportation services (e.g., roads, parking, airports, ports, rail, signage, sidewalks, trails)
- Social infrastructure (e.g., schools, hospitals, government and other public services)
- Communications infrastructure (e.g., telephone, radio, television, video, satellite, cellular)

Communities must identify both current and future needs and work with both public and private sector providers to ensure the provision of adequate infrastructure.

Business Development

This component addresses business retention, expansion, attraction, and development.

- A *business retention and expansion* program should identify each businesses' existing and changing needs and address those needs with appropriate resources and tools. It is important to remove obstacles that restrict the growth of existing businesses (e.g., infrastructure, availability of space, transportation, etc.) and assist them to remain competitive through workforce development programs, integration of technology, etc.

- *Business attraction* activities are designed to encourage businesses that are expanding or planning to relocate, to choose your community. In order to attract new businesses, a community must provide a competitive and attractive environment. Marketing and promotion are used extensively to promote the positive business climate, quality of life elements, skill level of the workforce, available services, etc.
- *Entrepreneurship and new business development* helps diversify the economic base and creates new jobs while stabilizing the economic base. Building an effective support system for promising businesses is an important responsibility of the economic developer and economic development committee. This means there is land available with public infrastructure (e.g., streets and utilities), adequate transportation options are in place, the site has internet availability with high speed access, permits for home-based businesses can easily be obtained, etc.

Workforce Development

Communities need a well-rounded workforce to stay competitive, keep existing businesses strong, retain young people in the community, and raise the area's general standard of living. Workforce development programs are primarily provided through partnerships with local job centers, local school districts, and institutions of higher education. Occasionally, the local employers will provide instructors and equipment for use in these training programs. Companies have found it more economical to share training resources and facilities with other employers in the area resulting in a better working relationship among those businesses.

Community Cash Flow

Communities looking to bring new dollars into a community can look at two sources of new dollars: those brought in by individuals, and those brought in by organizations, businesses or government.

- New individual dollars consist of earned income (wage and salary) and transfer income (government payments and investment dividends).
- New dollars brought into a community by entities or institutions cover a wide range of sources, including tourism, expanding markets, government contracts or grants, etc.

STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS

Planning for economic development requires recognition of the town's assets and liabilities through an evaluation of the four mentioned economic components. This analysis of Wilson's economic strengths, weaknesses, opportunities, and threats provides a broad overview of where the town is currently and what its economic composition may be in the future. If the area is to develop and maintain a vibrant and diversified economic foundation, the town needs to maximize its strengths, offset its weaknesses, take advantage of its opportunities, and minimize its threats.

- In April 2006, the Town of Wilson's Plan Commission and ad hoc advisory members participated in an economic (S.W.O.T.) analysis to produce a list of strengths and weaknesses as well as opportunities and threats regarding economic development for the town. An economic development sub-committee met in May 2006 to provide additional input. The results of the S.W.O.T. workshop and sub-committee responses are found in Appendix H of this document. The following are highlights from those discussions:

Strengths:

- Significant amount of development potential but still allowing a rural feeling
- Kohler-Andrae State Park
- Country feel
- Good fire department
- Best location for future development
- Ability to live close to where you work

Weaknesses:

- Lack of focus
- Do not have the capital most cities have
- Lack of municipal water and sewer systems
- Lack of technology infrastructure
- Farmers selling out to developers for money
- Need agreement with city to not take land

Opportunities:

- Location
- Lower taxes
- Close access to I-43
- Lake Michigan shoreline
- Business corridor along V/OK to attract “clean” businesses
- Natural areas

Threats:

- City of Sheboygan encroachment
- Only one access to I-43 – the wrong type of business could create traffic problems
- Too much spontaneous building without planning to keep the area the way it has been
- Pollution
- Urban sprawl
- Depletion of water supply

The results of the economic development S.W.O.T. exercises were instrumental in drafting the economic development strategies and in identifying methods for the implementation of this portion of the town’s comprehensive plan.

LABOR FORCE CHARACTERISTICS

As a key component to economic development, the quality and quantity of the area’s labor force dictates what types of business the Town of Wilson will be able to attract and support in the future. This section focuses on the characteristics of the local and county labor force. This includes general information on education levels, incomes, the types of occupations in which individuals are employed; the types of business in which people are working; commuting

patterns; unemployment rates; labor participation rates; and a review of how these characteristics determine/influence the area’s employment forecast.

The Town of Wilson’s civilian labor force is comprised of employed persons and those seeking employment that are age 16 and older. It excludes persons in the armed forces and those under age 16.

Education Attainment

The education levels attained by the residents of a community will often be an indicator of the types of jobs in the area and the general standard of living. Areas with higher percentages of people with post high school education will be able to attract the employers offering higher paying professional positions. Table 7.1 illustrates the levels of education that individuals age 25 and over have completed.

- The percentage of high school graduates in the Town of Wilson is 35 percent, which is slightly better than the state average (34 percent) but below Sheboygan County at 40 percent.
- Wilson does compare favorably with Sheboygan County and Wisconsin when it comes to the number of individuals holding an Associate Degree or higher. Just over 34 percent of the town’s residents have a higher education degree compared to Wisconsin at 30 percent, and Sheboygan County at 25 percent. The ability to take courses locally at a number of institutions of higher education may be one of the primary reasons the town has a high number of its residents holding some level of education beyond high school.

Table 7.1: Educational Attainment (Age 25 & Over), 2000, Town of Wilson

Education Level	Town of Wilson		Sheboygan Co.	Wisconsin
	Number	Percent	Percent	Percent
Less than 9th grade	55	2.6	5.8	5.4
9th to 12th grade, no diploma	228	10.6	9.8	9.6
High school graduate (includes equivalency)	757	35.1	39.9	34.6
Some college, no degree	380	17.6	19.7	20.6
Associate degree	192	8.9	6.9	7.5
Bachelor degree	327	15.2	12.8	15.3
Graduate or professional degree	215	10.0	5.1	7.2
Percent high school graduate or higher		86.8	84.4	85.1
Percent bachelor's degree or higher		25.2	17.9	22.4

Source: U.S. Bureau of the Census, 2000 Census, DP-2; and Bay-Lake Regional Planning Commission, 2006.

Median Household Income

Median household income is one measure of average household income. It divides the household income distribution into two equal parts: one-half of the households fall below the median line while the other one-half are above it. The median household income is a general indicator of the economic well-being of all households in the community.

Table 7.2 provides a comparison of median household incomes for the Town of Wilson, Town of Holland, the villages of Oostburg and Kohler, City of Sheboygan, Sheboygan County, and State of Wisconsin for 1989 and 1999.

- The 1999 median household income for the Town of Wilson was \$59,241 compared to \$41,134 in 1989. This represents a 44 percent increase during that 10 year time span.

Except of the Village of Kohler, both figures are higher than Wilson's surrounding communities, Sheboygan County, and the state for these same time periods.

Table 7.2: Median Household Income, 1989 and 1999, Town of Wilson and Selected Municipalities

Area	1989	1999	Percent Change
Town of Wilson	\$41,134	\$59,241	44.0
Town of Holland	\$38,427	\$57,419	49.4
Village of Oostburg	\$31,446	\$47,469	51.0
City of Sheboygan	\$27,647	\$40,066	44.9
Village of Kohler	\$43,029	\$75,000	74.3
Sheboygan County	\$31,603	\$46,237	46.3
State of Wisconsin	\$29,442	\$43,791	48.7

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A Table P080A; U.S. Bureau of the Census, 2000, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Occupation

Table 7.3 illustrates the number of employed persons by occupational classification for the Town of Wilson in 2000. Various employment opportunities located in the Village of Kohler and the cities of Sheboygan and Manitowoc account for a majority of the employment opportunities for the town's residents.

In 2000, the majority of Town of Wilson residents were employed in management, professional and related service fields (35 percent); production, transportation, and material moving (21 percent); or sales and office occupations also at 21 percent. Employment opportunities at Acuity, municipal government (county, cities, and villages), and white collar positions at the large manufacturing companies such as Kohler Company, Bemis Manufacturing, Aurora Medical, and JL French Company provide a large number of management and sales related jobs. The larger manufacturing plants and trucking firms in the Village of Kohler and the cities of Sheboygan and Manitowoc account for the high percentage of workers in the production, transportation, and material moving sector.

Table 7.3: Employed Persons by Occupation, 2000, Town of Wilson and Sheboygan County

Occupation	Number	of Total	Number	of Total
Management, professional and related	623	34.9	15,422	25.9
Service	232	13.0	8,084	13.6
Sales and office	379	21.2	12,831	21.6
Farming, fishing and forestry	13	0.7	527	0.9
Construction, extraction and maintenance	158	8.8	4,898	8.2
Production, transportation and material moving	382	21.4	17,692	29.8
Total	1,787	100.0	59,454	100.0

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Industry

Table 7.4 reflects the employment by major industry group for the town and Sheboygan County. Figure 7.1 illustrates the fact that 30 percent of employed Wilson residents in 2000 worked in manufacturing; 20 percent in educational, health, and social services; and 11 percent in professional, scientific and management type occupations. These percentages are similar to those

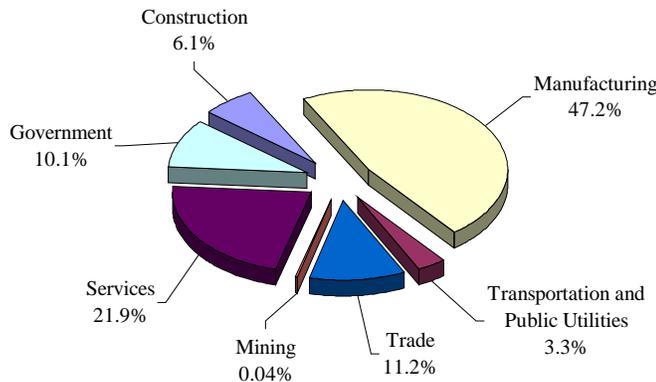
of Sheboygan County. Manufacturing remains the economic engine for the town and county and is supported strongly by the educational, health and social services industry.

Table 7.4: Employed Persons by Industry Group, 2000, Town of Wilson and Sheboygan County

Industry	Town of Wilson		Sheboygan County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting and mining	26	1.5%	1,158	1.9%
Construction	85	4.8%	3,290	5.5%
Manufacturing	537	30.1%	22,760	38.3%
Wholesale trade	22	1.2%	1,479	2.5%
Retail trade	139	7.8%	5,717	9.6%
Transportation and warehousing, and utilities	101	5.7%	1,690	2.8%
Information	11	0.6%	810	1.4%
Finance, insurance, real estate and rental and leasing	105	5.9%	2,490	4.2%
Professional, scientific, mgt., admin and waste mgt. service	188	10.5%	2,879	4.8%
Educational, health and social services	358	20.0%	10,228	17.2%
Arts, entertainment, recreation, accommodation and food services	149	8.3%	3,844	6.5%
Other services (except public administration)	29	1.6%	1,918	3.2%
Public administration	37	2.1%	1,191	2.0%
Total	1,787	100.0%	59,454	100.0%

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.1: Percent Employment by Industry Group, 2000, Town of Wilson



Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2006.

Commuting Patterns

Identifying and tracking commuting patterns is a labor market concept that refers to worker flows between municipalities and/or counties. These commuting patterns highlight the communities that have a strong local economic base that attract workers from surrounding communities. Conversely, it demonstrates which areas lack local employment opportunities for their residents or serve as “bedroom” communities that may offer a greater number and perhaps more affordable housing options in comparison to other locations. Table 7.5 provides an

illustration of where residents of the Town of Wilson are traveling for work and where employers of the town are finding workers.

- There are 1,715 residents of working age in the town and a total of 776 people working in Wilson. Only 173 of the town’s residents or 10 percent live and work in Wilson.
- Approximately 90 percent of town residents were commuting to other communities for work. Approximately 60 percent traveled to either the City of Sheboygan or Village of Kohler for work. Nearly 20 percent of Wilson’s residents traveled outside of the county to work including 18 individuals (one percent) that commute to the City of Milwaukee.
- Of those who work in the town, 78 percent travel from other communities. Most of these workers commute from the City of Sheboygan (39 percent) or another community within Sheboygan County (24 percent).
- On a daily basis, the Town of Wilson experiences a net loss of 975 people due to the high number of residents traveling to other areas of the region for employment.

Table 7.5: Residence to Workplace Flows*, 2000, Town of Wilson

Location	Number*	Percent
Work in Town of Wilson	776	100.0%
Live In Town of Wilson	173	22.3%
Live Outside Town of Wilson	603	77.7%
Where Employees of Town of Wilson Businesses Commute From		
City of Sheboygan	306	39.4%
Town of Lima	35	4.5%
Town of Sheboygan	29	3.7%
City of Sheboygan Falls	22	2.8%
Other Sheboygan County Communities	104	13.4%
All Other Areas (20 communities)	107	13.8%
Live in Town of Wilson	1,751	100.0%
Work In Town of Wilson	173	9.9%
Work Outside Town of Wilson	1,578	90.1%
Where Town of Wilson Residents Commute to Work		
City of Sheboygan	841	48.0%
Village of Kohler	206	11.8%
City of Sheboygan Falls	28	1.6%
Town of Sheboygan	22	1.3%
City of Milwaukee	18	1.0%
Other Sheboygan County Communities	128	7.3%
All Other Areas (22 communities)	335	19.1%

* Workers 16 years of age and older

Source: U.S. Bureau of the Census, 2003 and Bay-Lake Regional Planning Commission, 2006.

In Table 7.6, approximately 85 percent of the 51,484 individuals employed in Sheboygan County resided in Sheboygan County.

- 7,062 working residents aged 16 and older living in Sheboygan County commuted to locations out of the county for work, whereas 7,924 workers from other counties traveled into the county for employment. The result is a net gain of 862 workers.
- There was a net loss of workers when comparing Sheboygan County with the counties of Ozaukee, Milwaukee, Washington, and Waukesha. However, that combined net loss was offset by a large migration of 2,477 workers into the county from Manitowoc County.
- Sheboygan’s residents primarily traveled to area counties of Ozaukee, Manitowoc, Milwaukee, and Washington for work.
- Sheboygan County employers attracted employees from throughout the region to work at their companies and businesses. A large percentage of incoming workers, 3,676 strong, came from Manitowoc County. Individuals also commuted in high numbers from the counties of Fond du Lac (12 percent), Ozaukee (11 percent), Calumet (eight percent) and even further distances to work in Sheboygan County.

*85 percent of the
51,484
individuals
employed in
Sheboygan
County resided in
Sheboygan
County.*

The significant number of workers traveling from where they live to where they work is a good indication that the state’s well maintained highway and road system is making traveling long distances safer and more efficient.

Table 7.6: County-to-County Worker* Flow, 2000, Sheboygan County

Area	Commute Into	Commute From	Net Commute
Ozaukee	1,931	896	-1,035
Manitowoc	1,199	3,676	2,477
Milwaukee	1,198	365	-833
Washington	705	315	-390
Fond du Lac	530	980	450
Calumet	433	632	199
Waukesha	295	100	-195
Brown	122	219	97
Elsewhere	649	741	92
Total	7,062	7,924	862
Work w/in Sheboygan County	51,484		

*Workers 16 years old and over

Source: U.S. Census Bureau, 2003; WDOA; BLRPC, 2006

Unemployment Rate

The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force therefore not counted as unemployed. Table 7.7 and Figure 7.2 highlight the fluctuations in Sheboygan County’s civilian labor force since 1990. Variations in the number of persons in the labor force are the result of many factors: shifts in the age and sex characteristics of the population; changes in the number of residents age 16 and over; the proportion of citizens age 16 and over working or seeking employment; and seasonal conditions.

Companies looking to expand operations seek areas with higher unemployment rates or excess labor. With a rapidly growing economy in many parts of the Upper Midwest, one of the major criteria companies use in selecting an area to locate is available labor. On the other hand,

continued high unemployment rates could be the result of a much greater problem that may indicate an under-skilled or under-educated workforce or an area that lacks sufficient infrastructure or capital investment to support economic expansion.

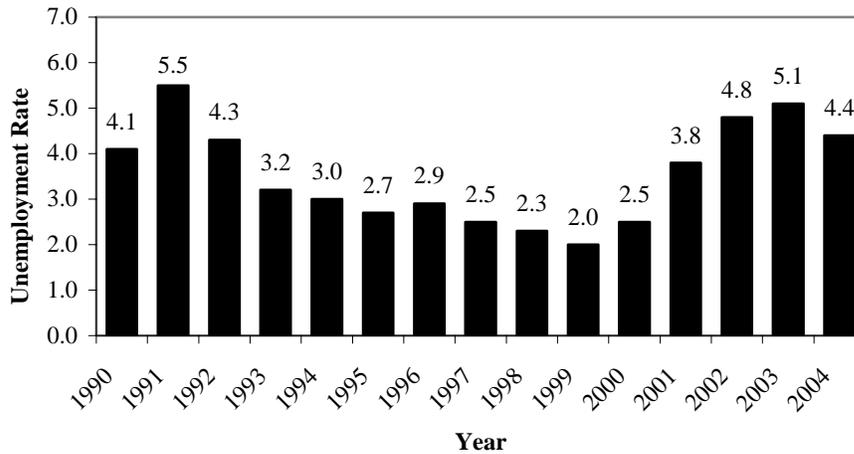
- The civilian labor force comprised 52 percent of Sheboygan County’s population in 1990 and 56 percent in 2000.
- The county’s labor force number increased 8,727 workers or nearly 16 percent from 1990 to 2004.
- The county’s unemployment rate and the number of residents unemployed was the lowest in 1999 at 3.2 percent and 1,255 respectively. Only four years later in 2003, the unemployment rate was 5.1 percent and 3,277 people were unemployed.
- The number of individuals unemployed within this four year time period rose from 1,255 to 3,277, a 160 percent increase that equated to 2,022 individuals.

Table 7.7: Average Civilian Labor Force Estimates, 1990-2004, Sheboygan County

Year	Civilian		Percent	
	Labor Force	Unemployed	Unemployed	Employed
1990	55,935	2,298	4.1	53,637
1991	56,026	3,099	5.5	52,927
1992	56,487	2,441	4.3	54,046
1993	57,713	1,829	3.2	55,884
1994	60,252	1,815	3.0	58,437
1995	61,666	1,688	2.7	59,978
1996	61,388	1,785	2.9	59,603
1997	60,985	1,511	2.5	59,474
1998	61,781	1,425	2.3	60,356
1999	62,528	1,255	2.0	61,273
2000	64,523	1,592	2.5	62,931
2001	64,818	2,449	3.8	62,369
2002	64,555	3,090	4.8	61,465
2003	64,797	3,277	5.1	61,520
2004	64,662	2,863	4.4	61,799

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2006.

Figure 7.2: Unemployment Rate, 1990-2004, Sheboygan County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimate, 1990-2003; and Bay-Lake Regional Planning Commission, 2006.

Labor Participation Rate

According to the Wisconsin Department of Workforce Development, just under 72 percent of Sheboygan County's population, age 16 and older, are in the labor force. This percentage is referred to as the labor force participation rate (LFPR). The LFPR is a strong economic measure that is sometimes a better indicator of the vitality of the area's labor market than its unemployment rate. Sheboygan's LFPR is slightly higher than the statewide average of 71 percent and substantially higher than the national rate of 65.4 percent. Like the state and nation, the county's LFPR is projected to decrease over the coming decades due to an aging, retiring population.

As outlined in the Population and Housing Chapter of this comprehensive plan, Sheboygan County currently has a slightly older than average population, which will continue to mature as the younger portion of the population becomes smaller. From a labor market perspective, the implications of declining labor force participation in a growing and aging population point to labor shortages in certain industries and occupations.

Industry and Employment Forecast

Industry and employment projections have been developed for the 10 county Bay Area Workforce Development region consisting of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Shawano, and Sheboygan counties. According to the Wisconsin Department of Workforce Development:

- Overall total non-farm employment in the region will increase by 12 percent or 35,980 new jobs.
- Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector through 2012. Although manufacturing jobs will continue to increase, the rate of increase will slow down.

- Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and incorporate emerging technology.
- The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs from 2002 to 2012.
- Goods producing industry sectors including construction, mining, natural resources, and manufacturing will decline slightly from 31 percent total employment to 29 percent by 2012.
- The leisure and hospitality industry will demonstrate strong growth by adding nearly 3,600 new jobs by 2012.

Local Employment Forecast

From 1990 to 2000, the manufacturing and educational, health, and social services industries continued to have the largest share of employment for residents of the Town of Wilson and Sheboygan County (Table 7.4). This movement does follow the regional trend and is expected to continue for the town and county.

- According to the Wisconsin Department of Workforce Development, there are a number of occupations that will be in great demand by the year 2012. They include:
 - Teachers
 - Waiters and Waitresses
 - Machinists
 - Welders, Cutters, Solderers, and Brazers
 - Registered Nurses
 - Nursing Aids, Orderlies, and Attendants

Lakeshore Technical College, UW-Sheboygan, and Lakeland College will be important components in educating the area's workforce to be able to work in these growing fields.

ECONOMIC BASE

Revenues by Industry

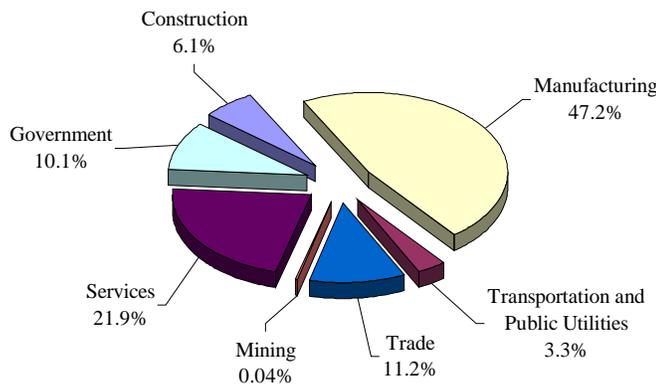
Table 7.8 and Figure 7.3 provide an overview of how much each industry contributes to the overall Sheboygan County economy. *Note: It does not include agriculture.* Manufacturing has and continues to be the cornerstone for the county's economy by contributing over \$1.1 billion or nearly 47 percent of the total income provided by all seven industries. The services industry grew at a healthy 300 percent in the last 20 years. Overall, income from all industries rose 218 percent, which indicates the local economy is strong and growing.

Table 7.8: Income by Industry Type*, 1980-2000, Sheboygan County

Area	1980	1990	2000	Percent Change
Mining	\$3,103	\$460	\$1,040	-66.5
Construction	\$46,968	\$72,230	\$144,488	207.6
Manufacturing	\$353,472	\$627,749	\$1,111,841	214.5
Transportation and Public Utilities	\$29,347	\$52,116	\$78,803	168.5
Trade	\$99,870	\$161,679	\$263,166	163.5
Services	\$128,526	\$266,633	\$516,611	302.0
Government	\$78,183	\$147,933	\$238,412	204.9
Total	\$739,469	\$1,328,800	\$2,354,361	218.4

*Figures Provided in Thousands
 Source: Wisconsin Department of Commerce 2006

Figure 7.3: Percent Revenue by Industry Type, 2000, Sheboygan County



Source: Wisconsin Department of Commerce 2006.

Agriculture

Agriculture remains an important economic ingredient in Sheboygan County. It includes hundreds of family-owned farms, agriculture related businesses and industries that provide equipment, services and other products farmers need to process, market, and deliver food to consumers. The production, sales, and processing of these farm products generate significant employment, and income opportunities for its residents and increasing tax revenues for the county and communities.

According to the UW-Extension Agriculture Value and Impact Report conducted in 2002, agriculture in Sheboygan County:

- Provides 9,399 jobs, which is over 12 percent of the county’s entire workforce. Every new job in agriculture generates one additional job in Sheboygan County.
- Accounts for \$482 million or 12 percent of the county’s total income to include wages, salaries, benefits, and profits of farmers and workers in agriculture-related businesses. It

Agriculture contributes \$214 million or 10 percent of the county’s total income.

is estimated that every dollar of agriculture income generates an additional \$0.73 of county income.

- Contributes \$214 million or 10 percent of the county's total income.
- Accounts for over \$1.74 billion, or 21 percent of the total economic activity for the county. Of this \$1.3 billion is the result of the sale of all farm and value-added products, \$290 million in business to business purchases, and \$117 million in the spending of earnings of those in agriculture related occupations.
- Pays more than \$44 million in taxes (not including all property taxes paid to local schools).

The market value of production per farm in Sheboygan County increased from \$80,367 in 1997 to over \$93,154 in 2002.

Sales by dollar value of the county's primary commodities in 2002:

- milk (\$59 million)
- cattle and calves (\$15 million)
- grain (\$14 million)
- other animals and products (\$7 million)
- vegetables (\$3 million)

The county's milk producers and dairy industry contribute over \$1.14 billion to the county's economy. The on-farm production and sale of milk accounts for \$69 million whereas the processing accounts for an additional \$1.1 billion.

The production of landscape trees and plants, as well as landscape and grounds maintenance, are rapidly growing segments of the Sheboygan County's agricultural industry. Horticulture generates \$3 million in county economic activity and provides over 50 full-time and many seasonal jobs. Sheboygan County is the leader in mink farming in Wisconsin.

Tourism



Sitting on the shore of Lake Michigan, Sheboygan County has plenty to offer everyone – the outdoor enthusiast, people interested in cultural/historical attractions, and those individuals seeking unique shopping venues. Fueled by the lakefront revival, tourism is playing an increasing economic role in Sheboygan County. Businesses that cater to tourism such as resorts, motels, campgrounds, B&Bs, and retail stores are expanding services to meet the diverse needs of the thousands of people that come to the county to take advantage of the walking and biking trails as well as the many parks, golf courses, historic sites, and area attractions.

The following information was taken from the Wisconsin Department of Tourism's 2004 Tourism Economic Impact Study that was conducted by David-Peterson Associates, Inc. The survey includes 2,000 face-to-face interviews with travelers from throughout the state during

each of the four seasons while attending a variety of events; 1,600 telephone interviews with lodging properties; and 1,000 telephone interviews with Wisconsin households. The statistics gathered from the three survey components are analyzed, averaged, and applied county by county using standard economic modeling.

Sheboygan County ranked 9th in traveler spending in 2004 with \$271 million in revenue.

- Sheboygan County ranks 9th in the state for traveler spending. The county also ranked 9th in 2003. When this study was first initiated in 1993, travelers spent \$107 million in Sheboygan County. In the year 2004, travelers spent \$271 million, representing an increase of 154 percent.
- Travelers spent an estimated \$271 million in the county in 2004 up from \$265 million in 2003.
- Fourteen percent of all expenditures were made in the winter, which amounted to \$39 million; 20 percent were made in the spring (\$54 million); 42 percent in the summer (\$113 million); and 25 percent in the fall (\$67 million).
- It is estimated that employees earned \$168 million in wages generated from tourist spending, an increase of 3.7 percent from 2003.
- Traveler spending supported 7,164 full-time equivalent jobs.
- Local revenues (property taxes, sales taxes, lodging taxes, etc.) collected as a result of travelers amounted to an estimated \$11.7 million in 2004, an increase of 10 percent from 2003.
- Travelers generated \$34 million in state revenues (lodging, sales and meal taxes, etc.).

Major Employers

Sheboygan County boasts a variety of large employers from both the public and private sectors. The public sector employers include the local school district and county. The private industries are from a number of different sectors—manufacturing, construction, and food processing. The Kohler Company and Bemis Manufacturing Company are the two largest private employers employing over 1,000 people each. The size and diversity of these employers provide a solid economic foundation for the county and its many communities. Residents of the Town of Wilson have a number of employment opportunities within the county and in the adjacent Sheboygan Metropolitan Area.

Table 7.9: Top Ten Employers, 2004, Sheboygan County

Company	Product or Service	Number of Employees
Kohler Company	Enameled iron & metal sanitary ware mfg.	1000+
Sheboygan Public School	Elementary & Secondary schools	1000+
Bemis Mfg. Company	All other plastics products mfg.	1000+
County of Sheboygan	Executive & legislative offices, combined	1000+
J L French Corporation	Aluminum die-casting foundaries	500-999
Aurora Health Care Central, Inc.	Gen. medical & surgical hospitals	500-999
Aurora Medical Group, Inc.	Offices of physicians, exep. mental health	500-999
Fresh Brands Distributing, Inc.	Gasoline stations with convenience stores	500-999
Sargento Foods, Inc.	Cheese mfg.	500-999
Acuity Insurance	Direct property & casualty insurers	500-999

Source: DWD, Bureau of Workforce Information, ES-202, July 2005

Employers in the Town of Wilson

Aldrich Chemical	Wilson Mutual Insurance
Motorville Auto Dealership	Thomson Marine
Wholistic Health Center	Miller Engineers
Sleep Inn & Suites	United Building Centers
Marshall's Western Shores	Bender Pallet Mfg. Co.
Zimbal Mink Ranch	Agricultural Farms
Trimberger Mink Ranch	Judi's Restaurant
Breaking Bread Banquet Hall	Handlebar Saloon
Oostburg Seamless Gutters	Thunder Truck & Auto
Serenity Farms	Whitewater Glove Outlet
Majerle's Black River Grill	Town of Wilson
Mild and Wild	Riverdale Country Club
Tom's House of Nutrition	Caan Floral
Kohler Andrae State Park	Horn's Sales & Service
Falls Valley Excavating	Spiro Brothers

Employment by Economic Division

The future of the Town of Wilson requires an understanding of both the local and county economies. The Economic Base Analysis technique divides the economy into basic and non-basic sectors.

- The *basic sector* is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms depend principally upon non-local factors and usually export their goods.
- The *non-basic sector* is comprised of those firms that depend largely upon local business conditions.

Location Quotient Analysis

In order to strengthen and grow the local economy, it is important to develop and enhance the basic sector. To conduct a Location Quotient (LQ) Analysis, there are nine basic economic divisions that are used:

- **Four goods-producing sectors:** agriculture, forestry, and fishing; mining; construction; and manufacturing, and
- **Five services-producing sectors:** transportation and public utilities; wholesale trade; retail trade; finance, insurance and real estate; and services.

The LQ technique demonstrated in Table 7.10 is used to identify the basic and non-basic sectors of a local economy. LQs highlight how the balance of employment in a local economy compares to the balance in employment in the region as a whole. The proportion of jobs in each local industrial sector is measured, as a ratio, against its corresponding sector at the regional level. The analysis uses the United States as the standard for comparison with the local economy.

- If the LQ is less than 1.0, all employment is considered non-basic, therefore that industry is not meeting local demand and implies that the goods or services of that sector are being “imported” into the area from somewhere else within the region.
- An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic.
- An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use; therefore, these goods and services are exported to non-local areas, making them basic sector employment.



Table 7.10: Employment by Industry Group, 1990-2000, Sheboygan County and United States, Location Quotient Analysis

Item	Sheboygan County		United States		Percent Change 1990-2000		Sheboygan County Location Quotient	
	1990	2000	1990	2000	Sheboygan	U.S.	1990	2000
Total full-time and part-time employment	62,480	76,301	139,380,900	166,758,800	22.1	19.6		
Farm employment	1,849	1,591	3,153,000	3,113,000	-14.0	-1.3	1.31	1.12
Nonfarm employment	60,631	74,710	136,227,900	163,645,800	23.2	20.1	0.99	1.00
Private employment	54,828	68,213	114,995,900	140,701,800	24.4	22.4	1.06	1.06
Ag. Services, forestry, fishing & other	436	820	1,454,000	2,121,100	88.1	45.9	0.67	0.84
Mining	38	43	1,044,100	784,200	13.2	-24.9	0.08	0.12
Construction	2,483	3,613	7,261,800	9,446,300	45.5	30.1	0.76	0.84
Manufacturing	22,217	27,388	19,694,200	19,114,800	23.3	-2.9	2.52	3.13
Transportation and public utilities	1,967	2,257	6,550,600	8,244,400	14.7	25.9	0.67	0.60
Wholesale trade	1,850	2,269	6,720,500	7,584,100	22.6	12.9	0.61	0.65
Retail trade	9,828	10,977	22,885,500	27,222,300	11.7	18.9	0.96	0.88
Finance, insurance and real estate	3,382	4,207	10,714,600	13,193,800	24.4	23.1	0.70	0.70
Services	12,627	16,639	38,670,600	52,990,800	31.8	37.0	0.73	0.69
Government and government enterprises	5,803	6,497	21,232,000	22,944,000	12.0	8.1	0.61	0.62
Federal, civilian	250	265	3,233,000	2,892,000	6.0	-10.5	0.17	0.20
Military	525	386	2,718,000	2,075,000	-26.5	-23.7	0.43	0.41
State and local	5,028	5,846	15,281,000	17,977,000	16.3	17.6	0.73	0.71
State	422	457	4,404,000	4,949,000	8.29	12.4	0.21	0.20
Local	4,606	5,389	10,877,000	13,028,000	17.00	19.8	0.94	0.90

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-2000; and Bay-Lake Regional Planning Commission, 2006.

Threshold Analysis

Export Base (“Basic Employment”)

In 2000, two areas within the Sheboygan County economy were considered “basic employment areas”: farm employment and manufacturing. They produce more goods and services than the local economy can use and export excess goods to other areas.

When the location quotient increases over time, this suggests that the county’s economy is getting closer to reaching and exceeding local demands. Having strong basic sector employment and industry will strengthen and further diversify the local economy.

Non-Export Base (“Non-Basic Employment”)

Several Sheboygan County industries stand out with lower LQs: wholesale trade; services; transportation and utilities; and finance, insurance, and real estate. These industries are not meeting local demand for given goods or services and consequently must import those needed services from other counties.

Overall, Sheboygan County’s economic condition is quite diversified providing a number of different employment opportunities for its residents. The most notable changes in the county’s economy since 1990 are the decline in farm, mining, and government employment to include the military (27 percent), plus the 88 percent increase in agriculture services, forestry, and fishing; a 45 percent increase in employment in construction, and solid 32 percent raise in the service industry.

Community Finances

Tables 7.11 and 7.12 provide a history of the taxes levied and collected in the Town of Wilson. The town's full value increased by nearly 29 percent or \$68.5 million for the period 2000 to 2004. The town has been able to keep a stable mill rate during the past five years that has ranged from \$19.92/\$1,000 to \$20.95/\$1,000. These numbers are a good indication that Wilson is growing at a healthy and steady rate and the taxing jurisdictions have been able to utilize that additional revenue to support services and maintain infrastructure.

Table 7.11: Comparative Tax Appropriations, 2000-2004, Town of Wilson

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Tech. Coll.	County	Local	Other
2000	234,948,600	72.52	234,948,600	425,845	0.02267	0.02068	2,678,833	393,297	1,582,582	493,362	199,796
2001	245,206,600	70.96	245,206,600	424,997	0.02268	0.02095	2,806,023	410,561	1,645,203	500,226	201,445
2002	250,893,300	109.10	250,893,300	428,131	0.02202	0.02031	2,725,765	415,401	1,681,461	500,200	202,579
2003	276,271,200	102.05	276,271,200	417,738	0.02143	0.01992	2,915,944	454,687	1,834,075	511,500	205,654
2004	303,470,300	95.66	303,470,300	410,130	0.02149	0.02014	3,320,462	489,237	1,981,559	520,230	212,694

Source: Wisconsin Department of Revenue, City, Village and Town Taxes, for years cited; and Bay-Lake Regional Planning Commission, 2006.

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 did not have any debt as of December 31, 2004, leaving a debt margin of \$15,173,515. The town had a small debt of \$135,479 that was repaid in 2002. Wilson does have sufficient money to access for future projects to include emergency infrastructure or facilities improvements, if necessary.

Table 7.12: Public Indebtedness, 2000-2004, Town of Wilson

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
2000	234,948,600	11,747,430	159,450	11,587,980
2001	245,206,600	12,260,330	135,479	12,124,851
2002	250,893,300	12,544,665	0	12,544,665
2003	276,271,200	13,813,560	0	13,813,560
2004	303,470,300	15,173,515	0	15,173,515

*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2006.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Existing Site Inventory and Analysis

As detailed on the 2006 land use map (Map 11.2), the town's established commercial lands account for 81 acres with an additional 128 acres of industrial land.

Evaluation of Environmentally Contaminated Sites for Commercial and Industrial Uses

Contaminated industrial and commercial properties have been underutilized due to the environmental liability associated with these parcels. These properties scar the local landscape resulting in lost taxes and a decline in community character. The WDNR and EPA promote the clean up of these contaminated areas in an effort to utilize them for more productive uses.

According to the Wisconsin Department of Natural Resources, 16 environmental incidences have occurred in the Town of Wilson with the first being noted in 1980. 14 of these occurrences (primarily spills) have since been rectified with no further action necessary. It appears there are on-going remediation and/or monitoring activities being conducted at two locations- the landfill on Moenning Road and the Wisconsin Power and Light site at 5400 Frontage Road.

Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR website at www.dnr.state.wi.us for a list of contaminated sites in the Town of Wilson.

*16
environmental
incidences
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the first being
noted in 1980.*

Designation of Business and Industrial Development

Most business sites planned for the Town of Wilson will be located primarily along I-43. This location offers good visibility and access, plus availability of municipal services from the City of Sheboygan and Village of Kohler. Additional buffering and landscaping may be required to meet the area’s desired vision to maintain its rural appearance. Home-based business will continue to be allowed in the town, if compatible with neighboring uses.

Larger employers are being directed to locate near the incorporated municipalities where utilities and services are adequate. If industrial uses are considered in the Town of Wilson, detailed plans for landscape, signage, street access, and lighting are recommended in an effort to not detract or negatively impact adjacent properties. Industrial lands near transportation corridors should be well buffered to add to the visual quality of the site. Wilson officials should maintain communications with adjacent municipalities regarding commercial and industrial growth.

Wilson places importance on the amount of farmland (covering approximately 43 percent of town) and natural features that dominate the town’s landscape. The agricultural industry and natural resources play an important role in the economic, cultural and social structure of the town and to Sheboygan County as a whole. For that reason, preserving these areas to the greatest extent possible is a priority as the town develops in the future (Map 11.3).

ECONOMIC DEVELOPMENT PROGRAMS AND RESOURCES

There are a number of programs and resources available on each government level designed to help build economic development capacity through infrastructure expansion and to offer resources necessary to develop and grow businesses. Please see Appendix I for a list of programs and resources.

CHAPTER 8 TRANSPORTATION

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Chapter 8 - TRANSPORTATION

INTRODUCTION

This chapter provides an inventory of the existing transportation facilities that serve the Town of Wilson in Sheboygan County. This element of the comprehensive plan also addresses the future transportation needs and concerns of the town. The inventory includes descriptions of the various modal elements of the town's transportation system. Those elements include: the town's street and highway system, public transit systems, elderly and disabled transportation services, intercity bus services, bicycle transportation, rail transportation, air service, waterborne transportation and commercial trucking.

The detailed description of the street and highway system includes the functional classification of streets and highways within the town, average daily traffic or vehicle volumes/traffic counts, traffic flow capacity, vehicle crashes, access controls, and park and ride lots. In addition, this element of the plan compares local plans to transportation plans developed at the state, regional and county levels. At the conclusion of the chapter, specific transportation system recommendations are presented. These recommendations include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

INVENTORY OF TRANSPORTATION FACILITIES

Through its comprehensive planning program, the Town of Wilson seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians and bicycles that is compatible with the town's Comprehensive Plan.

There are approximately 47.56 miles of local function streets and roads within the town, comprising approximately 65.77 percent of the total road mileage within the town. About 9.15 miles of local facilities are under county jurisdiction, while about 38.41 miles of local facilities are under town jurisdiction. The town's jurisdictional responsibility relative to its local streets and roads includes maintenance, repair and reconstruction of the streets and roads as needed. The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the Town of Wilson is the state's disbursement of general transportation aids. The state provides a payment to the town for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement.

The town's local transportation system is complemented by Interstate 43, by State Highway 28 (at its northwest boundary), and by an extensive county trunk highway system, all of which provide access to the communities located within Sheboygan County, the region and the state.

Currently, the town has a limited number of facilities (bicycle paths, paved shoulders or signed shared use roads) to serve bicyclists. These facilities include County Highway EE/Weeden Creek Road from County Highway KK/South 12th Street to Evergreen Drive (signed shared use road), as well as shared use recreational paths in Kohler Andrae State Parks just east of County Highway V and west of the Black River. In spite of having limited facilities, the town's local street and road system can and does safely and efficiently serve the needs of bicyclists in cases where traffic levels remain low to moderate.

The transportation facility inventory conducted for this plan also determined that the town has access to multimodal transportation services and facilities including: transportation services for

the town's elderly and disabled residents (Sheboygan County Health and Human Services Department – Division on Aging); private intercity bus service (Trailways) from the City of Sheboygan north to Green Bay and south to Milwaukee (with connections to bus service throughout North America from Milwaukee); access to some of the southern routes of Sheboygan Transit within walking distance of the north end of the town; freight rail service (Union Pacific) from the south (Milwaukee) and the north (Village of Cleveland), with terminals or stations in Cedar Grove and Sheboygan; corporate air service at the Sheboygan County Memorial Airport in the Town of Sheboygan Falls; passenger rail service from the Amtrak Station in Milwaukee; and passenger air service from General Mitchell International Airport (Milwaukee) and from Austin Straubel International Airport (metropolitan Green Bay).

Streets and Highways

There are several basic considerations useful in assessing the street and highway system within a community. Those considerations include: the functional classification of the existing street and highway system; annual average daily traffic on streets and highways within the town; and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data are useful in determining problem areas pertinent to road safety. This information can provide an indication of the street and highway improvements that may be needed during the planning period.

Functional Classification of Streets and Highways

Streets and highways, which are the principal component of the traffic circulation system, can be divided into three categories: arterial, collector and local facilities. The three categories of streets and highways are determined by the function that the street or highway in question serves in relation to traffic patterns, land use, land access needs, and traffic volumes. The street and highway system for the Town of Wilson shown in Map 8.2 has been functionally classified based on criteria identified in Tables 8.1 (for portions of the town in the Sheboygan Urbanized Area) and 8.2 (for portions of the town classified as "rural").

Arterial Facilities

The function of an arterial facility is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Arterial facilities are further categorized into either "principal" or "minor" arterial facilities based on traffic volumes. Since the northeast portion of the Town of Wilson is in the Sheboygan Urbanized Area, arterial facilities are also further classified as "urban" or "rural" arterial facilities in the town. Interstate Highway 43 is the main arterial facility in the town, and it is classified as a principal arterial. Interstate Highway 43 is classified as an urban principal arterial from State Highway 28 to Stahl Road, and is classified as a rural principal arterial from Stahl Road south to County Highway KK (Holland Town Line). Small portions of State Highway 28, which pass through the town, are classified as urban principal arterial. In addition, small portions of County Highways KK and OK north of County Highway EE, which remain in the town, are classified as urban minor arterial.

Collector Facilities

The primary function of streets and highways classified as "collectors" is to provide general "area to area" routes for local traffic. Collector facilities take ("collect") traffic from the local streets and highways (and the land based activities supported by the local streets and highways) and provide relatively fast and efficient routes to farm markets, agricultural service centers, and

larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector facilities generally serve the same function but with different trip purposes. Collector facilities typically serve low-to-moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector facilities serve to distribute traffic between local and arterial facilities, between home and the work place, home and the place of worship, home and school, and between the home and those places where business and commerce are conducted.

Collector facilities in the portion of the town in the Sheboygan Urbanized Area are known as “urban collectors.” Urban collectors in (or which pass through) the Town of Wilson include: County Highway EE/Weeden Creek Road from South Taylor Drive to Lakeshore Drive; County Highway KK from County Highway EE/Weeden Creek Road to County Highway V; County Highway V from County Highway KK (alignment of Stahl Road) to County Highway KK (alignment of Moenning Road); County Highway EE from State Highway 28 to the Urbanized Area Boundary; County Highway A from State Highway 28 to the Urbanized Area Boundary; and County Highway OK from County Highway EE/Weeden Creek Road to Stahl Road.

Collector facilities in the portion of the town outside the Sheboygan Urbanized Area are known as “rural collectors.” Rural collectors are divided into rural major and minor collectors. Rural major collectors in the Town of Wilson include: County Highway A from the Urbanized Area Boundary south to County Highway KK; County Highway OK from Stahl Road to County Highway V; and County Highway V from County Highway KK to County Highway A. Rural minor collectors in the town include: County Highway EE from the Urbanized Area Boundary (south of State Highway 28) to South Taylor Drive; County Highway KK from County Highway V to Old Park Road; and Old Park Road from County Highway KK to the Kohler Andrae State Parks entrance.



Table 8.1: Functional Classification Criteria for Urban Streets and Highways

URBAN PRINCIPAL ARTERIALS						
System Continuity (Rural - Urban Interface)			Basic Criteria			Mileage Percent of System Range
A rural minor arterial remains an urban minor arterial until it meets one of the following:			Must meet Land Use Service or Spacing plus Traffic Volume or Parenthetical Current ADT Alone			
Current ADT Alone	Intersects with an Urban Arterial plus Current ADT	Land Use Service	Spacing	Current ADT*		
≥15,000	≥9,000	A principal arterial should be within one mile of the following land uses: a. Main central business district of the urban area b. Type 1 and 2 airports c. Regional shopping centers d. Major colleges and universities e. Community and regional parks f. Industrial parks g. Large stadia, arenas, or civic centers	Maximum: 1 mile in central business district; 3 to 5 miles in other parts of urbanized area	≥9,000 (≥30,000)	5.0% to 10.0%	

*The roadway or highway segment must be a minimum of a mile long.

URBAN MINOR ARTERIALS						
Basic Criteria					Supplemental Criteria	Mileage Percent of System Range
System Continuity (Rural - Urban Interface)		Must meet Land Use Service or Spacing plus Traffic Volume or Parenthetical Current ADT Alone			Must meet two of the criteria below plus 90% of Current ADT	
A collector remains an urban collector until it meets one of the following:		Land Use Service	Spacing	Current ADT*		
Current ADT Alone	Intersects with an Urban Collector or Arterial plus Current ADT					
≥9,000	≥4,500	<p>A minor arterial should be within a half mile of the following land uses:</p> <ul style="list-style-type: none"> a. Central business districts of each satellite community b. Type 3, 4 and 5 airports c. Community shopping centers d. Junior or community colleges e. Large industrial plants f. High schools g. Large office buildings h. Community hospitals i. Clinics j. Sub-community parks k. Golf courses <p>All commercial retail strip development over one quarter mile in length not on a principal arterial.</p> <p>Interconnection of the main central business district with satellite community central business districts.</p>	<p>Maximum: One half mile in central business district; two miles in other parts of urbanized area</p>	<p>≥4,500 (≥15,000)</p>	<ol style="list-style-type: none"> 1. Bus Route 2. Truck Route 3. Signalization 4. Interchanges with a freeway 5. Major river crossing/ restrictive topography 	10.0% to 15.0%

*The roadway or highway segment must be a minimum of one half mile long.

URBAN COLLECTORS						
Basic Criteria				Supplemental Criteria		
Must meet one of the below criteria plus Current ADT or the Parenthetical Current ADT Alone				Must meet two of the criteria below plus 90% of Current ADT		Mileage Percent of System Range
System Continuity	Land Use Service	Spacing	Current ADT*			
<p>May penetrate each residential neighborhood and connect to nearby arterial.</p> <p>May include the logical street system for traffic circulation in the central business district (relative to land use service).</p> <p>A rural collector remains a collector when crossing into an urbanized area until it meets the urban minor arterial criteria.</p>	<p>A collector should be within a quarter mile of the following land uses:</p> <ul style="list-style-type: none"> a. Elementary, intermediate or middle schools b. Small industrial plants c. Large warehousing d. Neighborhood shopping centers e. Small office buildings f. Neighborhood parks g. Marinas 	<p>Maximum: One quarter mile in central business district; one mile in other parts of urbanized area</p>	<p>≥2,250 (≥9,000)</p>	<ul style="list-style-type: none"> 1. Bus route 2. Truck route 3. Signalization 4. Interchanges with a freeway 5. Major river crossing/restrictive topography 		<p>5.0% to 10.0%</p>

*The roadway or highway segment must be a minimum of one quarter mile long.

URBAN LOCAL STREETS		
All public streets not classified as arterials or collectors.		<p>65.0% to 80.0%</p> <p>68.0% to 73.0% in most urbanized areas</p>

Source: Wisconsin Department of Transportation, *Functional Classification Criteria*, 2003; and Bay-Lake Regional Planning Commission, 2006.

Table 8.2: Functional Classification Criteria for Rural Streets and Highways

RURAL PRINCIPAL ARTERIALS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below				None	2.0% to 4.0% statewide
Population Service*	Land Use Service	Spacing	Current ADT		
Connect places $\geq 50,000$ with other places $\geq 50,000$ Connect places 5,000 - 49,999 with places $\geq 50,000$	Provide access to major recreation areas of the state.	Maximum: 30 miles between Principal Arterials	$\geq 6,000$		
*A place is considered served by a principal arterial if the principal arterial either penetrates its boundary or comes within 10 miles of the center of the place and penetrating service is provided by a minor arterial.					
RURAL MINOR ARTERIALS					
Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below				Must meet both of the criteria below plus 90% of Current ADT	4.0% to 8.0% statewide
Population Service*	Land Use Service	Spacing	Current ADT		
Connect places 1,000 - 4,999 to places $\geq 50,000$ Connect places 5,000 - 49,999 to other places 5,000 - 49,999 Connect places 1,000 - 4,999 to places 5,000 - 49,999, or with principal arterials	Serve all traffic generating activities with an annual visitation of 300,000, if not served by a principal arterial.	Maximum: 30 miles between Arterials	$\geq 2,000$	1. Alternate population connection 2. Major river crossing/ restrictive topography	
*A place is considered served by a minor arterial if the minor arterial either penetrates its boundary or comes within two miles of the center of the place and a major collector provides penetrating service.					

RURAL MAJOR COLLECTORS*

Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
Must meet any two of the criteria below or the Parenthetical Current ADT Alone				Must meet two of the criteria below plus 90% of Current ADT	
Population Service**	Land Use Service	Spacing	Current ADT***		
Connect places 1,000 - 4,999 to other places 1,000 - 4,999	Land Use Service Index ≥ 16 .	Maximum: 10 Miles between Major Collectors or Higher Function Routes	$\geq 1,000$ ($\geq 4,000$)	<ol style="list-style-type: none"> 1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with a freeway 5. Parallel to a principal arterial 	5.0% to 18.0% countywide Most counties should be at 7.0% to 14.0%
Connect places 500 - 999 to places $\geq 50,000$					
Connect places 500 - 999 to places 5,000 - 49,999					
Connect places 500 - 999 to places 1,000 - 4,999					
Connect places 500 - 999 to other places 500 - 999					
Connect places 100 - 499 to places $\geq 50,000$					
Connect places 100 - 499 to places 5,000 - 49,999					
Connect places 100 - 499 to places 1,000 - 4,999					
Connect places 100 - 499 to places 500 - 999, or with higher function routes					

*Loop routes and stub ended routes less than five miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.

**A place is considered served by a major collector if the major collector comes within a half mile of the center of the place.

***The roadway or highway segment must be a minimum of a half mile long.

RURAL MINOR COLLECTORS

Basic Criteria			Supplemental Criteria		
Must meet any two of the criteria below or the Parenthetical Current ADT Alone					
Population Service*	Land Use Service (served if within one half mile of place)	Spacing	Current ADT**	Must meet two of the criteria below plus 90% of Current ADT	Mileage Percent of System Range
Connect places 100 - 999 to other places 100 - 999	Land Use Service Index ≥8	Maximum: 10 Miles between Minor Collectors or Higher Function Routes	≥400 (≥1,600)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchange with a freeway 5. Parallel to a principal arterial	5.0% to 10.0% countywide
Connect places 50 - 99 to places ≥50,000					
Connect places 50 - 99 to places 5,000 - 49,999					
Connect places 50 - 99 to places 1,000 - 4,999					
Connect places 50 - 99 to places 500 - 999					
Connect places 50 - 99 to places 100 - 499, or with higher function routes					

*A place is considered served by a minor collector if the minor collector comes within a half mile of the center of the place.
 **The roadway or highway segment must be a minimum of a half mile long.

RURAL LOCAL ROADS

All public roads not classified as arterials or collectors.

65.0% to 75.0% countywide

Most counties should be at 68.0% to 72.0%

Source: Wisconsin Department of Transportation, *Functional Classification Criteria*, 2003; and Bay-Lake Regional Planning Commission, 2006.

Local Facilities

The primary and most important function of local streets and roads is to provide direct access to land adjacent to the street or road. Local streets and roads are constructed to serve individual parcels of land and properties. Local streets and roads also tend to serve the ends of most trips within the town. All streets and roads that are not classified as arterial or collector facilities within the town are classified as local streets and roads.

The functional classification mileage breakdown for all streets and roads in the Town of Wilson is highlighted in Table 8.3. Local streets and roads should be designed to move traffic from an individual lot (usually a person's home or farm) to collector facilities, which in turn serve areas of business, commerce and employment. Local streets and roads should not be designed or located in such a manner that they would or might be utilized by through traffic. There are approximately 47.56 miles of local function streets and roads within the town, comprising approximately 65.77 percent of the total road mileage within the town. About 9.15 miles of local facilities are under county jurisdiction, while about 38.41 miles of local facilities are under town jurisdiction.

Table 8.3: Functional Classification, Town of Wilson, 2006

Functional Classification	Total Mileage	Percent of Total
Urban Interstate	2.03	2.81%
Rural Interstate	4.07	5.63%
Urban Principal Arterial	0.23	0.32%
Urban Minor Arterial	0.29	0.40%
Collector (Urban Collectors and Rural Major and Minor Collectors)	18.13	25.07%
Local (Urban and Rural; includes county highways functionally classified as local roads)	47.56	65.77%
Total	72.31	100.00%

Source: Wisconsin Department of Transportation- WISLR Files for the Town of Wilson; Town Plat Record, 2005; and Bay-Lake Regional Planning Commission, 2007.

Traffic Counts

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an Annual Average Daily Traffic (AADT) figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all communities in the state on a rotating basis.

Traditionally, WisDOT has provided these counts for a community once every three years. However, after the 2005 count cycle, WisDOT decided that only principal arterials and minor arterials with traffic volumes over 5,000 AADT would be counted every three years, with minor arterials under 5,000 AADT and collectors over 5,000 AADT counted every six years, and with collectors under 5,000 AADT counted every ten years. These statewide policy changes occurred

because of cutbacks in the traffic counting program in 2005. However, WisDOT is open to conducting special traffic counts (upon request) when needed for forecasting purposes. For the Town of Wilson (and for all communities in Sheboygan County), traffic volumes were last counted in 2005, although the last published data are for 2002; counts were also taken in 1996 and in 1999.

The average daily traffic volumes for roadways in the town where such data were collected in 1996, 1999 and in 2002 are listed in Table 8.4 and are shown on Map 8.3. This information will be updated as 2005 count data become available. The daily traffic counts are taken for 48 hours, and are reported as a 24 hour average weekday count for a specific data collection period.

Table 8.4: Annual Average Daily Traffic for 1996, 1999, and 2002: Selected Locations in and near the Town of Wilson

Number (on Map 8.2)	Street or Road Name	Count Location	1996	1999	2002	Number Change 1999 - 2002	Percent Change 1999 - 2002
1	IH 43 (southbound)	STH 28 to CTH V	15,200	13,400	12,700	(700)	-5.22
2	IH 43 (northbound)	CTH V to STH 28	13,100	13,700	12,100	(1,600)	-11.68
3	IH 43 (southbound)	CTH V to CTH AA	10,800	13,900	14,700	800	5.76
4	IH 43 (northbound)	CTH AA to CTH V	12,200	12,900	14,500	1,600	12.40
5	IH 43 (southbound)	STH 28 exit ramp	4,100	5,200	5,900	700	13.46
6	IH 43 (northbound)	Entrance ramp from STH 28	3,500	5,200	6,200	1,000	19.23
7	IH 43 (northbound)	STH 28 exit ramp	3,400	3,600	3,900	300	8.33
8	IH 43 (southbound)	Entrance ramp from STH 28	4,300	3,700	3,800	100	2.70
9	IH 43 (southbound)	CTH V exit ramp	1,200	1,200	1,200	0	0.00
10	IH 43 (northbound)	Entrance ramp from CTH V	1,300	1,100	1,200	100	9.09
11	IH 43 (northbound)	CTH V exit ramp	1,400	1,300	1,400	100	7.69
12	IH 43 (southbound)	Entrance ramp from CTH V	1,000	1,100	1,200	100	9.09
13	CTH EE	South of STH 28	1,000	1,200	1,100	(100)	-8.33
14	CTH EE	West of CTH A	1,100	1,300	1,200	(100)	-7.69
15	CTH A	South of STH 28	1,600	1,800	1,900	100	5.56
16	CTH V	East of CTH A	1,300	1,400	1,400	0	0.00
17	CTH OK	South of Stahl Road	3,100	3,600	3,600	0	0.00
18	CTH V	East of CTH OK	1,000	1,100	1,200	100	9.09
19	CTH V	South of CTH KK	870	1,400	1,400	0	0.00
20	CTH KK	South of CTH V	590	630	300	(330)	-52.38
21	CTH A	North of CTH KK	1,200	1,300	1,300	0	0.00
22	CTH A	North of CTH V	1,200	1,500	1,300	(200)	-13.33
23	CTH EE/Weeden Creek Road	West of CTH OK	3,400	4,500	5,000	500	11.11
24	CTH EE/Weeden Creek Road	East of CTH OK	4,600	4,700	5,000	300	6.38
25	CTH EE/Weeden Creek Road	West of CTH KK/South 12th Street	3,400	4,900	4,100	(800)	-16.33
26	CTH EE/Weeden Creek Road	East of CTH KK/South 12th Street	3,000	1,700	2,400	700	41.18
27	CTH KK/South 12th Street	South of CTH EE/Weeden Creek Road	3,700	3,500	4,000	500	14.29
28	Evergreen Drive	South of West Evergreen Drive	1,200	1,100	1,200	100	9.09
29	Indian Mound Road	East of CTH KK/South 12th Street	870	870	1,000	130	14.94

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data*, 1996, 1999 and 2002; and Bay-Lake Regional Planning 2006.

Traffic Flow Capacity

The roads that serve the state, region, county and the local community are designed and engineered to accommodate a maximum level of traffic, as illustrated in Table 8.5. The maximum total capacity of a multi-lane divided highway (such as Interstate 43) under ideal conditions is 2,000 vehicles per hour per lane, while the maximum total capacity of two-lane, two-way traffic highways (such as County Highways A, EE, KK, OK and V and nearly all town roads) under ideal conditions is 2,000 vehicles per hour in both lanes. Volume-to-capacity ratios used for this measurement are determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values presented in Table 8.5 should be considered the average maximum volume on various types of roads under ideal conditions.

Table 8.5: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hour Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles all lanes

Source: Highway Capacity Manual (3rd Edition), Transportation Research Board, 1985; and Bay-Lake Regional Planning Commission, 2006.

As the comparison of the recorded average annual daily traffic, peak hourly traffic, and the traffic flow capacities in Table 8.5 indicate, at present, there are no roads or road segments located within the town that have approached or appear to be approaching their design capacity.

Traffic Crashes

Vehicle crash reports (filed with the Sheboygan County Sheriff’s Department and also with the Wisconsin Department of Transportation) provide the detail of the time, location, type and severity of the crash that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The number, location and severity of crashes can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, placement of more prominent signs, relocation of access drives, and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Non-intersection crashes typically include: crashes between a vehicle and deer; crashes between a vehicle and a fixed object (such as a sign post, mailbox or tree); vehicles leaving the road and sliding into a ditch; and crashes between a vehicle traveling on the roadway striking another vehicle entering or exiting the roadway or stopped to turn into a private property access. Intersection crashes are typically characterized by angle crashes, rear end crashes, and head-on crashes within the immediate area of a particular intersection. Intersection crashes often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

The vast majority of the crashes from 2002 through 2004 (255 of 331, or over 77 percent) were property damage only accidents.

Table 8.6 analyzes motor vehicle crashes in the Town of Wilson for calendar years 2002 through 2004. There were 75 injury crashes involving 114 persons injured from 2002 through 2004. The vast majority of the crashes from 2002 through 2004 (255 of 331, or over 77 percent) were property damage only accidents.

Table 8.6: Motor Vehicle Crashes in the Town of Wilson, 2002-2004

Year	Total Crashes	Fatality Crashes	Persons Killed	Injury Crashes	Persons Injured	Property Damage Crashes
2002	106	0	0	27	44	78
2003	103	0	0	22	38	81
2004	122	0	0	26	35	96
Total	331	0	0	75	117	255

Source: Wisconsin Department of Transportation (for all years listed); and Bay-Lake Regional Planning Commission, 2006.

Table 8.7 analyzes intersection and non-intersection crashes by highway jurisdiction in the Town of Wilson for calendar years 2002 through 2004. Nearly 40 percent of the crashes in the town were on Interstate Highway 43, with the vast majority of these being non-intersection crashes (WisDOT coded some crashes at the State Highway 28 and County Highway V interchanges as “intersection crashes.”). More intersection crashes occur on portions of State Highway 28 in the town than do non-intersection crashes, with over 12 percent of the crashes in the town occurring along State Highway 28 over this period. The remainder of the crashes is fairly evenly divided between county highways and local facilities (23 to 25 percent of crashes for each type of facility), with most of these crashes being non-intersection crashes. It should be noted that the number of crashes on local streets and roads may be over-reported, since many of these facilities are also county highways but were coded as local facilities (Weeden Creek Road, South 12th Street, etc.).

Table 8.7: Intersection and Non-Intersection Crashes by Highway Jurisdiction in the Town of Wilson, 2002-2004

Crash Location	Total Crashes	Intersection Crashes	Non-Intersection Crashes
Interstate Highway 43	132	8	124
State Highway 28	41	25	16
County Highways	81	29	52
Local Streets and Roads	77	15	62
Total	331	77	254

Source: Wisconsin Department of Transportation (for all years listed); and Bay-Lake Regional Planning Commission, 2006.

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial highways by controlling the number and location of intersecting roads and driveways. Interstate Highway 43 was constructed as a freeway where access is totally controlled and prohibited except at interchanges. The Wisconsin Department of Transportation may also purchase access rights or employ various statutory and regulatory access control methods on rural highways (such as State Highway 28) which have sufficiently high traffic.

State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily. At this time, Sheboygan County does not have (nor does it plan to adopt) a Controlled Access Ordinance.

Park and Ride Lots

Situated at various locations along major transportation routes, park and ride lots can be used to form carpools and vanpools and, in some major metropolitan areas, catch a ride on a commuter bus. There are 97 park and ride lots located throughout the state, and all of them are wheelchair accessible. In Sheboygan County, park and ride lots simply offer overnight parking in designated spaces.

There are three park and ride lots in or near the Town of Wilson:

- Interstate 43/County Highway AA exit (Exit 116, just east of Oostburg), southeast quadrant, off of Frontage Road: Lighted asphalt lot with parking for 30 vehicles.
- Interstate 43/County Highway V exit (Exit 120, Town of Wilson), northwest quadrant, off of South Frontage Road: Lighted asphalt lot with parking for 30 vehicles. A gasoline station/convenience store, lodging and dining are located on the east side of the interchange.
- Interstate 43/State Highway 28 exit (Exit 123), southwest quadrant, off of County Highway A: Lighted asphalt lot with parking for 45 vehicles. Shopping and dining are nearby.

Transit

The nearest transit system to the Town of Wilson is the Sheboygan Parking and Transit Utility (Sheboygan Transit). The Sheboygan Parking and Transit Utility is a department of the City of Sheboygan, and contracts with the City of Sheboygan Falls and with the Village of Kohler to provide service. The City of Sheboygan took over the management of operations from a private company in 1973.

In the early 1990s, Sheboygan Transit initiated paratransit services under the Americans with Disabilities Act (ADA). This is a curb-to-curb service that provides transportation to the disabled population in the transit service area that, in many cases, is unable to utilize fixed-route service. Sheboygan Transit operates ADA paratransit service in its transit service area, as well as Sheboygan County's elderly and disabled transportation service throughout the county.

Sheboygan Transit primarily involves a fixed-route, fixed-schedule bus system. The closest Sheboygan Transit routes to the Town of Wilson are Route 7 South (serves the intersection of South 12th Street and Weeden Creek Road), and the Industrial Park Route (serves Weeden Creek Road from South Taylor Drive to County Highway OK). A Transit Development Program (TDP) for Sheboygan Transit is in the process of being completed; early recommendations in the TDP call for improvements to routes on the south side of the City of Sheboygan that may ultimately benefit town residents within walking distance of these routes; these improvements were implemented in November 2006.

Elderly and Disabled Transportation

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled transportation services, volunteer programs with private vehicles, etc. Current transportation services for elderly and disabled persons living in the Town of Wilson are provided through programs coordinated and administered by the Sheboygan County Health and Human Services Department Division on Aging. Transportation is provided to meal sites for 75 cents round trip. Transportation is provided for residents 60 years of age and older and to

disabled residents regardless of age for \$1.50 round trip within a community, and for \$2.50 round trip outside the community of origin but within Sheboygan County. ADA paratransit trips are also handled through this program in the Sheboygan Transit System service area; the cost of these trips is \$3.00 per one-way trip.

Elderly and disabled transportation services are coordinated by a Transportation Coordinating Committee, which makes recommendations to the Health and Human Services Board. The Sheboygan County Board ultimately sets county policy on elderly and disabled transportation matters.

Intercity Bus Transportation

In the past, nearly every small community in the state was connected by an intercity bus service, which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail service; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Intercity bus routes now tend to serve only the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities.

Intercity bus service via Trailways Bus Lines is available from the City of Sheboygan, with service provided to Milwaukee and to Green Bay. The Trailways station serving Sheboygan is located at the Sheboygan Transit transfer point. The Trailways station is open for ticketing between 9:30 a.m. and 6:00 p.m. on weekdays and between 9:30 a.m. and 4:00 p.m. on Saturdays and closed on Sundays and holidays.

Two northbound buses and two southbound buses serve the Sheboygan area, with the northbound buses leaving the station at 1:00 p.m. and at 8:25 p.m. each day for Green Bay, and with the southbound buses leaving at 5:10 a.m. and at 5:45 p.m. each day for Milwaukee. Passengers coming to Sheboygan arrive at these same times, since this stop is part of a larger service route between Milwaukee and Green Bay. As of January 2006, it cost Sheboygan passengers \$15.50 to travel to Milwaukee and \$20.50 to travel to Green Bay on Trailways.

Bicycle Transportation

Currently, the town has a limited number of facilities (bicycle paths, paved shoulders or signed shared use roads) to serve bicyclists. These facilities include County Highway EE/Weeden Creek Road from County Highway KK/South 12th Street to Evergreen Drive (signed shared use road), as well as shared use recreational paths in Kohler Andrae State Parks just east of County Highway V and west of the Black River.

One additional bicycling opportunity that will be available to town residents in the near future will be the Interurban Trail. This Sheboygan County portion of this trail currently connects Cedar Grove to the Ozaukee County line, where the trail continues to Milwaukee. The Sheboygan County Planning and Resources Department successfully applied for Congestion Mitigation and Air Quality (CMAQ) funding to extend the Interurban Trail north from Cedar Grove to Oostburg. Plans call for on-road connections for bicyclists between Oostburg and the Town of Wilson and other jurisdictions in the Sheboygan Urbanized Area.

In addition, the *Wisconsin Bicycle Transportation Plan 2020* assessed conditions for bicycling in Sheboygan County, including the Town of Wilson.

The *Wisconsin State Bike Map* classifies state and county roads throughout the state in terms of bicycling conditions. The map also identifies bicycle trails and mountain bike facilities, and provides contacts for local bicycle route information. Town roads are not rated for their bicycling conditions, but are identified with their road names and surface type. Each county map highlights the most favorable bicycling conditions while presenting the full continuum of roadways, from narrow town roads to U.S. Highways. This approach enables cyclists of all abilities to select their own routes to meet their individual transportation and recreational needs.

In the Town of Wilson, the following roads are classified as having the best conditions for bicycle travel:

- County Highway KK from South 12th Street to the Oostburg Village Limit;
- County Highway V from Interstate 43 to County Highway KK;
- County Highway OK from County Highway A to Frontage Road west of Interstate 43; and
- County Highway A from the Oostburg Village Limit north to County Highway V.
- County Highway KK/South 12th Street north of County Highway V.

In addition, the following roads are classified as having moderate conditions for bicycle travel:

- County Highway V from County Highway A to Interstate 43, and from County Highway KK (Moenning Road alignment) to County Highway KK (Stahl Road alignment);
- County Highway A from County Highway V to County Highway EE; and
- County Highway EE from State Highway 28 to County Highway A.

The following roads are classified as having undesirable conditions due to high traffic volumes:

- State Highway 28 from County Highway EE to Interstate 43;
- County Highway A from State Highway 28 to County Highway EE;
- County Highway EE/Weeden Creek Road from County Highway A to Interstate 43;
- County Highway EE/Lakeshore Drive north of Weeden Creek Road;
- County Highway OK from County Highway V to County Highway EE/Weeden Creek Road; and

Bicycling is prohibited on Interstate 43. Local roads were not assessed as part of this process, and are generally considered to have suitable conditions for bicycle travel. However, Indian Mound Road, Evergreen Drive and West Evergreen Drive are recognized as “local roads with higher traffic volumes” on the *Wisconsin State Bike Map*.

The Bay-Lake Regional Planning Commission developed the *Bicycle Facility Transportation Plan for the Bay-Lake Region*, which was adopted in 2002. Specific recommendations from that plan applicable to the Town of Wilson are discussed in the “Inventory of Applicable Transportation Plans and Programs” section of this chapter.

Rail Service

Over the last ten years, the amount of Wisconsin track miles owned and operated by railroads has declined, due in large part to the consolidation of railroad operators and the subsequent

elimination of duplicate routes. Four Class I railroads now own approximately 80 percent of the rail lines within Wisconsin. In the Bay-Lake Region, the Canadian National owns approximately 50 percent of the 293 miles of rail lines still in operation, the Escanaba and Lake Superior Railroad owns approximately 37 percent (109 miles), and the Union Pacific Rail Company owns approximately 13 percent (39 miles) of the rail lines still in operation within the Region.

Rail service through the Town of Wilson terminating north of the City of Sheboygan is provided by the Union Pacific Rail Company on track that originates in the City of Milwaukee. Union Pacific lines north of Sheboygan to Cleveland and west of Sheboygan to Plymouth are not currently running but are being discussed with operation expected in 2008-09.

It is the opinion of the plan review committee that improved rail service to and from the town should be investigated, and that local and county governments (in partnership with the state and federal governments) should take action to improve rail service. This opinion is applicable to existing freight rail services as well as for potential passenger rail services.

Air Service

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interests.

Regional Airports

Residents of the Town of Wilson are blessed to have two regional airports for commercial passenger and air freight service: General Mitchell International Airport in Milwaukee, and Austin Straubel International Airport in metropolitan Green Bay.

General Mitchell International Airport

General Mitchell International Airport (MKE) is a medium-hub airport owned and operated by Milwaukee County. Mitchell's thirteen airlines offer roughly 252 daily departures (plus 252 daily arrivals). About 90 cities are served nonstop or direct from General Mitchell International Airport, which is the largest airport in Wisconsin. The airport terminal is open 24 hours a day. Shuttle transportation services often transport Sheboygan County residents to and from General Mitchell International Airport.

Austin Straubel International Airport

Austin Straubel International Airport is located in the Village of Ashwaubenon, part of the Green Bay metropolitan area in Brown County. The airport is owned and operated by Brown County. Austin Straubel International Airport is a full service regional connector that currently provides direct service flights on six airlines to seven major cities, including Atlanta, Chicago, Cincinnati, Detroit, Las Vegas, Milwaukee, and Minneapolis-St. Paul. There are approximately 32 departures and 32 arrivals daily. Austin Straubel is the third largest airport in Wisconsin.

Sheboygan County Memorial Airport

The Sheboygan County Memorial Airport is classified as a Transport/Corporate (T/C) Airport. T/C class airports can serve aircraft weighing as much as 60,000 pounds provided that approach speeds are less than 121 knots, with wingspans less than 80 feet in length. The airport is owned by Sheboygan County, and is maintained by Western Shores Aviation (FBO).

Access to the airport is best achieved by either taking County Highway O (Superior Avenue in the City of Sheboygan) west from the urban area to County Highway TT, or by taking State

Highway 23 west and turning north on County Highway TT. The airport is located on Resource Drive just north of the intersection of County Highways O and TT.

The airport has 175 parking spaces for public parking: 75 spaces for short-term parking and 100 spaces for long-term parking. The airport also has 25 additional spaces for overflow parking. All parking at the Sheboygan County Memorial Airport is free of charge. Visitors to the area can make arrangements with the fixed base operator (FBO - Western Shore Aviation) for car rental, and the FBO can also transport visitors to destinations in the local area upon request.

The primary runway is nearly 5,399 feet in length and 100 feet in width, while the crosswind runway is nearly 4,693 feet in length and 75 feet in width. Lengthening of airport runways is planned over the next few years. Corporate charter and limited commuter service are available at the airport. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

Private Recreational Airports

There are also several privately owned airstrips located within Sheboygan County providing general small craft services and/or recreational flights to the public. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers.

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed air strip is located such that approaching and departing aircraft clear all public roads, highways, railroads, waterways or other traverse ways by a height which complies with applicable federal standards. The permit is issued upon satisfactory review of the application by WisDOT, the county, the town in which the proposed facility would be located, and by the applicable regional planning commission.

Private recreational airports are generally characterized by short (2,000 to 3,000 foot) turf covered runways which can accommodate small single engine and light twin engine aircraft. One such airstrip was recorded in WisDOT files (1990) as being situated in Section 16 of the Town of Wilson.

Harbors and Marinas

Commercial port activities are no longer active in the City of Sheboygan. However, a full service marina (Harbor Centre Marina) is located along Lake Michigan in the City of Sheboygan. Services provided at this marina include overnight docking, fuel, repair services, shower facilities, restrooms, a convenience store, deli, boaters lounge, laundromat, pump station and winter storage. The Harbor Centre Marina has 250 slips.

In addition, three boat launch ramps exist along the river and lakefront in the City of Sheboygan. Additional boating locations in the Sheboygan area include the Sheboygan Yacht Club (at Broughton Drive and Pennsylvania Avenue) and the Wharf (on Riverfront Drive).

Commercial Trucking

There are no commercial trucking terminals located within the Town of Wilson. However, such terminals do exist in the City of Sheboygan, Village of Kohler, and the Towns of Sheboygan and Mosel.

INVENTORY OF APPLICABLE TRANSPORTATION PLANS AND PROGRAMS

The following section of this chapter presents information on existing state, regional, county and local transportation related plans that apply within the town.

Wisconsin State Highway Plan

The *Wisconsin State Highway Plan 2020* states that, “Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing.” In response to this critical issue, WisDOT, in partnership with its stakeholders, developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement and safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System:

- Preserving the system by improving or replacing aging pavements and bridges;
- Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
- Improving highway safety through combined strategies of engineering, education and enforcement.

Connections 2030

Connections 2030 will be the statewide long-range transportation plan with a horizon year of 2030. Connections 2030 will address all modes of transportation – roadways, air, water, rail, bicycle, pedestrian and transit – and ways to make the individual modes work better as an integrated transportation system. Connections 2030 will differ from WisDOT's previous planning efforts. Beginning with the release of Translinks 21 in the mid 1990s, WisDOT has prepared a series of needs-based plans for various transportation modes.

Connections 2030 will be a policy-based plan. The policy recommendations include a series of action steps to be accomplished within two to four years, five to ten years, or more than ten years into the future. WisDOT may also identify critical priorities that metropolitan planning organizations (MPOs) must maintain if funding were to decrease during the timeframe covered by the plan.

While the final plan will include statewide policy recommendations, some of these recommendations may differ by specific corridors in the state. Connections 2030 will also include recommendations on such issues as economic development, land use, transportation finance and the environment. The goal of Connections 2030 is to provide a plan that can aid policy makers in future transportation decisions.

Six-Year Highway Improvement Plan

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (resurfacing, reconditioning and reconstruction) giving it the often used abbreviation “3-R Program.”

Resurfacing entails provision of a new surface for a better ride and extended pavement life;

Reconditioning entails addition of safety features, such as wider lanes or softening of curves and steep grades; and

Reconstruction entails complete replacement of worn roads, including the road base and rebuilding roads to modern standards.

WisDOT Northeast Region staff has indicated that within the Six-Year Program, there will be ramp work at Interstate Highway 43 and State Highway 28 as well as at Interstate Highway 43 and County Highway V scheduled for 2008. WisDOT Northeast Region staff added that these projects do not involve capacity expansions, but will improve the existing ramps at these locations.

State Airport Plans

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet the current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over the 21-year planning period from 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

Year 2035 Sheboygan Area Transportation Plan (SATP)

The *Year 2035 Sheboygan Area Transportation Plan (SATP)* was produced by the Bay-Lake Regional Planning Commission in its role as Metropolitan Planning Organization (MPO) for the Sheboygan metropolitan planning area. While the Sheboygan urbanized area tends to be limited to portions of the town north of County Highway V and east of Interstate Highway 43, the larger metropolitan planning area (urbanized area plus area expected to be urban in nature in the long-range future) covers all but the southernmost tier of sections of the town. The *Year 2035 SATP* was adopted in October of 2006.

The *Year 2035 SATP* addresses street and highway improvements, transit, and bicycle and pedestrian accommodations. In addition, for the first time, the MPO planning process is addressing transport of freight, intercity passenger transportation (Trailways, etc.), and safety and security for all modes of transportation. An air quality conformity analysis is also a part of the planning process.

A travel demand forecast model has been developed for the planning process that covers all of Sheboygan County; this helps the Commission staff, WisDOT staff and their consultants to model projects such as the State Highway 23 expansion project as part of the MPO planning process. Capacity modifying projects that have been recommended in the *Year 2035 SATP* and impact the Town of Wilson include:

- County Highway OK from Washington Avenue (State Highway 28) to County Highway V: Reconstruction from 2 to 4 Lanes (short range);
- South Taylor Drive from County Highway EE (Weeden Creek Road) to County Highway OK: New 4 Lane Facility (short range); and
- South 18th Street from County Highway EE (Weeden Creek Road) to County Highway V: New 2 Lane Facility (long range).

The *Year 2035 SATP* will be amended in the first half of 2007 to fulfill requirements of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), which is the latest federal surface transportation legislation. SAFETEA-LU was enacted by Congress and signed by the President in 2005.

Sheboygan Transit Development Program (TDP)

The *Sheboygan Transit Development Program (TDP)* is also being produced by the Bay-Lake Regional Planning Commission in its role as MPO for the Sheboygan metropolitan planning area. The *Sheboygan TDP* completed an “alternatives analysis” process, with the alternative receiving most serious consideration involving restructuring of the routes on the south side of the City of Sheboygan to better serve Deer Trace and the emerging Wal-Mart Supercenter as well as to better connect the south side routes to better connect to one another, making transfers easier. While this process mainly affects City of Sheboygan residents, there are likely residents who reside on the north end of the town and east of Interstate 43 within walking distance of transit routes who might benefit from these changes as well.

Sheboygan Metropolitan Planning Area Transportation Improvement Program (TIP)

Another required product of the MPO planning process is the Transportation Improvement Program (TIP). The TIP covers a four year period, and Commission staff normally updates the TIP annually. The TIP includes street and highway projects, transit capital items and operating expenses, county elderly and disabled transportation capital items and operating expenses, and bicycle and pedestrian transportation improvements. The TIP must also go through an air quality conformity analysis and be financially constrained.

State, Regional and Local Bicycle Plans

State Bicycle Plan

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals:

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020); and
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional decreases achieved by 2020).

Recommended actions include 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects. The Wisconsin Department of Transportation produced a set of maps that identified bicycle conditions on major routes and roads for Sheboygan County. The maps assessed and identified bicycling conditions, planned state highway priority corridors and key linkages between major destination points. An analysis of the bicycling conditions for Sheboygan County can be found under “bicycle transportation” in the “Inventory of Transportation Facilities” section of this chapter.

Regional Bicycle Plan

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* (adopted in 2002) identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region, including Sheboygan County and the Town of Wilson. The regional plan proposes transportation facility improvements (paving road shoulders to a usual width of five feet) to provide safe and efficient travel paths between communities located within Sheboygan County and the adjoining communities in adjacent counties. The Regional Bicycle Plan recommends paving road shoulders (five feet in width) on the following roads in the town:

- Town Line Road from County Highway KK to Lake Michigan;
- County Highway OK from County Highway OO (Town of Lima) to Frontage Road;
- County Highway KK from Town Line Road north to the City of Sheboygan;
- County Highway A from County Highway V north to State Highway 28; and
- County Highway V from the Village of Waldo east to County Highway KK.

Map 8.3 shows recommended bicycle facilities in the Town of Wilson from the Regional Bicycle Transportation Plan as well as from bicycle facility recommendations in past MPO bicycle transportation plan elements.

Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP) Bicycle and Pedestrian Transportation Planning

Sheboygan County was selected to be one of four counties or metropolitan areas in the United States to participate in a Non-Motorized Transportation Pilot Program (NMTTP) as the result of the federal SAFETEA-LU act in 2005. As one of the four pilot communities, Sheboygan County is eligible for NMTTP funding to build bicycle and pedestrian facilities during federal fiscal years 2006 through 2009.

Sheboygan County (through its consultant, Bonestroo, Rosene, Anderlik and Associates of Mequon) is currently developing a bicycle and pedestrian transportation plan for the county so that projects selected for the NMTTP conform to a county-wide plan. This plan is expected to be completed in early 2007.

FUNDING THE TOWN ROAD SYSTEM

The cost of constructing, maintaining and operating roads under local jurisdiction (town roads) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin towns through a highway aids formula administered by the Wisconsin Department of Transportation. Under the 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.

The 2006 flat rate has been set at \$1,862 per mile. Transportation Aids for towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

TRANSPORTATION RECOMMENDATIONS

Road Improvements

In order to improve traffic safety and to maintain the efficiency of State Highway 28, and major and minor collectors such as County Highways A, EE, KK, OK and V, the Town should continue to direct and promote development that minimizes direct access to these highways to the extent possible. This can be achieved by requiring adequately spaced driveways, by requiring frontage roads that access numerous properties or driveway accesses that can serve more than one property.

Update the Town Pavement Management Program

Town roads are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Improvement Program (LRIP). This program provides each local unit of government in the state with financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local road maintenance and repair.

It is recommended that the town continue its "pavement management" system. The system provides a detailed inventory and description of all roads within the town, provides a detailed surface condition survey of those roads, defines the goals and objectives of the town with respect to its road maintenance and repair, and establishes a long-term maintenance schedule which would prioritize the road maintenance and repair needs.

A pavement management program is simply a Capital Improvement Program geared specifically to the town's roads. The pavement management program provides the town with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding road maintenance and repair.

Commission staff assisted the town with pavement management plans in 1991, 1995 and 2001, and since WisDOT now requires biennial updates of pavement management data from local jurisdictions; it is likely that the town is already keeping its Pavement Management Program updated regularly.

Employ Adequate Design Standards

New highways and roads, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing roads which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan.

In examining the design of town roads, the "roadscape" of these facilities also should be considered as well. The "roadscape" includes the area adjacent to the road and within the established right-of-way or the ditch that serves as a vegetative buffer between the road and the adjacent lots, a location for traffic signs and for utility lines.

Apply Traffic Considerations

Traffic considerations which the town should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local road systems should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential roads should clearly indicate their function.
7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Minimize intersections.
10. Devote a minimal, but adequate amount of space to road uses.
11. Roads are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

Assess Special Transportation Needs

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit, and for profit carriers. The town should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the town.

Recommended Transportation Programs

Work with the Sheboygan County Highway Department, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for town roads.

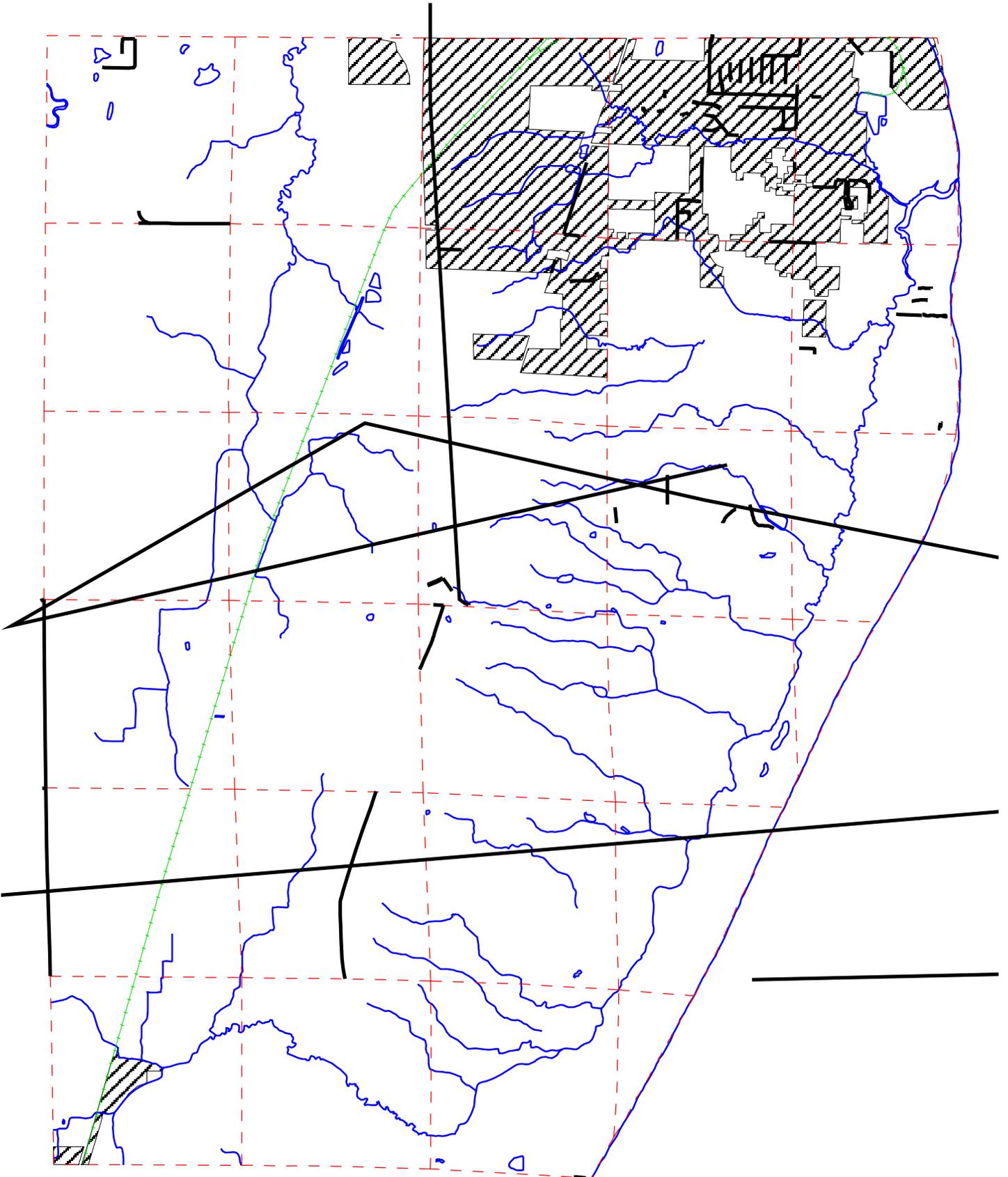
Work with the Sheboygan County Traffic Safety Commission to provide an ongoing assessment of county and town road safety and efficiency.

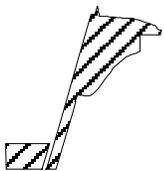
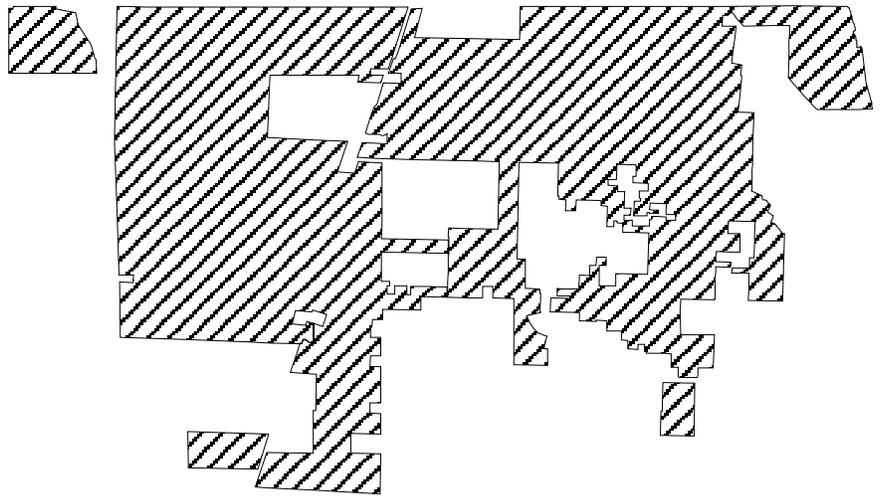
Work with the Sheboygan County Highway Department and the Wisconsin Department of Transportation to ensure safe and efficient access to State Highway 28, all county highways, and all other arterial and collector roads in the town.

The Town Board or a designated committee should continue to conduct an annual assessment of town road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access and to and from adjoining parcels of land, and determine the adequacy of sight triangles at all road intersections.

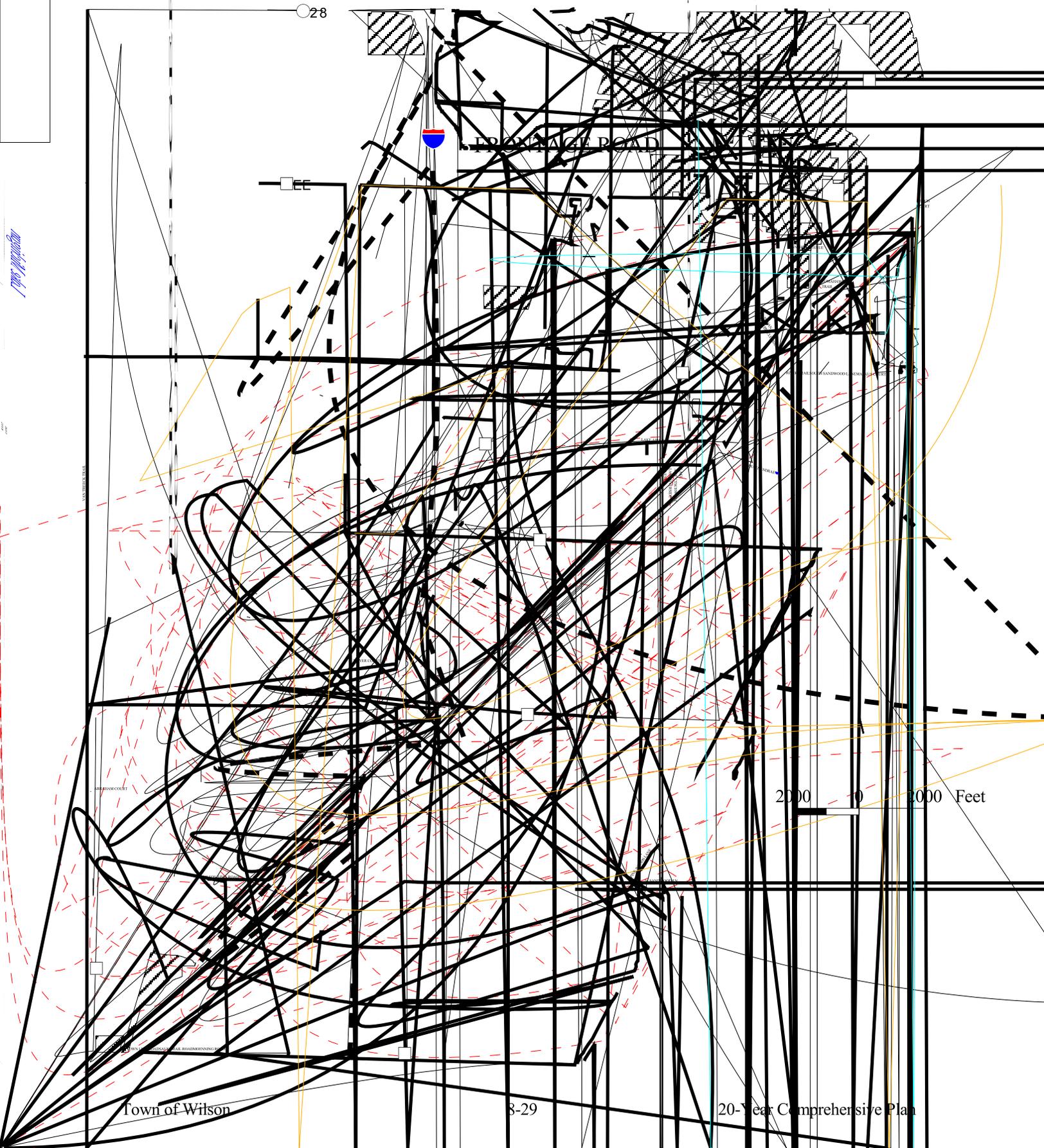
TECHNICAL AND FUNDING ASSISTANCE PROGRAMS

There are a number of Wisconsin Department of Transportation (WisDOT) programs that provide technical and financial support for the operation, maintenance and planning of the region's transportation systems. Please see Appendix J for a list of those programs.





Sheboygan County, Wisconsin



28



FRONTAGE ROAD

2000 10 2000 Feet

CHAPTER 9 UTILITIES AND COMMUNITY FACILITIES

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Chapter 9 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

Utilities and community facilities are important components to promoting a healthy, safe environment for individuals to live, work, and recreate. The quality and effectiveness of emergency services, health care facilities, and educational institutions are all contributing factors to the attractiveness of a community and surrounding area.

This element of the Comprehensive Plan inventories the providers, locations, uses, and capacities of the existing utilities and community facilities that serve the Town of Wilson. The existing conditions of these facilities are evaluated to determine deficiencies and ensure they are sufficient to meet the town's present and future development needs.

TOWN OFFICIALS AND COMMITTEES

Town Board

The Wilson Town Board members consist of the Town Chairperson and two Supervisors.

Town Staff

The town's paid staff consists of a full-time clerk, a part-time treasurer, a part-time plumbing inspector, a part-time electrical inspector, two part-time constables, and a full-time maintenance supervisor who oversees several part-time maintenance employees.

Hired and Contracted Professionals

The professionals hired or contracted by the town include an accountant (accounting firm), attorney (legal firm), building inspector, assessor, and engineer.

Plan Commission

The Town Plan Commission consists of eight members with one alternate established to oversee any planning activities in the town. In regard to this Comprehensive Plan, the Plan Commission is responsible for:

- Overseeing development of the *Town of Wilson 20-Year Comprehensive Plan* and recommending the plan, and its subsequent updates, to the Town Board for adoption.
- Using discretion in determining whether proposed land use changes and zoning requests are consistent with the town's adopted comprehensive plan.
- Assisting the Town Board in utilizing, reviewing, amending and eventually updating the Comprehensive Plan.

Comprehensive Plan Advisory Committee

The Comprehensive Plan Advisory Committee consists of residents and interested individuals willing to provide input into the development of the town's comprehensive plan. The committee is encouraged to:

- Provide input into the drafting of each element of the comprehensive plan to ensure content is accurate and complete.
- Encourage fellow residents to participate in the town's planning process.
- Attend meetings and various open houses designed to solicit input from the public.
- Keep the Plan Commission advised of changes that may affect the completion and ongoing updating of the town's comprehensive plan.

Committees

In addition to the Plan Commission, the town has three committees overseeing and advising the Town Board on a variety of issues and topics. They are the Board of Appeals (five members plus one alternate); Park and Forestry Commission (six members plus one alternate); and the Wage and Salary Committee (four members).

UTILITIES INVENTORY AND ANALYSIS – PROVIDER, LOCATION, USE, AND CAPACITY

Electric Service

The town's electric service is supplied by WE Energies and Alliant Energy. An Alliant substation is located on South Business Drive on the Butzen property.

Natural Gas

Natural gas service is provided by Integrys Energy Group. It is only available in the more developed parts of the town and not in the rural areas.

Telecommunication Facilities

Local telephone service is provided throughout the town, with a number of service providers offering cellular and long distance telephone services to residents. Some areas of the town also have access to high-speed internet service.

Cable television is available in some of the more developed parts of the town. Satellite dish providers are also available for expanded television viewing.

There are two telecommunication towers found in the Town of Wilson. The service is becoming increasingly better for the Black River area of the town.

Public Water System

All Town of Wilson residents own and maintain wells. Some homes have shared wells.

Sanitary Sewer Service

Rural property owners within the Town of Wilson are responsible for owning and maintaining individual private on-site wastewater treatment systems (POWTS). These on-site septic systems and holding tanks are treatment systems utilize a subsurface infiltration system.

- **COMM 83** health and safety code sets parameters, options, prohibitions and limitations for the design of POWTS. The code gives property owners the opportunity and flexibility to meet environmental performance standards with new treatment technologies where conventional systems were not previously permitted.

Heavily populated residential areas within the town are served by the Town of Wilson Sanitary District with treatment at the City of Sheboygan's Regional Wastewater Treatment Plant.

Storm Sewer System

Stormwater in the town drains through a series of ditches and culverts along the town roads and highways. Some areas of the town are very flat resulting in poor drainage. Also, some agricultural areas drain to creeks. It is estimated that less than one percent of the town has curb and gutter. The town has improvement plans to work on NR 216 and NR 151 to create more drainage swales and collection facilities.

COMMUNITY FACILITIES AND SERVICES

Administrative Facilities

Wilson Town Office

The Wilson Town office is located at 5935 South Business Drive. The building is utilized primarily for administration, community meetings, and elections. The structure is handicapped accessible and parking facilities are adequate. Overall, the structure is suitable for the future needs of the town. The Town of Wilson Hall is located adjacent to the Town Office with an address of 5933 South Business Drive. This building is used for larger functions, annual and/or budget meetings, elections and is available for rentals. This building is handicapped accessible but the restrooms are located on the lower level. Public facilities are shown on Map 9.1.

Solid Waste Disposal and Recycling Facilities

Town residents can contract with Larry's Hauling or Veolia Environmental for weekly curbside pickup of solid waste. The town pays the disposal/tipping fees for these providers, but the residents pay for the convenience of pick-up. Residents can also drop off their waste at the town's designated site located at 4430 Meyer Court for no fee.

Town residents can also use private haulers for weekly curbside pickup of recyclables including paper, cardboard, metal, glass, plastic, newspapers, and tin. Recyclable items can also be taken to the town's designated site located at 4430 Meyer Court.

Residents of the Town of Wilson can utilize Sheboygan County facilities, located in Sheboygan and Plymouth for drop-off of hazardous waste materials. Each site is open, on a rotating basis, one day each month.

Currently these services are adequate for the town's needs; however, they will continue to be monitored for satisfaction and cost effectiveness.

Road and Other Maintenance

The Town Maintenance Department, located on 4430 Meyer Court, provides limited maintenance to the town roads. The town owns some equipment and contracts with private firms or the county for all major road improvements.

Maintenance for Wilson's county highways is provided by the Sheboygan County Highway Department.

The current maintenance system is deemed adequate for the town, with equipment upgrades expected throughout the 20-year planning period.

Postal Services

The Town of Wilson postal services are provided by the Sheboygan Post Office, the Sheboygan Falls Post Office, Kohler Post Office, and Oostburg Post Office.

Some of these facilities have limited parking.

Protective and Emergency Services

Law Enforcement and Protection



Police protection for the Town of Wilson is provided by the Sheboygan County Sheriff's Department, which is located in the Law Enforcement Building at 525 North 6th Street in the City of Sheboygan.

The department consists of several patrol divisions, including highway patrol; motorcycle patrol; boat patrol; bike patrol and a snowmobile/ATV patrol. Assistance is also provided to fire departments, rescue squads, and city and village police departments in the county.

In addition to basic protection services, the department also consists of a SWAT (Special Weapons and Tactics) Team, a Dive Team and a Multi-jurisdictional Enforcement Group (MEG Unit) specializing in drug enforcement. The Sheboygan County Sheriff's Department also participates in other community policing and outreach programs (e.g., Citizens Academy, CounterAct, etc.).

The Town of Wilson also has two elected Constables to maintain peace and order.

The police protection for the town is considered adequate with no improvements planned for the near future.

Sheboygan County Correctional Facilities

The Sheboygan County Sheriff's Department utilizes several correctional facilities.

- The Sheboygan County Jail is found on the second floor of the Sheboygan County Law Enforcement Building, located on North 6th Street in the City of Sheboygan. The Jail is a 40-bed facility that primarily houses adult female inmates.
- The Sheboygan County Detention Center, located on South 31st Street in the City of Sheboygan is a 286-bed facility that houses adult male inmates.
- The Juvenile Detention Center, also located on the second floor of the Sheboygan County Law Enforcement Building, is a 27-bed facility that houses both male and female juvenile inmates.

Fire Station/Protection

Fire protection for the Town of Wilson is provided by the Black River Fire Department and the Village of Oostburg Fire Department.

Wilson contracts with the Black River Fire Department, located at 5536 Evergreen Drive in the Town of Wilson, to provide fire protection to the northern portion of the town.

Wilson contracts 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.

Fire services are accessed by calling the Sheboygan County 911 emergency dispatch system.

The Black River and Oostburg fire departments have a countywide mutual aid agreement to provide fire protection services.

Overall, the fire protection services are considered adequate at this time. Future improvement plans include updating equipment as needed and modifying the building when needed due to equipment changes.

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 a 4. This rating is reflective of the volunteer status of the fire department and response times based on location of the station.

The PPC classification for the Town of Wilson is a 4.

ISO helps communities evaluate their public fire-protection services. The program provides an objective, countrywide standard that helps fire departments in planning and budgeting for facilities, equipment, and training. Throughout the United States, insurers of homes and business property use ISO's Public Protection Classifications in calculating premiums.

EMS/Ambulance



Ambulance services for the Town of Wilson are provided by Orange Cross Ambulance, Inc. or Oostburg Ambulance Service.

Both agencies provide basic and advanced ambulance service as well as critical care transfers.

The emergency volunteers, equipment and service are considered adequate by the Town of Wilson.

Education

The Town of Wilson is located within the Sheboygan Area, Oostburg, Sheboygan Falls and Kohler School Districts.

Sheboygan Area School District Administrative Offices are located at 830 Virginia Avenue in the City of Sheboygan. Sheboygan Area school facilities include: one early learning center, 13 elementary schools, three middle schools and two high schools.

Town of Wilson students attend the following facilities:

- Jackson Elementary (grade K – grade 5), 4540 Moenning Road in Sheboygan.
- Farnsworth Middle (grade 6 – grade 8), 1017 Union Avenue in Sheboygan.
- Horace Mann Middle (grade 6 – grade 8), 2820 Union Avenue in Sheboygan.
- South High, (grade 9 – grade 12), 3128 S. 12th Street in Sheboygan.



There are also numerous private education facilities found in the City of Sheboygan, which may be utilized by town residents.

Sheboygan Falls School District Administrative Offices are located at 220 Amherst Avenue in the City of Sheboygan Falls. School facilities include:

- Sheboygan Falls Elementary (PK – grade 4), 1 Alfred Miley Avenue in Sheboygan Falls.
- Sheboygan Falls Middle (grade 5 – grade 8), 101 School Street in Sheboygan Falls.
- Sheboygan Falls High (grade 9 – grade 12), 220 Amherst Avenue in Sheboygan Falls.

There are also numerous private education facilities found in the City of Sheboygan Falls, which may be utilized by town residents.

Oostburg School District Administrative Offices are located at 410 New York Avenue in the Village of Oostburg. School facilities include:

- Oostburg Elementary (PK – grade 5), 203 N. 7th St in Oostburg.
- Oostburg Middle (grade 6 – grade 8), 408 New York Avenue in Oostburg.
- Oostburg High (grade 9 – grade 12), 410 New York Avenue in Oostburg.

Kohler School District Administrative Offices along with the Elementary, Middle and High Schools are located at 333 Upper Road in the Village of Kohler.

Several children in the town may also be home schooled, rather than enrolled in the abovementioned available public and private educational facilities.

The **Lakeshore Technical College District** of the Wisconsin Technical College System encompasses the Town of Wilson and Sheboygan County. The LTC campus is located at 1290 North Avenue in the Village of Cleveland, Manitowoc County.



There are also several higher education institutions located near the town including **Lakeland College** and **UW-Sheboygan** in the City of Sheboygan and **UW-Manitowoc** and **Silver Lake College** in the City of Manitowoc.

Many of the school districts have plans for improvements on their facilities sometime in the future. Several of the structures are currently undergoing renovations. Overall the facilities and services are adequate for future growth. The town needs to remain informed of plans and changes to public school district facilities and services, along with any future plans by LTC.

Cemeteries

There are six cemeteries in and around the Town of Wilson that are presently being used:

- Flader Cemetery
- Hartmann Cemetery
- Mueller Cemetery
- St. George Cemetery (private)
- Immaculate Conception Cemetery (private)
- Sunrise Memorial Gardens (private)

The public cemeteries have no space available for future needs. Town residents may also utilize public and private cemeteries located in other surrounding communities.

Recreation

Kohler-Andrae State Park is located in the town's southeast corner. The park is one of the last natural preserves along the Lake Michigan shore, and is open for everyone to explore and enjoy. In the years following both the John M. Kohler and Terry Andrae donations, the State of Wisconsin purchased an additional 600 acres of property, bringing the total acreage of both parks combined to about 1,000 acres.



Although still considered two properties with adjacent boundaries, the parks are managed as one unit by the Wisconsin Department of Natural Resources (WDNR). Considerable development has been undertaken in the park, such as campgrounds, picnic areas, a bathhouse, nature center, trails and roads. Improving facilities such as the building of handicap accessible cabins and programs is an ongoing effort. The park offers miles of hiking/biking trails in summer, cross-country ski trails in winter and horseback riding trails year round. The Sanderling Nature Center provides educational and recreational programs during the summer.

The Jerving Conservancy is a wetland preservation project on Lakeshore Drive and West Evergreen Drive along the Black River where it empties into Lake Michigan. The conservancy is home to many shore birds including Kingfishers, Herons and Egrets. Families of muskrat, raccoon and otter can be seen playing along the river's banks. Swans, Canadian Geese and ducks of all kinds find the conservancy a safe harbor. The following parks and recreation areas are shown on Map 9.2.

➤ **Parks, Conservancies, and Open Space**

Kohler Andrae State Park on Beach Park Lane

Victor Gruber Memorial Fireman's Park on Evergreen Drive

Wilderness Park on Indian Mound Road. (Ruth Balzer-Schmitt Memorial Forest)

Miller Conservancy on Panther Avenue

Jerving Conservancy on Lakeshore Drive and W. Evergreen Drive

Jung Bell Tower Park on Indian Mound Road

Sommer Vista Open Space on South 12th Street

Kletzein Park on 10th and Riverdale

Kaufman on S. Business Drive

Paradise Valley Open Space in the Paradise Valley Subdivision

Sheboygan County Memorial Arboretum on County Road OK West

➤ **Lakes and Rivers**

Lake Michigan

Black River

Weedens Creek

Hartman Creek

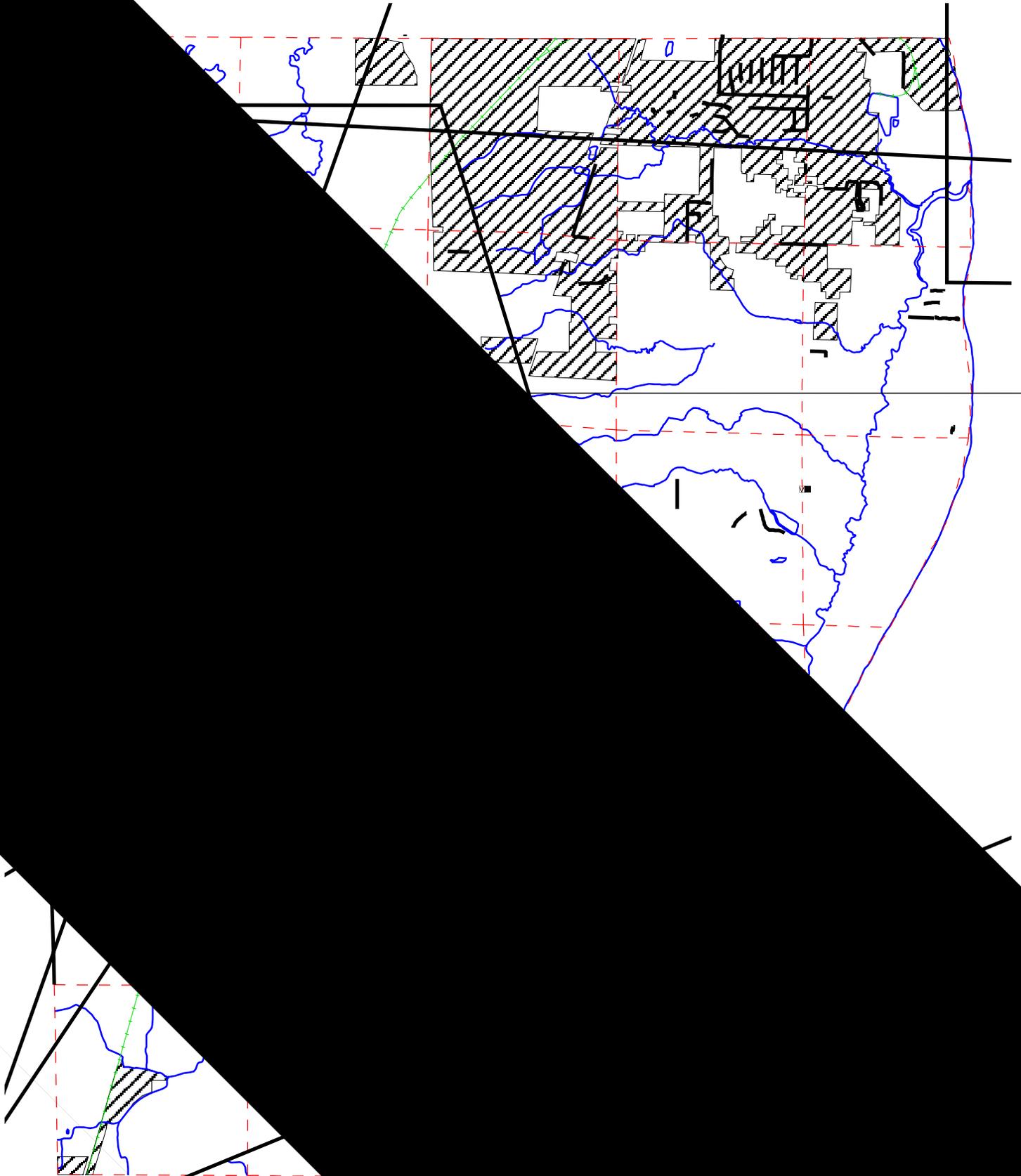
➤ **Other Recreation Facilities**

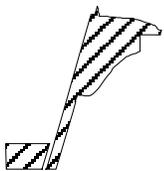
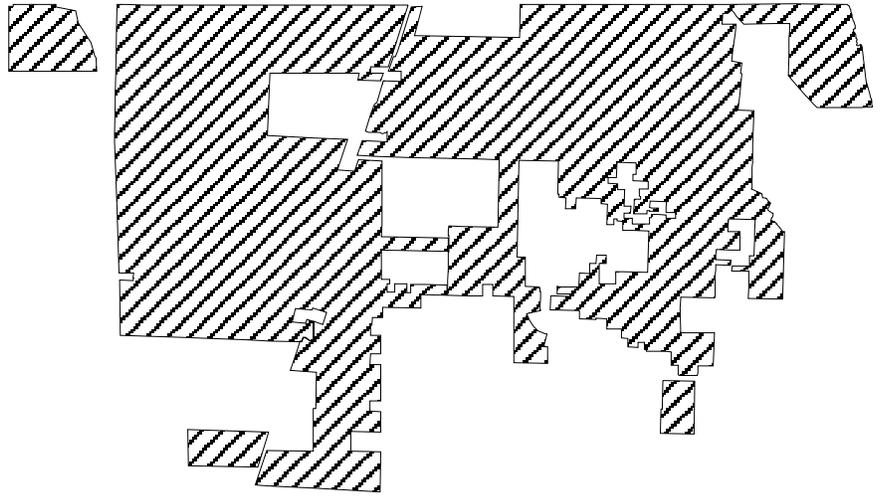
Riverdale Country Club – Golf course

Public and Community Facilities

Map 9.1

Town of Wilson
Sheboygan County, Wisconsin





**CHAPTER 10
INTERGOVERNMENTAL COOPERATION**

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Chapter 10 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The *Town of Wilson 20-Year Comprehensive Plan* Intergovernmental Cooperation chapter examines the working relationship the town maintains with the neighboring communities; Sheboygan County and its various departments; school districts serving the town; Lakeshore Technical College; Regional Planning Commission; and state and federal governments.

This chapter stresses the importance of Wilson working cooperatively with neighboring jurisdictions by identifying existing or potential conflicts; communicating visions; and coordinating plans, policies and programs. These joint efforts will lead to accomplishing goals of mutual interest and promoting consistency between planning efforts. An inventory of formal intergovernmental agreements, shared resources, and consolidated services are also discussed.

EXISTING INTERGOVERNMENTAL ACTIVITIES

Adjacent Governmental Units

The Town of Wilson is bordered by the City of Sheboygan on the north side, villages of Kohler and Sheboygan Falls on the northwest side, Town of Lima on the west side, the Village of Oostburg to the southwest, the Town of Holland on the south side, and Lake Michigan on the east side.

Relationships

The town maintains a cautious working relationship with its neighboring communities and Sheboygan County. The large amount of growth being demonstrated by the Village of Kohler and City of Sheboygan along their respective municipal borders is sprawling into the town. The Town of Wilson's municipal boundary has changed dramatically over the years due to annexations.

With many communities adjacent to the town also undertaking comprehensive planning, this is a good opportunity to conduct some joint planning within the area. Stronger working relationships through more regional planning efforts will result in the preservation of farmland and natural features that comprise the area's rural character, while providing more and better services to their respective residents. The Sheboygan Metropolitan Planning Organization (MPO) and the Sheboygan Sewer Service Area help facilitate joint planning activities to mitigate future development issues within the urbanized area of the county.

Town Facilities

The town's Administrative Office on S. Business Drive houses the clerk, treasurer, and other administrative offices. The building is utilized primarily for administrative functions and town meetings. The historic Town Hall is located next to the Administrative Office and is used for large meetings, elections, and for use by the public. The maintenance building is located on Meyer Court provides limited maintenance to the town roads. The town owns some equipment and contracts with private firms or the county for all major road improvements.

Sharing Public Services

The Town of Wilson has several agreements with the neighboring communities and Sheboygan County for the delivery of public services. The town's heavily populated residential areas are served by the town sewer and treated at the City of Sheboygan's Regional Wastewater Treatment

Plant. The police department has a mutual aid agreement with the Sheboygan County Sheriff's Department. The Sheboygan County Sheriff's Department also maintains a jail facility in the City of Sheboygan. The Town of Wilson contracts with the Black River Fire Department to serve the northern half of the town. Wilson contracts with the Village of Oostburg to provide fire protection for the southern portions. Both departments have countywide mutual aid agreements to provide fire protection services. Postal services are available through the Sheboygan Post Office, the Sheboygan Falls Post Office, Kohler Post Office, and Oostburg Post Office. Emergency services are provided by either the Orange Cross Ambulance, Inc. or Oostburg Ambulance Service. In addition to designated site within the town, residents can utilize other Sheboygan County facilities, located in Sheboygan and Plymouth for drop-off of hazardous waste materials. Each site is open, on a rotating basis, one day each month. The Town of Wilson does not contain a public library facility; therefore town residents utilize the libraries of the Eastern Shores Library System that cover Sheboygan and Ozaukee counties. The Sheboygan facility closest to the Town of Wilson is the Mead Public Library found at 710 N. 8th Street in the City of Sheboygan. There area also library facilities town residents can utilize in Sheboygan Falls, Kohler, and Oostburg.

School Districts

The Town of Wilson is located within the Sheboygan Area, Oostburg, Sheboygan Falls and Kohler School Districts. Wilson is part of the Lakeshore Technical College (LTC) District of The Wisconsin Technical College System.

Relationship

The town's relationship with Lakeshore Technical College is considered amenable. In addition, the town has a positive working relationship with the with area school districts. Town residents are able to provide input relating to school activities, future development projects, etc.

Siting and Expansion of School Facilities

The siting of any new school facilities or the expansion of existing services is primarily conducted by the individual school districts, but the residents of Wilson do have an opportunity to provide input and comments on these projects.

Sharing School Facilities

The town has no formal agreement with the school districts for shared use of school facilities or services. However, the schools have library, meeting rooms, and recreational facilities that are utilized by the public.

County

The Town of Wilson and Sheboygan County continue to maintain a good relationship with each other fostering general agreements and mutual respect. The town is included within the county's Park and Recreation Plan as well the Farmland Preservation Plan. Wilson is covered through Sheboygan County's Emergency Management Plan and is part of the county's All Hazard Mitigation Plan. The Town of Wilson has a mutual aid agreement with the Sheboygan County Sheriff's Department.

Region

Sheboygan County, including the Town of Wilson, is a member of the Bay-Lake Regional Planning Commission (BLRPC). The BLRPC has a positive working relationship with the both the county and town and employs the Transportation Coordinator for the Sheboygan MPO.

State

The town's relationship with the State of Wisconsin primarily centers on issues related to transportation (WisDOT) and natural resources with the WDNR maintaining/monitoring several conservation areas within the town. Relationships with state agencies are considered limited.

INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0301, S. 66.0307 OR S. 66.0309

Cooperative Boundary Plan

State Statutes 66.0301 and 66.0307 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the Wisconsin Department of Administration (WDOA). The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

Extraterritorial Subdivision regulation

State Statutes allow an incorporated village or city to extend extraterritorial plat review over surrounding unincorporated areas. This helps cities or villages protect land uses near their boundaries from conflicting uses outside their limits. The extraterritorial area for the villages of Kohler and Oostburg extends 1.5 miles into the Town of Wilson, while the extraterritorial boundary for the City of Sheboygan extends 3 miles into the town.

Extraterritorial Zoning

State Statutes allow an incorporated village or city to extend extra-territorial zoning over surrounding unincorporated areas. However, extraterritorial zoning requires a joint effort between the town and the incorporated communities to develop a plan for an area to be zoned. The extraterritorial zoning is then established according to the developed plan.

INVENTORY OF EXISTING OR POTENTIAL CONFLICTS

The following is a listing of existing or potential conflicts facing the Town of Wilson and surrounding government jurisdictions. The list was generated on October 23, 2006 during an Intergovernmental Cooperation Workshop with the town, neighboring communities, Sheboygan County, state departments, and other interested participants. Additional issues not mentioned during the intergovernmental workshop are listed in Appendix K.

- Sewer extension availability
- Planning for multi-jurisdictional roadways

- Some city/town cooperation on road paving
- More cooperation on snow removal on roads
- Regional road connectivity
- Environmental constraints to roadway siting
- Intergovernmental communication regarding impacts of imminent developments
- Need to work together to preserve and protect unique green spaces
- Annexations from city of town lands
- Lack of communication
- Mutual aid agreements for fire/rescue are a good thing (Kohler helps town with this, south to CTH V)
- Lack of awareness of positive local government coordination activities
- Interoperability
- Coordinated storm warning protocols
- Coordinated stormwater planning
- Need for more uniformity across the county for all types of planning
- Much of the town is transitioning from rural to urban
- As population increases. Plan for outdoor recreation and open space
- Need more diverse housing stock, especially for the elderly
- Zoning conflicts-developer goes with the “easier” jurisdiction
- Inter-cooperative library system
- Need for city water for business and industry
- Density of development of urban services
- Sewer extension availability
- Planning for multi-jurisdictional roadways
- Some city/town cooperation on road paving
- More cooperation on snow removal on roads

POSSIBLE RESOLUTIONS

The following is a list of possible solutions to address the existing or potential concerns and issues listed above. This list was also developed during the October 2006 Intergovernmental Cooperation workshop. Additional resolutions identified during the workshop are in Appendix K.

- Informal talks between city and town. This could be city staff and town officials. Look at Wausau area as an example.
- County local government heads' meetings
- Joint planning meetings for areas subject to extraterritorial zoning jurisdiction
- Town should initiate communication with adjacent jurisdictions. However, there is more cooperation now than in the past.
- More county-level planning efforts, including mediation of inter-jurisdictional conflicts
- Best solution for siting of industrial lands
- More awareness of what is going on
- More uniformity across jurisdictions (edge mapping, zoning, etc.)
- Informal talks between city and town. This could be city staff and town officials. Look at Wausau area as an example.
- County local government heads' meetings
- Joint planning meetings for areas subject to extraterritorial zoning jurisdiction
- Town should initiate communication with adjacent jurisdictions. However, there is more cooperation now than in the past.
- More county-level planning efforts, including mediation of inter-jurisdictional conflicts

**CHAPTER 11
LAND USE CONTROLS AND INVENTORY**

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Chapter 11 - LAND USE CONTROLS AND INVENTORY

INTRODUCTION

Preparing an existing land use (2006) inventory is necessary to identify all current types of land use within the Town of Wilson. For the Town of Wilson's Comprehensive Plan, it is important to determine any current land use patterns underway within the town. Collecting and analyzing the land use controls utilized at each level of government will provide an overview of the regulations used to make past land use decisions. Through the review of past land use trends and current land use controls, that information will be used as the foundation for creating the town's future land use plan (Chapter 2 of this document).

EXISTING LAND USE CONTROLS

Each of the land use controls (e.g., development plans, zoning ordinances, etc.) are noted and briefly discussed in this section. Individually and/or collectively, they may influence or restrict the location and type of development within many areas of the Town of Wilson and its extraterritorial boundary. These controls should be reviewed periodically to ensure they promote and guide the town's future land use plan.

Planning Documents

Comprehensive Plans

This 20 Year Comprehensive Plan for the Town of Wilson serves as an update to the Land Use Plan completed in October of 2002 by Mid-American Planning Services, Inc.

Within the area, the Town of Holland has a comprehensive plan that is not Smart Growth compliant. The Town of Lima does not have a plan. The Village of Oostburg does not have a plan in place. The Village of Kohler is completing a comprehensive plan that will meet Smart Growth requirements. The cities of Sheboygan Falls and Sheboygan have plans but do not meet Smart Growth compliance. These plans provide reference information on the future development/preservation intentions of these five communities. Any changes to existing land use occurring in these communities can have a direct impact on the town's recommended land use plan. For this reason, the intergovernmental cooperation element of this comprehensive plan is instrumental in providing an avenue for communication among these communities and may help limit conflicts during future land use decisions.

Farmland Preservation Plan

In 1977, Wisconsin's Farmland Preservation Act became law. The Farmland Preservation Program was developed in the late 1970's. The goals of the program include; land conservation,

adopted in 1979 and 1985, soil classifications, farmlands as they existed in the original plans, land use data, population figures, municipal service areas, zoning, and public input.

Several categories were established in the plan to accomplish the goal of preserving farmland and planned urban growth. These categories include:

Farmland Preservation-- The agricultural lands are areas which should be maintained in agricultural use. These agricultural preservation areas typically belong to one of three categories:

1. Stable agricultural areas
2. Potentially productive agricultural areas
3. Transitional agricultural areas

Stable agricultural areas (A-1) are generally comprised of soil classes I and II as defined by the Natural Resources Conservation Service (NRCS). These two classes are identified as having few to some limitations that would restrict agricultural use or require some conservation practices. Potentially productive agricultural areas (A-1) are generally comprised of class III soils as defined by NRCS. These are typically marginal agricultural soils or soils suited for special crops. These areas can be farmed with proper soil conservation practices.

Agriculture Transition Areas-- Agricultural areas in transition (A-T) are those that are changing or have the potential to change from agricultural to non-farm uses in the near future. Farm parcels in these areas are generally small, with scattered residential land uses that can interfere with farm operations. Some transition areas overlap with urbanized growth areas. Other transition areas are within the boundaries of sanitary districts or abut lands in incorporated villages and cities.

Environmentally Significant Areas-- It is recommended that significant environmental features be preserved for their natural aesthetics and scenic values as well as their environmental attributes, including storage and transmission of flood waters, natural temperature and wind modification, water cleansing properties, valuable wildlife and fish habitat, spawning grounds, and unique flora and fauna. These include floodways, wetlands, woodlands, and State or County owned lands that are valuable for natural drainage, wildlife habitat, or as recreation or educational areas.

The following significant environmental areas within Sheboygan County are recommended for protection through an *Environmental Corridor Overlay District*:

1. Floodways (floodplains are subject to periodic flooding and hence are not suited for urban type development; however they are well suited for open space use and acceptable for agriculture).
2. Surface waters (streams, rivers, lakes).
3. Wetlands designated on the Sheboygan County Wetland Inventory Maps.
4. Woodlands more than 10 acres in size that are not being farmed or harvested (not in pasture or not under State Woodland Tax Programs).
5. Conservancy areas as designated by County Shoreland-Floodplain zoning and individual Town zoning.
6. County, State, and Town recreational lands more than 10-acres in size.

7. Historical, cultural, educational, scientific, and unique geologic and architectural areas of regional, state, local, or national significance. (An Inventory of historic and cultural resources in Sheboygan County can be found in the *Sheboygan County Natural Areas and Critical Resources Plan* adopted in January 2005)

Protection of the resources found in environmental areas (Environmental Overlay District) is critical to preventing serious, often irreversible environmental degradation. For example, as one of the most productive, complex ecosystems found in nature, wetlands retain water during high water periods, thereby reducing flooding, runoff rates, volumes, and maintaining base flow amounts in surface waters. Wetlands also enhance water quality in adjacent surface waters and ground water by filtering out pollutants. They are the “kidneys of the world.” Wetlands also provide wildlife habitat, fish spawning areas, and maintain a diverse and often rare plant and animal population.

In Sheboygan County, some environmental areas are protected through land use controls other than Exclusive Agricultural Zoning ordinances. The Sheboygan County Shoreland-Floodplain Ordinance, Sanitary Ordinance, and Subdivision Ordinance, protect environmentally sensitive areas, protect the groundwater and drinking water supply from pollutants, and help promote the orderly development of land throughout the County.

Exclusion Areas-- The original plans (1979 and 1985) recommended that all developed or developing lands be excluded from agricultural preservation regardless of underlying soil characteristics. Exclusion areas consist of any of the following: incorporated municipalities (except for the Village of Glenbeulah), subdivisions, concentrations of development, areas presently receiving sanitary sewer service, lands larger than 10 acres in size that are zoned by a Town ordinance in a district other than A-1, including airports, schools, businesses, cemeteries, non-metallic mining areas, utilities, and roads. Generally, Exclusion Areas are existing, zoned, or planned activities (that may be adjacent to lands identified as Farmland Preservation areas) that are incompatible with agricultural uses. Development will be encouraged in or adjacent to Exclusion areas, where nearby land uses are, or will be, similar in nature. This includes public property, floodplains, wetlands and woodlands areas. Conservancy areas should be protected as development occurs by minimizing the loss of productive lands and natural vegetation to the extent possible.

In summary, the districts that were identified through the planning process and shown on the plan map include Agriculture Preservation, Agriculture Transition, Environmental Overlay, and Exclusion. Because farmland does not always only include tillable land, land that is shown on the Farmland Preservation Plan map as agriculture preservation areas and are covered by an environmental overlay district are still considered to be agriculture preservation areas.

Map 11.1 illustrates the locations of the farmland preservation categories for the Town of Wilson. Refer to the Sheboygan County Farmland Preservation Plan for a more detailed explanation of categories to determine which areas are eligible for tax credits.

Park and Outdoor Recreation Plan

The Sheboygan County adopted a Comprehensive Outdoor Recreation and Open Space Plan in 2004. The plan which meets the eligibility requirements for participation in Federal Land and Water Conservation Fund (LAWCON) grant program. LAWCON provides grants to assist in the provision of outdoor recreation facilities.

It is important for the town to have identified their planning initiatives within this park plan in order for park and recreation projects to be eligible for federal funding assistance.

Local Plans

The Town of Wilson has undertaken the preparation of several plans during the past several years to guide the preservation and development activities within the town. These following plans will be integrated, as appropriate, into the town's comprehensive plan.

1. *Town of Wilson General Plan* prepared by Gary L. Peterson and Associates in February, 1977.
2. *Town of Wilson Land Use Plan* prepared by Landscape Architects, Inc. in 1997.
3. *Amendment to Town of Wilson Land Use Plan* completed by Mid-American Planning Services, Inc. in October 2002.

Land Use Regulations

Town Zoning Ordinance

The *Town of Wilson Zoning Ordinance* was updated in December, 2005. The purpose of the zoning ordinance is to promote the health, safety, morals, prosperity, aesthetics, and general welfare of the town.

For detailed information on the town's zoning districts including the town's zoning map, regulations, restrictions, permitted uses, please consult the *Town of Wilson Zoning Ordinance*.

The Wisconsin planning enabling legislation requires that all land use related actions (regulations, etc.) of local governmental units must be consistent with their adopted comprehensive plan. A portion of the town's zoning ordinance is intended to "... implement the community's comprehensive plan or plan components." As a result, Wilson's zoning ordinance shall be reviewed and updated to be made consistent with this adopted comprehensive plan and any subsequent updates to this plan.

Ordinances

Subdivision Controls

The *Subdivision Ordinance for the Town of Wilson* was updated in May, 2006. The purpose of this ordinance is to promote public health, safety, convenience, and general welfare of the town. These regulations are designed to facilitate adequate provision for transportation, water, sewerage and other public requirements. The regulations are made with reasonable consideration to, among other things, maintain the character of the town with the intent of preserving the value of buildings placed upon land, providing the best possible environment for human habitation, and encouraging the most appropriate use of land throughout the town.

In addition to the town's Zoning Ordinance, its Subdivision Ordinance shall also be reviewed and updated to be made consistent with this comprehensive plan and any subsequent updates to this plan. Refer to the *Subdivision Ordinance of the Town of Wilson* for more information.

Shoreland-Floodplain Ordinance

The Sheboygan County Shoreland-Floodplain Zoning Ordinance (Chapter 72) was last amended in March 2006 and is in the process of being updated. The ordinance was initially adopted pursuant to Wisconsin State § 59.971 in order to satisfy the requirements of Wisconsin State

§§ 59.971 and 87.30, and to implement Wisconsin State. §§ 59.97, 59.99, 144.26, and 236.45. Uncontrolled use of the shorelands, wetlands, and floodplains, and pollution of the navigable waters of Sheboygan County would adversely affect the public health, safety, convenience, and general welfare, and impair the tax base. The legislature of Wisconsin has delegated responsibility to the County to further the maintenance of safe and healthful conditions; control flooding and protect against costly flood damages; prevent and control water pollution; protect spawning grounds, fish and aquatic life; control building sites, placement of structures, and land uses; discourage development in erosion hazard areas, particularly along the coast of Lake Michigan; and preserve shore cover and natural beauty, and this responsibility is hereby recognized by Sheboygan County.

Areas regulated by this Ordinance shall include all lands that would be inundated by the regional flood and/or the five hundred- (500-) year flood for certain critical use facilities; and shorelands and wetlands of all navigable waters, as "navigable waters" is defined in Wisconsin State § 144.26(2)(d) in the unincorporated areas of Sheboygan County which are:

(a) Within one thousand (1,000) feet of the ordinary high water mark of navigable lakes, ponds, or flowages, or to the outer perimeter of contiguous mapped wetlands which extend beyond the one thousand (1,000) feet above and for which the applicable town board has filed a consent resolution in accordance with Wisconsin State § 59.97(5) assigning zoning authority to Sheboygan County for the specific shoreland-wetlands identified on a map made a part of that resolution. Upon filing, such maps shall supplement the official shoreland zoning maps described in Section 72.24 of this Code.

(b) Within three hundred (300) feet of the ordinary high water mark of navigable waterways, or to the landward side of a floodplain, whichever is greater, or to the outer perimeter of contiguous mapped wetlands which extend beyond the three hundred (300) feet above and for which the applicable town board has filed a consent resolution in accordance with Wis. Stat. § 59.97(5) assigning zoning authority to Sheboygan County for the specific shoreland-wetlands identified on a map made a part of that resolution. Upon filing, such maps shall supplement the official shoreland zoning maps described in Section 72.24 of this Code.

Lakes, ponds, flowages, or waterways in Sheboygan County shall be presumed to be navigable if they are designated on the shoreland and wetland maps described in Sections 72.24, 72.25, 72.26, and 72.27 of this Code. If evidence to the contrary is presented (i.e. that they are navigable or that they are not navigable), the Department shall make the determination whether or not the waters in question are navigable under the laws of Wisconsin. The Department shall also make the determination of the location of the ordinary high water mark. The Department may contact the Southeast District Headquarters of the DNR for assistance in the determination of navigability or the location of the ordinary high water mark.

The shorelands and floodplains in the unincorporated areas of Sheboygan County are hereby divided into the following districts:

- (a) Shoreland-Wetland District.
- (b) Shoreland District.
- (c) Floodway District.
- (d) Flood Fringe District.
- (e) General Floodplain District.

The boundary of the floodplain districts (Map 5.8) includes the floodway, floodfringe, and other floodplain districts, and any areas designated as floodplains on the Federal Emergency Management Agency (FEMA) Flood Insurance Map (FIRM) from 1980.

Sanitary Regulations

These regulations were adopted by Sheboygan County in 2000 pursuant to the authorization in Wisconsin State §§ secs. 59.70(1), 59.70(5), 145.04, 145.19, .20, .245. This Ordinance was adopted to promote and protect public health and safety by assuring the proper siting, design, installation, inspection, management, and maintenance of private sewage systems. The jurisdiction of this Ordinance shall include all lands and waters within the unincorporated and incorporated areas of Sheboygan County, as provided in Wisconsin State § sec. 59.70(6). The ordinance requires a sanitary permit from the county for any private sewage systems. No person shall install, perform work on, or reconnect a structure to a private sewage system unless the owner of the property holds a valid sanitary permit.

Official Map

An official map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. The Town of Wilson does not maintain an Official Map. The town utilizes the county's zoning map to guide development within the town.

Erosion Control Plan

This ordinance is adopted by the Town Board of the Town of Wilson under the authority granted by Wisconsin State § 60.627. This ordinance supersedes all conflicting and contradictory erosion control regulations previously enacted under Wisconsin State § 60.62. Except as specifically provided for in Wisconsin State §§ 60.627, and § 60.62 applies to this ordinance and to any amendments to this ordinance.

The provisions of this ordinance are deemed not to limit any other lawful regulatory powers of the same governing body. The requirements of this ordinance do not pre-empt more stringent stormwater management and erosion control requirements that may be imposed by any of the following:

- (a) WDNR administrative rules, permits or approvals including those authorized under Wisconsin State §§ 281.16 and 283.33.
- (b) Targeted non-agricultural performance standards promulgated in rules by the WDNR under NR 151.004, Wisconsin Administrative Code. The Town Board of the Town of Wilson finds runoff from construction sites carries a significant amount of sediment and other pollutants to the Waters of the State in the Town of Wilson.

It is the purpose of this ordinance to further the maintenance of safe and healthful conditions; prevent and control water pollution; prevent and control soil erosion; protect spawning grounds, fish, and aquatic life; control building sites, placement of structures, and land uses; preserve ground cover and scenic beauty; and promote sound economic growth, by minimizing the amount of sediment and other pollutants carried by runoff or discharged from land disturbing construction activity to Waters of the State in the Town of Wilson. This ordinance applies to land

disturbing and land developing activities on lands within the boundaries and jurisdiction of the Town of Wilson.

CURRENT LAND USE INVENTORY

Town Area

Of the approximate 14,684 acres that comprise the Town of Wilson, 2,415 acres, or 16 percent is developed (Table 11.1). Of the 2,415 acres of developed land, single family residential covers nearly 750 acres, or 31 percent. Recreational areas such as Kohler-Andrae Park constitute another 744 acres while transportation (I 43) covers an additional 330 acres.

Of the town's undeveloped land (84 percent), 8,203 acres is croplands/pastures. This is 56 percent of the town's total undeveloped land area. Woodlands cover 2,390 acres and other natural areas (1,583 acres) comprise the third largest undeveloped category within the town.

Land Use Types and Amount

A detailed field inventory of land uses in the Town of Wilson was completed by the Bay-Lake Regional Planning Commission in early 2006. Map 11.2 displays the land use within the town. Appendix L contains the Town of Wilson's detailed land use calculations.

The following list of land use categories is based on a methodology created by the Bay-Lake Regional Planning Commission for conducting land use inventory only. This list is *not* intended to create specific definitions for regulatory purposes.

Residential--Use of land for non-transient-occupant dwelling units, both transportable and permanent structures. Uses are broken into the following subcategories: *Single Family, Two Family, Multi-Family, Mobile Home* and *Group Quarters*.

Commercial--Use of land for retail sales or trade of goods and/or services, including enclosed participatory sports, lodging, and commercial head offices.

Industrial--Use of land for fabrication of products, for wholesaling of products, for long-term storage of products and for extraction (mining) or transformation of materials.

Transportation-- Use of land corridors for the movement of people or materials, including related terminals and parking facilities. Uses include motor vehicle, air, marine, rail and non-motorized-related transportation.

Communication/Utilities--Use of land for generation, processing, and/or transmission of electronic communication or of water, electricity, petroleum or other transmittable products, and for the disposal, waste processing and/or recycling of by-products.

Institutional/Governmental Facilities--Use of land for public and private facilities for education, health, or assembly; for cemeteries and related facilities; and for all government facilities used for administration or safety except public utilities and areas of outdoor recreation.

Outdoor Recreation--Use of land for out-of-doors sports and general recreation facilities, for camping or picnicking facilities, for nature exhibits, and for the preservation or protection of historical and other cultural amenities.

Agriculture/Silviculture--Use of land for growth or husbandry of plants and animals and their products and for associated facilities such as sheds, silos and other farm structures.

This category also includes the cropland and pasture areas where the land is primarily used for the cultivation of plants in addition to grasses for grazing.

Natural Areas--Water areas; land used primarily in a natural state for their natural functions including wetlands, grasslands and prairies, and woodlands; land undergoing change from natural areas to another land use; and conservancy areas.

Other Natural Areas--Wetlands, grassland/prairies, and woodlands not categorized elsewhere.

Water--Open water areas, including natural and impounded lakes and streams.

Table 11.1: 2006 Land Use, Town of Wilson

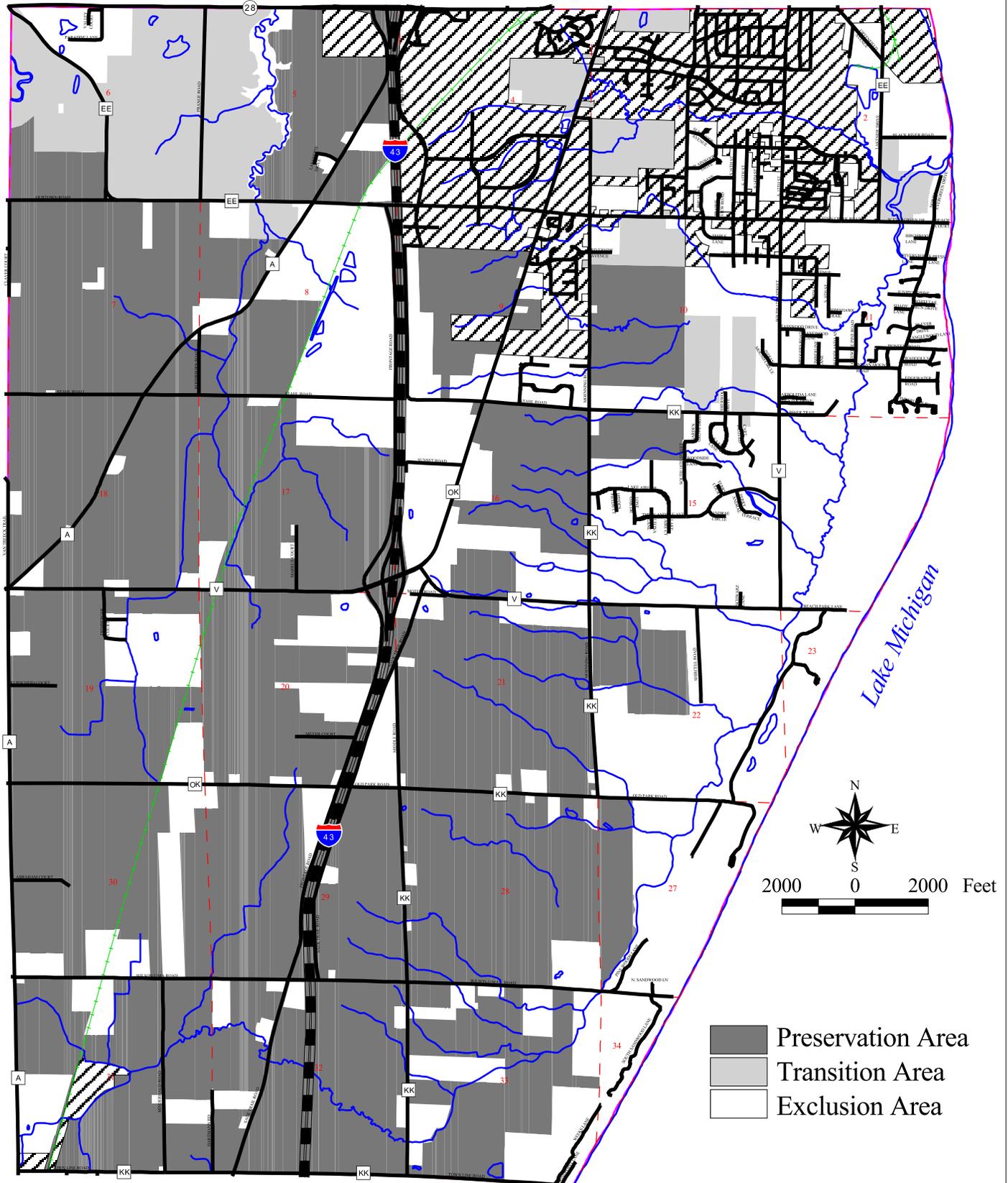
Land Use Type	Total (Acres)	Developed Land (Percent)	Total Land (Percent)
DEVELOPED			
Residential	747.8	30.96	5.09
Single Family	736.8	30.51	5.02
Two, Multi, & Mobile Homes	6.4	0.26	0.04



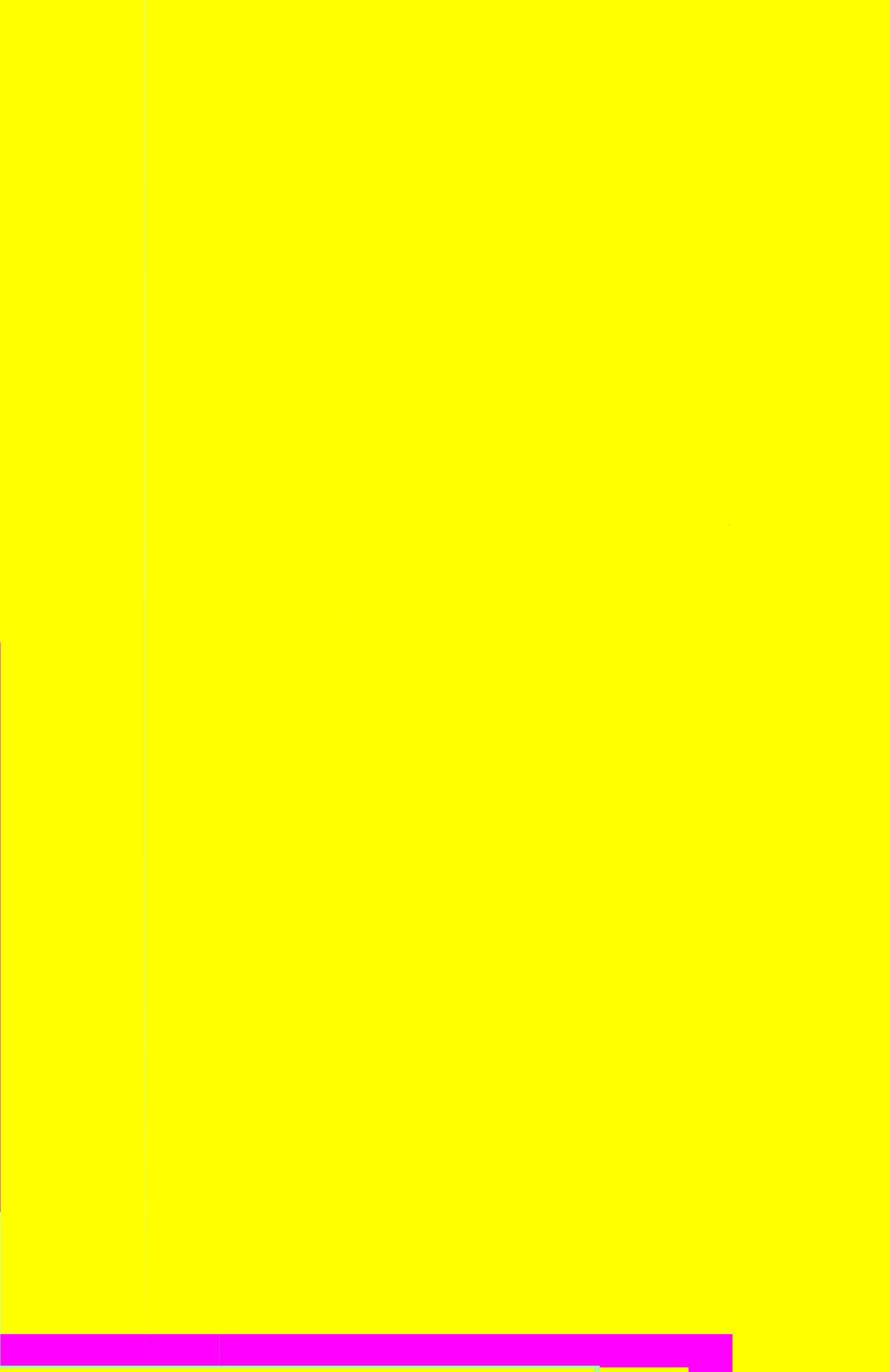
Farmland Preservation Plan

Map 11.1

Town of Wilson Sheboygan County, Wisconsin



Source: Town of Wilson; Sheboygan County; Bay-Lake Regional Planning Commission, 2007.



Appendices

written comments on the plan or any amendments of the plan. Written comment should be addressed to the Town Clerk who will record the transmittal and forward copies of the comments to the Plan Commission or Town Board for consideration.

The Town Board shall respond to written comments either individually or collectively by type of comments. Town Board responses may be in the form of written or oral communication, or by a written summary of the Town's disposition of the comments in the comprehensive plan.

PLAN COMMISSION ADOPTION OF PLAN BY RESOLUTION

The Town of Wilson Plan Commission may recommend the adoption or amendment of the comprehensive plan only by the adoption of a resolution by a majority vote of the entire Commission at a regularly scheduled and publicly noticed meeting of the Plan Commission in accordance with s. 66.1001 (4) b. The vote shall be recorded in the official minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

DISTRIBUTION OF THE RECOMMENDED AND ADOPTED PLANS

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the recommended and adopted plan or amendment shall be sent to the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the Town of Wilson.

ADOPTION OF COMPREHENSIVE PLAN BY TOWN BOARD

After adoption of a resolution by the Town of Wilson Plan Commission, the Town Board will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the Town of Wilson who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community and at the Wilson Town Hall. Written comments on the plan from members of public will be accepted by the Town Board at any time prior to the public hearing and at the public hearing.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

WEBSITE ACCESS

Information to gain additional public participation and understanding of the Comprehensive Plans and the process of their development and adoption will be posted on the Bay-Lake RPC and Town websites.

ADDITIONAL STEPS FOR PUBLIC PARTICIPATION

Supplementary methods to gain additional public participation could include informational memos, postcards, letters, posters or fliers.

STATE STATUTES

Where there is a conflict with these written procedures and provisions of s. 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

AMENDMENTS

The Town Board may amend these procedures from time to time.

Town of Wilson

Community Visioning Survey Results

The Town of Wilson surveyed the residents and students in January 2005 regarding what they envisioned the town would look like in the year 2025. Surveys were sent to all landowners and interested parties to gather input on the town's vision. The responses by subject are listed below. This community input was used to create the town's vision statement that is to be the goal to be strived for during the implementation of the *Town of Wilson 20-Year Comprehensive Plan*.

Natural Resources/Cultural & Historic Resources

- Protect
- Preserve
- Manage wisely
- Preserve state park areas and area around it not state-owned
- Preserve existing farms and farmland
- Preserve Indian Mound historic area
- Preserve nature
- Keep Black River culture
- Smart growth
- Lakes
- Streams/creeks
- Maintain current conservation areas and parks
- Keep things as they are
- Pave Indian Mound Park parking lot
- Sprinkling BAN in times of drought
- Monitor aquifer water level and CONSERVE
- Here in the Town of Wilson, we are blessed with the presence of the Kohler-Andrae State Park and its adjacent walking and horse riding trails. We also have historical Indian Mound Park (which could benefit from some improvement). We think that these assets pretty much fulfill the town's need for natural and historic resources.
- As is!
- Trees
- Woods
- JMKAC historical Tellen woods and fence
- Trails
- Maintain what we have and preserve more if possible
- Current sites preserved
- Lakefront
- Kohler-Andrae Park
- Good parks
- Clean beaches
- Pro-active protection of natural water courses, integrated with town basin-wide storm water management
- Pro-active protection of forests and incentives to replace and restore

- Clean rivers/streams
- Historical center
- Green space reserved
- Clean air

Land Planning & Development (i.e., zoning, lot sizes, densities, clustering, etc.)

- Single family
- Allow multi-family and planned unit development in specific areas
- Well thought out
- Keep trees preserved (natural surroundings)
- Give subdivisions character (hilly, non-flat roads)
- Residential areas only 10% more than current
- New residential lots minimum 1 acre
- Keep Black River unique
- Avoid unrestrained growth
- More trees in new areas
- Larger lots – 1/2 acre minimum
- Please slow down the development
- Setback rules for all residential housing (minimum and maximum) to control urban sprawl
- Don't develop too fast
- Limit home building
- Retain semi-rural atmosphere
- Small housing clusters
- 3/4 -1 acre lots
- We're very concerned that Town of Wilson is developing too fast (with regard to new homes being built and open farm fields too quickly disappearing). One of the main reasons that we moved here was the semi-rural atmosphere and that feeling seems to be disappearing. Please keep a close handle on the amount of home building allowed within the Town of Wilson so that in the next 10 to 20 years our semi-rural atmosphere is retained as much as humanly possible. It's very important, since once the land is lost to development, it's lost forever.
- Along the same line of thought, we would prefer to see smaller housing clusters with 3/4 to 1 acre lots as the norm, rather than simply the typical suburban sprawl, which we're afraid, will happen if close watch isn't kept over the amount of placement any new development.
- "Big" is not necessarily "better" and "less" is very often "more" in terms of quality of living. We don't picture Wilson as a large suburb of Sheboygan, but rather as an unincorporated semi-rural township that happens to be adjacent to the City of Sheboygan.
- No condos
- No lakeshore development
- 1/2 – 1 acre lots
- More trails in state park
- Farmland for housing minimum 20 acre each
- Subdivision 1/3 acre per lot
- Lot sizes large

- Green space
- Integrated housing, i.e., mixed use
- I would like a minimum of any future trees cut down for housing in “Black River Area”. Thank you.
- Cluster zoning
- Varied zoning
- Varied lot sizes
- Community storm retention
- Integrate Natural Resources/Cultural & Historic Resources, Land Planning & Development, Commerce & Industry, Housing, Agriculture/Farming and Recreation, as well as with all infrastructure
- Lake Michigan lot zoning
- Condo developments
- Housing for senior citizens
- Review land use plan

Commerce & Industry

- Commercial and industry along corridor
- Individual zone hearings as needed
- Bring industry and shopping along side I-43 to attract new restaurant owners
- Give tax breaks to new restaurant owners who want to relocate or build
- Promote land for sale (advertisements)
- Contained to existing areas already zoned
- Clean industry
- Neat, well kept traditional buildings
- Town water system
- Business in/on major corridors or interstate
- Very little
- Keep Commerce & Industry to bare minimum
- Keep Wilson industry free, if possible
- If the town is to retain its rural atmosphere, commerce and industry should be kept to the bare minimum. The City of Sheboygan has all of the shops, stores, and industry that are needed in this immediate area. Let’s keep Wilson open and industry free.
- Small grocery store
- Control within designated areas industrial parks, etc.
- Developed along corridor
- Small business
- Professional offices
- Limited commercial
- No industrial
- Allocate to right places – Land Use Planning and Zoning
- More small business
- Develop “V”/”ok” intersection
- Office business park

Community Services (i.e., schools, utilities, community facilities, emergency services)

- As presently available
- Open minded to more as may be needed
- Garbage pick-up should be included in taxes
- Same as existing
- Fire Department?
- Shopping areas/dentist/doctor
- Small business development along business drive
- Consider contracting fire services based on peer call cost
- City sewer system in all congested areas
- City (town) water supply in all congested areas
- At least one more centrally located fire station
- Restore branch pick-up twice a year
- Full-time fire and police, if mass development occurs
- We would like to see the restoration of twice-a-year branch pick-up service by the town. People without trailers have quite a problem with regard to disposal of branch and limb cuttings since this service was dropped. The same is true for large, heavy items like furniture, appliances, etc.
- Quick snow plowing (as is currently provided) is essential. The current service works well and of course must be expanded as the number of housing clusters expand.
- Fire and police protection will need to be substantially expanded if Wilson grows much more in terms of population. Full-time police and fire departments will likely be needed. This is yet another reason to keep the town small in terms of population growth.
- Garbage pick-up
- Bookmobile
- Snow removal
- Reinstate garbage dump site
- Available for all
- Snow plowing
- Small government
- Adequate as is
- Part-time town planner
- Fire station – SW area

Housing

- Some areas zoned for multi-family
- Architectural review may be necessary
- Clean up the “shacks” by providing grants for them
- Entice for more neighborhood developments
- No street lights more than existing
- See also land planning points
- Single family
- Senior housing
- Single and two family/duplexes

- No need for multi-family
- We have good now, keep as is
- Senior housing - low rise, maintenance free
- No condos
- No multiple family
- One acre or more lots
- Control residential sprawl
- Mixed use
- Well maintained
- Affordable
- Aging population
- Active adults
- Cluster
- Condominium
- Keep deviation low to moderately low
- More single family homes
- Condo developments
- Senior citizen housing
- Planned growth

Transportation/Roads & Highways

- Planning of expanded grid
- Continue excellent conditions of roads
- Keep roads nicely paved
- Continue to grow bike lanes on roads
- Maintained, smooth roads
- Expand business highway to four lanes
- Stop lights at Weeden Creek and Business Highway
- Bike/pedestrian ways on major roads
- No multi-plexes – Leave some trees!!
- Control traffic (lights, stop signs, etc.) at business ok and Weeden Creek Road SOON!!
- Developer pays for road repair
- More “Do Not Litter” signs
- Construction trucks drive slower in residential areas
- Compared to many areas, Wilson is very easy to get around in. We think that it’s important to do our best to retain the 45 to 55 mph speed limits wherever possible within the town. We do not feel that public transportation is needed and we double that it could be self-supporting even if it were considered.
- Bike trails in park
- Walking trails in park
- Only two lane roads
- Maintain what we have
- Planned for safety and well maintained
- Good roads

- Private roads
- Limited drive access to main roads
- Shoulder for bike/walk
- More bike/walking trails, interconnected with adjacent cities/towns/counties/state trails
- Taylor Drive extended
- Add bike paths to county roads

Agriculture/Farming

- Protect family farms – discourage large corporate facilities
- Keep strict zoning
- Same as existing
- Increased working number of farms
- Maintain as much as possible
- Keep rural area atmosphere
- Don't allow mega farms
- Fine now
- More farm representation in town government
- Keep farms
- Maintain and encourage farming
- Retain as much land for farming as possible
- Clustered
- Multi-use
- No factory farms
- Protect farmers right to farm
- Protect farmers right to sell
- Fewer farms
- Bigger farms

Recreation

- More parks needed (baseball, soccer, tennis, picnic areas)
- Same as existing
- Another small park near new housing developments
- More park space
- Baseball/softball/soccer fields
- No pools/tennis courts
- Playground areas
- Keep parks
- Small parks among housing clusters
- Share swim pools w/Sheboygan City
- In addition to the park and beach at Kohler-Andrae Park, small parks within the cluster housing developments are a good idea for children to play baseball, football, soccer and to simply run and play in to burn off energy. These can be 1-acre parcels having mowed grass and perhaps a minimal baseball diamond. Swimming pools and sports complexes are better left to the high schools and colleges to provide.

- Expand Kohler-Andrae Park to the west and south??
- Develop and maintain lake front – limit residential on lake front
- Available to all
- Bike path/trails
- Lakefront
- Parks
- Additional parks
- Walk/Bicycle paths

ADDITIONAL COMMENTS:

- Immediate Need: More cellular phone coverage
- There is a misconception that growth and progress are always good things, but this isn't necessarily the case 100% of the time. In a small, remote rural area, growth can be beneficial to the safety and convenience of the residents, but Town Wilson is not remote. We have the City of Sheboygan right next door. That means that the shopping, emergency services, cultural benefits and entertainment offerings of a much larger city are right there at our fingertips. Duplication of any of these offerings within our town is not really necessary and in many cases could not compete. Instead, we would like to see Town Wilson as a kind of get-away from the hustle and bustle of the bigger city, with a concentration instead on natural beauty and open farm lands.

Town of Wilson Nominal Group Results

Questions Asked: What characteristics of the town should be maintained, improved, or eliminated? What do you like or dislike about the Town of Wilson? What unique features of Wilson should be preserved? What aspects of the town are improving? Declining?

Top Responses
Preserve Coastline in Natural (Rural) State more single family vs. condos.
Preserve farmland
Residential development Density Greater than 20,000 sq. feet.
Preserving Black River's integrity
Stormwater Management

To help determine which issues are the most important for the city to consider, issues were ranked using the following format: 5 points – priority issue; 4 points – for second priority; 3 points - third priority; 2 points – fourth priority; and 1 point – fifth priority. Points were calculated per issue to determine which ones were voted the top five issues.

Score	Issue
19	Preserve Coastline in Natural (Rural) state more single family vs. Condos
18	Preserve farmland
16	Residential Development density greater than 20,000 square feet.
14	Preserving Black River's integrity
12	Stormwater management
10	Work with city and county on main roads
9	Continue corridor development as needs arise
8	Development of recreation areas
5	Potential water tower/wells
5	Work with adjacent communities on land use plans such as village of Kohler
4	Industrial development that is sensitive to environment
4	Expansion of public services
4	Incorporation possibility
4	Plan for retention ponds in new and old developments
3	Multi-family development as buffer/blend between corridor development and single family residences.
0	Official road map
	Accessibility of emergency vehicles within new developments
	Plan for schools
	Provide for non-motorized recreational facilities

	<p>Maintain family farms-control corporate operations Reasonable controls on residential development No heavy industrial complex More parks and open spaces Some type of road grid planning for future Preserve family farms Control corporate farms Continue corridor commercial development as needs arise Hate seeing more housing being built to close to the state park Never want to see city buses in our area Preserve the open space Preserve black river integrity Hobby farms 5-10 acres ok Large farm operations > 300 milk cows not recommended Large > 2 unit apartments not acceptable Single and double family housing is acceptable Water tower or water system for town and commercial development More parks and recreation Transportation; Walking/Biking Paths Population; sewage, garbage, fire & police, water, schools Industrial; corridors, type, environmental impact Preserve agriculture Work with city and county on main roads Housing increase due to low taxes Orderly development of industrial park Ensure natural/ historic sites are preserved Residential is orderly, scenic, high quality of life</p>
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Town of Wilson

1st Open House Comments June 12, 2006

35 people signed the attendance sheet. There were many more people in attendance than the 35 that were noted. Five people completed comment sheets. Their unedited comments are listed below.

1. My comments on the Open House:

- Excellent-very informative
- Very informative
- Terrific idea-noise level was that of a good party, so people were really exchanging ideas and focused on the planning.

2. My comments on the Background Data and the Displays:

- See above
- Good charts and maps
- Good work-nice to also have the amiable, personal explanations when there were questions.
- I took one of each and will need it and studied the displays.

3. My comments on the Future of the Town of Wilson (How should it be developed or preserved?):

- Keep the “rural atmosphere” in subdivisions
- Preserve undeveloped areas
- Everything possible should be done to preserve the natural and open areas, as well as water quality. Every encouragement for continuation of remaining agriculture.
- I was encouraged by the list of priorities. Certainly we should preserve those things which are most loved in this area: the shoreline (keeping access to all in as many places as possible) and especially the wild shoreline; Black River as a green area with its original undergrowth and other vegetation-or a natural area for habitat; the farmland and open vistas; existing parks (such as Indian Mounds) and small preserves. Development in conservation communities sounds terrific-certainly condo development is to be avoided in any sensitive areas. Industrial and commercial development should be contained, made attractive, and energy efficient.
- I’ve always enjoyed the privacy in the towns and believe we should guard against population density.

4. My comments on Other Related Planning Topics:

- Impressive work thus far – thanks!
- Keep the City of Sheboygan from any annexing of property in the township

Town of Wilson
2nd Open House Comments January 22, 2007

20 people signed the attendance sheet. There were many more people in attendance than the 20 that were noted. No written comments were received. A few grammatical changes were noted and included in the final document.

Sheboygan County

Rare Species & Natural Communities List

The following list includes Sheboygan County's endangered resources (rare, threatened, or endangered species and high-quality natural communities) that have been recorded in the Wisconsin Natural Heritage Inventory (NHI), June 2005.

WATER (AQUATIC) OCCURRENCES

ANIMALS

- Unicorn clubtail
- Blanding's turtle
- Red shouldered hawk
- Slippershell mussel
- Piping plover
- Black crowned night heron
- Elegant spreadwing
- A Side-swimmer
- Lake herring
- Swamp spreadwing
- Violet masked glider
- Amber winged spreadwing
- Butlers Garter Snake
- A Predacious Diving Beetle
- Northern Clearwater Crayfish
- Least darter
- Banded killifish
- Greater redhorse
- Pugnose shiner
- Ellipse
- Queen snake
- Striped shiner
- Northern ribbon snake
- Lake Chubsucker

PLANTS

- Swamp pink
- Small yellow lady's-slipper
- Marsh valerian
- Showy lady's-slipper
- Many headed sedge
- Waxleaf Meadowrue
- Rams head lady's-slipper
- Slender bog arrow grass
- Variegated horsetail
- Tufted hairgrass
- Common bog arrow grass
- Leafy white orchis
- White adder's-mouth
- Seaside crowfoot
- American Sea-rocket

NATURAL COMMUNITIES

- Northern wet forest
- Southern sedge meadow
- Lake -- soft bog
- Stream fast, hard, cold
- Open bog
- Floodplain forest
- Springs and spring runs, soft
- Lake shallow, hard, seepage
- Springs and spring runs, hard
- Alder thicket
- Shrub carr
- Hardwood swamp
- Spring pond
- Northern wet mesic forest
- Northern sedge meadow
- Lake shallow, hard, drainage
- Bog relict
- Interdunal wetland
- Lake deep, hard, drainage
- Emergent Marsh

LAND (TERRESTRIAL) OCCURRENCES

ANIMALS

- Barn owl
- Seaside grasshopper
- Phyllira tiger moth
- Cherrystone drop
- Northern goshawk

PLANTS

- Large roundleaf orchid
- American gromwell
- Cuckooflower
- Long spur violet
- Sand reed grass
- Seaside spurge
- Narrow leaved vervain
- Thickspike
- Sticky goldenrod
- Early anemone
- Yellow gentian
- Clustered broomrape
- Indian cucumber root
- Forked aster
- Dragon wormwood
- Yellow evening primrose
- Hooker orchis
- One flowered broomrape
- Richardson sedge
- Marbleseed
- Small skullcap
- Dune thistle
- Hairy beardtongue
- Purple false oats
- Snow trillium
- Fragrant sumac
- Prairie dunewort
- Christmas fern
- Cooper's Milkvetch

NATURAL COMMUNITIES

- Northern mesic forest
- Southern mesic forest
- Northern dry mesic forest
- Great lakes dune
- Great lakes beach
- Southern dry mesic forest

Town of Wilson

Historic Sites

The Architecture and History Inventory (AHI) is a collection of information on historic buildings, structures, sites, objects, and historic districts throughout the Wisconsin. **NOTE:** This inventory is compiled from entries submitted by residents who believe a structure or site has historical significance based on past use, architecture, etc. The State of Wisconsin does not confirm or dispute the properties submitted for inclusion on the list. This Inventory is housed at the Wisconsin Historical Society in Madison and is maintained by the Society's Division of Historic Preservation.

Town of Wilson: Architecture & History Inventory

<u>Historic/Current Name</u>	<u>Dates/Notes</u>	<u>Address</u>
Town Wilson Hall	Cornerstone dated 1934	5933 South Business Drive
Firehouse	Cornerstone dated 1952	5536 Evergreen Drive
Black River Advancement Hall	Original firehouse Cornerstone dated 1937	435 Indian Mound Road
Tellen site	Cabin and artworks	5642 Evergreen Drive
St George Church	Original Construction 1860	N3985 CTH A
Trinity Lutheran Church	Cornerstone dated 1965 Replaces nearby original church	6522 South Business Drive
Wilson Lima #3	1862 - 1896	Six Corners north of St. George
Weeden School	1860s - 1959	4701 Weeden Creek Road
Jackson School	1855 - 1958	4540 Moenning Road
Wilson School	1855 - 1952	5940 South Business Drive
Riverview School	1873 - 1953	8044 Moenning Road
Harmony School	1874 - 1962	9110 Sauk Trail Road
Weeden Cheese Factory	1871 - 1948. Razed	SE corner Cty A and Cty EE
Carl Reich Cheese Factory	1875 - 1888. Razed	4819 Moenning / south of Cty EE
Spring Brook Cheese Factory	1877 - 1936	5617 Moenning / north of Stahl Road
Mayer Cheese Factory	1899 - 1902	SE corner Sauk Trail Road and Cty KK
Springborn Jr. Cheese Factory	1884 - 1888. Razed for I-43	Cty V and Sauk Trail Road
Springborn Sr. Cheese Factory	1878 - 1891	Middle Road south of Old Park Road
Lakeside Cheese Factory	1890 - 1969 Razed	3936 Park Road / corner with Middle Road
Elm Corners Cheese Factory	1916 - 1942	SE corner Cty A and Wilson Lima Road

Source: Wisconsin Historical Society at www.wisconsinhistory.org and Marge Pearce, 2006

Town of Wilson

Housing Programs and Resources

There are a number of housing programs and tools available to assist Town of Wilson officials in obtaining and maintaining the desired housing environment they wish to provide their residents. An important first step in the successful utilization of those resources is ongoing education of citizens and local officials regarding the contents of the Housing Chapter of this comprehensive plan and on the importance of providing quality and affordable housing for all town residents. Elected and appointed town officials, as well as the citizens, need to understand the strong correlation between quality housing and the economic development, natural/cultural resources, land use, community facilities and transportation components of the city.

The following is a list of programs and resources available to implement the housing strategies found in Chapter 3 of this comprehensive plan. Some local implementation tools that compliment this list of programs and resources are the Town of Wilson's zoning ordinances and enforcement regulations.

Federal Programs

U.S. Department of Agriculture -Rural Development offers subsidized direct loans and non-subsidized guaranteed loan funds for the purchase and construction of homes by households in qualified rural areas of the state. The community must be of 20,000 or less, and there are special programs for Native Americans. Rural Development also provides low-interest mortgage loans for single family, owner-occupied residential home repair in rural areas. Some grants are available for very low-income elderly households. It provides funding through the 504 and the Housing Preservation Grant programs. www.rurdev.usda.gov/wi/programs/rhs/

U.S. Department of Housing and Urban Development provides vital public services through its nationally administered programs. It oversees the Federal Housing Administration (FHA), the largest mortgage insurer in the world, as well as regulates the housing industry business. The mission of the Office of Housing is to:

- Contribute to building and preserving healthy neighborhoods and communities;
- Maintain and expand homeownership, rental housing and healthcare opportunities;
- Stabilize credit markets in times of economic disruption;
- Operate with a high degree of public and fiscal accountability; and
- Recognize and value its customers, staff, constituents and partners.

Within the Office of Housing are three business areas:

1. HUD's Single Family programs include mortgage insurance on loans to purchase new or existing homes, condominiums, manufactured housing, houses needing rehabilitation, and for reverse equity mortgages to elderly homeowners.
2. HUD's Multifamily programs provide mortgage insurance to HUD-approved lenders to facilitate the construction, substantial rehabilitation, purchase and refinancing of multifamily housing projects, and healthcare facilities.
3. HUD's Regulatory programs are designed to assist homeowners and homebuyers to regulate real estate transactions. www.hud.gov

US Department of Veterans Affairs offers a number of programs and services for veterans and their dependents. In the area of housing, the department has several grants and loans available.

Many of the programs are made available through the State Department of Veterans Affairs or local veteran's affairs offices. www.va.gov

State Programs

Wisconsin Department of Commerce Bureau of Housing (BOH) helps expand local affordable housing and supports services to people without housing. The fifteen federal and state programs managed by the Bureau aid elderly persons, people with disabilities, low and moderate income residents, and the homeless population. The Bureau works closely with local governments and non-profit housing organizations to deliver financial and technical housing assistance and to strengthen the capabilities of housing organizations. More than \$40 million is distributed annually to improve the supply of affordable housing for Wisconsin residents. The bureau:

- administers federal housing funds such as Home Investment Partnerships, (HOME) and CDBG;
- administers a variety of programs for persons with Special Needs (Homeless);
- provides state housing funds through local housing organizations;
- coordinates housing assistance programs with those of other state and local housing agencies; and
- develops state housing policy and provides housing information and technical assistance. www.commerce.wi.gov/housing

The Wisconsin Housing and Economic Development Administration (WHEDA) also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

Information about WHEDA programs can be obtained by telephoning (800) 362-2761 or by visiting its web site at www.wheda.state.wi.us

Wisconsin Historical Society's Division of Historic Preservation administers a 25-percent state income tax credit for repair or rehabilitation of historic homes. The tax credit is available to owner-occupants of non-income-producing historic residences. The property must be listed in, or eligible for, the State or National Register, or be determined to contribute to a State or National Register historic district. Eligible activities are limited to exterior work, rehabilitation or structural, electrical, mechanical, and plumbing systems.

www.wisconsinhistory.org/hp/architecture/tax_credit.asp

Wisconsin Department of Veterans Affairs makes available a variety of home acquisition and improvement programs for qualifying veterans and their dependents. These programs include the Home Purchase Program, Home Improvement Loan Program (HILP) may be used for additions, garage construction, repairs and remodeling (i.e., replace a roof, install new windows, a new furnace or a central air conditioning system) of a veteran's residence; and Primary Mortgage Loan (PML), that is different from the USDVA Home Loan Guaranty Program. www.homeloans.va.gov

The Energy Assistance Bureau, within the Wisconsin Division of Energy, provides services to Wisconsin qualified residential households with energy assistance and weatherization needs. The Wisconsin Home Energy Assistance Program (WHEAP) administers the federally funded

Low Income Home Energy Assistance Program (LIHEAP) and Public Benefits Energy Assistance Program. LIHEAP and its related services help over 100,000 Wisconsin households annually. In addition to regular heating and electric assistance, specialized services include emergency fuel assistance, counseling for energy conservation and energy budgets, pro-active co payment plans, and emergency furnace repair and replacement. Services are provided locally through county social services offices, Tribal governments, private non-profit or other government agencies. www.heat.state.wi.us

Local Programs

Sheboygan County Aging Resource Center focuses their services to enable older citizens in the county to find and make use of the resources in their communities, helping them experience aging with self-sufficiency, security, and dignity. Their list of available services include Alzheimer's support, housing counseling, nutrition program, transportation, information, assistance, and benefit specialist.

Sheboygan County Department of Human Services provides a variety of housing related assistance to residents of the county to include refugee assistance, information on independent living services, and energy assistance.

Lakeshore Community Action Program's mission is to promote economic self-sufficiency and well-being of low-income persons through advocacy, community education, and resource development in Door, Kewaunee, Manitowoc and Sheboygan Counties. Primary housing services include:

- Provide emergency service to low income people to meet basic human needs of food and shelter; and
- Promote and develop affordable [rental housing](#) and [home ownership](#) opportunities for low-income persons through direct services, advocacy and community education regarding the housing needs of the low-income community. These services include Affordable Rental Housing; Rental Housing Development; Home Buyer Program; and Individual Development Accounts (IDA). www.lakeshorecap.org

National and Regional Not for Profit Organizations

Habitat for Humanity has local affiliates and is responsible for raising funds, recruiting volunteers, identifying project sites and constructing owner-occupied housing for the benefit of participating low-income families. Their goal is to eliminate inadequate and poverty housing throughout the world. www.habitat.org

Movin' Out, Inc. creates opportunities for people with disabilities and their families to purchase and maintain their own homes, in housing and neighborhoods that are safe, affordable, accessible, and integrated. Movin' Out, Inc. is a housing organization providing information and assistance, housing counseling, and gap financing for purchase and rehabilitation to Wisconsin households with a member who has a permanent disability. www.movin-out.org.

Tomorrow's Home Foundation was created in 2000 for several purposes:

- Assist disabled persons in the purchase of a manufactured or modular home via a downpayment assistance grant;
- Provide emergency assistance grants designed to provide critical repairs so that individuals and families can stay in their manufactured or mobile home;

- create a method and mode for disposing of old, uninhabitable mobile homes that were blighting the countryside; and
- educate the manufactured and modular housing industry.

As a public charity, the Foundation provides a way to give back to the community for industry members and a method to assist populations that are underserved by other programs. For example, many other charitable and public service agencies do not provide housing assistance to persons in mobile home parks. The Tomorrow's Home Foundation fills this void. www.tomorrowshomefoundation.org

WiFrontDoorHousing is a web-based community service that is intended to better connect providers of housing and housing services to renters who are looking for these types of housing opportunities. Their goal is to provide access to up-to-date housing information with user-friendly tools. These tools are customized for each of our user groups: renters, landlords, property managers, and the housing agency staff that help people find and keep housing. www.wifrontdoor.org

Rural Housing, Inc. was created in 1970 by the Rural Electrical Cooperatives as a statewide non-profit. Over the years, they have had federal, state, and private funding. They have served hundreds of rural communities and non-profit organizations with technical assistance, grant applications and advice. They have assisted thousands of low-income families with information, funds to repair their septic and wells, assistances for rent, and funds to purchase homes or stay in their homes. Millions of dollars have been leveraged for the very low-income rural residents of Wisconsin to:

- Assist low-income families obtain adequate, safe and sanitary housing;
- Help low-income households acquire appropriate water and wastewater services;
- Enable small communities and local organizations to more effectively address the needs of those with substandard shelter;
- Demonstrate new services and new approaches to address rural housing problems; and
- Alert the public and private sectors about the housing, water, and community development needs of low-income rural residents. www.wisconsinruralhousing.org

The Wisconsin Partnership for Housing Development works with local governments as consultants to help them understand their housing needs and find solutions, and as technical advisors that work under contract to HUD to help local governments design new housing programs or create local housing partnerships. Putting together the right combination of people and resources is essential to finding effective approaches to local or regional housing problems. We have experience in working with neighborhoods, villages, cities, counties and metropolitan areas, as well as grassroots community leaders and those most directly affected by poor housing and declining neighborhoods. www.wphd.org

Catholic Charities agencies strengthen their communities by empowering the people within them. They help families and individuals overcome tragedy, poverty, and other life challenges. Every agency is unique. They share a common goal of providing the services and programs that their particular community needs the most. Over 220,000 compassionate volunteers, staff, and board members comprise the driving force behind the Catholic Charities network. Their commitment goes beyond meeting peoples' daily needs. They build hopeful futures by helping people take control of their lives. www.catholiccharitiesinfo.org

NeighborWorks® America is comprised of local organizations and Neighborhood Housing Services of America, which has successfully built healthy communities since 1978. Together, with national and local partners, NeighborWorks creates new opportunities for residents while improving communities. NeighborWorks America is national nonprofit organization created by Congress to provide financial support, technical assistance, and training for community-based revitalization efforts. www.nw.org

Town of Wilson

Economic Development S.W.O.T. Analysis

Wisconsin State Statute 66.1001 requires the *Town of Wilson 20-Year Comprehensive Plan* include an element that specifically focuses on economic development. This element provides a detailed description and analysis of the city’s current economic climate. In order to identify the most important economic development issues within the town, the Bay-Lake Regional Planning Commission staff conducted an **Economic S.W.O.T. Exercise** (Strengths, Weaknesses, Opportunities, and Threats) with the Plan Commission and advisory committee members in April 2006. To gather additional input, a sub-committee met to discuss the town’s economic climate. The issues listed below were gathered during the S.W.O.T. exercise. This input was instrumental in preparing the town’s economic development strategies found in Chapter 3 of this plan. These development strategies will help the Town of Wilson promote its strengths, minimize its weaknesses, take full advantage of its opportunities, and offset its potential threats.

STRENGTHS

Strengths are existing resources and capabilities that can be used as a basis for developing a successful economic development plan.

Significant amount of development potential but still allowing a rural feeling
We have to best location for future development
Kohler-Andrae State Park
Nature areas
Country feel
Farms
Indian Mound Park
Bike Trail
Parks & Forestry Commission
Maintenance Site
Sleep Inn Motel
Judy’s Place
Strong family ties – good businesses in place
One of the top five state parks in the state
Businesses geared to public – both local & non – but with a top state park, Hotel & Banquet Center among others, what else do tourists need?
Good fire department
Lower taxes
Less restrictions via codes/zoning
Existing business park – but no tenants
Sewer services
High visibility from I-43
Ability to live close to where you work
The town of Wilson does not need to have a business development plan.
The town does need to continue to plan what business activities are appropriate for different land areas.
Lots of opportunity for growth – open land
People who care about the rural life & have moved here to experience it.
Beautiful wooded, mature growth forests
Lack of street lights, ambulance sirens, kids racing cars up and down road

South Business Drive will eventually be 4 lanes of traffic from Sheboygan to CTY V/I-43
Taylor Drive will eventually extend and meet up with South Business Drive.
The area east of South Business Drive should primarily remain as residential as possible
The business/commercial properties should remain along frontage roads adjacent to the Interstate
Frugally run township to keep taxes low
Small town atmosphere

WEAKNESSES

A weakness is a limitation or the absence of certain strengths that can potentially keep the town from achieving its objectives.

Lack of focus
We do not have the capital that most cities have
Traffic/speeding
City people moving to the country but still think they live in the city
No food market
No Laundromat
Need to grow carefully but not an attitude of no growth
Access to I-43
Need better road maintenance
Water supply & pressure
3 phase power capability through Sauk Trail Rd.
Town Board needs to be more favorable to existing businesses (not excessive requirements – permits, fees, ect.)
Lack of Municipal water system
Costs of infrastructure are the responsibility of the business owner
Cost per acre in business park is more expensive than Sheboygan Industrial Park
Marketing plan for the Town of Wilson
Sewer system is limited to east of I-43 and south to Cty. Tr. V
Inabilities to have sewer service west of I-43 – does this also mean no sewer services are available for the west side of the V/I-43 Interchange?
The predominant common desire of town residents is to maintain low development density (in aggregate) and natural qualities.
The need is to maintain compatible adjacent land use and availability of land for economic use.
Expand technology
Environmental pollution
Lack of Tax base...the City of Sheboygan attempts to annex more and more cell phone coverage
Lack of telephone lines for high speed internet telephone service (“I can’t get high speed internet service from SBS – too far away from the main line of excel.net – too many trees.” – Claudia Bricks)
Roads and Frontage Road – only exit one exit from I-43/V/OK - this will need to expand or widen
Lack of municipal water system, pond system like Aldrich Chemical Co. – need more pressure
No sewer system on west side of I-43
What about Jewish burial area/cemetery?
Limited cable access
Lack of universally accessible water supply
Municipal water – only for those who want it – don’t force on those who don’t need it
Farmers selling out to developers for money
Need agreement with the city to not take land
Farmers exempt from so many things and pay low taxes, but end up selling for a lot

OPPORTUNITIES

An opportunity is any favorable situation or resource that could enhance economic development.

Development opportunities with Kohler Co. on company land
Location at present time
Room for businesses on the frontage road
A nice restaurant
Support existing businesses!!!
Keep a rural setting going to state park entrance
Update technology needs
Lower taxes
Close access to I-43
Business park
Lower density
Favorable land use plan
Will Cty. Tr. V corridor become available for highway commercial development?
The town has land
Open space, parks, hiking/biking trails, ponds
Lakeshore shore line
Makes it easy for home based businesses to exist
A manufacturing park
Business corridor along V/OK – attract small “clean” businesses
Electricity is available – capacity is there
Keep the businesses that exist here – HERE (zoning)
Low taxes
Greenspace
Natural areas
Low density

THREATS

Threats are potential obstacles Wilson is facing concerning economic development.

City of Sheboygan encroachment
The City of Sheboygan lacks location that we have that they may want
Annexation
Water?
Only one access to I-43 – the wrong type of business could create traffic problems for town residents
Annexing land into the city
Security issues of growing too close to agriculturally zones areas
Annexation by the city of Sheboygan
No real plan available to encourage land owners to remain in the town of Wilson
Too much restriction
Too much spontaneous building without planning to keep the area the way that has been – quiet, woodsy, rural, simple. Non-city life
Apartment complexes that put too many people in too small an area (population density) must have a balance
Ground water/table lessened by overuse
Wetlands – keep them
Annexation from City of Sheboygan
Building subdivisions with houses too close together
Manufacturing – not big polluters
Annexation by the City of Sheboygan

Pollution
Depletion of the water supply
Urban sprawl
Ruining the beautiful landscape
Growing too fast
Keep lots – residential – larger, not smaller
Annexation
Against heavy industry and too much development especially west of I-43.

Town of Wilson

Economic Development Programs and Resources

This section briefly explains the programs and resources available to the City of Oconto on each government level that are designed to help grow the local economy through the extension and upgrade of existing infrastructure and the addition of businesses through development, recruitment, and expansion efforts.

Federal

US Department of Commerce, Economic Development Administration (EDA)

EDA was established to work with states and regional planning commissions (economic development districts) to generate new jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas and regions of the United States. The purpose of its program investments is to provide economically distressed communities with a source of funding for planning, infrastructure development, and business financing that will induce private investment in the types of business activities that contribute to long-term economic stability and growth. EDA's investments are strategically targeted to increase local competitiveness and strengthen the local and regional economic base. There are a number of investment programs offered by EDA.

The Public Works Program was established to empower distressed communities to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment. **Economic Adjustment Assistance Program** assists state and local interests to design and implement strategies to adjust or bring about change to an economy. The program focuses on areas that have experienced or are under threat of serious structural damage to the underlying economic base. **The Research and Technical Assistance Program** supports research of leading edge, world class economic development practices as well as funds information dissemination efforts. **The Technical Assistance Program** helps fill the knowledge and information gaps that may prevent leaders in the public and nonprofit sectors in distressed areas from making optimal decisions on local economic development issues. **EDA's Partnership Planning Programs** help support local organizations (Economic Development Districts, Indian Tribes, and other eligible areas) with their long-term planning efforts and their outreach to the economic development community on EDA's programs and policies. (source: www.eda.gov)

US Department of Housing and Urban Development

CDBG Entitlement Communities Grants are annual grants given on a formula basis to entitled cities, including the City of Green Bay, and counties to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. Entitlement communities develop their own programs and funding priorities. Focus is on serving low-and moderate-income persons, and prevention and elimination of blight. Eligible activities include relocation and demolition; construction of public facilities; and assistance to profit-motivated businesses to

carryout economic development and job creation/retention activities. To receive its annual CDBG entitlement grant, a grantee must develop and submit to HUD its Consolidated Plan.

Economic Development Initiative (EDI) provides grants to local governments to enhance both the security of loans guaranteed through Section 108 Loan Program and the feasibility of the economic development and revitalization projects they finance. EDI has been the catalyst in the expanded use of loans through the Section 108 Program by decreasing the level of risk to their CDBG funds or by paying for some of the project costs. There are congressionally earmarked and competitive BDI grants. Competitive EDI grants can be only be used in projects also assisted by the Section 108 Loan Program. Eligible activities include property acquisition, rehabilitation of public owned property, and economic development activities.

Brownfields Economic Development Initiative (BEDI) is a key competitive grant program HUD administers to stimulate and promote economic and community development. BEDI is designed to assist cities with the redevelopment of abandoned, idled, and underused industrial and commercial facilities where expansion and redevelopment is burdened by real or potential environmental contamination. The purpose of the BEDI program is to spur the return of brownfields to productive economic use through financial assistance to public entities in the redevelopment of brownfields, and enhance the security or improve the viability of a project financed with Section 108- guaranteed loan authority. Therefore, BEDI grants must be used in conjunction with a new Section 108-guaranteed loan commitment.

Section 108 Loan Guarantee Program loan guarantee provision of the CDBG program. It provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Eligible applicants include entitlement communities. Activities eligible for Section 8 financing include economic development activities eligible under CDBG, acquisition of real property, rehabilitation of public property, installation of public facilities. As an entitlement community, Green Bay may apply for up to five times the latest approved CDBG entitlement amount minus any outstanding Section 108 commitments and/or principal balances of Section 108. The principal security for the loan guarantee is a pledge by the applicant public entity of its current and future CDBG funds. The maximum repayment period for a Section 8 loan is twenty years. (source: www.hud.gov)

USDA Rural Development

The office offers a variety of funding options for many types of business ventures to include agriculture, manufacturing, processing, services, commercial, and retail. Rural Development is also instrumental in providing much needed financial resources to communities for infrastructure improvements and expansions primarily for waste water and water treatment facilities. They have direct and guaranteed loans for businesses and communities in addition to a number of grants.

The **Rural Business Opportunity Grant Program** provides technical assistance, training, and planning activities that improve economic conditions in rural areas of 50,000 people or less. A maximum of \$1.5 million per grant is authorized. **Rural Utilities Service (RUS) Grant Program** is designed to promote economic development and/or job creation projects including, but not limited to: project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure, and for assistance in conjunction with rural economic development loans.

Rural Business Enterprise Grants Program (RBEG) was established for public bodies, private nonprofit corporations, and federally-recognized Indian Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a City, or unincorporated areas of 50,000 or more and its immediately adjacent urbanized or urbanizing area. The small, or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

The Intermediary Relending Program money is lent to private non-profit organizations, any state or local government, an Indian Tribe, or a cooperative that is relented to by the intermediary to the ultimate recipients. The ultimate recipient must not be able to receive financing at reasonable rates or terms. (source: www.rurdev.usda.gov)

US Department of Commerce National Oceanic and Atmospheric Administration (NOAA)

Coastal Zone Management Program (CZMP) assists local and state governments in managing and revitalizing coastal areas for mixed-use development. The competing goals of commercial and industrial development, tourism, environmental protection, transportation and recreation are discussed in coastal management plans. The CZMP seeks to maintain the economic welfare of coastal communities and ecosystems through intergovernmental cooperation. The CZMP supports states through financial contributions, technical advice, participation in state and local forums, and through mediation. Wisconsin CZMP programs currently protect wetland ecosystems, reduce non-point pollution sources, reduce erosion and assist in meeting state and regional coastal goals. (source: www.coastalmanagement.noaa.gov/czm)

US Environmental Protection Agency

Brownfields Assessment and Cleanup Cooperative Agreements objectives are to provide funding to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites; to capitalize a RLF fund; and to carry out cleanup activities at brownfield sites that are owned by the grant recipient. Eligibility for the assessment, RLF, and cleanup grants includes a general purpose unit of local government. This is a competitive grant program. There are separate guidelines for each of the three areas. Grant amounts are based on size and type of contamination, ranging from \$200,000 to \$350,000. (source: www.epa.gov)

US Department of the Interior - National Park Service

Land and Water Conservation Fund (LWCF) is a visionary and bipartisan program, established by Congress in 1964 to create parks and open spaces, protect wilderness, wetlands, and refuges, preserve wildlife habitat, and enhance recreational opportunities. States receive individual allocations of LWCF grant funds based on a national formula. Then states initiate a statewide competition for the amount available to award via matching grants. (source: www.nps.gov)

Small Business Administration (SBA)

The **SBA** provides financial, business counseling and training, and business advocacy to foster the development and success of small businesses. Financial assistance comes in the form of loans and grant programs including the 7(a) Loan Guarantee, Prequalification Loan, 7(m) Micro Loan, CDC/504 Loan, CAPLines Program, and 8(a) Business Development Program. (source: www.sba.gov)

State

Wisconsin Department of Commerce

The federally funded **Community Development Block Grant (CDBG)** program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. The **CDBG-Economic Development (ED)** program assists large businesses that will invest substantial private funds and create approximately 100 jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The **Major Economic Development (MED) Program** is designed to assist businesses that will invest private funds and create jobs as they expand in or relocate to Wisconsin. The **Rural Economic Development (RED) Program** provides working capital or fixed asset financing for businesses with fewer than 50 employees.

Specifically, the **CDBG-Public Facilities for Economic Development (PFED)** program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The **CDBG-Public Facilities (PF)** component helps eligible local governments upgrade community facilities, infrastructure, and utilities for the benefit of low- to moderate-income residents. The **Main Street Program** offers a variety of resources to include façade grants and technical and financial assistance to stimulate the revitalization of their respective areas. The **Brownfields Initiative** provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. The **Community-Based Economic Development Program (CBED)** is designed to promote local business development in economically-distressed areas. The program awards grants to community-based organizations for development and business assistance projects and to municipalities for economic development planning. The program helps community-based organizations plan, build, and create business and technology-based incubators, and can also capitalize an incubator tenant revolving-loan program. The **CDBG-Blight Elimination and Brownfield Redevelopment Program (BEBR)** can help small communities obtain money for environmental assessments and to remediate brownfields. The **CDBG-Emergency Grant Program** can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608-266-8934.

Community Development Zone (CDZ) designation is a tax credit program for businesses planning to expand, relocate or start in the designated Community Development Zones (CDZ). *CDZs in the BLRPC district include the Cities of Green Bay, Sturgeon Bay, Two Rivers, and Manitowish; and the Counties of Florence, Marinette, and Oconto.* These tax credits are to be applied against a company's Wisconsin income tax liability. These credits are based on the

number of new jobs that a company creates, and the wage level and benefit package that are offered to the employees. The **Enterprise Development Zone (EDZ)** program provides tax incentives to new or expanding businesses whose projects will affect distressed areas. Based on the economic impact of a proposed business project, the Department of Commerce will be able to designate an enterprise development zone. A zone is “site specific” and applies to only one business.

To compliment the bricks and mortar component of Commerce, there is funding specifically earmarked for employee training. Eligible businesses looking to train a significant number of its current or incoming workforce can apply for and receive a direct grant from Commerce for **Customized Labor Training (CLT)**. Companies with a few employees seeking training are eligible for the **Business Employees Skills Training (BEST)** program. The focus of both programs is on the training or retraining of employees to incorporate new technologies or manufacturing processes.

Commerce provides financial resources to encourage the development of small businesses. Potential entrepreneurs can access an **Early Planning Grant (EPG)** of up to \$3,000 to obtain professional services necessary to evaluate the feasibility of a proposed start-up or expansion or develop a business plan. The **Entrepreneurial Training Grant Program (ETG)** is a comprehensive course designed to provide hands-on assistance in the writing of a business plan. The technical assistance can be provided by the *Small Business Development Center (SBDC) at UW-Green Bay* or the regional *Service Core of Retired Executives (SCORE)* office.

Other programs offered by Commerce include: the **Employee Ownership Assistance Loan (EOP) Program** can help a group of employees purchase a business by providing individual awards up to \$15,000 for feasibility studies or professional assistance. The business under consideration must have expressed its intent to downsize or close. **Industrial Revenue Bonds (IRB)** are municipal bonds whose proceeds are loaned to private persons or to businesses to finance capital investment projects. All Wisconsin municipalities, cities, villages, and towns are authorized to issue IRBs. The **Technology Development Fund (TDF)** program helps Wisconsin businesses research and develop technological innovations that have the potential to provide significant economic benefit to the state. The **Technology Development Loan (TDL)** program helps Wisconsin businesses develop technological innovations that have the potential to provide significant economic benefit to the state. This program is designed to help businesses commercialize new technology.

The **Minority Business Development (MBD) Loan Program** provides low interest loans to assist minority-owned companies with land and equipment purchase, working capital, and construction. The **Wisconsin Trade Project Program** can help small export-ready firms participate in international trade shows. The **Milk Volume Production (MVP) Loan Program** enables farmers to increase milk production by offering loan interest loans to purchase additional dairy cattle. The **Dairy 20/20 Early Planning Grant Program** covers third party services to assist the applicant with start-up, modernization, or expansion of a dairy operation. (source: www.commerce.state.wi.us)

Wisconsin Department of Transportation

The **Transportation Economic Assistance (TEA)** grants provide up to 50% of costs to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants up to \$1 million are available for transportation improvements that are essential for an economic development project. The amount of DoT provided funding is dependent on the number of jobs being created or retained. The 50% local match portion can come from a combination of local, federal, state, or in-kind services.

In 1979, the **Harbor Assistance Program (HAP)** was created to assist harbor communities along the Great Lakes and Mississippi River in maintaining and improving waterborne commerce. Port projects typically include dock reconstruction, mooring structure replacement, dredging, and construction of facilities to hold dredged materials. The **Freight Rail Infrastructure Improvement program (FRIP)** and **Freight Rail Preservation program (FRPP)** were created to maintain and improve rail services throughout Wisconsin.

The **State Infrastructure Bank (SIB) program**, similar to a private bank, offers a range of loans and credit options to help finance eligible surface transportation projects. The money can be used in conjunction with other programs. SIBs offer Wisconsin the ability to undertake transportation projects that would otherwise go unfunded or experience substantial delays. Communities can borrow the money to provide needed transportation infrastructure improvements to help preserve, promote, and encourage economic development and/or promote transportation efficiency, safety, or mobility. The Wisconsin SIB program is a revolving loan program providing capital for transportation projects from loan repayments and interest earned from money remaining in the bank. Eligible projects include constructing or widening a road linking an intermodal facility and providing better access to commercial and industrial sites. WisDOT charges 2 percent interest on the loan principal, with projects amortized up to 25 years. Eligible applicants are local units of government, Amtrak Railroad, private non-profit organizations, and Transit Commissions. (source: www.dot.wisconsin.gov)

Wisconsin Department of Tourism

Funding is available for local communities and regions to design their own marketing effort. The most popular and utilized program is the **Joint Marketing Grant (JEM)**. The grants are to assist in paying for the costs associated with developing a stronger advertising and public relations campaign to promote tourism. (source: <http://agency.travelwisconsin.com>)

Wisconsin Department of Agriculture, Trade, and Consumer Protection

Financial resources are provided to help grow and diversify the state's agriculture industry. The **Agricultural Development and Diversification (ADD)** grant is awarded to projects that may create new opportunities within agriculture through new value-added products, new market research, new production or marketing techniques, or alternative crops or enterprises. Maximum grants are \$50,000. Eligible applicants are individuals, associations, agri-businesses, and industry groups. (source: <http://datcp.state.wi.us>)

Wisconsin Department of Administration

Wisconsin Coastal Management Program was established in 1978 under the Federal Coastal Zone Management Act. Coastal management is defined as achieving a balance between natural resource preservation and economic development along our Great Lakes coasts. All counties adjacent to Lakes Superior and Michigan are eligible to receive funds. Coastal Management Grants are available for coastal land acquisition, wetland protection and habitat restoration, non-point source pollution control, coastal resources and community planning, Great Lakes education, and public access and historic preservation. (source: www.doa.state.wi.us)

Wisconsin Department of Natural Resources

Brownfields, Green Space and Public Facilities grants help local governments clean-up brownfield sites intended for long-term public benefit, including green spaces, development of recreational areas or other uses by local governments. A city, village, town, county, redevelopment authority, community development authority, or housing authority is eligible to apply for funds. Eligible costs include remedial action plans and/or costs to develop a Remedial Action Plan. No grant may exceed \$200,000. The match requirement (20-50 percent) is determined by the amount of the grant. Site access and completed Phase I and II Environmental Site Assessments are required to receive a grant. Application deadline has been each year in January. (source: www.dnr.state.wi.us)

Wisconsin Housing and Economic Development Authority (WHEDA)

is responsible for a number of housing and economic development functions. WHEDA works with local and state economic development professionals, businesses, and lending institutions to help an individual expand or modernize a farm or business. **Loan Guarantees, direct loans, New Market Tax Credits, and interest rate subsidies** are utilized within a financial package to help ensure the project has the best chance for long term success. (source: www.wheda.com)

Other state resources include: *Impact Seven, Inc.*, is one of more recognizable statewide organizations that provide micro-loans for small business start-ups and expansions. (source: www.impactseven.org) The *Wisconsin Women's Business Initiative Corporation (WWBIC)* also provides micro-loans to predominately women, people of color, and those of lower incomes. (source: www.wwbic.com) The *Wisconsin Business Development Finance Corporation* provides financial assistance and resources to business and lenders throughout the state. (source: www.wbd.org)

Regional

The Bay-Lake Regional Planning Commission (BLRPC)

The Bay-Lake Regional Planning Commission serves as an economic development district for the US Department of Commerce-Economic Development Administration. Potential EDA funded projects must be reviewed by the BLRPC for eligibility of federal funding. The BLRPC also provides technical assistance to local ED organizations and offers grant writing and administration services for various state and federal funding sources. (source: www.baylakerpc.org)

Northeast Wisconsin Regional Economic Partnership (NEWREP)

All eight counties of the BLRPC are part of Commerce's *Eastern Wisconsin Technology Zone*. The program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. (source: www.northeastwisconsin.org)

Small Business Development Centers (SBDC)

SBDCs are located within the eleven 4-year universities. The SBDCs counselors offer advice, training, and resources to promote entrepreneurship and small business growth. Programs focus on minority entrepreneurship, startup business solutions, and established business solutions. Specific programs include business plan reviews and one-to-one business counseling. (source: www.wisconsinsbdc.org)

SCORE

SCORE is more than 11,500 member volunteer association sponsored by the U.S. Small Business Administration. It matches volunteer business-management counselors with present and prospective small business owners in need of expert advice. **SCORE** has experts in virtually every area of business management. Local SCORE chapters offer workshops and no cost one-to-one counseling. (source: www.sba.gov)

Community Action Agencies

The purpose of **Community Action Agencies**, as stated in the Economic Opportunity Act (EOA of 1964), is to stimulate a better focusing of all available local, state, private and federal resources upon the goal of enabling low-income families, and low-income individuals of all ages in all geographic areas, to attain the skills, knowledge, and motivations, and secure the opportunities needed, for them to become fully self-sufficient. CAAs operate a variety of programs. CAAs are known statewide for their operation of Head Start, weatherization, housing, employment and training programs, family development, economic development, commodity distribution, senior and youth services, and many other valuable programs. In addition to providing direct services, CAAs often serve as program sponsors or grantees overseeing, although not necessarily directly operating programs. (source: www.wiscap.org)

Utilities

Area utilities to include **Integrus Energy Group, Alliant Energy, Rural Energy Cooperatives,** and **SBC** offer economic development assistance to communities and businesses in a number of ways to include the development of business plans, making available grants and loans, providing loan guarantees, and facilitating educational forums.

County and Local

University of Wisconsin Extension Office

Community Resource Development Agent/Educator offers small business management assistance workshops or one-on-one counseling, as well as information on county revolving loan funds and other sources of financing. (source: www.uwex.edu)

County Economic Development Officials/Contacts

Sheboygan has a County Planning Department and a Chamber of Commerce 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.

Town of Wilson

Transportation Programs and Resources

This section briefly explains the programs and resources available to the City of Oconto on the state and federal government levels designed to support the improvement and expansion of the city's transportation network.

Technical Support

Regional Rural Transportation Planning Program

Transportation planning is conducted by the Wisconsin Department of Transportation (WisDOT) central and regional offices in conjunction with the state's eight Regional Planning Commissions (RPCs) and local governments. WisDOT provides technical and financial assistance to the RPCs; this cooperative effort is designed to assist in RPC efforts to provide planning assistance on regional issues as well as providing assistance to local governments.

WisDOT's partnerships with local officials also represent a long-established consultative process in both planning and programming. Recognizing the link between community and transportation development, enhancing local development goals has been one of the main focal points of the WisDOT local planning and investment partnerships. The partnerships involve several different stakeholder groups, such as local planning commissions, local officials, real estate developers and lending institutions. This ongoing consultation is supplemented by multiple plan-specific processes. Additionally, local officials with responsibility for transportation may influence decisions through contact with their state legislators.

Metropolitan Planning Organizations

The Bay-Lake Region has two metropolitan planning organizations (MPOs), one serving the Green Bay urbanized area and the other serving the Sheboygan urbanized area. WisDOT works closely with MPOs to ensure a comprehensive, coordinated approach to local, regional and state transportation planning in Wisconsin's urbanized areas.

A metropolitan planning organization is an organization of primarily local elected officials who provide a forum for local decision-making on transportation issues of a regional nature. The federal government requires that an MPO be designated for each urbanized area with a population greater than 50,000. This designation must be agreed on by the governor and the units of general purpose local governments that together represent at least 75 percent of the affected population (including the central city or cities, as defined by the Bureau of the Census).

Each MPO has a policy board that is generally comprised of chief elected officials who represent different parts of the region served by the MPO. This board is advised by a technical committee (typically referred to as a Technical Advisory Committee, or TAC) that consists of planning and engineering staff from jurisdictions within each region. The TAC develops high quality technical tools and analysis for the region, and advises the MPO policy board on technical and administrative issues related to regional transportation planning. Some MPOs also utilize a citizen advisory committee and other specialized committees to advise the policy board.

Funding for MPO transportation planning is provided through a combination of federal, state, and local funds.

A metropolitan planning organization (MPO) has several purposes. First, to develop a long-range transportation plan that will provide a multi-modal investment strategy for meeting the mobility needs of people and businesses throughout a metropolitan area.

Second, an MPO is responsible for developing the short-range transportation improvement program which prioritizes improvement projects for federal funding purposes. MPOs ensure that provisions of state and federal laws pertaining to regional transportation planning are implemented in each metropolitan planning area. The planning area is defined as the existing urbanized area plus the projected 20-year growth area. The planning area is mutually determined by the MPO and the state.

Financial Support

General Transportation Aids (GTA)

General Transportation Aids help defray the costs of constructing, maintaining, and operating roads and streets under local jurisdiction.

Connecting Highway Aids reimburse municipalities for maintenance and traffic control of certain state highways within municipalities.

Road improvements, construction and maintenance are funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,862 for 2006. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

Local Mileage Certification

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. In addition, towns are required to report significant road maintenance and construction or reconstruction projects to WisDOT. State GTA payments are based on the certified mileage of each local unit of government.

Local Roads Improvement Program (LRIP)

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of ten years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition LRIP funds three statewide discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) TRIP-D Town Road Discretionary Improvement

Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

Local Bridge Program

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (High cost bridges are those that cost more than \$5 million and exceed 475 feet in length).

This program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT Transportation Office (Northeast Region) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

Flood Damage Aids

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

Specialized Transportation Assistance Program for Counties - Section 85.21

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than 0.5 percent of the total annual appropriation, and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

Local Transportation Enhancement Program (TE)

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories:

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

Surface Transportation Program - Discretionary (STP-D)

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process. The state legislature did not fund the STP-D program in the most recent budget biennium (2005 – 2007).

Transportation Demand Management Programs

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation Assistance Program (WETAP).

TDM Grant Program

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing Single Occupancy Vehicle (SOV) trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, the WETAP program provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs.

This program is funded with a combination of federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties.

Transportation Economic Assistance (TEA) Grant Program

This program provides a 50 percent state grant to governing bodies, private businesses, and consortia for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

Town of Wilson

Intergovernmental Cooperation Workshop Results

The following list was generated during the round-robin discussion of issues and resolutions during the October 23, 2006 Intergovernmental Cooperation Workshop held at the Wilson Town Hall between officials from the Town of Wilson (and interested residents), City of Sheboygan, Village of Kohler, and the Sheboygan County Sheriff's Department.

A. EXISTING AND/OR POTENTIAL ISSUES

Sewer extension availability
Planning for multi-jurisdictional roadways
Some city/town cooperation on road paving
More cooperation on snow removal on roads
Regional road connectivity
Environmental constraints to roadway siting
Intergovernmental communication regarding impacts of imminent developments
Need to work together to preserve and protect unique green spaces
Annexations from city of town lands
Lack of communication
Mutual aid agreements for fire/rescue are a good thing (Kohler helps town with this, south to CTH V)
Lack of awareness of positive local government coordination activities
Interoperability
Coordinated storm warning protocols
Coordinated stormwater planning
Need for more uniformity across the county for all types of planning
Much of the town is transitioning from rural to urban
As population increases. Plan for outdoor recreation and open space
Need more diverse housing stock, especially for the elderly
Zoning conflicts-developer goes with the "easier" jurisdiction
Inter-cooperative library system
Need for city water for business and industry
Density of development of urban services
Provide more passive recreation areas – monitor the developed recreation areas for need of improvement
Careful planning of town-owned green spaces because they are not tax producing and do require tax money for maintenance
Town needs to examine means of keeping residents informed such as more frequent or comprehensive newsletter. Required notices are being made but attendance is not good.
Lack of the city to recognize the town's right to exist, i.e. annexation
Stronger relationship with Oostburg and City of Sheboygan fire departments
Safety – widening on Weedens Creek (12 th Street) to I 43 (Taylor)
Antagonistic Black River Fire Dept.
Sanitary district – cause of restrictions
Better cell phone coverage

Better access to cable/internet
Sizing of infrastructure for long term development
The need to understand communities as urban and rural
Being open to dialogue (no criticism-just discussion)
Sewer district cooperation some years ago with Wilson and Sheboygan
Joint road maintenance between city and town

B. PROPOSED RESOLUTIONS

Informal talks between city and town. This could be city staff and town officials. Look at Wausau area as an example.
County local government heads' meetings
Joint planning meetings for areas subject to extraterritorial zoning jurisdiction
Town should initiate communication with adjacent jurisdictions. However, there is more cooperation now than in the past.
More county-level planning efforts, including mediation of inter-jurisdictional conflicts
Best solution for siting of industrial lands
More awareness of what is going on
More uniformity across jurisdictions (edge mapping, zoning, etc.)
Providing input during long range planning process
Discussion on fair shared services

Appendix L
LAND USE INVENTORY CODES AND ACREAGES

**Bay-Lake Regional Planning Commission
Land Use Inventory Summary Form**

100	RESIDENTIAL		600	INSTITUTIONAL/GOVERNMENTAL
200	COMMERCIAL		700	OUTDOOR RECREATION
300	INDUSTRIAL		800	AGRICULTURE/SILVICULTURE
400	TRANSPORTATION		900	NATURAL AREAS
500	COMMUNICATION/UTILITIES			
CODE	LAND USE CLASSIFICATION		CODE	LAND USE CLASSIFICATION
100	RESIDENTIAL		500	COMMUNICATION/UTILITIES
110	Single Family Residential		510	Generation/Processing of Communication/Utilities
111	Single Family Residential Garage		511	Electric Power Plants
130	Two Family		512	Wind Turbine
150	Multi-Family		514	Telephone and Telegraph Terminals/Dispatch Centers
151	Multi-Family Garage		516	Radio/Television Stations
170	Group Quarters		521	Natural Gas Terminals/Plants
180	Mobile Homes		525	Other Liquid Fuel Terminal Plants
190	Land Under Residential		535	Water Supply Filter Treatment Plants
	Development		537	Water Supply Wells
199	Vacant Residence		540	Transmission of Communication/Utilities
			541	Major Electric Power Transmission Lines R/W
200	COMMERCIAL		542	Electric Power Substations
210	Retail Sales		546	Radio/Television Transmission Towers/Antennae
230	Shopping Centers		551	Major Natural Gas Transmission Lines R/W
250	Retail Services		552	Natural Gas Substations
270	Office Parks		555	Other Major Liquid Fuel Transmission Lines R/W
299	Vacant Commercial		556	Other Liquid Fuel Substations
			572	Water Supply Booster/Pumping Stations
300	INDUSTRIAL		577	Water Supply Storage Tanks/Reservoirs
310	Manufacturing		580	Waste Processing/Disposal/Recycling
340	Wholesaling		581	Trash/Garbage Landfills
360	Extractive		582	Other Trash/Garbage Dumps
380	Storage		583	Sewage Treatment Plants
381	Open		584	Sewage Sludge or Water Supply Chemical Disposals
382	Enclosed		585	Fly Ash and Other Fire Residue Disposal
399	Vacant Industrial		586	Auto Salvage/Recycling/Disposals
			587	Abandoned Landfill
400	TRANSPORTATION		588	Yard Waste
410	Motor Vehicle Related		591	Solid Waste Separation/Recycling Plants
411	Federal Highways		595	Incinerators
412	State Highways		599	Vacant Communication/Utilities
413	County Highways			
414	Local Streets and Roads			
415	County Forest Roads			
416	Federal Forest Roads			
417	Off-Street Parking			
418	Bus Terminals			
419	Truck Terminals			
420	Other Motor Vehicle Related			
440	Rail Related			
460	Air Related			
480	Marine Related			
484	Piers/Docks			
490	Nonmotorized Related			
499	Vacant Transportation			

CODE	LAND USE CLASSIFICATION	CODE	LAND USE CLASSIFICATION
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	700	OUTDOOR RECREATION
610	Administrative Institutions/Governmental Facilities	710	Cultural/Natural Activities
611	Administrative Buildings	712	Zoos
612	Post Offices	716	Nature Study Areas
613	Military Installations	721	Designated Historic/Cultural/Archaeological Sites
614	Municipal Garages	730	Land Related Activities
630	Safety Institutions/Governmental Facilities	731	Campgrounds
631	Police/Fire Stations/Offices	735	Lawns/Yards
637	Ancillary Municipal Safety Facilities	736	Parks/Parkways/Forest-Related Picnic Areas
638	Prisons or Jails	737	Separate Picnic Areas
640	Educational Institutions/Governmental Facilities	738	Lookout Tower
641	Pre-School/Day Care	741	Playfields/Ball Diamonds/Volleyball Courts
642	Primary Schools	745	Swimming/Wading Pools
643	Middle Schools	746	Tennis Courts
644	Secondary Schools	747	Trails
645	Vocational Schools	751	Athletic Fields
647	Two-Year Colleges/Universities	756	Ice Skating Rinks
648	Four-Year and Graduate Colleges/Universities	757	Roller Skating Rinks
651	Libraries	758	Ski Areas
652	Community Center	761	Golf Courses
655	Museums	762	Golf Driving Ranges
660	Health Institutions/Governmental Facilities	766	Archery/Gun/Skeet Ranges
661	Hospitals	768	Hunting Preserves
663	Clinics	769	Race Tracks
665	Long-Term Health Care Facilities	770	Other
680	Assembly Institutions/Governmental Facilities	780	Water Related Activities
681	Fairgrounds	781	Boat Launching Sites/Areas
682	Gymnasiums	782	Other Water Access Sites/Areas
683	Sports Stadium/Arenas	783	Marinas
684	Fraternal Organizations/Clubhouses	784	Lighthouse
690	Religious and Related Facilities	799	Vacant Outdoor Recreation
691	Churches/Temples/Synagogues		
694	Cemeteries		
699	Vacant Institutional/Governmental		
800	AGRICULTURE/SILVICULTURE	900	NATURAL AREAS
805	Open Space	910	Water
810	Croplands/Pastures	911	Lakes
830	Long-Term Specialty Crops	912	Reservoirs and Ponds
850	Animal Husbandry	913	Rivers and Streams
851	Fish Hatchery/Aquaculture	914	Canals and Channels
870	Farm Buildings/Accessories	930	Vital Natural Functions
880	Commercial Forests	936	Wildlife Refuges
899	Vacant Agriculture	937	Designated Scientific Sites/Areas
		950	Other Natural Areas, including Open Space
		951	Woodlands
		952	Wetlands
		953	Grasslands
		954	Beaches
		955	Bluffs
		960	Other Publicly-Owned Natural Areas
		990	Land Under Development
		99999	City or Village

CODE	LAND USE CLASSIFICATION	Acres
100	RESIDENTIAL	747.79
110	Single Family Residential	736.83
130	Two Family	4.52
150	Multi-Family	0.83
180	Mobile Homes	1.01
190	Land Under Residential Development	3.87
199	Vacant Residence	0.73
200	COMMERCIAL	80.65
210	Retail Sales	76.61
250	Retail Services	3.52
299	Vacant Commercial	0.52
300	INDUSTRIAL	128.42
310	Manufacturing	90.73
360	Extractive	28.28
381	Open	0.62
382	Enclosed	3.81
399	Vacant Industrial	4.99
400	TRANSPORTATION	329.77
411	Federal Highways	66.87
412	State Highways	1.76
413	County Highways	70.80
414	Local Streets and Roads	128.27
417	Off-Street Parking	1.67
420	Other Motor Vehicle Related	10.96
440	Rail Related	49.45

500	COMMUNICATION/UTILITIES	128.55
511	Electric Power Plants	33.87
540	Transmission of Communication/Utilities	0.27
546	Radio/Television Transmission Towers/Antennae	0.17
583	Sewage Treatment Plants	0.66
585	Fly Ash and Other Fire Residue Disposal	92.94
595	Incinerators	0.66
600	INSTITUTIONAL/GOVERNMENTAL FACILITIES	71.85
611	Administrative Buildings	5.16
631	Police/Fire Stations/Offices	0.81
642	Primary Schools	4.94
652	Community Center	1.81
660	Health Institutions/Governmental Facilities	0.49
684	Fraternal Organizations/Clubhouses	18.73
690	Religious and Related Facilities	0.36
691	Churches/Temples/Synagogues	9.72
694	Cemeteries	29.82
700	OUTDOOR RECREATION	743.88
736	Parks/Parkways/Forest-Related Picnic Areas	620.09
737	Separate Picnic Areas	0.51
741	Playfields/Ball Diamonds/Volleyball Courts	8.73
761	Golf Courses	114.55
800	AGRICULTURE/SILVICULTURE	8386.71
805	Open Space	17.34
810	Croplands/Pastures	8145.25
830	Long-Term Specialty Crops	40.02
870	Farm Buildings/Accessories	182.34
899	Vacant Agriculture/Silviculture	1.76
900	NATURAL AREAS	4066.70
912	Reservoirs and Ponds	69.89
913	Rivers and Streams	21.90
936	Wildlife Refuges	0.98
950	Other Natural Areas, including Wetlands	1539.68
951	Woodlands	2390.16
960	Other Publicly-Owned Natural Areas	44.09
Total		14684.31

Planning and Zoning Definitions

- Alley:** a permanently reserved public or private secondary means of access to an abutting property.
- Accessory Structure:** a detached subordinate structure located on the same lot as and incidental to the principal structure.
- Accessory Use:** a use incidental to and on the same lot as a principal use. *See also* “accessory structure” and “principal building”.
- Acre:** a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.
- Adaptive Reuse:** the conversion of obsolescent or historic buildings from their original or most recent use to a new use.
- Adequate Public Facilities Ordinance (APFO):** an ordinance that ties development approvals to the availability and adequacy of public facilities. Adequate public facilities are those facilities relating to roads, sewer systems, schools, and water supply and distribution systems.
- Administrative Appeal (Appeal):** a quasi- judicial* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.
- Adverse Impact:** a negative consequence to the physical, social, or economic environment.
- Aesthetic Zoning:** the regulation of building or site design to achieve a desirable appearance.
- Affordable Housing:** housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See s. COMM 202.01, Wis. Admin. Code.*
- Agriculture:** the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40(1) and 91.01(1), *Wis. Stats* .
- Agricultural Conservation Easement:** conservation easements that restrict specifically farmland from development or specified farming practices and give farmers income, property, and estate tax reductions.
- Agricultural Protection Zoning:** a method for protecting agricultural land use by stipulating minimum lot sizes or limitations on non- farm use.
- Air Rights:** the ownership or control of all land, property, and that area of space at and above it at a height that is reasonably necessary or legally required for the full use over the ground surface of land used for railroad or expressway purposes.
- Amendment:** a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See s. 59.69, Wis. Stats.*
- Amenities:** features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.
- Americans with Disabilities Act (ADA):** a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.
- Amortization:** a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.
- Annexation:** the process of incorporating an area of land in a township into a municipality. *See ch. 66, subch. II, Wis. Stats.*
- Appellate Body:** a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.
- Aquatic and Terrestrial Resources Inventory (ATRI):** a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin’s landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.
- Aquifer:** a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.
- Aquifer Recharge Area:** the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.
- Architectural Control/ Review:** regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.
- Area Variance (Variance):** the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See ss.59.69, 60.61, 60.62 and 62.23, Wis. Stats* .
- Arterial:** a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.
- Bargain Sale:** the sale of land (to a conservation organization, for example) at less than market value.

Base Flood: a flood that has a one percent chance of being equaled or exceeded in any give year, commonly called a 100- year flood. *See also "floodplain".*

Benchmark: a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan's goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.

Berm: A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.

Best Management Practices (BMPs): the conservation measures and management practices intended to lessen or avoid a development's impact on surrounding land and water.

Billboard: a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.

Block: a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.

Board of Appeals/ Board of Adjustment (BOA): a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.

Brownfields: lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.

Buffer Area: an area separating two incompatible types of development or a development and sensitive natural resources.

Build Out: the maximum, theoretical development of land as permitted under zoning regulations.

Build Out Analysis: a projection, based on the maximum, theoretical development of all lands, of the impact of a community's cumulative growth.

Building Coverage: *See "lot coverage".*

Building Line: the line parallel to the street line that passes through the point of the principal building nearest the front lot line.

Building Scale: the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three- dimensional bulk (height, width, and depth) of a structure.

Bulk Regulations: standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.

Bundle of Rights Concept of Property: *See "rights".*

Business Improvement Districts (BID): an area within a municipality consisting of contiguous parcels subject to general real-estate taxes other than railroad rights- of-way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See s. 66.1109(1)(b), Wis. Stats.*

Business Incubator: retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.

By Right: a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.

Capital Improvement: a physical asset that is large in scale or high in cost.

Capital Improvements Plan/ Capital Improvements Program (CIP): a city's or county's proposal of all future development projects and their respective cost estimates listed according to priority.

Capital Improvement Programming/ Capital Improvement Planning: the scheduling of budgetary expenditures for infrastructure to guide and pace development.

Carrying Capacity Analysis: an assessment of a natural resource's or system's ability to accommodate development or use without significant degradation.

Census: The census of population and housing, taken by the U.S. Census Bureau in years ending in 0 (zero). Article I of the Constitution requires that a census be taken every ten years for the purpose of reapportioning the U.S. House of Representatives.

Census Tract: a relatively permanent county subdivision delineated to present census data.

Central Business District (CBD): the primary, downtown commercial center of a city.

Certificate of Appropriateness: a permit issued by a historic preservation review board* approving the demolition, relocation, or new construction in a historic district.

Certificate of Compliance: an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.

Cesspool: a buried chamber such as a metal tank, perforated concrete vault, or covered excavation that receives wastewater or sanitary sewage to be collected or discharged to the surrounding soil.

City: an incorporated municipality. Cities are divided into the four following classes for administration and the exercise of corporate powers:

- a) Cities of 150,000 population and over- 1st class cities
- b) Cities of 39,000 and less than 150,000 population- 2nd class cities.
- c) Cities of 10,000 and less than 39,000 population- 3rd class cities.
- d) Cities of less than 10,000 population- 4th class cities.

See ch. 62, Wis. Stats.

Clear Zone: an area within a roadway right-of-way that is free of any obstructions, thus providing emergency vehicle access.

Closed (Executive) Session: a governmental meeting or portion closed to everyone but its members and members of its parent body for purposes specified in state law. Governmental meetings are subject to Wisconsin's 'Open Meetings Law.' *See s.19.81- 19.98, Wis. Stats .*

Cluster Development Zoning (Clustering): concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five-acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be 'clustered' on 20 acres (allowing minimum two-acre lots), leaving the remaining 30 acres as common open space.

Collector: a street designed to carry a moderate volume of traffic from local streets to arterial* streets or from arterial streets to arterial streets.

Combination Zones: a zone that is placed over another, now underlying zone and that adds or replaces existing requirements of the underlying zone.

Commercial District: a zoning area designated for community services, general business, interchange of services, and commercial recreation.

Common Open Space: squares, greens, parks, or green belts intended for the common use of residents.

Community Development Block Grant (CDBG): a grant program administered by the U.S. Department of Housing and Urban Development (HUD), the state departments of Administration and Commerce, and the Wisconsin Housing and Economic Development Authority (WHEDA) that provides money for community rehabilitation and development. *See s.16.358 and 560.045, Wis. Stats.*

Community Development Zone: Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The Community Development Zone Program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin's 21 community development zones. *See s.560.70, Wis. Stats. See also "enterprise development zone".*

Community of Place: *See "sense of place".*

Comprehensive Plan: a county development plan or city, village, town, or regional planning commission master plan prepared under and meeting the content requirements outlined in s.66.1001, *Wis. Stats.* Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

Concurrency Management System: the process used to determine that needed public services are concurrent with a development's impacts.

Concurrency Test: an analysis of public facilities' ability to accommodate a development; in other words, adequate capacity of facilities must precede or be concurrent with a development's demand.

Conditional Use: a land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

Conditional Use Permit: a permit issued by a zoning administrator, if the applicant meets certain additional requirements, allowing a use other than a principally permitted use.

Conditional Zoning: special conditions an owner must meet in order to qualify for a change in a zoning district designation.

Condominium: real estate and improvements where portions are designated for separate ownership and the remainder for common ownership. *See s.703.02, Wis. Stat .*

Congestion Mitigation and Air Quality Program (CMAQ): a program under the U.S. Department of Transportation intended to fund transportation projects and programs in non-attainment and maintenance areas that reduce transportation-related emissions.

Conservation Areas: environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

Conservation Development Zoning: a type of cluster development zoning that emphasizes a planned unit development for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing stormwater runoff.

Conservation Easement: a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. *See* s. 700.40, *Wis. Stats.*

Conservation Reserve Program: a federal Department of Agriculture program that pays farmers to convert ‘erodible’ cropland into vegetative cover.

Consolidated Metropolitan Statistical Area (CMSA): a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). *See also* “metropolitan statistical area” and “primary metropolitan statistical area” in this category.

Contested Case: a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross-examine witnesses who testify.

Contiguous Properties: properties sharing a property line.

Cooperative Agreement: an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see* ss. 66.0307, 150.84, and 299.80, *Wis. Stats. for specific examples of authorized agreements* .

County: a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See* ch. 59, *Wis. Stats.*

cul de sac : a circular end to a local street [*French* , “bottom of the bag”]

Dedication: the transfer of property from private to public ownership.

Deed Restriction: a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.

Design Guideline: an activity standard that preserves the historic or architectural character of a site or building.

Design Review/ Control: an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development’s impact on a community

Design Standards: criteria requiring specific dimensional standards or construction techniques. *See also* “performance standards”.

Detachment: the transposition of land from a municipality back into a township. *See* s. 66.0227, *Wis. Stats.*

Developer: a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.

Development: an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.

Development Values: the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.

District: a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.

Down Zoning: a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also* “up zoning”.

Dwelling Unit: the space in a building that comprises the living facilities for one family. *See also* “multifamily,” “single- family attached,” and “single- family detached dwelling”.

Easement: written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also* “conservation easement”.

Ecological Impact: a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

Economic Unit: units of land that, although they may be separated from one another physically, are considered one economically.

Eminent Domain: the right of a government unit to take private property for public use with appropriate compensation to the owner. *See* ch. 32, *Wis. Stats* .

Enabling Act: legislation authorizing a government agency to do something that was previously forbidden. *See also* “takings”.

Enterprise Development Zone: zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is “site specific,” applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See* s.560.70, *Wis. Stats.* *See also* “community development zone”.

Environmental Corridors: linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

Environmental Impact Ordinance: a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.

Environmental Impact Report (EIR): a report that assesses an area's environmental characteristics and then determines the impact that a proposed development will have.

Environmental Impact Statement (EIS): a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See* s.1.11, *Wis. Stats.*, P.L.91-190, 42 USC 4331, NR 150, *Wis. Admin. Code*.

Environmental Nodes: discrete, inherently non-linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.

Environmentally Sensitive Areas: areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.

Esplanade: waterfront area intended for public use.

Estate Management Strategies: strategies enacted during a landowner's lifetime or upon her death to help preserve family lands and farms.

Ex parte Contact: communication, which is normally prohibited, with a decision maker in a quasi-judicial proceeding, which is not part of a public hearing or the official record in a matter.

Exactions: compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community's zoning code or negotiated on a project-by-project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.

Executive Session: *See "closed session"*.

Extraterritorial Zoning: a local government's authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1st, 2nd, and 3rd class cities extends 3 miles beyond the corporate limits. The limit extends 1½ miles beyond the municipal boundary for 4th class cities and villages. *See* s.62.23(7a), *Wis. Stats.*

Exurban Area: the area beyond a city's suburbs.

Fee Simple Acquisition: the purchase of property via cash payment.

Fee Simple Interest in Property: absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See "rights"*.

Fiscal Impact Analysis: the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.

Fiscal Impact Report: a report projecting the costs and revenues that will result from a proposed development.

Floating Zone: an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.

Floodplains: land that has been or may be covered by flood water during a 'regional flood' as is defined in NR 116, *Wis. Adm. Code*. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100-year floodplain.

- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.

This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.

- *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.

This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions. *See also "base flood"*.

Forest Crop Law: a program enacted in 1927 that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to make an acreage share payment or a state contribution. Under the program, land is taxed at a constant annual rate while its timber is taxed after harvest. Entries into the FCL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*

Front Lot Line: the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.

Gentrification: the resettlement of low and moderate-income urban neighborhoods by middle and high-income professionals.

Geographic Information System (GIS): computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision-making, and program operations.

Geologic Review: an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.

Gift Credit: a dollar or in-kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.

Global Positioning System (GPS): a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.

Green Spaces: *See* “open spaces”.

Growth Management: the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.

Growth Trend Series: In a growth series, the starting value is multiplied by the step value to get the next value in the series. The resulting product and each subsequent product is then multiplied by the step value.

Hamlet: a predominantly rural, residential settlement that compactly accommodates development.

Hamlet Lot: a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.

Hazardous Substance: any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See* s.292.01(5), *Wis. Stats.*

Heavy Industry: the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also* “light industry”.

Highly Erodible Soils: soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.

Historic Area: an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.

Historic Preservation: the research, protection, restoration, and rehabilitation of historic properties.

Historic Property: a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See* s.44.31(3), *Wis. Stats.* *See* s.13.48(1m)(a), *Wis. Stats.*

Homeowner’s Association: a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.

Home Rule: constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.

Incorporation: orderly and uniform development of territory from town to incorporated status. *See* ch. 66, subch. II, *Wis. Stats.*

Impact Fees: cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community’s costs resulting from a development. *See* s. 66.0617, *Wis. Stats.*

Impervious Surface: a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.

Improvements: the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.

Incentive Zoning: the granting of additional development possibilities to a developer because of the developer’s provision of a public benefit.

Industrial District: a district designated as manufacturing, research and development, or industrial park.

Infill: the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also* “redevelopment”.

Infrastructure: public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.

Installment Sale: a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.

Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA): a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.

Intelligent Transportation System (ITS): a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.

Interim Zone of Influence: a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.

Interim Zone/ Development Controls: *See “moratorium”.*

Judicial Appeal: the review of a local zoning decision by the state judicial system.

Land: soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.

Land Banking: the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.

Land Exchange: a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

Land use Intensity System (LUI): a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.

Land use Inventory: a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.

Land use Plan: the element of a comprehensive plan that designates and justifies the future use or reuse of land. *See s.66.1001, Wis. Stats.*

Landfill: a disposal facility for solid wastes. *See ch.289, Wis. Stats.*

Land Trust: a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

Large- Lot Zoning: a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.

Leapfrog Development: new development separated from existing development by substantial vacant land.

Leaseback: *See “purchase/ leaseback”.*

Level of Service (LOS): a measurement of the quantity and quality of public facilities.

Light Industry: the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. *See also “heavy industry”.*

Limited Development: the development of one portion of a property to finance the protection of another portion.

Linear Trend Series: In a linear series, the step value, or the difference between the first and next value in the series, is added to the starting value and then added to each subsequent value.

Lot: a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. *See also “through lot”.*

Lot Area: the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.

Lot Averaging: the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.

Lot- by- Lot Development: a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.

Lot Coverage: the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.

Lot Depth: the average horizontal distance between the front and rear lot lines.

Lot Line: the property lines at the perimeter of a lot.

Lot Width: the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.

LULU: a locally unwanted land use. *See also “NIMBY,” “NIABY,” and “NIMTOO”.*

Main Street Program: a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.

Managed Forest Law: a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See ch. 70, Wis. Stats.*

Manufactured Housing: a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See 42 USC 5401 to 5425 and ch.409, Wis. Stats.*

Map: a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.

Median age: The midpoint age that separates the younger half of a population from the older half.

Metropolitan Statistical Area (MSA): a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population of 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.*

Mini- Lot Development: a development containing lots that do not meet the minimum size or other requirements.

Mitigation: the process of compensating for the damages or adverse impacts of a development.

Mitigation Plan: imposed development conditions intended to compensate for the adverse impacts of the development.

Mixed- Use Development: a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

Modernization: the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.

Moratorium: a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.

Multifamily Dwelling: a building or portion occupied by three or more families living independently of each other.

Multimodal Transportation: an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.

Municipality: a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.

National Environmental Policy Act (NEPA): a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See P.L. 91- 190, 42 U.S.C. 4321- 4347. See also “environmental impact statement” and “Wisconsin Environmental Policy Act (WEPA)”.*

National Register of Historic Places in Wisconsin: places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.

Neighborhood Plan: a plan that provides specific design or property- use regulations in a particular neighborhood or district.

Neighborhood Unit: the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.

Neotraditional Development: a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.* *See also “New Urbanism” and “smart growth”.*

Net Acre: an acre of land excluding street rights- of- way* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.

New Urbanism: an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also “Neotraditional development” and “smart growth”.*

NIABY: Not in anyone’s backyard. *See also “LULU,” “NIMBY,” and “NIMTOO”.*

NIMBY: Not in my backyard. *See also* “LULU,” “NIABY,” and “NIMTOO”.

NIMTOO: Not in my term of office. *See also* “LULU,” “NIMBY,” and “NIABY”.

Nonconforming Activity: an activity that is not permitted under the zoning regulations or does not conform to off- street parking, loading requirements, or performance standards.

Nonconforming Building: any building that does not meet the limitations on building size or location on a lot for its use and district.

Nonconforming by Dimension: a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.

Nonconforming Lot: a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.

Nonconforming Use: a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.

Noncontributing Building: a building or structure that does not add to the historic architecture or association or cultural values of the area.

North American Industry Classification System (NAICS): a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also* “*Standard Industrial Classification (SIC)*”.

Office Park: a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.

One-Unit, Attached: This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

One-Unit, Detached: This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes or trailers to which one or more permanent rooms have been added or built also are included.

Open Session: a meeting that is in accordance with Wisconsin’s ‘Open Meetings Law.’ *See* s.19.85- 19.98, *Wis. Stats* .

Open (Green) Spaces: a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also* “*common open spaces*”.

Ordinance: a local law; a legislative enactment of a local governing body.

Orthophoto Quad: an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth’s surface, to reflect as accurately as possible the actual topography of the earth’s surface.

Outright Donation: the donation of land to a unit of government or a qualified charitable land conservation management organization.

Outright purchase: the acquisition of land for the benefit of the public.

Overlay Zone: an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.

Parcel: *See* “*lot*”.

Pedestrian Friendly: a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.

Performance Standards: general criteria established to limit the impact of land uses or development. *See also* “*design standards*”.

Pervious Surface: a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.

Planned Unit Development: land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

Plan Commission: an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See* s.62.23, *Wis. Stats.*

Plat: a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.

Point System: numerical values assigned to a development’s impacts on a community’s resources.

Political Subdivision: a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.

Pre- acquisition: a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.

Preservation: leaving a resource undisturbed and free from harm or damage. While ‘preservation’ is often used interchangeably with ‘conservation,’ the latter entails a connotation of prudent resource use.

Primary Metropolitan Statistical Area (PMSA): a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also “metropolitan statistical area” and “consolidated metropolitan statistical area”.*

Prime Agricultural Land: land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See ch.91, Wis. Stats.*

Prime Farmland: farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See ch.91, Wis. Stats.*

Principal Building: the building, including all parts connected, where the primary use of the lot is conducted.

Private Road: a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

Privately Owned Waste- Treatment Systems (POWTS): sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.

Public Dedication: reserving land in a subdivision for public use such as a school or park.

Public Road: public property dedicated and reserved for street traffic.

Purchase of Development Rights (PDR): a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also “rights” and “transfer of development rights”.*

Purchase/ Leaseback: an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.

Quarter, Quarter Zoning: a development standard that limits non-farm development to one house per 40 acres (¼ of ¼ of the original 640- acre section).

Quasi- Judicial Decisions: “resembling a court;” quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.

Quasi- Public Use/ Facility: a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.

Rear- lot Line: a lot line, opposite the front lot line, that generally does not abut a public roadway.

Redevelopment: any proposed replacement of existing development. *See also “infill”.*

Redevelopment Authority: an authority, known as the “redevelopment authority of the city of [city name],” created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See s.66.1333 (3)(a) 1, Wis. Stats .*

Reforestation: the planting or replanting of forest plants.

Regional Plan: a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.

Requests for Proposals (RFP): a document describing a project or services and soliciting bids for a consultant’s or contractor’s performance.

Requests for Qualifications (RFQ): a document describing the general projects, services, and related qualifications of bidding consultants or contractors.

Reservation of Site: *See “public dedication”.*

Reserved Life Estate: an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.

Revolving Fund: a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.

Rezoning: an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.

Right of First Refusal: an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third-party offer to purchase lands.

Right of Way (ROW): a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

Rights (The Bundle of Rights Concept of Property): government and private owners each hold portions of the bundle of rights in real property.

Owner property rights include:

- *Right to Use:* the right to improve, harvest, cultivate, cross over, or not to use.
- *Right to Lease:* the right to lease for cash or the right to hold a cash, including a share lease or third or fourth lease, a crop share lease, a one year lease, or a perpetual lease.
- *Right of Disposition:* the right to sell, to bequeath, to mortgage, or to establish trusts on all or part of a property.

Government property rights include:

- *Eminent domain:* the right to purchase land for public use
- *Escheat:* the right for the succession in title where there is no known heir
- *Regulation*
- *Taxation*

Riparian Areas: the shore area adjacent to a body of water.

Roadway Setback: the required or existing minimum distance between a public roadway (measured from the centerline or edge of right-of-way) and the nearest point on a structure.

Scenic Corridor: a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).

Scenic Easement: an easement* intended to limit development in order to preserve a view or scenic* area.

Seasonal Dwelling: a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.

Secondary Dwelling Unit: an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

Sense of Place: the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.

Set Back: the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.

Shoreland: a state mandated water resource protection district that Wisconsin counties must adopt.

Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high-water mark of a lake, pond, or flowage and within 300 feet of the ordinary high-water mark or floodplain of a river or stream.

Shoreland- Wetland: shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. See *Wis. Stats.*

Shoreline Stabilization: the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.

Side Lot Line: a lot line that is neither a front lot line nor a rear lot line.

Single-family Attached Dwelling: one of two or more residential buildings having a common wall separating dwelling units.

Single-family Detached Dwelling: a residential building containing not more than one dwelling unit surrounded by open space.

Sign: any device that is sufficiently visible to persons not located on the lot that communicates information to them.

Site Plan: a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.

Sliding Scale Zoning: a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

Smart Growth: an approach to land-use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town-centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart-growth approaches preserve open space and other environmental amenities. The term is also used to refer to Wisconsin's comprehensive planning law. See s.66.1001, *Wis. Stats.* See also "New Urbanism" and "Neotraditional development".

Special Designation: the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.

Special District/ Special Purpose Unit of Government: a government entity that is responsible for performing specific tasks and oversight essential to a community's or region's well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.

Special Exception: See "conditional use".

Spot Zoning: a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.

Stand: a number of plants growing in a continuous area. Examples include 'a stand of hardwood' or 'a stand of timber.'

Standard Industrial Classification/ Standard Industrial Code (SIC): an industry classification system to facilitate the collection, tabulation, presentation, and analysis of data relating to establishments and to ensure that data about the U.S. economy published by U.S. statistical agencies are uniform and comparable. See also "North American Industry Classification System (NAICS)".

Statewide Comprehensive Outdoor Recreation Plan (SCORP): a plan that aims to offer a research base and overall guidance for all providers of Wisconsin's outdoor recreation, including federal, state, county, city, village, and town governments, resorts and other businesses, and a variety of other public and private organizations. Ideally, SCORP is used in conjunction with other planning documents such as property master plans, community park and open space plans, the State Trails Strategic Plan, six- year development plans, and county and regional planning commission plans.

Stewardship Program: a state bonding program established by the Wisconsin Legislature in 1989 and re- authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.

Stormwater Detention/ Stormwater Retention: the storage of stormwater runoff.

Stormwater Management: the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

Story: a space in a building between the surface of any floor and the surface of the next above floor or roof.

Subdivision: the description (usually by survey) and recording of separate land parcels or lots.

Summary Abatement: a legal action taken to suppress the continuation of an offensive land use. See also "tax abatement".

Sustainability: long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.

Sustainable Development: development that meets the needs of the present generation without compromising the needs of future generations.

Takings: government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, "nor shall private property be taken for public use, without just compensation." Such actions include regulations that have the effect of "taking" property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.

The court has found "takings" in the following circumstances:

- where a landowner has been denied "all economically viable use" of the land;
- where a regulation forced a landowner to allow someone else to enter onto the property;
- where the regulation imposes burdens or costs on a landowner that do not bear a "reasonable relationship" to the impacts of the project on the community; and
- where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.

The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.

Tax Abatement: a release of a certain tax liability for a specific period of time and under certain circumstances. See also "summary abatement".

Tax Increment: additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year's equalized value of all taxable property in the district. In any year, a tax increment is "positive" if the value increment is positive and "negative" if the value increment is negative. See s.66.1105, Wis. Stats.

Tax Increment Financing (TIF): a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.* See s.66.1105, Wis. Stats.

Town: the political unit of government; a body corporate and politic, with those powers granted by law. See ch. 60, Wis. Stats.

Township: all land areas in a county not incorporated into municipalities (cities and villages).

Tract: an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.

Traditional Neighborhood: a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also “Neotraditional development” and “New Urbanism”.*

Traffic Calming: the process of increasing pedestrian safety via decreasing automobile speed and volume.

Traffic Impact Analysis: an analysis of the impacts of traffic generated by a development.

Traffic Impact Mitigation Measure: an improvement by a developer intended to reduce the traffic impact created by a development.

Transfer of Development Rights: a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also “rights” and “purchase of development rights”.*

Transit- Oriented Development (TOD): moderate or high- density housing concentrated in mixed- use developments* that encourages the use of public transportation.

Transitional Use: a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.

TRANSLINKS 21: a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.

Transportation Demand Management (TDM): a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.

Transportation enhancements (ISTEA & TEA- 21): funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.

Underlying Zoning District: a term referring to a zoning district when it is affected by an overly district.

Undevelopable: an area that cannot be developed due to topographic or geologic soil conditions.

Unified Development Code: the combining of development regulations into a single zoning code.

Universal Transverse Mercator Grid (UTM): a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.

Unnecessary Hardship: a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.

Up Zoning: changing the zoning designation of an area to allow higher densities or less restrictive use. *See also “down zoning”.*

Urban Area: the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.

Urban Forest: all trees and associated vegetation in and around a city, village, or concentrated development.

Urban Growth Area: an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.

Urban Growth Boundary: the perimeter of an urban growth area.

Urban Sprawl: low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.

Utility Facilities: any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.

Variance: a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99(7), Wis. Stats.*

Vehicle Miles Traveled (VMT): a measure of automobile and roadway use.

Village: an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*

Watershed: the area where precipitation drains to a single body of water such as a river, wetland, or lake.

Wellhead Protection: a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.

Wetlands Inventory Map: a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.

Wetlands Reserve Program: a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.

Wildlife Habitat Incentives Program: a program that awards landowners federal cost- sharing funds after the installation of improvements to wildlife or fishery habitat.

Wisconsin Administrative Code (Wis. Admin. Code): a component of state law that is a compilation of the rules made by state agencies having rule- making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes

Wisconsin Environmental Policy Act (WEPA): a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also “environmental impact statement” and “National Environmental Policy Act (NEPA)”.* *See* NR 150, Wis. Admin. Code, and s.1.11, *Wis. Stats.*

Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND): a partnership between government agencies, private companies, and nonprofit groups to collect, analyze, and distribute landscape information.

Wisconsin Register of Historic Places: a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See* s. 44.36, *Wis. Stats.*

Woodland Tax Law: a law enacted in 1954 that extended land eligibility of the Forest Crop Law to owners of small forest parcels. Entries into the WTL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See* ch. 70, *Wis. Stats.*

Zero Lot Line: the location of a building in such a manner that one or more of its sides rests directly on its lot line.

Zone: an area designated by an ordinance where specified uses are permitted and development standards are required.

Zoning Inspector: an appointed position to administer and enforce zoning regulations and related ordinances.

Zoning Permit: a permit issued by the land- use or zoning administrator authorizing the recipient to use property in accordance with zoning- code requirements.

Source: *Land-Use Lingo: A Glossary of Land-Use Terms*, WDNR, 2001.

Note: All references are to 1999-2000 Wisconsin Statutes.