

# ADDENDUM

10-YEAR UPDATE

to

**DRAFT**

**20-Year Comprehensive Plan  
(2009)**

**Town of Sheboygan  
Sheboygan County, WI**

**Adopted \_\_\_\_\_, 2019**

*Image : Sheboygan County orthophotography, 2019*

Prepared with the  
assistance of



**Extension**  
UNIVERSITY OF WISCONSIN-MADISON  
SHEBOYGAN COUNTY



# **Town of Sheboygan Sheboygan County, WI**

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## **PUBLIC PARTICIPATION**

The Town adopted a Public Participation Plan (PPP) by resolution for its original comprehensive planning effort. This PPP included a section regarding amendments.

## **VISION STATEMENT**

The Plan Commission and Town Board reviewed the vision statement adopted in 2009 and made one minor change to ensure the statement remains appropriate for today and the next 10 years.

*“We envision the Town of Sheboygan as a quiet, ideally located community within Sheboygan County. We value a blend of open/green space, residential, and unique emerging businesses in harmony with our high-quality natural resource base. We consider our open-spaces, natural resources and managed/responsible growth to be great assets and encourage careful planning in their management. To continue to offer high quality services with relatively low taxes, intergovernmental cooperation, especially with neighboring municipalities, will be very important.”*

### **Goal Statement**

The goal of the Town Board is to “offer Town residents a ‘small town’ atmosphere and quality of life while balancing the desires of our community by delivering high-quality programs and services in a fiscally responsible manner.” — Town of Sheboygan website, August 2019

## **BASIC INFORMATION & DATA**

There is a basic core of information that should be regularly updated. These updates are included in this Basic Information & Data Chapter. (Note: Although the Census Bureau’s American Community Survey (ACS) contains more recent data than the 2010 Census, the small sampling size for Sheboygan renders the data somewhat unreliable. Therefore, ACS data is not used in this update.)

### **POPULATION CHARACTERISTICS**

#### **Historical Population Change**

The Town of Sheboygan’s population increased 84% during 1980 - 2010. During the same period all other towns in the County combined grew by only 0.7%, from 26,329 to 26,501. Some of this was due to annexation, but even among towns not subject to annexation, the growth rate was 4.6%.

**Figure 3.12 – Historical Population Levels, Towns in Sheboygan County, 1980-2010**

<b>Subject to Annexation?</b>	<b>Town</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>% Change 1980 - 2010</b>
Yes	Greenbush <sup>1</sup>	1,282	1,377	1,533	1,534	20%
Yes	Herman	2,095	1,820	2,044	2,151	3%
Yes	Holland	2,504	2,567	2,360	2,239	- 11%
Yes	Lima	2,809	2,715	2,948	2,982	6%
Yes	Lyndon	1,342	1,432	1,468	1,542	15%
Yes	Plymouth	3,068	2,911	3,115	3,195	4%
Yes	Rhine	1,910	2,235	2,244	2,134	12%
Yes	Sheboygan	3,962	3,866	5,874	7,271	84%
Yes	Sheboygan Falls	2,281	1,908	1,706	1,718	- 25%
Yes	Sherman	1,445	1,461	1,520	1,505	4%
Yes	Wilson	3,604	2,842	3,227	3,330	- 8%
No	Mitchell <sup>1</sup>	900	944	1,132	1,168	30%
No	Mosel	1,035	918	839	790	- 24%
No	Russell	429	362	399	377	- 12%
No	Scott	1,625	1,671	1,804	1,836	13%

Source: U.S. Census Bureau

<sup>1</sup>Numbers for Greenbush and Mitchell do not include the Kettle Moraine Correctional Facility.

From 2010 to January 1, 2018 the Town of Sheboygan’s population increased by 435 residents to 7,706 (Wisconsin Department of Administration estimate). Most towns in the area saw a slight decrease.

**Residents 75 Years of Age or Older**

The percentage of residents 75 years of age and older has increased far faster than the population as a whole (compare Figure 3.12 to Figure 3.1a). This trend should be considered when planning for the future needs of the Town. For example, keeping up a house and maintaining a large lot can be more of a challenge as people age.

Since towns that are more rural than the Town of Sheboygan are often not as able to handle an aging population as an urban town, village, or city, it is not surprising to see a migration of older citizens from rural areas to urban areas that offer more facilities and services. The Town of Sheboygan, with its combination of town living in proximity to a larger urban area might be uniquely situated to appeal to older residents.

**Figure 3.1a: Number of Residents 75+ Years of Age, Town of Sheboygan & Selected Areas**

Geographic Area	1980	1990	2000	2010	Increase 1980-2010	Proportion of Residents
Town of Sheboygan	98	149	199	610	512 (522%)	1 in 12
Town of Sheboygan Falls	83	74	86	116	33 (40%)	1 in 15
City of Sheboygan	3,234	4,087	4,498	3,713	479 (15%)	1 in 13

*Data source: U.S. Census Bureau*



*The Sheboygan Senior Community opened on CTH Y in 2015.*

*Photo: Google Street View*

**Figure 1.10a: Population Forecast, Town of Sheboygan**

2020	2025	2030	2035	2040	Change 2025 - 2040
8,085	8,600	9,075	9,405	9,555	+ 1,470 (17%)

*Data source: Wisconsin Department of Administration, produced in 2013*

**Figure 1.11a: Household Forecast, Town of Sheboygan**

2020	2025	2030	2035	2040	Change 2025 - 2040
3,452	3,723	3,982	4,185	4,298	+ 846 (25%)

*Data source: Wisconsin Department of Administration, produced in 2013*

The projections that the Wisconsin Department of Administration’s Demographic Services Center have produced over the past 40 years are referred to as “baseline projections.” That is, the projections are based on the primary assumption that overall past demographic and economic patterns will hold true into the future.

The demographic patterns include fertility, mortality, and migration. Base rates for each of these components were calculated and then carried forward into the future based on national forecasts and historical experience. Then the population was aged forward, being exposed, in effect, to the projected rates for each 5-year age and sex cohort.

Given that the January 1, 2018 estimate for the Town of Sheboygan’s population was 7,706, the next population forecast by the WDOA will likely be adjusted downward slightly.

It is also of interest that although the average household size in the Town in 2010 was 2.4 according to the U.S. Census, the projected household size for growth during the 2020 - 2040 period is only 1.7.

This is consistent with a General Social Survey released recently that found that only 28% of Americans aged 18 - 34 were married, down from 39% in 2004 and 48% in 1986 for the same age grouping. The data was compiled by researchers at the University of Chicago who conducted in-person interviews with a random sample of more than 2,000 adults.

## **HOUSING INVENTORY**

### **Types of Housing Units**

The total number of housing units added in the Town of Sheboygan from the year 2000 through the end of 2017 increased by 35%, from 2,242 to an estimated 3,023.

**Figure 3.5a – Type and Number of Housing Units, Town of Sheboygan**

Type	2000		2017	
	Number	Percent	Number	Percent
Single-Family	1,969	88%	2,195	73%
2 to 4 Units	103	5%	140	5%
Multi-Family	152	7%	643	21%
Mobile Home or Other	18	1%	45	1%
Total Units	2,242	-----	3,023	-----

*Data source: U.S. Census Bureau, 2000 Census and 2017 ACS 5-Year Estimates Data Profiles*

The ratio of single-family, which is typically owner occupied, to multi-family, which is usually rental housing, was 13 to 1 in the Town in 2000. By 2017, it had dropped to about 3.4 to 1. (The City of Sheboygan Falls was 6 to 1 in 2000 and 4.5 to 1 in 2018.) The increase in the number of multi-family housing units in the Town is noteworthy, since at least one national expert believes 75% of new housing in the U.S. delivered between now and 2030 needs to be rental housing.

One of the reasons is the decline of families. Today, approximately two-thirds of American households do not have children. In 2030, this percentage is projected to rise even higher, to about three-quarters of all households.

Another reason is that after weathering the recession, and witnessing how unreliable an investment in a single-family house can be, both Millennials and Baby Boomers are seeking out rental properties.

Third, a reticence toward childbearing among younger families also contributes to the disinterest in single family housing.

Some of the nationwide demand for rental housing is being addressed by conversions of existing detached single family housing, which has been overbuilt. But even with conversions, the demand for rental is still not being met. In 2014, for example, about 400,000 multifamily units were built; but this total falls about 250,000 short of the approximately 650,000 units that are needed annually through 2030 in the U.S.

*Sources: Reshaping Metropolitan America by Arthur C. Nelson, Professor of Urban Planning and Real Estate Development, University of Arizona, and U.S. Census Bureau*

### Age of Housing and Housing Market

On average, the age of housing in the Town of Sheboygan is much newer than in other towns in the County, due mostly to the surge in residential construction since 1990.

**Figure 3.7a: Year Structure Built, Town of Sheboygan and Similar Towns**

Year Structure Built	Number of Units in Town of Sheboygan	Percent of Town of Sheboygan Housing Stock	Percent of Housing in Towns of Plymouth, Lima Sheboygan Falls, Wilson
April 2000 to March 2010	933	29%	9%
1990 to March 2000	879	28%	16%
1980 to 1989	219	7%	8%
1970 to 1979	271	9%	20%
1960 to 1969	249	8%	12%
1940 to 1959	408	13%	11%
1939 or earlier	216	7%	23%

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

**Figure 3.11a: “Recent” Residential Developments in the Town of Sheboygan**

Development	Number of Undeveloped Lots Remaining <sup>1</sup>
<i>Windmor</i> , Section 7 Platted in 2007; total lots: 63 (½ acre avg.)*	13 lots
<i>Fairway Estates</i> , Section 17 Platted in 2007; total lots: 20 (1¼ acre avg.)	10 lots
<i>Mueller Field</i> , Section 8 Platted in 2006; total lots: 57 (½ acre avg.)	14 lots
<i>Preserve at Briarwood</i> , Section 3 Platted in 2006; total lots: 10 (1⅓ acre avg.)*	4 lots
<i>Green Meadows</i> , Section 4 Platted in 2005; total lots: 70 (½ acre avg.)*	10 lots
<i>Stonefield Creek</i> , Section 4 Platted in 2003; total lots: 169 (⅓ acre avg.)	111 lots
<i>Revere Estates</i> , Section 18 Platted in 2003; total lots: 38 (⅔ acre avg.)	0 lots
<i>Hidden Creek</i> , Section 3 Platted in 2003; total lots: 36 (¾ acre avg.)	0 lots

<sup>1</sup>Data sources: Town of Sheboygan and Sheboygan County April 2019 aerial photography

\* Lot owners also have an undivided interest in common open space

Subdivisions in other, non-urban communities in the County have struggled during this period, with very few lots being sold.

## **ECONOMIC INFORMATION AND DATA**

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

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

#### Wisconsin Small Business Development Center at UW-Green Bay

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

(www.wisconsinsbdc.org)

#### County Economic Development Officials/Contacts

Founded in 2010, the Sheboygan County Economic Development Corporation (www.sheboygancountyedc.com) is a fully staffed 501(c)4 non-profit supported by a countywide private/public partnership. The SCEDC leads economic development efforts to improve the economic well-being and long-term prosperity of the businesses, residents, and communities of Sheboygan County.

### **Community Finances**

A community must remain aware of its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Figure 4.6a shows how much of the total property tax collection is retained by the Town of Sheboygan and other towns in the area after other jurisdictions have received their allocation, and the total general revenues available for meeting expenses.

At 13%, the Town of Sheboygan is above average in retaining tax dollars for municipal use. It would appear to be about average in the amount of revenues that are available per resident to provide municipal services.

**Figure 4.6a: Property Tax and General Revenues, Area Towns, 2017**

Town	Total Property Tax <sup>1</sup>	Town Share of Total Property Tax <sup>1</sup>	Percent Retained	Total General Revenues <sup>2</sup>	Per Capita
Sheboygan	\$14,845,558	\$1,872,924	13%	\$3,025,000	\$407
Herman	\$2,554,991	\$321,782	13%	\$484,900	\$238
Holland	\$6,271,494	\$899,031	14%	\$1,211,600	\$540
Lima	\$4,086,205	\$370,528	9%	\$704,400	\$238
Mosel	\$2,304,698	\$192,005	8%	\$352,100	\$451
Sheboygan Falls	\$3,614,269	\$275,405	8%	\$878,600	\$704
Wilson	\$7,391,665	\$717,051	10%	\$1,173,500	\$351

Data source: Wisconsin Department of Revenue

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

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

**Figure 4.8a: Recent History of Full Value and Municipal Debt, Town of Sheboygan**

Year	Full Value <sup>1</sup> of Property	Debt Limit (5% of Full Value)	Total General Obligation Debt <sup>2</sup>	Debt Margin
2013	\$683,094,000	\$34,154,700	\$3,425,500	\$30,729,200
2014	\$684,516,200	\$34,225,810	\$4,670,300	\$29,555,510
2015	\$696,158,800	\$34,807,940	\$4,559,700	\$30,248,240
2016	\$709,133,600	\$35,456,680	\$3,681,500	\$31,775,180
2017	\$756,257,700	\$37,812,885	\$4,121,600	\$33,691,285

Data source: Wisconsin Department of Revenue

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

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

The full equalized value of property within most towns in the area did not recover from the Recession until 2016 or 2017. The Town of Sheboygan did not top its 2009 pre-Recession peak of \$721,116,000 until the end of 2017. Since 2013, the full value of property within the Town of Sheboygan has grown by 11%. For comparison's sake, the total full value of all towns in Wisconsin grew 8% during the same period.

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5% of the equalized value, or full value, of the unit of government. As indicated by Figure 4.8a, the Town of Sheboygan's total general obligation debt as of December 31, 2017 was \$4,121,600, which was 0.5% of its full value and \$535 per capita. (The statewide average for town debt was 0.2% of full value and \$215 per capita at the end of 2017. The averages for urban towns would likely be higher.)

## **TRANSPORTATION**

### **Funding for Town Roads**

The cost of constructing, maintaining and operating roads under local jurisdiction is defrayed through the provision of General Transportation Aids, which are distributed to all Wisconsin towns through a highway aids formula administered by the Wisconsin Department of 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. Beginning in 2017, the Town of Sheboygan has also begun sharing in an annual portion (+/- \$124,603) of the newly adopted Sheboygan County sales tax revenue, which must be used for transportation projects.

### **Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP) Bicycle and Pedestrian Transportation Planning**

Sheboygan County was selected to be one of four pilot communities in the federal NMTTP and to receive \$25 million in funding to build bicycle and pedestrian facilities. The *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* recommended a few projects in the Town of Sheboygan to potentially be funded by the federal grant. (The Town is not responsible for completing any of these projects.)

**Figure 5.5: Bicycle Facilities Recommended within Town of Sheboygan**

<b>Short-Term Facility (2008 - 2012)</b>	<b>Location</b>	<b>Status</b>
Bicycle Lanes & Sidewalk	<b>CTH O</b> from Rangeline Rd to I-43	Completed
Bicycle Lanes	<b>Najacht Road</b> from Eisner Ave to Enterprise Dr	Undone
Bicycle Lanes	<b>Najacht Road</b> from Enterprise Dr to CTH LS	Undone
Paved Shoulders	<b>N. 40<sup>th</sup> Street</b> from STH 42 to Playbird Rd	Completed
Paved Shoulders	<b>Mueller Road</b> from CTH Y to STH 42	Completed
Sidewalk	<b>STH 42</b> from CTH J to Walmart Supercenter	Undone
Sidewalk	<b>N. 50<sup>th</sup> Street</b> from CTH J to Mueller Rd	Undone
Sidewalk	<b>Mueller Road</b> from STH 42 to N. 50 <sup>th</sup> St.	Undone
<b>Mid-Term Facility (2013 - 2017)</b>	<b>Location</b>	<b>Status</b>
Paved Shoulders	<b>CTH Y</b> from CTH O to STH 42	Undone
<b>Long-Term Facility (2018 - 2027)</b>	<b>Location</b>	<b>Status</b>
Paved Shoulders	<b>STH 42</b> from CTH J to CTH Y	Undone

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

**Sheboygan Metropolitan Planning Organization (MPO)**

The Town of Sheboygan is part of the MPO. Transportation planning is required of metropolitan planning areas as a prerequisite to receiving federal funding for transportation projects. A major update to the *Year 2045 Sheboygan Area Transportation Plan (SATP)* was approved in late April of 2019. Although there are no capacity modifying street or highway projects recommended within the Town of Sheboygan, there are a number of bicycle and pedestrian projects.

**UTILITIES & COMMUNITY FACILITIES****Sanitary Sewer Service**

In order for the sanitary sewer extension crossing the Pigeon River from Hawthorn Road to Woodland Road to become operational, it will require the construction of a lift station near Hawthorn Road east of the river. This lift station would collect wastewater from lands located west of and between County Road Y and the Pigeon River and lands located west of the Pigeon River that are adjacent to Meadowbrook Lane and south of the Charter Hills subdivision.

When operational, the Pigeon River sewer crossing will redirect wastewater flows and eliminate the existing Charter Hills lift station. There are approximately 10 existing homes located adjacent to Meadowbrook Lane and approximately 10 existing homes located adjacent to Hawthorn Road that utilize private on-site wastewater treatment systems and do not currently have access to municipal sanitary sewer service.

As development activity begins to increase for properties both east and west of the Pigeon River in this area, Sanitary District No. 2 expects to consider and analyze the feasibility of constructing the Hawthorn Road lift station and to extend public sanitary sewer service to this area of the Town/District.

If sanitary sewer is extended and available to any property, Wisconsin statutes and District ordinances require each property to be connected to the public sewer system. Connection to the Sanitary District No. 3 public water system, if extended, is optional, however, and not required.

**Municipal Water Service**

A new water tower is needed to handle the demands of anticipated future growth and the Town is looking at the purchase of two vacant parcels located in the northeast quadrant of the intersection of I-43 and STH 42. However, the Town Engineer considers the southern portion of the desired location to be too close to the existing tower; furthermore, the elevation of the proposed site is lower, and the land across STH 42 is also lower. The site may also be too small. The Town Park on CTH Y has also been considered as a water tower site, but area residents were opposed to it. Continued review of the consultant's modeling report is likely needed to determine a satisfactory site.

**Private Wells**

There are 1,065 private wells in the Town of Sheboygan. Recently, a survey was sent to 144 of these well owners. Only 7 respondents (in the Lincoln Erdman area) indicated they were interested in connecting to the municipal water system.

**Internet**

According to 2017 data from the Public Service Commission of Wisconsin and the Wisconsin Broadband Office, Internet service for the Town of Sheboygan area was provided by a number of companies and included wireline (typically via cable), fixed wireless, satellite, and mobile wireless. Approximately 99% of the Town has access to 25+ Mbps, which is the fastest of the four broadband categories mapped by the Wisconsin Broadband Office.

The upcoming high-frequency 5G (fifth-generation cellular wireless) networks, which are anticipated to be up to four times faster than 4G, will rely on antennas placed at about the height of street lights and at distances of about 300 feet from each other. Deployment can include attaching an antenna to an existing pole, such as a street light, or building new, dedicated infrastructure where there are no existing options. Although communities can regulate certain aspects of cellular infrastructure—the City of Madison recently adopted an ordinance for 5G—per federal communications law they cannot prevent antennas from being placed wherever coverage requires it.

## **NATURAL & COASTAL RESOURCES**

The Town of Sheboygan has 1.7 miles of Lake Michigan shoreline, parts of three river watersheds, about 250 acres of identified wetlands, and approximately 900 acres of woodlands.

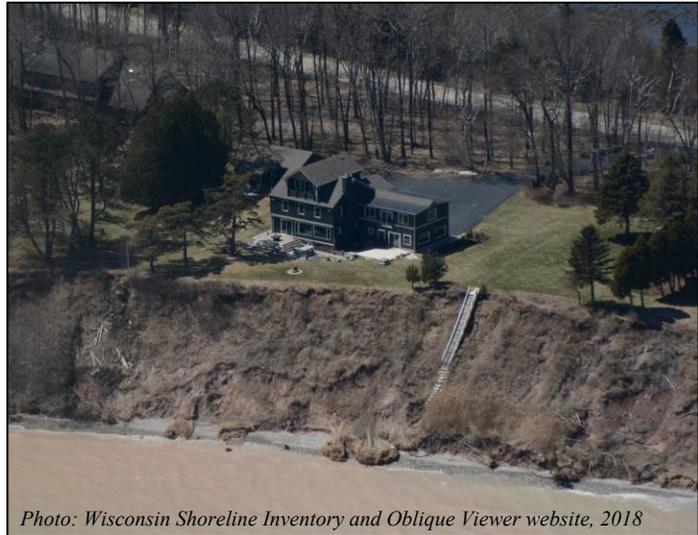
A total of 700 out of 751 respondents to the Town of Sheboygan’s 2009 vision and goal survey agreed that the Town should “Encourage the protection of natural areas, including wetlands, river corridors, open spaces, wildlife habitats, woodlands, and groundwater resources.” Ironically, it is the quality and abundance of natural and coastal resources—along with their proximity to the Sheboygan metro area and Interstate 43—that also potentially makes them vulnerable unless the pace and character of future development is carefully managed.

### **County Shoreland Ordinance**

Sheboygan County adopted significant amendments to its Shoreland Ordinance (Chapter 72) in 2016 and 2017.

The Ordinance specifies allowable permitted and conditional uses in the shoreland-wetland and shoreland districts; minimum lot sizes, widths, and setbacks; building height maximums; impervious surface maximums; restrictions on vegetation removal; and standards for filling, dredging, lagooning, grading, ditching, and excavating. The setback from the Ordinary High Water Mark for navigable waters is normally at least 75 feet.

The Ordinance has a larger setback along the bluffs between the City of Sheboygan and the north County line. Based on estimated long-term recession rates of +/- 2 feet per year and an anticipated 50-year useful life of a principal structure, all new principal structures must be set back at least 100 feet from the bluff edge. A variance may be granted if an engineering study provides evidence of a lower recession rate, more stable slope conditions, plans for structural protection against wave attack, and plans for stabilization of the bluff or shoreline.



*Photo: Wisconsin Shoreline Inventory and Oblique Viewer website, 2018*

### **Lake Michigan**

Lake Michigan is the fifth largest lake in the world and is a critical part of Wisconsin’s economy. Its beautiful and diverse shorelines offer some of the state’s most popular tourist destinations. Nevertheless, Lake Michigan has been identified as a 303(d) impaired waterbody in Sheboygan County. Significant efforts are needed to restore and protect this resource if it is going to continue to serve as a water supply, provide healthy aquatic habitat, and remain a jewel of the tourism industry.

### ***Water Levels***

Lake Michigan's water level is determined primarily by precipitation, evaporation, river, and groundwater flows. After reaching a low point in 2013, the July 2019 lake level was at its highest in 33 years at 581.99 feet. That is 6 feet above its level in 2013.

Changes in the lake's water level may occur hourly and daily, season to season, and over many years. Very short-term water level changes are caused by wind and storms. These short-term (hours to days) effects can be dramatic, and can cause the lake levels from one



*Photo: Wisconsin Shoreline Inventory and Oblique Viewer website, 2018*

side of the lake to the other to vary by several feet for a short time. Each of the Great Lakes has an annual rise and fall cycle driven by the timing of precipitation, snow melt, and evaporation. In general, the lakes are at their lowest levels in the winter and highest levels in summer or fall. The annual change in water levels is typically from 11 to 20 inches. In addition to the storm-caused and annual changes, data shows that the long-term lake levels change on a 10-year to 30-year cycle.

The photos on pages 13 - 14 show the shoreline as it was taken in October of 2018 when the lake level was about 23 inches above the long-term monthly average for October (U.S. Army Corps of Engineers), but approximately 20 inches below the all-time recorded high.

During periods of low lake levels, the bottoms of bluffs (bluff toe) are subject to less erosion. The zone where waves break and cause greater erosion is further off shore. When higher water levels predominate, the water depth closer to shore becomes deeper. As a result, the wave impact increases along the bluff toe, creating more erosion. Although such erosion can be mitigated by properly placed shore protection, it cannot be completely stopped.

### ***Bluffs***

The bluffs in the Town of Sheboygan rise about 45 - 50 feet high. Slopes are steep, ranging from approximately 40% to 50%. Recession rates along the bluff-line in the Town of

Sheboygan have averaged approximately 0.30 to 0.49 meters per year (about 1.0 to 1.6 feet). That said, years and even decades can pass without any major loss, and then, in one large event, a section of bluff-top 50 feet deep and a 100 feet wide can fall into the lake.

Bluffs and beaches are continually molded by wave action, and thus are subjected to ongoing disturbance. Wave action cuts through the slumped material at the base of the bluff, causing undercutting and eventual slumping or slope failure. Bluff height, offshore bathymetry, frost action, shoreline orientation, and groundwater seeps also can play a role. Groundwater in the bluff increases the chance that slumping will occur, as the water both adds to the soil load and lubricates the soil, weakening its resistance to failure.

The improper placement of fill can accelerate/cause bluff failure. The action of dumping fill itself can increase the chance of bluff failure. Driving a dump truck, crane, or dozer to the bluff edge, or depositing the fill material near the bluff top, can add to bluff load and result in bluff failure. “Some material used for fill is simply inappropriate for bluff stabilization and only adds trash to the lake.” (UW Sea Grant Pennants). Fill made up of small rubble, asphalt pavement, reinforcing wire and rod, lumber, etc. will soon litter the lake water and lake bed.

Infiltration of precipitation and runoff near the shore can increase the amount of groundwater in a bluff and cause instability, seepage, and bluff failure. For this reason, along bluffs it is advisable to prohibit infiltration systems (e.g., rain gardens), aim downspouts away from the bluff edge, and carefully locate private sewage disposal systems.

There are 25 home lots in the Town of Sheboygan bordering Lake Michigan. Together these properties had a 2018 estimated fair market value of \$17.4 million (median value of \$697,784). The average distance from these homes to the top of the bluff is approximately 87 feet. The home closest to the bluff edge is approximately 17 feet away; the furthest is about 260 feet.

### **Sheboygan River Watershed**

The Sheboygan River Watershed drains approximately 245 square miles. Surface water in the watershed drains via the Sheboygan River in an easterly direction into the Sheboygan Harbor and eventually Lake Michigan. This watershed covers about 1.6 square miles in the Town of Sheboygan (see Figure 2.14). The Sheboygan River is on the 303(d) list of impaired waters.

Some creeks in the Sheboygan River Watershed suffer from sedimentation delivered primarily from upland erosion. These sediments have blanketed the streambeds, filling in pools and riffles, and degraded reproductive habitat for cold and warm water fish species and associated fauna. At the few locations where cattle have access to streambanks, extensive trampling of the banks and bottoms can occur. The severity varies with location based on stocking rate and duration of cattle access. Organic loads from livestock waste runoff also locally affect creeks. It is suspected that the loss of cover and vegetation, along with a shallower streambank, and the input of oxygen-demanding organic substances have caused in-stream temperature to increase and dissolve oxygen levels to fall.

***Willow Creek***

Willow Creek is a 5-mile tributary to the Sheboygan River and considered a remnant coastal resource. It is likely the only Lake Michigan tributary in Wisconsin with naturally reproducing chinook and coho salmon, and it is one of two tributaries to the lake with reproducing steelhead trout. The creek flows through a mix of agricultural, urban, and undeveloped land uses, originating in the Town of Sheboygan Falls near State Highways 23 and 32, flowing east into the Village of Kohler and then into the Town of Sheboygan and the City of Sheboygan before emptying into the Sheboygan River.

Like many waterways, Willow Creek is threatened by stormwater runoff and erosion from construction sites and crop fields, which make the water murky and cover fish spawning beds. West of Interstate 43, where the water quality is significantly lower, the creek is currently only capable of hosting warm-water forage fish.

**Pigeon River Watershed**

The Pigeon River Watershed is a 74-square mile drainage basin located in Sheboygan and Manitowoc counties, with approximately 5.6 square miles in the Town of Sheboygan (see Figure 2.14). Water quality in the watershed is described as poor to fair. High turbidity, nuisance algae and vegetative growth, low dissolved oxygen, high levels of fecal coliform bacteria, sedimentation, and channelization have all contributed to the poor water surface water conditions in the watershed.

Numerous reports have documented the water quality problems from nonpoint sources, point source effluent discharge and extensive wetland drainage. The predominant sources of nonpoint pollutants in the watershed originate from croplands, animal barnyards, construction sites and manure spreading on high hazard acres during winter months. Cropland contributes 62% of the total sediment and construction sites contribute an additional 21%. Croplands, barnyard, and manure spreading account for an estimated 81% of the total phosphorus load. The lower Pigeon River from its mouth upstream for 18.1 miles is on the 303(d) Impaired Waters list.

In addition to coordinating about two dozen wetland restoration projects in the watershed, the Sheboygan County Land and Water Conservation Department (now the PCD) developed a grass buffer program called the Water Quality Improvement Program (WQIP) based on the recommendations of a committee of local agricultural producers. Started in 2000 and locally funded initially at \$50,000/year, as of 2016 there were 75 buffers county-wide consisting of 220.5 acres.

**Sevenmile - Silver Creeks Watershed**

The Sevenmile-Silver Creeks Watershed covers a 112 square mile land area extending a few miles inland from Lake Michigan between the Cities of Manitowoc and Sheboygan. Approximately 3.2 square miles lies within the Town of Sheboygan (see Figure 2.14).

According to the WDNR, the streams of the watershed support mainly a pollution tolerant fishery. Macroinvertebrates are impacted by organic pollution lowering dissolved oxygen values. The ability of many of the streams to support a viable fishery is further limited by extreme low flow.

The streams of the watershed are of concern because of nonpoint source pollutant transport during high flows to Lake Michigan. Primary nonpoint pollution sources are cropland sediment and attached phosphorus, phosphorus from barnyard runoff, and phosphorus from winter spread manure.

### **Inland Surface Waters - Quality**

Inland surface waters in the Town of Sheboygan consist mainly of rivers, creeks, and small ponds. These waters are typically found within agricultural or recreational land uses, which together comprise almost a third of the Town. Runoff from either of these land uses can potentially add contaminants to the water, erode streambanks, decrease water depth due to sedimentation, and elevate water temperatures.

Since the adoption of the Town’s comprehensive plan in 2009, new state standards have been put in place to promote improved water quality. Wisconsin’s DNR and DATCP have developed performance standards for agriculture and non-agriculture nonpoint pollution sources. DNR Rule (NR 151) sets performance standards for runoff and to protect water quality. The DATCP Rule (ATCP 50) identifies conservation practices available to maintain compliance with the DNR standards. Specifically, the DATCP rule sets the requirements that 590 Nutrient Management Plans (NMP) must meet to comply with state law. The prohibitions listed in § 281.16(3) Wisconsin Statute are:

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

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

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

Performance standards and prohibitions have been incorporated into the *Sheboygan County Animal Waste Storage Ordinance*, administered by the Planning & Conservation Department. A comprehensive *Erosion Control and Stormwater Management Ordinance* to better address the nonpoint pollution problems associated with construction development was enacted by the County in 2005 and amended in 2017. The Town of Sheboygan also has its own Erosion Control (Ch. 15) and Stormwater Management (Ch. 16) ordinances.

## Woodlands

Woodlands comprise about 12% of the land cover in the Town of Sheboygan, which makes them an important part of the community.

### *Benefits of woodlands*

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

- Electricity saved annually in Sheboygan County from both shading and climate effects of public ash trees totals 1,489.7 MWh, for a retail savings of \$113,068. Total annual savings of natural gas total 201,221 (Therms), for a savings of \$197,197. Total annual energy savings is \$310,265 or \$47.72 per tree.
- Countywide, CO<sup>2</sup> emission reductions due to sequestration by public ash trees is 2,102 tons, valued at \$31,531. Release of CO<sup>2</sup> from decomposition and tree-care activities is small (114 tons; \$1,721). Net CO<sup>2</sup> reduction is 3,236 tons, valued at \$48,551 or \$7.47 per tree.
- Net air pollutants removed, released, and avoided is valued at \$56,426 annually or \$8.68 per tree.

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

### *Threats facing woodlands*

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

## **Emerald Ash Borer (EAB)**

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

Sheboygan County has been under an emerald ash borer quarantine since 2008. Since then infestations have been detected in every town, village, and city in Sheboygan County.



*EAB photo: Wisconsin DATCP*

According to the *Emerald Ash Borer Resource Management Guide for Sheboygan County Communities*, in 2009 a tree inventory was conducted of public street trees and park trees in high use areas throughout the County. (The inventory did not include public passive park and recreation spaces such as natural and wood areas.) The inventory included a sample of 5 ash trees at the County Road LS Wayside, 18 at Esslingen Park, 34 at the Erie Ave Trailhead, and 23 at Water Trail Park. All were in good condition at that time; that is no longer the case today.

A 2019 WDNR Urban Forestry Grant will enable the Lakeshore Natural Resource Partnership (LNRP) to help cities, villages, and towns in Sheboygan County cope with the devastating effects the Emerald Ash Borer is having on area trees. The project will work with communities most in need of assistance to update existing inventories and aid in the creation of individualized EAB recovery plans, while improving public awareness, engagement, and support for urban forest management by involving volunteers in the process.

This grant project complements a larger initiative, Restoration of Our Trees Sheboygan (ROOTS), that LNRP and the Sheboygan Rotary Club are implementing to mitigate the impact of the EAB. A public-private collaboration, ROOTS is building an investment fund for public tree planting and other management activities and is engaging the community through outreach, education, and volunteer opportunities.

**Invasive plant species** are not uncommon in the Town of Sheboygan. The Town was included within a WDNR grant program’s 2017 - 2019 treatment area, specifically for Phragmites (aka “reed grass”) and Japanese knotweed. Other potential invasives may include purple loosestrife, wild parsnip, garlic mustard, teasel, buckthorn, etc.



*Japanese knotweed photo: Elizabeth J. Czarapata*

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

Note: Watershed information in this section was taken from the *Sheboygan County Land and Water Resource Management Plan 2016-2025*; and the Sheboygan River Basin Partnership.

## **LAND USE**

### **Current Land Use**

Due partly to the economic recession, the pace of development slowed to a trickle almost everywhere in Sheboygan County during the last 10 years. One of the exceptions was the Town of Sheboygan. Although the pace of development did slow down, there was still moderate growth in residential through the infilling of existing subdivisions. There was also some major development such as the Sheboygan Senior Community campus on County Road Y.

The loss of 15 acres of commercial land is primarily due to the reclassification of the Menards site to “open space.” The decrease in agricultural has occurred as some of these lands are either developed or return to natural or wooded areas.

**Figure 8.2a – Town of Sheboygan Existing Land Use Amount and Intensity**

Land Use Type	Acres and % of Total Land in 2019 <sup>1</sup>	
	Acres	%
Residential	1,654	25%
Commercial	195	3%
Industrial (Manufacturing)	91	1%
Institutional / Governmental	94	1%
Parks / Outdoor Recreation	463	7%
Agricultural	1,617	25%
Woodlands / Wetlands	897	14%
Water Features	107	2%
Open Space / Other Natural Areas	1,411	22%

<sup>1</sup>Updated by UW-Extension Sheboygan County using aerial photography and local knowledge, 5/1/19.

### **Potential (Future) Land Use**

As a result of development that occurred over the last 10 years, some updates have been made to the 20-Year Potential Land Use Map (2009 – 2029) that was adopted in 2009. Additional adjustments were made based on input from Town officials at open meetings in October and November 2019.

Since the major land use is expected to continue to be residential, 80% of the potential new land use is allocated to some form of residential use. Single-family lot sizes that typically range from a half-acre to an acre will be available in the Town, with a few larger lot sizes also available. Two-family and multi-family units are also anticipated to be options.

A substantial amount of acreage has also been included on the map for commercial and light manufacturing uses along or near the State Highway 42 corridor, as well as the likely expansion of Sheboygan Senior Community on County Road Y.

<b>Figure 8.5a – Town of Sheboygan Potential Land Use - 2029</b>		
<b>Land Use Type</b>	<b>Acres and % of Total Land Potentially Developed by 2029</b>	
Single-Family Residential on ½ acre or larger lots	586	33%
Single-Family Residential on 1 acre or larger lots	631	36%
Two-Family Residential	57	3%
Multi-Family Residential	133	8%
Commercial/Business	230	13%
Light Manufacturing	98	6%
Governmental/Institutional	17	1%
<b>TOTAL</b>	<b>1,752</b>	<b>100%</b>

Note: Where the map shows more than one land use type in a single category (e.g., “Commercial/Business & Light Manufacturing”), the acreage was split evenly between the different types.

### **Conservation Easements**

Within the last 20 years or so, some landowners have begun using agreements with government or non-profit organizations such as Glacial Lakes Conservancy ([www.glaciallakes.org](http://www.glaciallakes.org)) to voluntarily put conservation easements on their land. These agreements leave land in private ownership while limiting development and protecting important conservation values. Conservation easements are legal, usually perpetual, documents recorded with the county Register of Deeds office and monitored, enforced, and defended by the co-easement holder.

Within the Town of Sheboygan are three conservation easements totaling just under 155 acres (see Figure 8.3a for locations). All three provide natural open space in the Pigeon River watershed and protect prairies, woodlands, vernal ponds, and diverse fauna and flora habitat.

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*FIGURE 8.6A – POTENTIAL (2029) LAND USE MAP INSERTED HERE*

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*FIGURE 8.6B – EXISTING (2019) & POTENTIAL (2029) LAND USE MAP INSERTED HERE*

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## **IMPLEMENTATION**

An effective strategy for implementing a comprehensive plan involves categorizing recommended programs and actions by the entity responsible for initiating the activities and when the activities would best be addressed. This is covered on pages 9-5 through 9-19 of the 20-Year Comprehensive Plan.

### **PAST ACCOMPLISHMENTS**

Below are a sample of the activities in the Implementation Schedule that have been at least partially addressed:

Uphold the current shoreland, wetland, and stormwater management ordinances. Protect environmental corridors, using conservancy zoning.	Ongoing ✓
The Town land use map and zoning ordinance will favor single-family housing, but some provision may be made for a limited number of other housing types.	Ongoing ✓
New developments should consider buffers to limit negative views, noises, and smells from nearby commercial or industrial uses.	Ongoing ✓ (e.g., Walmart berms)
The Town of Sheboygan shall continue to use effective building and housing codes to maintain and ensure the quality and safety of existing and new housing units.	Ongoing ✓
The Town will severely limit commercial zoning in areas not located in or near the Highway 42, Dairyland Drive, Superior Avenue and Wilgus Avenue (east of 40 <sup>th</sup> Street) corridors.	Ongoing ✓
The Town will continue to work with future developers to approve compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Town's desire for well planned growth and rural character preservation.	Ongoing ✓
Continue to utilize the Wisconsin Information System for Local Roads (WISLR) pavement management system to monitor the physical condition of roadways. Strive to tie this data into a long-term maintenance schedule, using a capital improvement program and outside funds to address ongoing needs.	Ongoing ✓ (Annual PASER inventory)
Support County and State efforts to improve or replace aging pavement and bridges.	Ongoing ✓ (New County sales tax)
Continue to provide adequate police and fire protection to all areas of the community.	Ongoing ✓
Continue to provide a "public comment" opportunity at Town board meetings and be attentive to comments regarding utilities and facilities in the Town.	Ongoing ✓
Continue with regular, scheduled park maintenance activities.	Ongoing ✓

## **RECOMMENDATIONS FOR NATURAL & COASTAL RESOURCES**

**A. Continue to make landowners within the Town aware of the Sheboygan County Shoreland Ordinance (Chapter 72) whenever they contact the Town with development proposals within the shoreland zone, especially near the Lake Michigan bluffs.**

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

**B.** The Wisconsin Geological & Natural History Survey and UW–Madison are currently assembling a computer model of bluff movement that is intended to serve as a sort of early warning network for municipal governments and agencies through the Wisconsin Coastal Management Program. Coupled with recommendations for shore protection and bluff stabilization from the UW Sea Grant Institute in its publication entitled “Stabilizing Coastal Slopes on the Great Lakes,” **these tools should be explored by the Town of Sheboygan and potentially used to inform zoning and land use decisions. This information should also be proactively shared with affected landowners.** Another good publication available online is entitled “Living on the Coast: Protecting Investments in Shore Property on the Great Lakes” by the UW Sea Grant and the US Army Corps of Engineers.

**C.** In addition to NR 216 regulatory storm water management to limit pollutant discharge carried by storm water runoff into waterways, the DNR also supports a wide variety of voluntary storm water management activities. **The Town should consider applying for funding from the Urban Nonpoint Source and Storm Water and Targeted Runoff Management Runoff Grant Programs.**

The Urban Nonpoint Source & Storm Water (UNPS&SW) Management Grant Program offers competitive grants to local governments for the control of pollution from diffuse urban sources that is carried by storm water runoff. Grants from the UNPS&SW Program reimburse costs of planning or construction projects controlling urban nonpoint source and storm water runoff pollution.

The Targeted Runoff Management (TRM) Grant Program offers competitive grants for local governments for the control of pollution that comes from diffuse sources, also called “nonpoint source (NPS)” pollution. Grants from the TRM Program reimburse costs for agricultural or urban runoff management practices in targeted, critical geographic areas with surface water or groundwater quality concerns.

**D. Continue to coordinate with the Sheboygan River Basin Partnership, similar groups, and individuals on their efforts to improve Willow Creek in the Town of Sheboygan,** such as replacing culverts to improve fish passage, which was recently done at the southern end of Greendale Road. A watershed plan for the creek identified the following initiatives:

- Promote low-impact development practices and identify a demonstration project.
- Restore floodplain and wetland habitats.
- Implement infiltration projects on municipal and DOT properties.

- Replace culverts to improve fish passage.
- Complete shoreline stabilization and in-stream habitat improvements.
- Conduct annual water quality monitoring with local volunteers.
- Develop educational materials and promote watershed protection and restoration projects.
- Consider watershed scale water quality improvements and pollution trading.
- Control invasive plant species with focus on buckthorn and giant reed grass..

**E. Continue to cooperate with the Sheboygan County Planning & Conservation Department as it works with landowners in the Town to implement Wisconsin’s new performance standards for agriculture and non-agriculture nonpoint pollution sources.** (See page 17 of this Addendum for a list of the standards.)

**F. Consider supporting a voluntary well water testing program in the Town of Sheboygan coordinated by UW-Extension in 2021.** Specifically, the Town should be open to offering temporary building space for sampling kit pickup and return, and meeting space for any follow-up results/educational meeting. Assistance in promotional efforts via the Town newsletter and/or website would also be appropriate.

**F.** *A Field Guide to Terrestrial Invasive Plants in Wisconsin*, published by the Wisconsin DNR, is a pocket-size booklet that contains photos, descriptions, and control strategies for invasives.

**Encourage the use of this booklet and consider linking to it on the Town’s website.**

<https://dnr.wi.gov/topic/invasives/documents/wi%20inv%20plant%20field%20guide%20web%20version.pdf>

Plant materials from Town of Sheboygan property owners are accepted at a contracted site. Since proper handling of these materials is important, invasive plants should be put in bags and kept separate from other yard waste to help prevent the spreading of these plants.

Although there is a program available to help private landowners with the costs of invasive species control that is offered by the WDNR (the Wisconsin Forest Grant Landowners Program), a WDNR Aquatic Invasive Species Control Grant was awarded to the Ozaukee Washington Land Trust to coordinate treatment of certain invasive plant species on the properties of willing landowners in the Sheboygan and Ozaukee County lakeshore area during 2017-2019. It is expected that the land trust will apply for future grant funding to continue the effort. As of October 2019, 51 out of 104 landowners contacted by the treatment team have given permission for treatment of their property.

**The Town should continue to support efforts to reach the remaining landowners.**

Also, **consider updating the Town’s Nuisance Ordinance to help control the future spreading of invasive plant species (i.e., “noxious weeds”)**, especially in consideration of the expense and effort associated with the three-year treatment project.

**G. Continue to periodically review covenants and conditional use permit requirements for businesses to ensure they remain appropriate as businesses expand, add employees, and attract more customers.** As businesses grow they may need more parking and loading space; their hours of operation may need to be extended; and impacts such as noise and traffic may naturally increase. The Town should strive to work with businesses so they are not penalized by their growth, but at the same time continuing to protect public health, safety, and welfare.

**H. Implement a “Land Use Intensity Scale” to provide more flexibility in decision making.**

The Town of Sheboygan may choose to review and approve, without going through the statutory plan/map amendment process, any development proposal for a use that is less intensive than that which is specified on the Potential Land Use Map—but only if the development proposal is found to be appropriate under the goals and policies set forth in the *Town of Sheboygan 20-Year Comprehensive Plan* and related Town ordinances.

For example, if the Potential Land Use Map indicates an industrial designation for a particular parcel, then a less intensive use, such as commercial, may ultimately be approved for the parcel without amending the comprehensive plan. The intensity range of land uses shall be as follows, with 1 being the most intensive and 14 the least intensive:

Intensity Rank	Type of Land Use
1	Commercial/Business & Light Manufacturing
2	Multi-Family Residential & Commercial/Business & Light Manufacturing
3	Commercial/Business
4	Multi-Family Residential & Commercial/Business
5	Intensive Agriculture
6	Governmental/Institutional
7	Transportation, Communications, or Utility*
8	Intensive Recreational (e.g., athletic fields, arenas, ATV parks)
9	Single-Family Residential on ½ acre Lots & Two-Family & Multi-Family
10	Hobby Farm Agricultural
11	Single-Family Residential on ½ acre or Larger Lots
12	Single-Family Residential on 1 acre of Larger Lots
13	Passive Recreational (e.g., neighborhood parks, bike/ped trails)
14	Open Space/Green Space

*\* The Intensity Rank of 7 only refers to large-scale, stand-alone transportation, communication, or utility uses. Smaller transportation, communication, or utility uses (e.g., streets, parking, utility pedestals, etc.) that are integrated with and commonly associated and constructed with new industrial, commercial, or similar development are not considered more intensive than the new development they are a part of, and therefore do not require a Plan amendment to be approved.*

## CORRECTIONS

With the adoption of this 2019 Addendum, the following changes are made to the *Town of Sheboygan 20-Year Comprehensive Plan*. (Strikethroughs are deletions and underlines are additions to the *Plan*.) Note: The lack of a correction does not necessarily indicate the remainder of the *Plan* is error-free.

Page 9-5:

~~Develop and distribute, either directly or through area realtors, a “Rural Code of Conduct that outlines the traditional community norms and expectations for residents. Ongoing~~

Page 9-6:

Develop plans to protect cultural areas, upgrade and maintain them as needed to meet the needs of the tourism industry and surrounding community. ~~Ongoing~~ As needed

Page 9-7:

The Town of Sheboygan will ~~explore~~ remain open to a variety of growth management options. Ongoing

Page 9-8:

When possible, cooperate with adjacent units of government on future developments adjacent to the Town boundaries. Ongoing

Page 9-8:

With rare exceptions, continue to require that all new subdivisions have walking paths. Ongoing

Page 9-15:

In lieu of a formal boundary agreement, consider establishing a formal policy to use the 20-Year Potential Land Use Maps in the comprehensive plans of the Village of Kohler, City of Sheboygan, and Town of Sheboygan to provide official guidance for growth patterns in the transition areas between municipalities. Ongoing

Page 9-15:

Ideally, the Town of Sheboygan and City of Sheboygan will communicate when updates to transportation plans, land use maps, census data, and other miscellaneous plans are suggested or made. Ongoing

Page 9-15:

Consider meeting ~~Meet~~ with neighboring municipalities regarding a boundary agreements and extraterritorial jurisdictions. Ongoing

Page 9-15:

To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure ~~will~~ may be mutually established by the Towns of Sheboygan, Lima, Plymouth, Sheboygan Falls, and Sheboygan County with any willing neighboring community within two years of adoption of the respective comprehensive plans. This process will be facilitated by Sheboygan County UW-Extension or similar organization. ~~Mid-Term~~ Long-Term

Page 9-16:

~~Establish a regular and ongoing (at least annual) intergovernmental forum~~ Meet periodically with nearby local governments to discuss boundary issues, shared service opportunities, and any other items of mutual concern. Such a meeting will be facilitated by UW-Extension or similar organization. Representatives from the selected neighboring municipalities shall at least include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community. Recommendations resulting from these joint meetings will be brought back to the appropriate governmental bodies for final review and consideration. ~~Ongoing~~ As Needed

Page 9-18:

~~The Town's 20-Year Potential Land Use Map will designate sufficient land areas to meet the acreage projections in Figure 8.5.~~ Ongoing

Page 9-19:

When appropriate, the Town will work with landowners interested in developing or redeveloping their properties. Ongoing

In addition, “Figure 8.2 – Town of Sheboygan Land Use Amount and Intensity, March 2002” shall be considered to no longer be a part of the Comprehensive Plan due to significant inaccuracies as a result of inadvertently including land use totals from the Village of Kohler in the inventory.

Further, “Figure 8.5 – Land Use Projections for the Town of Sheboygan in Five-Year Increments,” which was based on the inaccurate totals of Figure 8.2, shall also be considered removed from the Comprehensive Plan.

## **FUTURE UPDATING**

Anytime a significant amendment is made to a community’s adopted comprehensive plan, such an amendment may be considered to be an “update” that begins the 10-year count anew. Nevertheless, at some point, due to substantial changes inside and/or outside a community, it becomes advisable to do a comprehensive update. Although an addendum was an appropriate choice for updating the 20-Year Comprehensive Plan in 2019, it is likely that a new comprehensive plan will be warranted by 2029.