

CHAPTER 1 – INTRODUCTION: ISSUES AND OPPORTUNITIES

STATE PLANNING ENABLING LEGISLATION

This Comprehensive Plan is the initial plan for the Town of Lima, Sheboygan County, Wisconsin. This Plan meets the requirements of Wisconsin’s comprehensive planning law (1999 Wisconsin Act 9) and was adopted on December 14, 2009 under the authority granted by Section 66.1001 of the Wisconsin Statutes.

This Comprehensive Plan is a policy document containing guidance and specific recommendations as to how and where future conservation, growth, and development should occur within the Town, and what level of services should be provided. This Plan should be consulted when the Town makes decisions regarding land use and other issues impacting development and quality of life in the Town. Specifically, beginning on January 1, 2010, decisions regarding the following must be consistent with the principles and guidelines established in this Comprehensive Plan:

- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

HISTORY AND DESCRIPTION OF PLANNING AREA

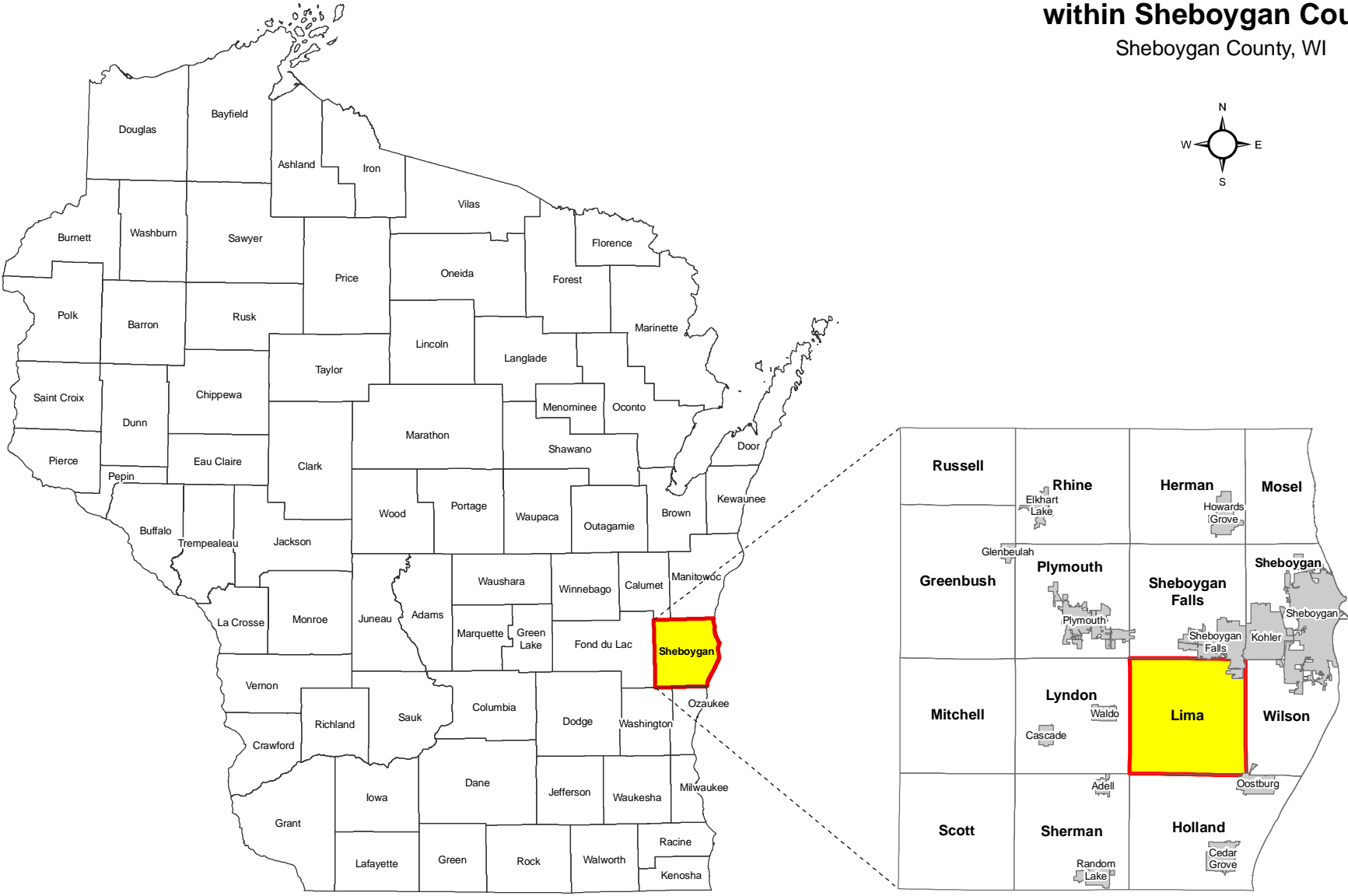
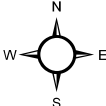
Settlement in the Town of Lima began before Wisconsin became a state. In 1836, the Gibbs brothers were the first permanent settlers in the Town of Lima. They settled in the area now known as Gibberville. The Town was named Lima, thanks to Hiram Humphrey in 1850, when it separated from Sheboygan Falls. The soil in the Town of Lima was of high interest to early prospectors, as it promised to produce good crops for early settlers.

Before 1849, the Town of Lima was called Wakefield and later Wheat Valley. The Town was part of a larger township known as the Town of Gibberville and a precinct of Sheboygan Falls. However, in 1850, Lima became their own organized town. There were many churches and cheese factories built throughout the Town of Lima during the 1800s. At one point, there were 17 cheese factories in the Town. By 1850, the Town of Lima had built seven rural public schools to serve 229 students. Some of the old school buildings have been demolished, while others have been remodeled into homes. The Lima Center School, at five corners, has become the current Town Hall.



Figures 1.1, 1.2 and 1.3 illustrate the location of the Town of Lima within Sheboygan County, the project area and an orthophotograph of the Town, respectively.

Figure 1.1
General Location of the Town of Lima
within Sheboygan County
 Sheboygan County, WI

















Source : WiDNR & Sheboygan County

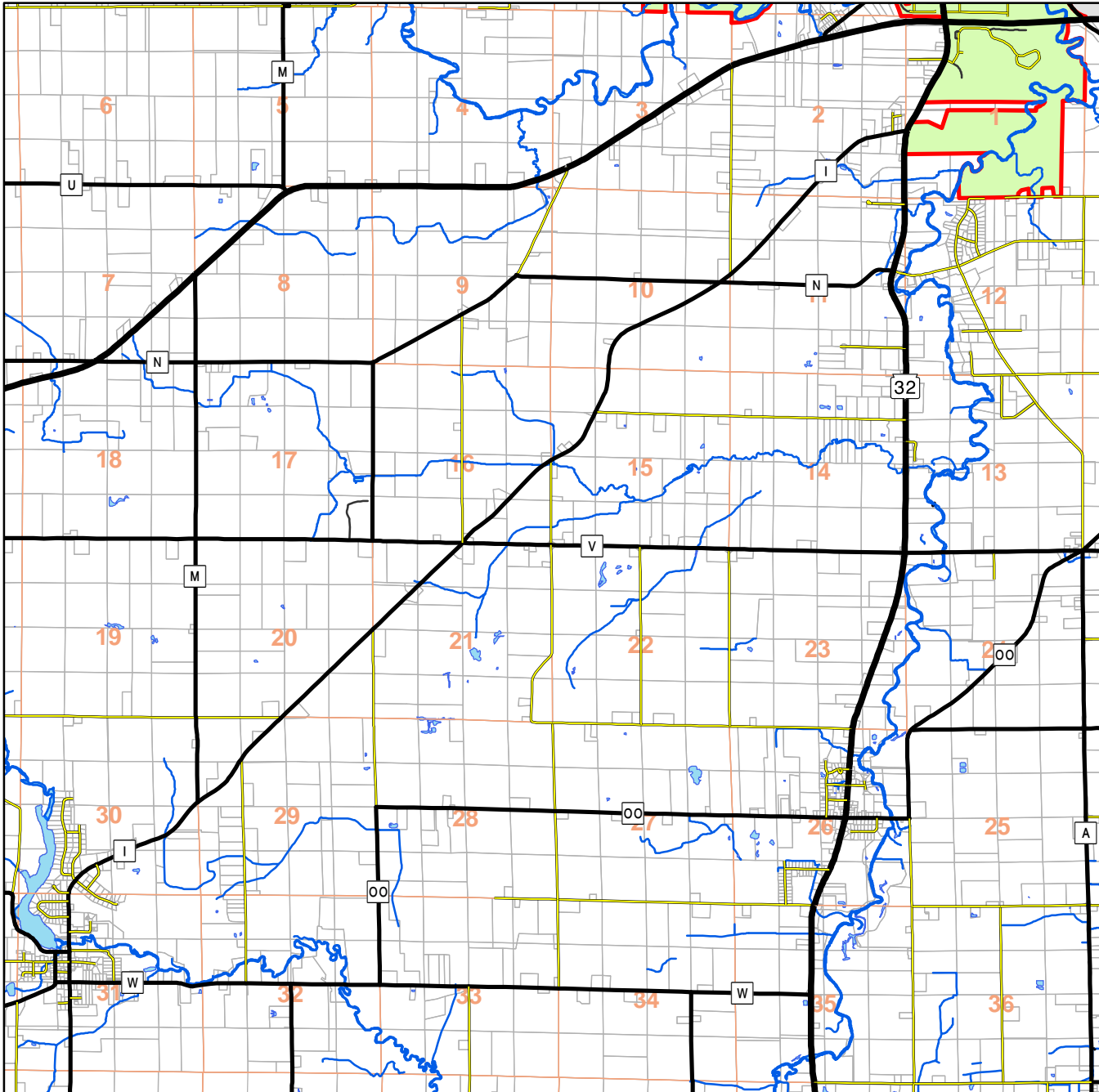
Prepared for the Town of Lima by the Sheboygan County Planning Department

Figure 1.2 Project Area Town of Lima

Sheboygan County, WI

Legend

-  City of Sheboygan Falls
-  Village of Kohler
-  Parcels
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



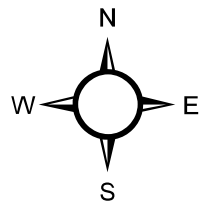
Source : Sheboygan County

Prepared for the Town of Lima by the
Sheboygan County Planning Department

Figure 1.3
2008 Orthophoto
Town of Lima
 Sheboygan County, WI



- Legend**
- City of Sheboygan Falls
 - Village of Kohler
 - Village of Oostburg
 - State Hwy
 - County Road
 - Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Rivers, Streams
 - Road / Bridge
 - Section Lines
 - Lakes



1 " equals 3,400 '
 3,400 1,700 0 3,400 Feet

Prepared for the Town of Lima by the
 Sheboygan County Planning Department

Source : Sheboygan County

The Town of Lima includes two unincorporated villages, Hingham and Gibbsville. Hingham established a church in 1860 and sawmill in the 1830's. Gibbsville was founded in 1836 by three Gibbs brothers. The Gibbsville post office was established on December 21, 1846.

As of January 1, 2007, the Town of Lima had an estimated population of 2,962 and encompassed an area of approximately 22,900 acres. Known for its gently rolling, rural farmlands and country atmosphere, the Town is located in southeastern Sheboygan County, adjacent to the Town of Wilson to the east, Town of Holland to the south, Town of Lyndon to the west, Town of Sheboygan Falls to the north, Town of Sherman to the south-west and the Town of Plymouth to the north-west. The town of Lima is also adjacent to the Villages of Kohler to the north-east and Oostburg to the south-east, and the City of Sheboygan Falls to the north.

COMMUNITY COMPREHENSIVE PLANNING PROCESS

The five-member Town of Lima Board, having decided to oversee a community planning process, partnered with Sheboygan County, the Towns of Plymouth, Sheboygan and Sheboygan Falls and received a state planning grant in 2008. Funding was also provided by the Sheboygan County Stewardship Fund. The Stewardship Fund dollars were kept in a separate local fund and used solely for planning-related activities.

The Town favored an “issues driven” planning approach to best fit the Town’s needs. The Board agreed to focus primarily on the most critical issues identified during the public participation process for each of the nine elements outlined in Chapter 66.1001 of the state statutes. Maps, data, text, and other technical support during the plan writing were provided by the Sheboygan County Planning & Resources Department, Sheboygan County UW-Extension and the Bay-Lake Regional Planning Commission. The Town Board, Town Clerk and members of Town Plan Commission met regularly with staff from these entities to review draft chapters, provide feedback, and work toward final plan adoption. The Town of Lima Plan Commission was kept up to date on the process and ultimately gave its recommendation to the Board.

PUBLIC PARTICIPATION

The Town worked extensively with Sheboygan County UW-Extension, encouraging public participation in a variety of ways to ensure the Town’s comprehensive plan would address as much as possible the needs of local residents. In accordance with state requirements, the Town adopted a Public Participation Plan by resolution on January 14, 2008.

Visioning Process

Sheboygan County UW-Extension coordinated a thorough visioning process that included 1) a nominal group process with Town officials to identify community issues, 2) a community-wide citizen opinion survey to obtain citizen input, 3) creation of vision and goal statements, and 4) a second survey of residents to confirm the “final” vision and goal statements.

Issue Identification

Having done a town-wide opinion survey in 2003, with a response rate to this survey of 31.7%, the results were grouped by element and turned into draft vision and goal statements by Sheboygan County Planning and Resources and Sheboygan County UW-Extension staff. A second survey of the Town Vision and Goal statements was sent in February 2009. There was a 39.9% response rate to this survey.

Citizen Opinion Survey

About 32% of the 2003 citizen opinion surveys, which were mailed to every household, were returned. Key findings included:

- 48.4% of respondents favored a “mixed agricultural/residential community, followed by 45.5% favoring a “rural, agricultural community.” No other category scored above five percent.
- 82.3% favored growth at the current rate or slower.
- Single-family housing was by far the most preferred type of housing.
- The overall level of satisfaction with services provided by the Town was very high.

There were also literally hundreds of written comments submitted along with the regular checked responses.

See Appendix 1 for survey results.

Draft Vision & Goal Statements

Based directly on all of the previously described input, “draft” vision and goal statements were created and reviewed by the Sheboygan County Planning and Resources Department, Sheboygan County UW-Extension and the Town of Lima Board, and members of the Town Plan Commission.

Key Stakeholder Input

Early in 2003, the Town of Lima Board and Plan Commission met with key stakeholders from the Town of Lima to discuss the future planning for the Town. Those in attendance included the Town Board & Plan Commission members, real-estate agents, large & small farmers, business owners and other local experts. From this meeting, key concerns for each of the Smart Growth elements were identified. The Town Plan Commission later met with Sheboygan County UW-Extension staff to form these ideas into Smart Growth survey questions. Results of this input impacted the preparation of the eventual comprehensive plan in a number of ways. See Appendix 2 for the issues identified and grouped by Smart growth Category at the meeting.

Survey to Confirm Vision and Goals

In February 2009, the vision and element goal statements for the Town of Lima were mailed to each household in the Town. Check boxes beneath each statement asked the recipient to indicate whether he or she agreed, disagreed, or had no opinion with the statement, and asked the respondents to comment. With a response rate of 39.9%, a total of 92.7% of respondents agreed with the vision statement. Overall agreement with all the goal statements averaged 82.3%. See Appendix 3 for results of this survey.

Final Vision Statement

The vision statement for the Town of Lima is as follows:

“We envision the Town of Lima as an area dominated by agriculture in harmony with a strong natural resource base. Situated between the two communities of Sheboygan Falls and Oostburg, the town does and will continue to provide a safe, quiet country atmosphere with friendly people. To preserve and maintain its uniqueness, careful planning is essential for continued slow, managed growth.”

Final Goals, Objectives, Policies, and Programs

Goals are broad statements that reflect the vision of a community (where do we want to be 10-20 years from now?). **Objectives** define goals with practical, concrete and specific terms (what will it look like when we get there?). **Policies** focus the intent of the governing body on moving forward (we’re committing to getting there). **Programs** describe specific actions that should take place (here’s how we get there).

Final Goal statements for the Town of Lima, as well as Objectives, Policies, and Programs for “Housing,” “Transportation,” “Utilities & Community Facilities,” “Agriculture, Natural & Cultural Resources,” “Economic Development,” “Land Use,” and “Intergovernmental Cooperation” can be found in Chapter 9 and in the respective chapters dedicated to each of these elements.

BACKGROUND INFORMATION-SUMMARY

Existing Conditions

Demographic Trends

The next few pages contain data and brief analyses of basic demographic data for the Town of Lima. This type of data is helpful in understanding the makeup of the local population, which is important in the planning process. Factors such as age, education levels, income levels, employment characteristics, and housing stock may influence what a community has to consider when it looks at meeting the needs of its residents.

Gender

In 1990, the number of males in the Town of Lima was almost 5% more than the number of females. However, by 2000, the gender gap between males and females decreased.

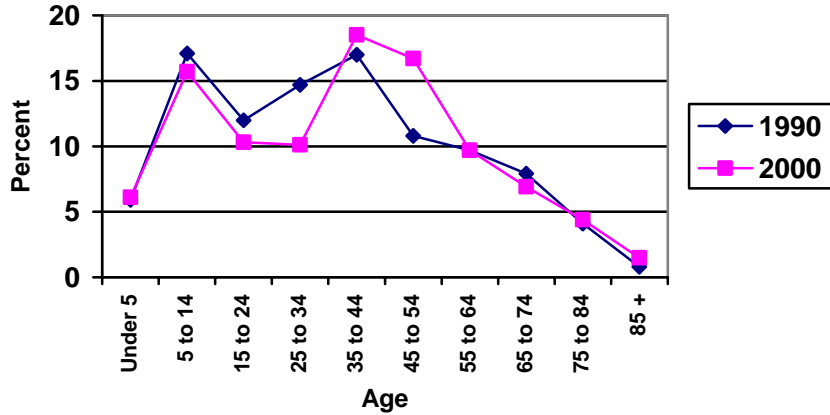
		1990		2000	
		number	percent	number	percent
Male		1,391	51.2%	1,497	50.8%
Female		1,324	48.8%	1,451	49.2%
Total		2,715	100.0%	2,948	100.0%

Age Distribution

Below in Figure 1.5, the age distribution graph shows similar population distributions from ages 0 to 24 and ages 65 and older when comparing 1990 to 2000. There is a greater percentage of population ages 35 to 54 in 2000 than was seen in 1990. This could be for several reasons, most likely the aging of “baby boomers.”

Figure 1.5

**Percentage of Total
Town of Lima Population**
Source: U.S. Census Bureau



Education Levels

There was a marked increase in the basic educational attainment of residents within the Town from 1990 to 2000. In 1990, the percentage of Town of Lima residents with less than a high school diploma was 23.1%. By 2000, that percentage had declined to 15.9%. This is comparable with percentages in Sheboygan County of 22.6% in 1990 and 15.6% in 2000. The percentage of residents obtaining a bachelor’s or graduate degree in the Town of Lima increased nearly forty-percent, from 9.8% in 1990 to 13.7% in 2000. See Figure 1.6 below for a comparison.

Figure 1.6 – Educational Attainment (residents 25 years and over), Town of Lima

	1990	2000
Less than 9 th grade:	12.9%	5.6%
9 th to 12 th grade, no diploma:	10.2%	10.3%
High school graduate (includes equivalency):	48.1%	42.6%
Some college, no degree:	12.4%	18.9%
Associate degree:	6.6%	8.8%
Bachelor’s degree:	6.1%	11.2%
Graduate or professional degree:	3.7%	2.5%

Educational Attainment (residents 25 years and over), Sheboygan County

	1990	2000
Less than 9 th grade:	10.8%	5.8%
9 th to 12 th grade, no diploma:	11.8%	9.8%
High school graduate (includes equivalency):	41.6%	39.9%
Some college, no degree:	15.0%	19.7%
Associate degree:	7.1%	6.9%
Bachelor’s degree:	9.9%	12.8%
Graduate or professional degree:	3.8%	5.1%

Source: U.S. Census Bureau

Income Levels

In 1999, 19.8% of Lima households were in the lower income bracket (\$34,999 or less), compared to 22.6% of households in all Towns in Sheboygan County (See Figure 1.7). There were 72.1% of households in the middle income bracket (\$35,000 to \$99,999), compared to 64.7% in all towns and 56.9% in the Sheboygan County average. There were a smaller percentage of upper income households (\$100,000+) in Lima (8.2%) than in the average town (12.8%).

Annual Income	Town of Lima	Town Average	Sheboygan County
Less than \$10,000:	0.6%	2.0%	4.9%
\$10,000 to \$14,999:	2.6%	3.3%	5.2%
\$15,000 to \$24,999:	6.2%	7.9%	12.1%
\$25,000 to \$34,999:	10.4%	9.4%	13.2%
\$35,000 to \$49,999:	24.5%	18.1%	19.5%
\$50,000 to \$74,999:	30.8%	30.5%	26.2%
\$75,000 to \$99,999:	16.8%	16.1%	11.2%
\$100,000 to \$149,999:	6.7%	8.6%	5.2%
\$150,000 to \$199,999:	0.7%	2.2%	1.2%
\$200,000 or more:	0.8%	2.0%	1.3%

Source: U.S. Census Bureau

In Figure 1.8, the annual median household income for Town of Lima households were slightly lower than most other towns within Sheboygan County.

Township	Annual Median Household Income
Lima	\$53,023
Greenbush	\$54,118
Herman	\$51,875
Holland	\$57,419
Lyndon	\$56,121
Mitchell	\$56,875
Mosel	\$55,833
Plymouth	\$61,038
Rhine	\$62,500
Russell	\$51,250
Scott	\$51,771
Sherman	\$52,375
Sheboygan	\$60,846
Sheboygan Falls	\$50,489
Wilson	\$59,241
Town Average	\$55,652

Source: U.S. Census Bureau

Employment Characteristics

For the period 1990 to 2007, the civilian labor force in Sheboygan County increased 18.6%, from 55,935 to 66,337; the number of unemployed increased nearly 17%, from 2,298 to 2,683; and the number of employed increased by 18.7%, from 53,637 to 63,654. The unemployment rate experienced a high of 5.5% in 1991 and low of 2.0% in 1999.

Figure 1.9 shows that in 2000, the majority of the people in the workforce in the Town of Lima were employed in the manufacturing industry, 37.8%. This was up slightly from 1990, 35.8%. The education/health/social services sector came in second, increasing from 13.7% in 1990 to 16.0% in 2000. The retail trade industry was the third largest and showed the largest decline, dropping from 15.8% of total employment in 1990 to 9.9% in 2000. The farming, forestry, fisheries and mining industry also experienced a decline, dropping from 7.5% in 1990 to 4.8% in 2000. While this data represents what the primary industry of employment is, it should be noted that many more persons are involved in agricultural related occupations, but on a part-time or limited/second income basis.

Sources: U.S. Census Bureau and Department of Workforce Development

Figure 1.9 – Percentage and Number of Employed Persons by Industry, 1990 and 2000		
Town of Lima		
Occupation	1990	2000
Manufacturing	35.8% (446)	37.8% (615)
Educational, Health, Social Services	13.7% (170)	16.0% (261)
Farming, fishing, forestry and mining	7.5% (93)	4.8% (78)
Retail trade	15.8% (197)	9.9% (162)
Construction	7.7% (96)	7.7% (125)
All Other Industries	19.5% (243)	23.8% (388)

Source: U.S. Census Bureau

Forecasts

Population

Using a linear projection method, which uses historical population trends to indicate population changes in future time periods, future population levels have been projected for the Town of Lima and Sheboygan County. As shown in Figure 1.10, the population for the Town of Lima is projected to increase slightly from 2010 to 2025, at a rate of 8.8% at 2025. Figure 1.11 shows that during this same time period the population in Sheboygan County is projected to increase 8.9%. This forecast is generous in comparison to the recent history of growth rates in the Town of Lima.

Population forecasts, as stated above, are based on historical trends and are subject to revision. Many factors, such as changes in policies, housing availability, and economic development can have a substantial effect on population trends.

Figure 1.10 – Population Forecast, Town of Lima				Percent change
2010	2015	2020	2025	2010-2025
3,115	3,206	3,300	3,389	+8.8%

Figure 1.11 – Population Forecast, Sheboygan County				Percent change
2010	2015	2020	2025	2010-2025
119,411	122,921	126,540	130,018	+8.9%

Source: Wisconsin Department of Administration, 2005

Households

As shown in Figure 1.12, the number of households in the Town of Lima is projected to increase slightly from 2010 to 2025, at a average rate of about 5 housing units per year.

Year	Total Households Projected by WisDOA	Cumulative New Households Projected Since 2000 Census
2010	1,084	76
2015	1,110	102
2020	1,134	126
2025	1,156	148

Source: Wisconsin Department of Administration

Employment

The Wisconsin Department of Workforce Development created the *Bay Area Workforce Development Area Profile, 2002-2012*, a projection for industries, occupations, and the labor force. These projections are for the total number of nonfarm jobs in the ten county Bay Area, which includes Sheboygan County (see Figure 1.13). According to the profile, overall employment is projected to grow almost 12% between 2002 and 2012. The education and health services sector is projected to show the largest numeric employment growth adding 12,620 jobs, over one-third of the total growth. Manufacturing is currently the largest employing industry sector in the region and will remain the largest industry sector in 2012; however, other industry sectors will continue to close the gap over the period. Occupations remaining in manufacturing are expected to continue 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 the availability of new technologies.

Industry Title	Employment		Ten-year change	
	2002 Estimate	2012 Projected	Numeric	Percent
Total Non-farm Employment	302,080	338,060	35,980	11.9%
Construction/Mining/Natural Resources	15,820	19,170	3,350	21.2%
Manufacturing	77,690	78,180	490	0.6%
Paper Mfg	9,900	8,520	-1,380	-13.9%
Plastics and Rubber Products Mfg	5,450	6,640	1,190	21.8%
Transportation Equipment Mfg	5,470	5,860	390	7.1%
Trade	42,270	46,840	4,570	10.8%
Building Material, Garden Equipment, Supplies Dealers	3,000	3,550	550	18.3%
Transportation and Utilities (Including US Postal)	15,760	17,900	2,140	13.6%
Financial Activities	15,120	16,990	1,870	12.4%
Education and Health Services (Including state & local govt. ed. & hosp.)	50,170	62,790	12,620	25.2%
Ambulatory Health Care Services	9,890	13,860	3,970	40.1%
Hospitals (Including state & local govt.)	11,150	13,590	2,440	21.9%
Leisure and Hospitality	27,360	30,950	3,590	13.1%
Information/Prof Services/Other Services	38,510	45,150	6,640	17.2%
Government (excluding USPS, state, local govt. ed. and hosp.)	19,390	20,100	710	3.7%

Source: Wisconsin Department of Workforce Development