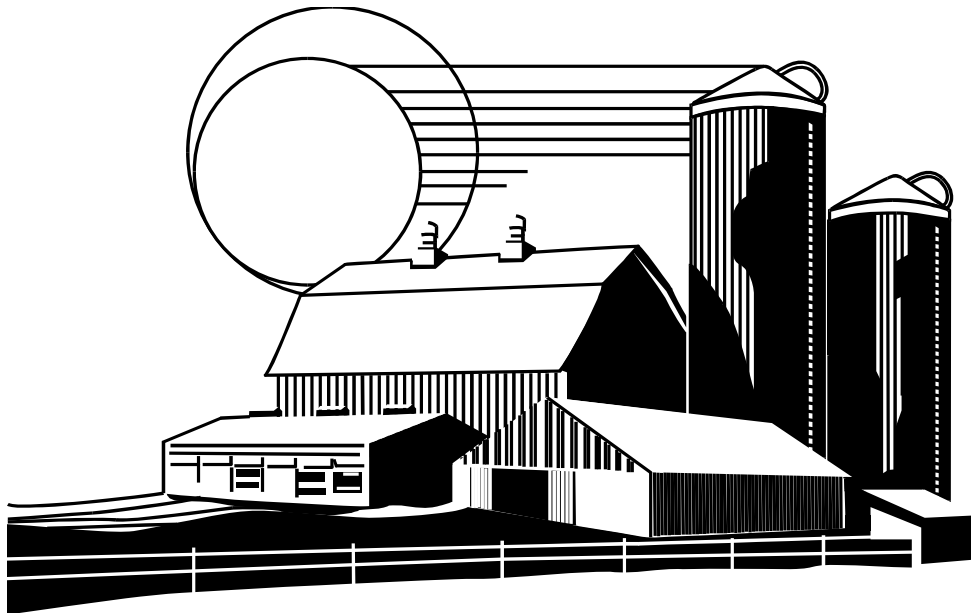


TOWN OF LIMA
Sheboygan County, Wisconsin
20-Year Comprehensive Plan



December 2009
Final

Acknowledgements

TOWN OF LIMA SHEBOYGAN COUNTY, WISCONSIN

| | |
|-------------------------|----------------|
| CHAIRMAN: | William Jens |
| CLERK/TREASURER: | Teresa Stengel |
| SUPERVISORS: | Alan Bosman |
| | James Heinen |
| | Allen Price |
| | Bryon Schaefer |

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**Town of Lima
20-Year Comprehensive Plan
2009-2029**

RESOLUTION No. 11.23-09

**TOWN OF LIMA PLAN COMMISSION RESOLUTION
ADOPTING COMPREHENSIVE PLAN**

WHEREAS, it is the duty and function of the Town of Lima Plan Commission, pursuant to Section 66.1001(4)(b) of the *Wisconsin Statutes*, to prepare or amend a comprehensive plan for the Town of Lima; and

WHEREAS, the Town of Lima requested the assistance of the Sheboygan County Planning Department and the Sheboygan County UW-Extension to help develop a comprehensive plan for the Town; and

WHEREAS, the Town of Lima partnered with Sheboygan County and the Towns of Plymouth, Sheboygan, and Sheboygan Falls in the preparation of this plan; and

WHEREAS, the Town of Lima received funding for the preparation of this plan as part of the County's Multi-Jurisdictional Wisconsin Department of Administration Comprehensive Planning Grant; and

WHEREAS, the aforementioned forecasts, inventories, analyses, goals, comprehensive plan, and implementation recommendations are set forth in a document entitled *Town of Lima 20-Year Comprehensive Plan, Sheboygan County, Wisconsin*; and

WHEREAS, the Town of Lima approved public participation activities to acquaint residents, landowners, and local government officials of the Town and neighboring communities with the plan recommendations, including a public hearing held on the 23 day of November 2009; and

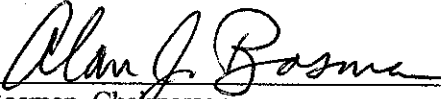
WHEREAS, the Town Plan Commission has carefully considered the plan over an extended period of time, including public statements and requests during the planning process, and has proceeded to incorporate, where deemed appropriate, changes to the recommended comprehensive plan; and

WHEREAS, the Town Plan Commission considers the plan to be a necessary guide to the future of the Town.

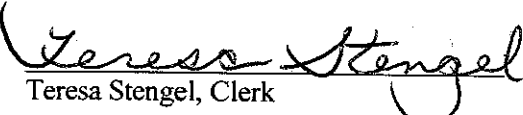
NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the *Wisconsin Statutes*, the Town of Lima Plan Commission hereby recommends the adoption or amendment of the *Town of Lima 20-Year Comprehensive Plan* as a guide for the future of the Town of Lima; and

BE IT FURTHER RESOLVED, that the Secretary of the Town of Lima Plan Commission transmit a certified copy of this resolution, after recording the action on the recommended plan, to the Board of Supervisors of the Town of Lima, Sheboygan County.

PASSED and ADOPTED this 23rd day of November, 2009, by the Town of Lima Plan Commission.


Alan Bosman, Chairperson

ATTEST:


Teresa Stengel, Clerk

Ordinance No. 2-09

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE
TOWN OF LIMA, WISCONSIN.**

The Town Board of the Town of Lima, Wisconsin, do ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) (for cities, villages, and towns exercising village powers under 60.22(3)) of the Wisconsin Statutes, the Town of Lima, is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Lima, Wisconsin has adopted written procedures designed to foster public participation in every state of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

SECTION 3. The Town of Lima has received funding for the preparation of this plan as part of the County's Multi-Jurisdictional Wisconsin Department of Administration Comprehensive Planning Grant, and has additionally partnered with the Towns of Plymouth, Sheboygan, and Sheboygan Falls.

SECTION 4. The Town partnered with the Sheboygan County Planning and Resources Department and Sheboygan County UW-Extension to prepare a comprehensive plan for the Town.

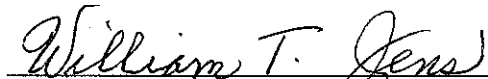
SECTION 5. The plan commission of the Town of Lima by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Town Board the adoption of the document entitled *Town of Lima 20-Year Comprehensive Plan*, containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 6. The Town has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

SECTION 7. The Town Board of the Town of Lima, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, *Town of Lima 20-Year Comprehensive Plan*, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 8. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and posting as required by law.

ADOPTED this 14th day of Dec., 2009


William Jens, Town Board Chair

(Published/Posted): 10-22-09

(Approved, Vetoed):


Attest: 
Teresa Stengel, Town Clerk

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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

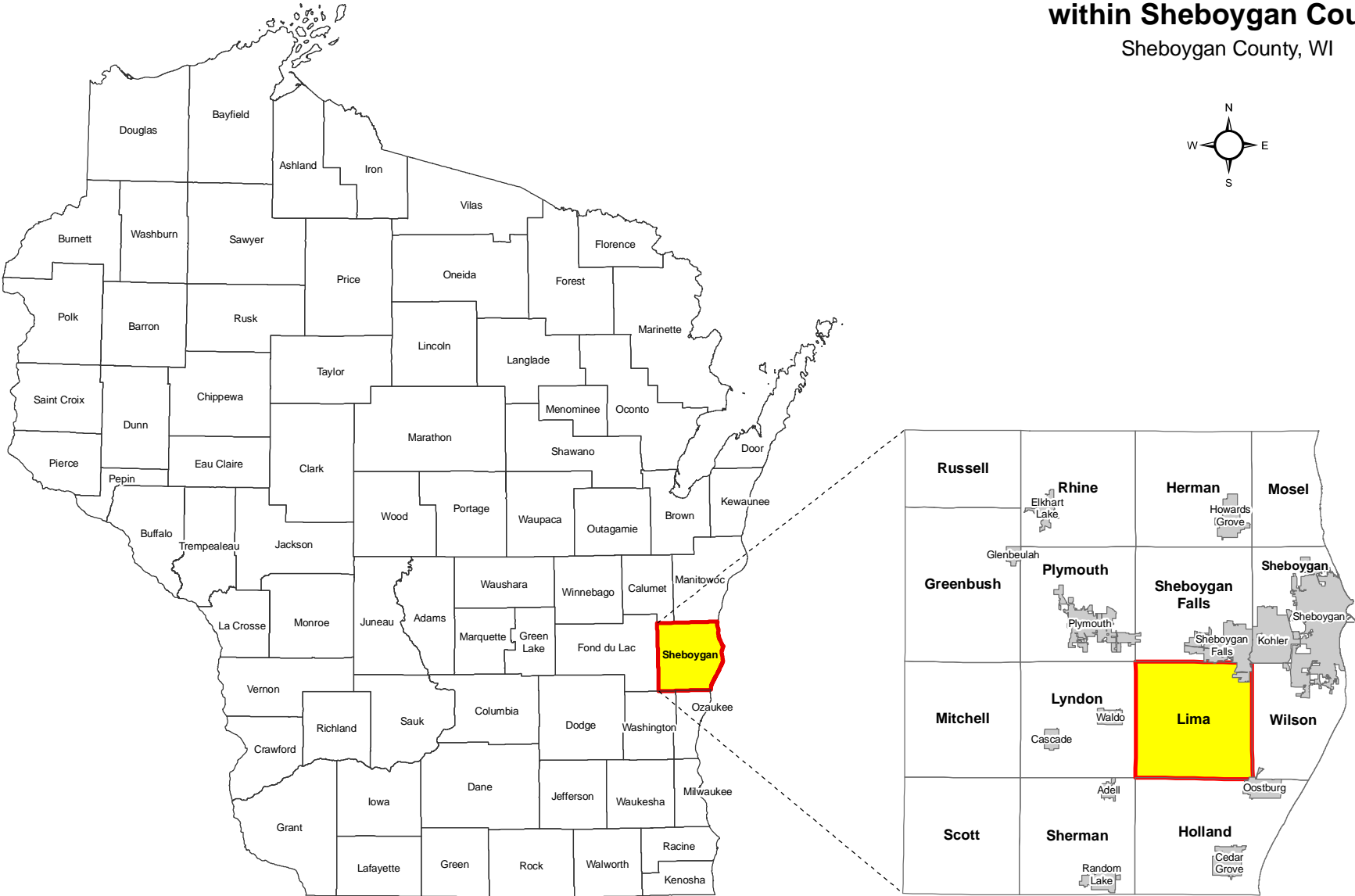
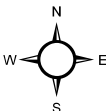
Settlement in the Town of Lima began before Wisconsin became a state. In 1836, the Gibbs brothers were the first permanent settlers in the Town of Lima. They settled in the area now known as Gibberville. The Town was named Lima, thanks to Hiram Humphrey in 1850, when it separated from Sheboygan Falls.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

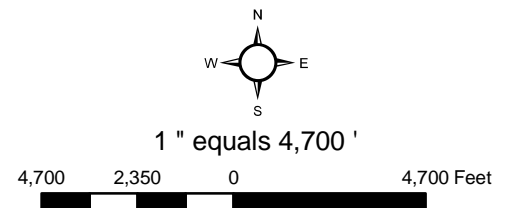
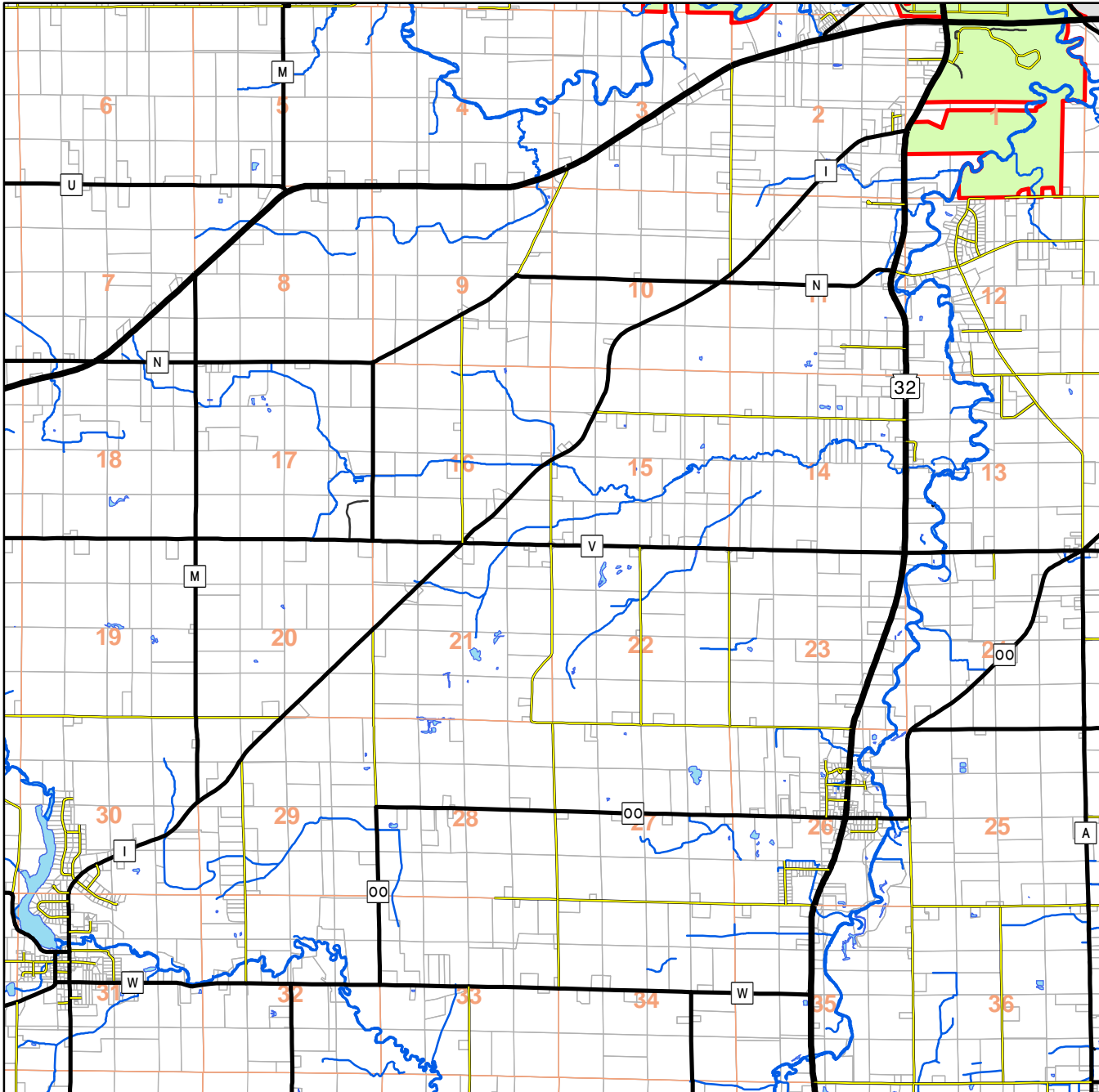
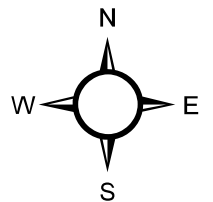


Figure 1.3
2008 Orthophoto
Town of Lima
 Sheboygan County, WI



- 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

Source : Sheboygan County

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

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.

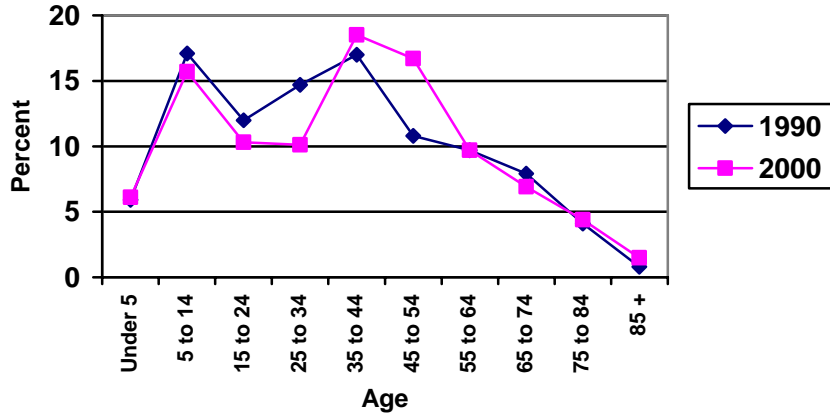
| | | 1990 | | 2000 | |
|--------------|--|--------------|---------------|--------------|---------------|
| | | number | percent | number | percent |
| Male | | 1,391 | 51.2% | 1,497 | 50.8% |
| Female | | 1,324 | 48.8% | 1,451 | 49.2% |
| Total | | 2,715 | 100.0% | 2,948 | 100.0% |

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

CHAPTER 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

INTRODUCTION TO THIS ELEMENT

Farming and farm-related businesses provide important contributions to many local economies. **Agriculture** is also significant because farmland and working farms dominate the rural landscape and help define local community identity and culture. Unfortunately, the state’s most productive soils are located in the southeastern third of the state where most population growth is occurring. This makes planning for agriculture essential.

Natural resources include a clean and abundant supply of groundwater and surface water; clean, safe air to breathe; and provide a natural landscape of terrestrial and aquatic habitats, such as forests, prairies and wetlands that are fundamental to a healthy and diverse biological community. Since these resources are limited, it is important to care for them, use them wisely, and avoid unplanned or poorly planned development patterns, which unnecessarily increase demand for water, land, and raw materials.

Cultural resources include historic buildings and structures as well as ancient and historic archeological sites. Preserving the unique history of a community helps build a “sense of place” and brings a long-term perspective that promotes stability and more careful decision making.



66.1001(2)(e)

Agricultural, natural and cultural resources element. A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources consistent with zoning limitations under 295.20(2)s. 295.20 (2), parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.

CHAPTER SUMMARY

Agriculture is the major land use within the Town of Lima, with a mix of small family and large farms, hobby farms, nurseries and specialty farming operations. Although the topography, climate, and soils are suitable for agriculture, economic factors and the Town’s proximity to a growing metropolitan area have increased the rate at which farmland has been converted to other uses. The unincorporated villages of Hingham and Gibbsville help encourage the continued health of agriculture in the Town of Lima by 1) encouraging residential development within or adjacent to these unincorporated villages, and 2) working with businesses and infrastructure that support

agriculture as appropriate. As much as possible, the Town’s agricultural areas should be preserved to maintain the agricultural community and open space valued by local residents.

Natural resources play a major role in the Town of Lima primarily due to the abundant open space, wetlands, scattered woodlands, numerous creeks, and potential non-metallic mining resources. Continued efforts should be made to protect the Town’s groundwater and natural resources, especially in ways that emphasize voluntary landowner participation and do not impose burdens on the Town taxpayers.

Cultural resources are limited in the Town of Lima due to its small population. While local officials would seldom discourage private investments in cultural resource inventorying or preservation, public investments are unlikely due to limited funds. It is hoped that private organizations will continue to play an active role in helping to catalog and preserve the artifacts and sites that make the Town of Lima unique.

INVENTORY

Climate

The data in Figure 2.1 was derived from observations at the Plymouth weather station, latitude 43°45' N, longitude 87°59' W, elevation 865 ft. Data for the Town of Lima is not officially compiled.

| Figure 2.1 – Local Weather Data | | | | | | | | | | | | |
|--|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|
| Climate Normals | Jan | Feb | Mar | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec |
| Daily High (F°) | 25.7 | 30.3 | 40.9 | 55.1 | 68.0 | 77.4 | 82.2 | 79.8 | 71.5 | 59.3 | 44.4 | 30.4 |
| Daily Low (F°) | 9.2 | 13.3 | 23.6 | 34.4 | 44.1 | 54.1 | 59.9 | 58.3 | 50.6 | 40.3 | 29.0 | 15.5 |
| Growing Degree Days* | 0 | 1 | 25 | 118 | 303 | 483 | 640 | 590 | 377 | 165 | 31 | 3 |
| Precipitation (in) | 1.25 | 1.19 | 2.44 | 3.35 | 3.59 | 3.63 | 3.64 | 4.33 | 4.65 | 2.95 | 2.80 | 2.15 |
| Snowfall (in.) | 14.1 | 12.3 | 11.5 | 3.0 | 0.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.2 | 4.7 | 15.1 |
| Sunshine (%) | 45 | 48 | 51 | 53 | 60 | 65 | 68 | 65 | 59 | 53 | 39 | 38 |

**GDD are used by horticulturists to predict the date that a flower will bloom or a crop reach maturity. GDD are calculated by taking the average of the daily maximum and minimum temperatures and subtracting a base temperature, typically 50° F, or a temperature based on the lifecycle of a particular plant in question.*

Suitability for agriculture

About two-thirds of the annual precipitation falls during the growing season. It is normally adequate for vegetation, although drought conditions are becoming more and more frequent. The climate is most favorable for dairy farming; the primary crops are corn, small grains, hay, and vegetables.

The growing season averages 126 to 165 days, with a median growing season of 150 days. The average date of the last spring freeze varies from the first week to the last week of May, with a median date of last frost of May 11. The first autumn freezes occur in early to mid-October, with a median date of first frost of October 6. The mean date of first snowfall of consequence, an inch or more, occurs in early November. The snow cover acts as protective insulation for grasses, autumn seeded grains, and other vegetation.

Suitability for alternative energy

Climate is also a key factor in whether certain alternative energy sources are viable. While a detailed site assessment for the Town of Lima has never been done, Wisconsin Division of Energy computerized models indicate wind speeds for the area average 10-12 miles per hour at a height of 30 meters, which is a typical height for small private wind generators (in general, winds exceeding 11 mph are required for cost-effective installations). Computerized models indicate wind speeds average 15-16 miles per hour at a height of 60 meters, which is a typical height for large commercial wind turbines (in general, winds exceeding 13 mph are required for financially feasible projects). The highest average wind speeds generally occur from early November through late April.

The percentage of sunshine, as indicated in Figure 2.1, is insufficient for successful large scale energy production, which typically requires an average of at least 70% during the year. The average percent of sunshine for the area of 54% is adequate, however, for small scale home and business installations where the objective is to offset a portion of a building's energy demands.

Geology and Topography

Two different types of geologic settings, Quaternary geology and bedrock geology, characterize Sheboygan County. Quaternary geology refers primarily to the effects that continental glaciations have had on the region within the last 20,000 years, and to a lesser extent, the surface effects of more recent erosion and deposition. Bedrock geology refers to the much older, solid rock layers that lie beneath Quaternary sediments.

Bedrock Geology

The bedrock units underlying Sheboygan County range in age from Precambrian at depth, to Silurian at the surface. The oldest are impermeable crystalline rock of Precambrian age at depths that average more than 1,500 feet below the land surface.

Silurian dolomite, often referred to as Niagara, is the uppermost bedrock in Sheboygan County and reaches thicknesses up to 580 feet. Rocks underlying the Niagara dolomite are not visible in the County. Below the Niagara dolomite is a shale formation known as Maquoketa. It reaches a maximum thickness of 450 feet. The Maquoketa Shale overlies a dolomite formation, termed Platteville-Galena, which is approximately 500 feet in thickness. This rock formation, in turn, overlies Cambrian sandstones, which are 450 feet thick. All of these sedimentary rock formations overlie Precambrian igneous rocks.

Quaternary (Glacial) Geology

The last glacial ice of Quaternary glaciation, which left the planning area approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing material in lowlands created by pre-glacial erosion. Four types of Quaternary deposits are recognized within the region, including till, glaciofluvial sediments, shoreline deposits and organic deposits.

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

Unlike till, glaciofluvial sediments are sorted by particle size that delineates the stratification.

Glaciofluvial sediments were deposited in a fluvio-glacial environment involving glacial meltwater

flow. Each individual layer of glaciofluvial sediments are characterized by a given grain size, ranging from pebbles and cobbles to sand or finer.

Ground and end moraines are two types of topographic landforms found in the region that consist primarily of till. A ground moraine is an irregular surface of till deposited by a receding glacier. The steeper slope points in the direction from which the glacier advanced. An end moraine is an accumulation of earth, stones, and other debris deposited at a glacier's end stage.

At least one type of topographic landform consisting of glaciofluvial sediments occurs in some areas of the planning area. This type of topographic feature is an outwash plain, which is an apron of well sorted, stratified sand and gravel deposited by glacial meltwater. Glaciofluvial deposits, which contained large ice blocks that eventually melted, were pitted with depressions known as kettles. Glaciofluvial deposits of sand and gravel surround many drumlins; but these are often covered with a thin silt cap.

Topography

The Town has a relatively flat topography with many long views that help distinguish the Town for other locales. Elevations range from a low of about 630 feet above sea level near Ourtown to just over 850 feet along the western town border. The areas surrounding each unincorporated Village have relatively flat elevations changes, specifically directly east of Hingham and surrounding Gibbsville. These areas are also desirable for developers and valued by local residents for the open space. Figure 2.2 shows areas of steep slope (12 percent slope or greater) based on the soil characteristics in the Town of Lima.















Suitability for agriculture or development

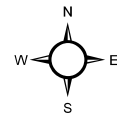
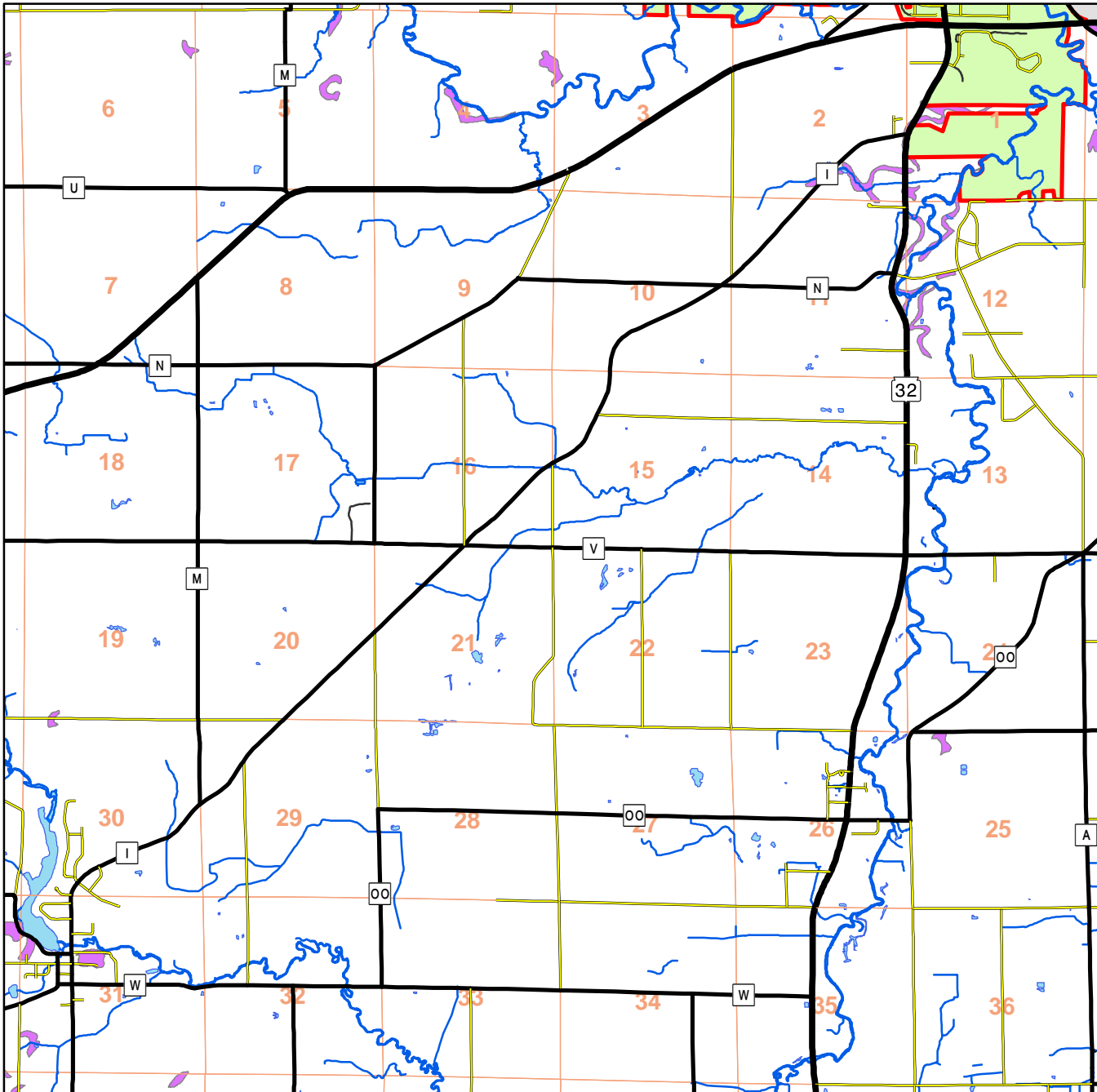
Slopes are slight and not generally constraining to agriculture or development. Areas where bedrock is close to the surface may pose difficulties for crop based agriculture, for septic systems, and for structures intended to include basements or underground infrastructure.

Figure 2.2 Steep Slopes Town of Lima

Sheboygan County, WI

Legend

-  Areas of 12% or greater Slope
-  City of Sheboygan Falls
-  Village of Kohler
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 4,700'



Soils

There is a variety of soils in the Town of Lima. The entire Town is comprised of the Kewaunee-Manawa association, which is made up of well drained to somewhat poorly drained soils that have a subsoil of clay loam to clay. The Kewaunee- Manawa soils are found over loam or silty clay loam glacial till. Figure 2.3a, shows all soil types in the Town of Lima. Figure 2.3b shows the soil type symbols and names.

The Kewaunee soil series is located evenly throughout the Town of Lima and occupies about 32% of land area in the town. This soil is nearly level and well drained or moderately well drained. Permeability is moderately slow. This soil is moderately well suited for crop production and the majority of this soil is under crop production, in the Town of Lima. This soil is typically poorly suited for septic systems; however these limitations may be overcome by a mound septic system.

The Manawa series is a somewhat poorly drained, slowly permeable soil, with moderate available water capacity. This soil in the Town of Lima is in a nearly level and/or gently sloping terrain. The natural fertility is medium, but the root zone can become limited by saturated soil during wet periods. If drained, this soil is moderately well suited to common crops. Most of the acreage is used for crops, but some is used for pasture and woodlands. This soils series accounts for nearly 14% of the land in the Town of Lima.

Suitability for agriculture

The Natural Resource Conservation Service (NRCS) has classified lands according to their capabilities for agriculture. Capabilities range from Class I for soils with few limitations to Class VIII for soils and landforms with limitations that preclude their use for productive agriculture. The majority of the Town has been classified as Class II soils, which have moderate limitations that reduce the choice of plants or that require moderate conservation practices.

Suitability for septic systems















The Town relies on private sewage systems for the majority of its residents. Factors that are considered when evaluating soils for on-site waste systems are high or fluctuating water table, bedrock, soil permeability, and flooding frequency. In general, soils in the Town of Lima are not the most ideal for septic systems, but this has been largely overcome by the use of mound systems and new technologies allowed under the revised COMM 83 health and safety code. The code allows the use of soil absorption systems on sites with as few as six inches of suitable native soil. This may also allow for infill development where it was not permitted previously by the former plumbing code.

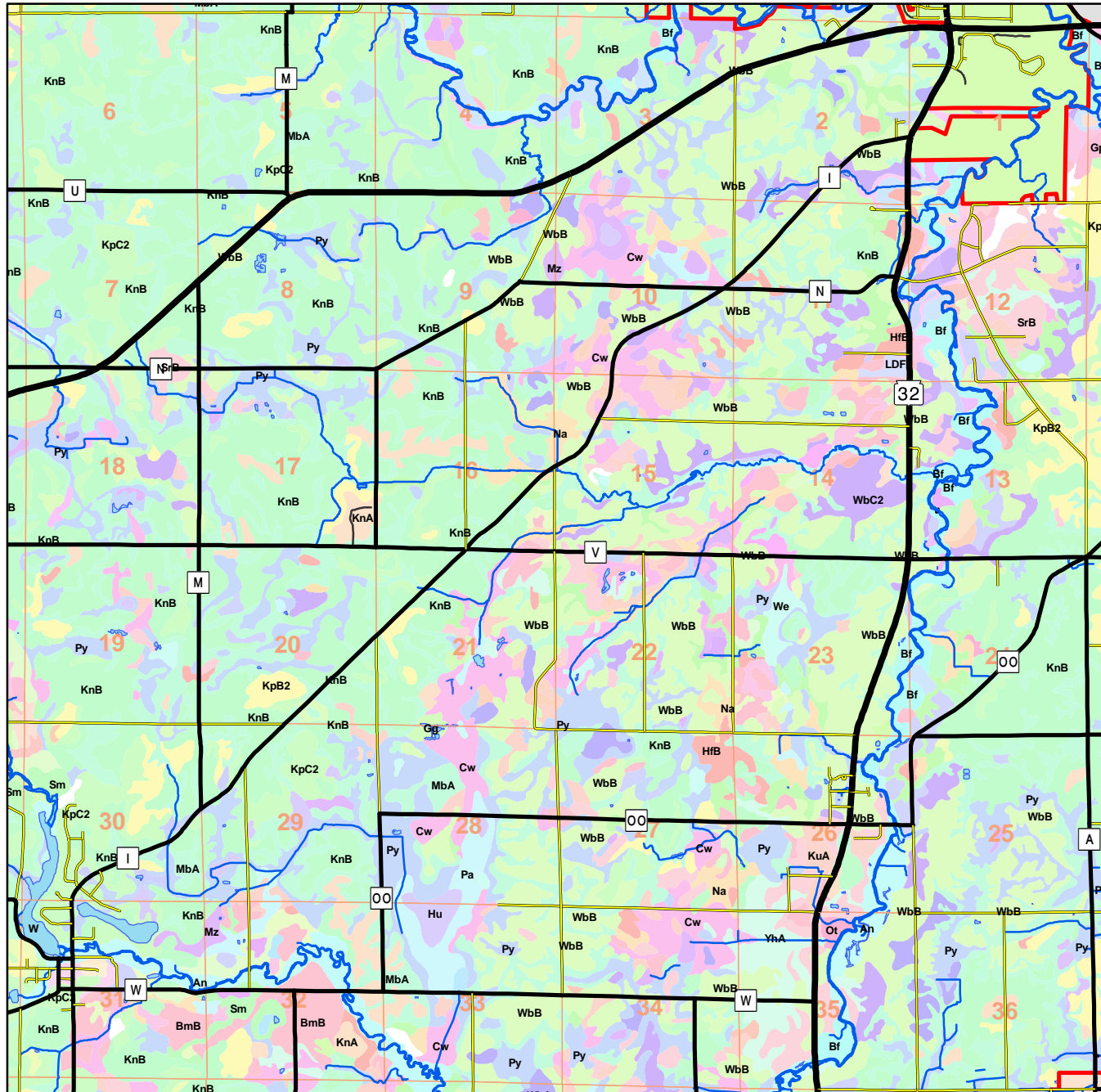
It is important to keep in mind that soils within the Town are diverse and may be inconsistent from one area or property to the next.

Figure 2.3a General Soil Types Town of Lima

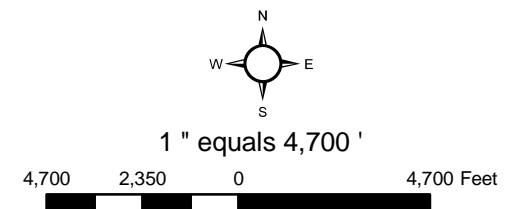
Sheboygan County, WI

Legend

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



Source : NRCS & Sheboygan County



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

| Figure 2.3b: General Soil Type Symbols & Names | |
|---|---|
| Symbol | Name |
| Ag | Adrian muck |
| An | Alluvial land, wet |
| Ba | Barry silt loam |
| Be | Bellevue silt loam |
| Bf | Bellevue find sandy loam, sandy subsoil variant |
| BmB | Boyer loamy sand, 2 to 6 percent slopes |
| BmC2 | Boyer loamy sand, 6 to 12 percent slopes, eroded |
| CeA | Casco loam, 0 to 2 percent slopes |
| CeB | Casco loam, 2 to 6 percent slopes |
| CrC | Casco-Rodman complex, 6 to 12 percent slopes |
| Cw | Colwood silt loam |
| Cz | Cut and fill land, clayey |
| Ev | Elvers silt loam |
| FaA | Fabius loam, 0 to 3 percent slopes |
| FsA | Fox silt loam, 0 to 2 percent slopes |
| FsB | Fox silt loam, 2 to 6 percent slopes |
| Gb | Granby loamy fine sand |
| Gg | Granby silt loam, gravelly variant |
| Gp | Gravel pit |
| HeA | Hebron loam, 0 to 2 percent slopes |
| HeB | Hebron loam, 2 to 6 percent slopes |
| HfA | Hebron sandy loam, sandy subsoil variant, 0 to 2 percent slopes |
| HfB | Hebron sandy loam, sandy subsoil variant, 2 to 6 percent slopes |
| HmB2 | Hochheim silt loam, 2 to 6 percent slopes, eroded |
| HmC2 | Hochheim silt loam, 6 to 12 percent slopes, eroded |
| HmD2 | Hochheim silt loam, 12 to 20 percent slopes, eroded |
| HmE | Hochheim silt loam, 20 to 30 percent slopes |
| Hu | Houghton muck |
| KnA | Kewaunee silt loam, 0 to 2 percent slopes |
| KnB | Kewaunee silt loam, 2 to 6 percent slopes |
| KpB2 | Kewaunee silty loam, 2 to 6 percent slopes, eroded |
| KpC2 | Kewaunee silty loam, 6 to 12 percent slopes, eroded |
| KpD2 | Kewaunee silty loam, 12 to 20 percent slopes, eroded |
| KsC3 | Kewaunee silty clay, 6 to 12 percent slopes, severely eroded |
| KsD3 | Kewaunee silty clay, 12 to 20 percent slopes, severely eroded |
| KuA | Kibbie silt loam, 0 to 3 percent slopes |
| LmA | Lamartine silt loam, 0 to 3 percent slopes |
| MbA | Manawa silt loam, 0 to 3 percent slopes |
| MgA | Martinton silt loam, 0 to 3 percent slopes |
| MkA | Matherton silt loam, 0 to 3 percent slopes |
| Mo | Montgomery silty clay loam |
| MsA | Mosel loam, 0 to 3 percent slopes |
| Mz | Muskego muck |
| Na | Navan loam |

| | |
|------|---|
| Ot | Otter silt loam |
| Pa | Palms muck |
| Py | Poygan silty clay loam |
| Ry | Rough broken land |
| ShB | Saylesville silt loam, 2 to 6 percent slopes |
| Sm | Sebewa silt loam |
| SrA | Sisson very fine sandy loam, 0 to 2 percent slopes |
| SrB | Sisson very fine sandy loam, 2 to 6 percent slopes |
| SrC2 | Sisson very fine sandy loam, 6 to 12 percent slopes, eroded |
| W | Water |
| Wa | Wasepi sandy loam |
| WbA | Waymor silt loam, 0 to 2 percent slopes |
| WbB | Waymor silt loam, 2 to 6 percent slopes |
| WbC2 | Waymor silt loam, 4 to 12 percent slopes, eroded |
| We | Willette muck |
| YhA | Yahara very fine sandy loam, 0 to 3 percent slopes |

AGRICULTURE

Dairy, Beef Cattle, and Crop Production

There were 16 dairy farms in 2009, several beef cattle and other operations, and a substantial number of acres allocated to cash grain crops in the Town of Lima. Overall, there were over 16,000 acres of active farmland in the Town in 2008 (see Figure 2.4). Although agriculture in the Town of Lima has declined, these numbers still represent a significant contribution to the local economy, and this land use is chiefly responsible for the Town’s rural character. Based on the community survey results and visioning exercises, there appears to be strong support for agriculture to continue to play a central role. Whether this occurs will depend on a number of variables, however, such as 1) the profitability of agriculture, 2) continued availability of agricultural infrastructure and labor to support



local farming, 3) the intensity of the demand for housing in rural areas, 4) and the ability to manage conflicts between farming and residential development.

| Figure 2.4 – Land Assessed as Agricultural in Town of Lima | | |
|---|-------------|-------------|
| | 2002 | 2008 |
| Acres assessed as Ag | 17,011 | 16,770 |
| Percentage of all assessed Town land | 77.7% | 73.2% |

Source: Wisconsin Department of Revenue, "Statement of Assessments." (Note: The WDOR does not audit this information and therefore cannot confirm the completeness or accuracy of the data.)

Generally speaking, successful farming operations need at least 80 acres, if not significantly more, of land that is relatively flat and clear of woody vegetation. Several acres are needed for barns, silos, and similar buildings, and for outdoor storage of certain materials. However, in the Town of Lima, 300 acres may typically be needed to maintain a successful dairy farm operation.

Agricultural Preservation

To counter the decrease in farming, various attempts have been made over the last 25 years to provide incentives and/or enforce regulations to preserve agriculture. Results have been mixed.

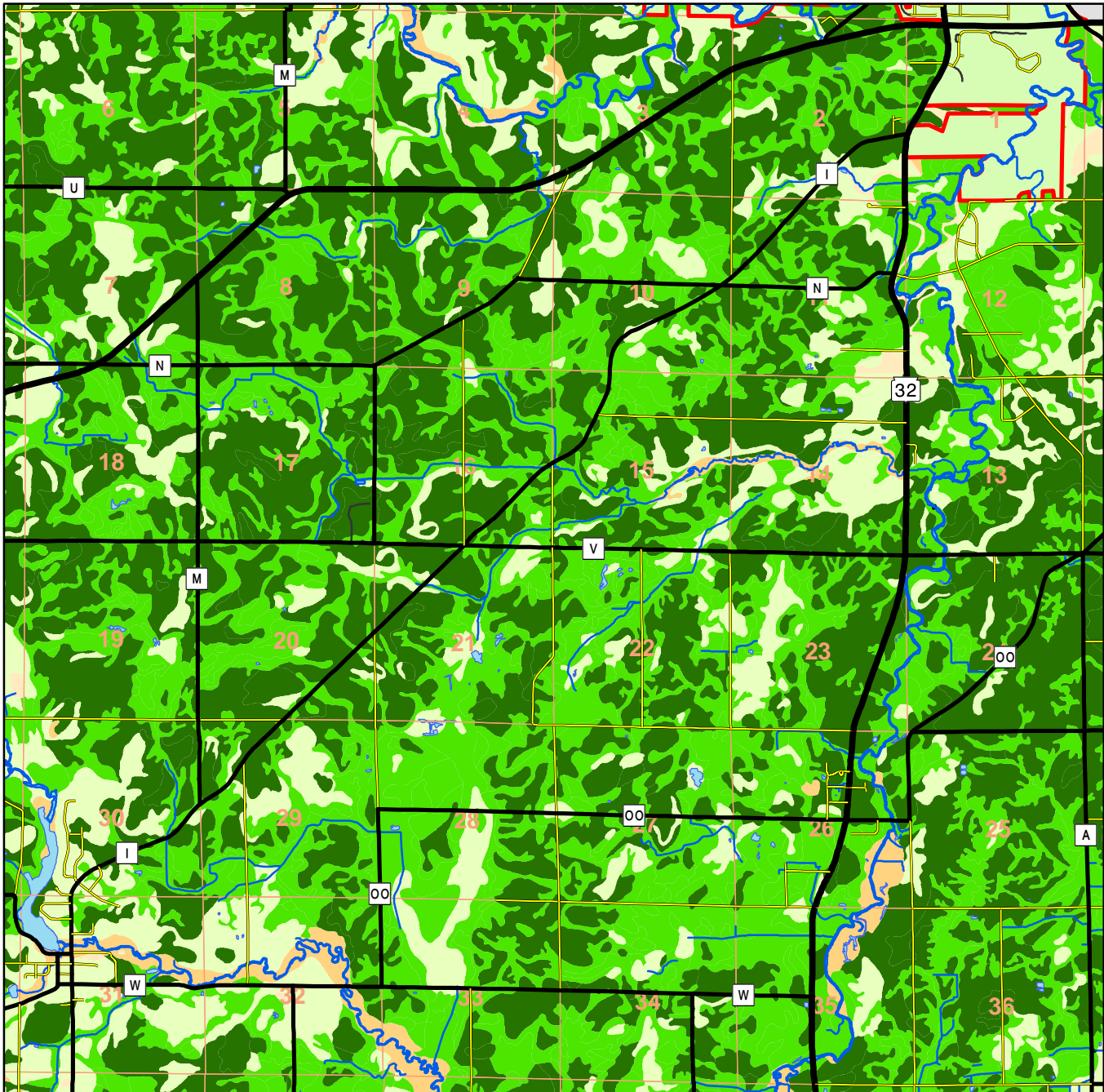
Identification of Prime Farmland

The first step in preserving any resource is to define its characteristics and identify its locations. The USDA, Natural Resources Conservation Service defines prime farmland as land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops, with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion. See Figure 2.5 for Prime Agricultural Soils in the Town of Lima

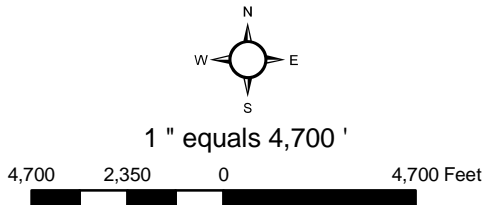
In general, prime farmland in Wisconsin:

- Has an adequate and dependable water supply from precipitation or irrigation
- Has a favorable temperature and growing season
- Has acceptable acidity or alkalinity
- Has few or no rocks
- Is permeable to air and water
- Is not excessively erodible
- Is not saturated with water for long periods of time
- Does not flood frequently, or is protected from flooding

Figure 2.6
Land Evaluation & Site
Assessment Score (LESA)
for Agriculture
Town of Lima
 Sheboygan County, WI



- Legend**
- 81 - 100
 - 61 - 80
 - 41 - 60
 - 21 - 40
 - 0 - 20
 - City of Sheboygan Falls
 - Village of Kohler
 - State Highway
 - County Road
 - Town / Local Road
 - Private Road
 - Bridges
 - Dams
 - Railroads
 - Rivers, Streams
 - Road / Bridge
 - Section Lines
 - Lakes



Source : NRCS & Sheboygan County

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

Zoning

Zoning is a classification of allowable land use. This regulatory tool is used to separate incompatible uses, establish setbacks and similar parameters, and to set forth development and use conditions. Zoning districts can be used to largely maintain the status quo or they can facilitate the eventual transition from one use to another. There are five districts for agricultural lands within the Town of Lima's Zoning Ordinance, each with varying purposes.

Wisconsin Farmland Preservation Program Tax Credit

The Wisconsin Farmland Preservation Program was created in 1977 to preserve agricultural resources by supporting local government efforts to manage growth. Eligible farmland owners receive a state income tax credit. To participate in the program, the county must have an agricultural preservation plan that meets the standards of Chapter 91, Wisconsin Statutes, and has been certified by the state Land and Water Conservation Board (LWCB). Sheboygan County adopted its' plan in 2005. The Town of Lima has developed an exclusive agriculture zoning district.

Farmers participate by signing an individual, long-term agreement. The farmland preservation program provides state income tax credits to farmers who meet the program's requirements; meet soil and water conservation standards; and use their land for agriculture only. In the past, the Farmland Preservation Credit Program and Farmland Tax Relief Credit Program have provided at least some incentive to farmers to keep their lands in exclusive agricultural use. Today, however, the tax credits the typical farmer receives average about \$1,000 annually, which is tiny compared to the six-figure payouts farmers may be able to get for subdividing their land.



There are also other shortcomings of these programs.

Seldom are farmers who develop their land forced to fully pay back the credits they received under the programs. Second, rezonings for residential uses in exclusive agricultural districts have been common in some towns, creating a patchwork of conflicting uses in many areas. Finally, in the end tax credits do not provide long term protection.

Use-Value Assessment

The changes in the structure of Wisconsin's property taxation, implementing a use-value assessment, have been generally favorable to farmland preservation. Agricultural lands are now assessed for their value in agriculture and not other potential uses. However, while this assessment policy may benefit owners of lands being used only for farming, the tax revenues lost through this reduction on farmlands must be made up by other properties within a town. Since there is seldom an extensive tax base of industrial and commercial properties within a town to absorb the shortfall, residential properties — including the homes of farmers — are taxed at a higher rate.

Conservation Reserve Program (CRP)

The USDA administers the Conservation Reserve Program (CRP) to help provide water quality protection, erosion control, and wildlife habitat in agricultural areas. Under the CRP, the landowner enters into an agreement to restore or protect lands for a 10-year or longer period in return for cash

payments or assistance in making conservation improvements. As of July 2009, within the Town of Lima, there were 80 acres enrolled in the Conservation Reserve Program.

Purchase of Development Rights (PDR)

Property law in the U.S. establishes the concept that certain rights are attached to parcels of land, such as water, air and mineral rights, and the right to sell or develop. It is also generally accepted that these rights are distinct from one another and transferable. Under a PDR program, a landowner voluntarily sells the development rights to part or all of his or her land. The development rights are purchased by a government agency or trust, which pays the landowner the difference between the value of the undeveloped land and what it would be worth if it was developed. A conservation easement is recorded on the property deed. This permanent easement forbids development in perpetuity, allowing only specified uses such as agriculture or open space. The land remains on the tax rolls and the landowner maintains all other rights and responsibilities for the land. The major challenge with implementing a PDR program is the cost, which typically falls to taxpayers. Currently, neither Sheboygan County nor the Town of Lima has a PDR program.

Land Evaluation and Site Assessment (LESA)


















The NRCS has created a new method for identifying areas to be preserved as farmland. LESA is a numeric system for rating potential farmland preservation areas by evaluating soil quality (LE-Land Evaluation) and geographic variables (SA-Site Assessment). Soil quality is based on soil type, slope, agricultural capability class, and soil productivity for producing corn and soybeans. Geographic variables include distance from major highways, proximity to urban development, and proximity to public sewer and water. The higher the score, the more suitable a particular area is for sustainable agriculture.

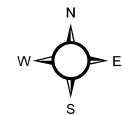
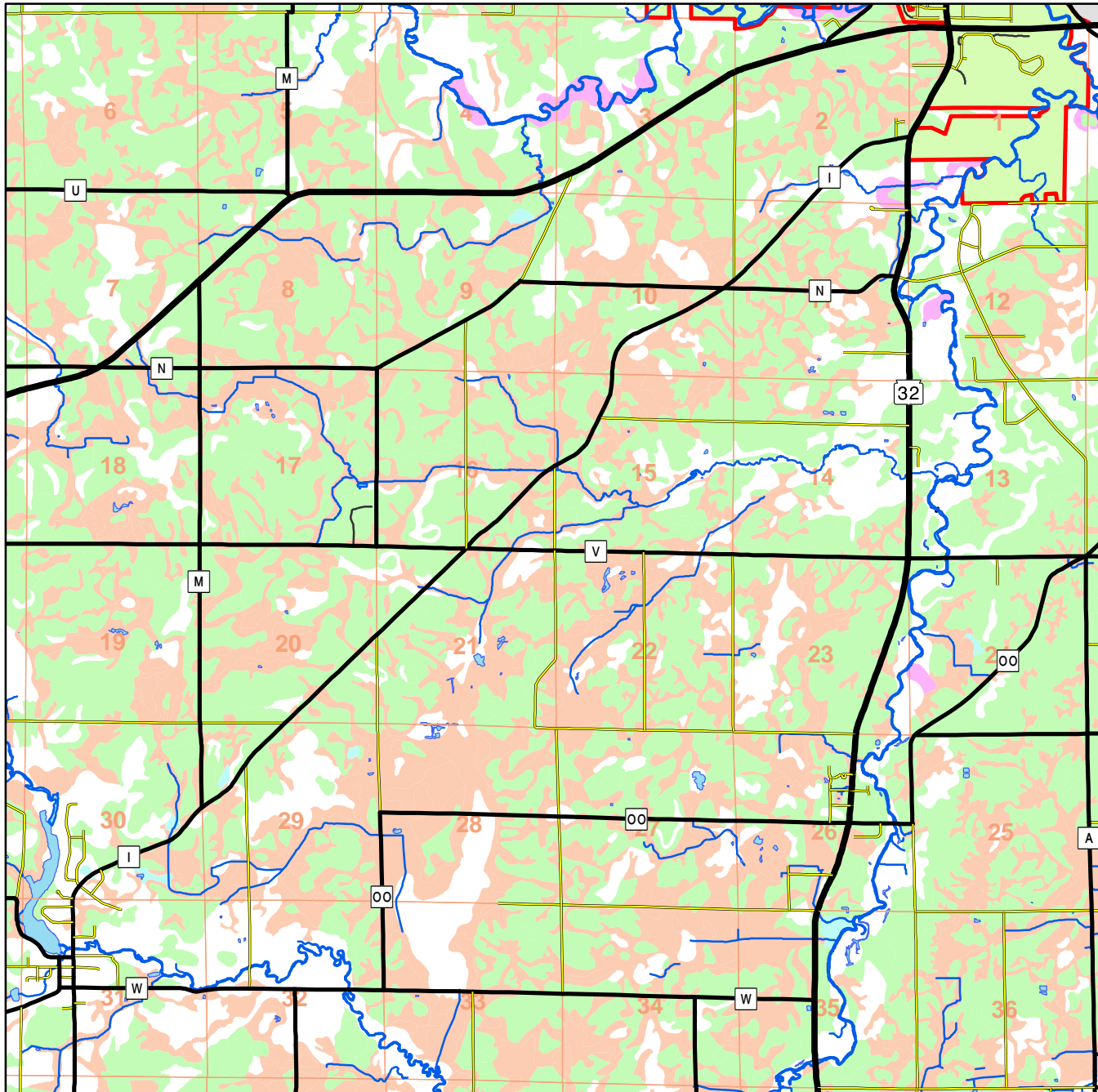
Figure 2.6 depicts land in the Town of Lima and its evaluation according to the LE criteria. A substantial portion of the Town falls into the two highest scoring ranges. In fact, 19,025 acres, which is 83% of the Town's total land area, scored at least 61.

Figure 2.5
Prime Agricultural Soils
Town of Lima
 Sheboygan County, WI

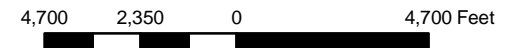
Legend

Not Prime Agricultural Soils

-  All areas
-  Where drained
-  Where protected from flooding
-  Where drained & protected from flooding
-  City of Sheboygan Falls
-  Village of Kohler
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 4,700'



Specialty (Niche) Farming

As scattered development has broken up large contiguous tracts of farmland, one way to make use of these smaller tracts and maintain an agricultural presence is through farmettes. These farmettes or hobby farms may focus on producing specialty products such as organic milk and cheese, organic vegetables and produce, organic fruits and juices, aquaculture products, pumpkins, walnuts, maple syrup, and pine trees (for landscaping or holidays). Given the Town of Lima's proximity to several urban areas, specialty farmers have an opportunity to market their unique products to these population centers to bring customers to the Town or to sell goods at local farmers markets or community events in the area. All Agricultural Zoning Districts of the Town's Zoning Ordinance allow for an extensive variety of permitted and conditional uses that are conducive to specialty farming.



Concentrated Animal Feeding Operations (CAFOs)

Every farm, regardless of size, is responsible for proper manure management to protect water quality from discharges. Over the past ten years, Wisconsin has become home to an increasing number of Concentrated Animal Feeding Operations (CAFOs), those operations with 1,000 or more animal units. Due to the increased number and concentration of animals, it is particularly important for these facilities to properly manage manure in order to protect water quality in Wisconsin.

A specific regulatory program for the handling, storage, and utilization of manure was developed by the WDNR in 1984 in Chapter NR 243 of the Wisconsin Administrative Code. The rule creates criteria and standards to be used in issuing permits to CAFOs as well as establishing procedures for investigating water quality problems caused by smaller animal feeding operations. Because of the potential water quality impacts from CAFOs, animal feeding operations with 1,000 animal units or more are required to have a Wisconsin Pollutant Discharge Elimination System (WPDES) Concentrated Animal Feeding Operation permit. These permits are designed to ensure that operations choosing to expand to 1,000 animal units or more use proper planning, construction, and manure management to protect water quality from adverse impacts.

On April 13, 2004, Governor Doyle signed a new law that strikes a balance between growing animal agriculture, protecting the environment, and respecting local decision making. The new law, 2003 Wisconsin Act 235, directed the Wisconsin Department of Agriculture, Trade and Consumer Protection to develop a rule to provide a predictable framework for county and municipal decisions to site or expand livestock facilities. The rule eventually developed by the ATCP Board took effect in 2006. There is one CAFO operation in the Town of Lima. While there is no specific ordinance addressing CAFO operations in the Town of Lima, such an operation requires a conditional use permit from the Wisconsin DNR.

Possible Impacts of Agriculture

Noise, dust, the long hours of operation, truck and equipment traffic, manure handling, and the practice of spraying herbicides and pesticides can all have potentially negative impacts on nearby residential uses and the environment. At the same time, residential development can make daily agricultural activities difficult and sometimes dangerous. As a result, farmers must often contend with conflicts such as increased traffic and nuisance complaints by new neighbors.

NATURAL RESOURCES

Groundwater

Sheboygan County's groundwater reserves are held in two principal aquifers: the shallow eastern dolomite aquifer, and the deep sandstone and dolomite aquifer. A layer of Maquoketa shale separates the two.

Individual wells are recharged by local rain and snow seeping into the ground and migrating through the soil to groundwater, which then flows toward the well. This recharge area typically extends no farther than one-quarter to a few miles from the well itself. Since contaminants can also seep into the groundwater in this recharge area, many communities have established wellhead protection programs to manage what occurs in the recharge area. In Wisconsin, the primary sources of groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and hazardous/toxic spills. The most common groundwater contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

Wellhead protection also includes striving to limit the amount of paved and impervious surfaces in the recharge area, since rain and snow will run off these surfaces into drainageways and will not soak into the ground as intended. While the Town does not have any wellhead protection zones, it does have a "Lowland Resource Conservation District" section in the Zoning Ordinance for the preservation, protection and enhancement of water resources within the Town of Lima.

According to well construction reports filed since 1988, residents in the Town of Lima draw their water from wells in the shallow aquifer at depths ranging from 41 feet to 450 feet. Deeper wells sometimes indicate contamination, water scarcity, or other problems. The overall average depth for all wells drilled from 1988 to 2007 in the Town is 192.2 feet. Average drilling depths for groups of years have been increasing slightly, 183 feet in the period 1988-1991 to 197.5 feet in 2004-2007.

High-Capacity Wells (70 or more gallons per minute)

According to WDNR data, there are about 12 high-capacity wells located in or in close proximity to the planning area (Section 6, Town of Holland; Sections 1 and 2, Town of Sherman; Sections 29, 31, 32 Town of Sheboygan; Sections 26 and 27, Town of Plymouth). Prior WDNR approval is necessary for the construction, reconstruction, or operation of a high capacity well system, school well or wastewater treatment plant well. Prior approval is also necessary before a high capacity well or well system can be operated after a change of ownership.

Surface Water

There are three named surface water bodies that are wholly or partially within the Town of Lima (see Figure 2.11). The largest of these, **Hingham Mill Pond**, located in Sections 30 and 31, is an impoundment pond that is approximately 38 acres and has a maximum depth of 6 feet. The pond is partially developed, with structures occupying nearly half of the total shoreline. The shoreline is dominated by private ownership. There is no dedicated public access point to this pond.



Onion River is a 44-mile long river and a 99 square mile drainage watershed that is part of the Sheboygan River Basin. The stream forms in Section 5 of the Town of Lyndon, approximately 2 miles southwest of the City of Plymouth. The river flows freely to the south until impoundments at Waldo and Hingham. The headwaters of the river to the impoundment at the Waldo Dam are classified as a cold water, class 2 trout stream. The downstream segment of the river, from the Waldo Dam to the confluence with the Sheboygan River, is classified as a warm water segment. Entering the town just north of Hingham and flowing southeast out of the town near Mentink Road and re-entering the town near State Highway 32 flowing north, the river flows for approximately 10 miles through the Town of Lima. Stoney Creek forms in the Town of Lima and is a small tributary to the Onion River.



Mullet River is a 39.7 mile long river, which originates in Fond du Lac County. The river flows easterly to its' confluence with the Sheboygan River in the City of Sheboygan Falls. This river is unique in that it flows from warm water headwaters into a cold water segment downstream.

Nonpoint sources of pollution to the Onion and Mullet Rivers include runoff from livestock operations, upland erosion, streambank erosion, and urban runoff.















Shoreland Corridors

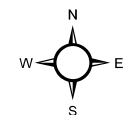
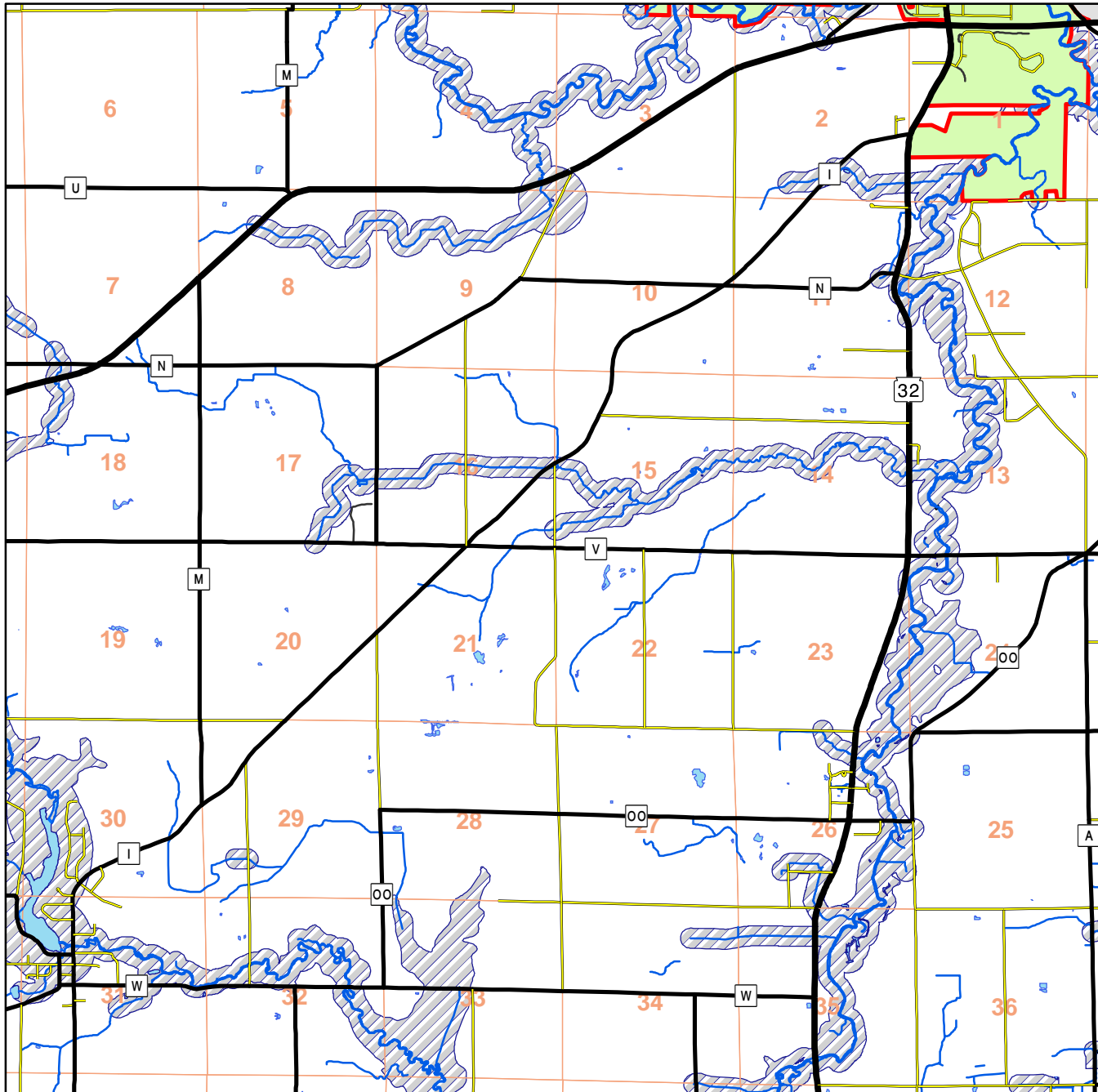
Shorelands are often viewed as valuable recreational and environmental resources both in urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreline/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Under the *Sheboygan County Shoreland-Floodplain Ordinance*, development in shoreland areas outside a 75-foot setback is generally permitted, but specific design techniques must be considered. Development in these areas is strictly regulated and in some instances, may not be permitted. For planning and regulatory purposes, the shoreland zone is normally defined as lands within the following distances from the ordinary high water mark of navigable waters: 1,000 feet from a lake, pond, or flowage, or, where approved, to the outer perimeter of contiguous mapped wetlands, whichever distance is greater; and, 300 feet from a river or stream, or to the landward side of the floodplain, or, where approved, to the outer perimeter of contiguous mapped wetlands, whichever distance is greater.

Figure 2.7 shows the County shoreland zoning jurisdiction within the Town of Lima.

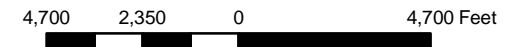
Figure 2.7
Sheboygan County
Shoreland Jurisdiction
Town of Lima
 Sheboygan County, WI

Legend

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



1" equals 4,700'



Floodplains

Floodplains provide for stormwater retention, groundwater recharge, and habitat for various kinds of wildlife unique to the water. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, residential, commercial and similar development in the floodplain should not be allowed, and instead park and open space in these areas should be encouraged.

Development permitted to take place in flood-prone areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, building in a floodplain can also result in increased development and maintenance costs such as providing flood proofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water-related damage to roads, sewers, and water mains.

Figure 2.8 shows the floodplain areas as mapped by the Federal Emergency Management Agency (FEMA). The original paper copy maps produced by FEMA were re-created in digital format for mapping purposes. An on-site review of the floodplain elevation is necessary to determine the most accurate location of the floodplain boundary.

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, or marshes. Wetlands serve as a valuable natural resource. There are about 1,375 acres of wetlands in the Town of Lima (about 6% of the total land area). There were an additional 230 classified wetland points, each less than 2 acres in size within the Town of Lima, not calculated in the total wetland acres. Most of the wetlands are located near Hingham or near surface waters in the town. Figure 2.8 shows wetlands in the Town of Lima as mapped on the Wisconsin Wetland Inventory.














Wetlands also act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. They also provide valuable habitat for many plants and animals.

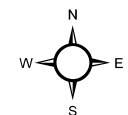
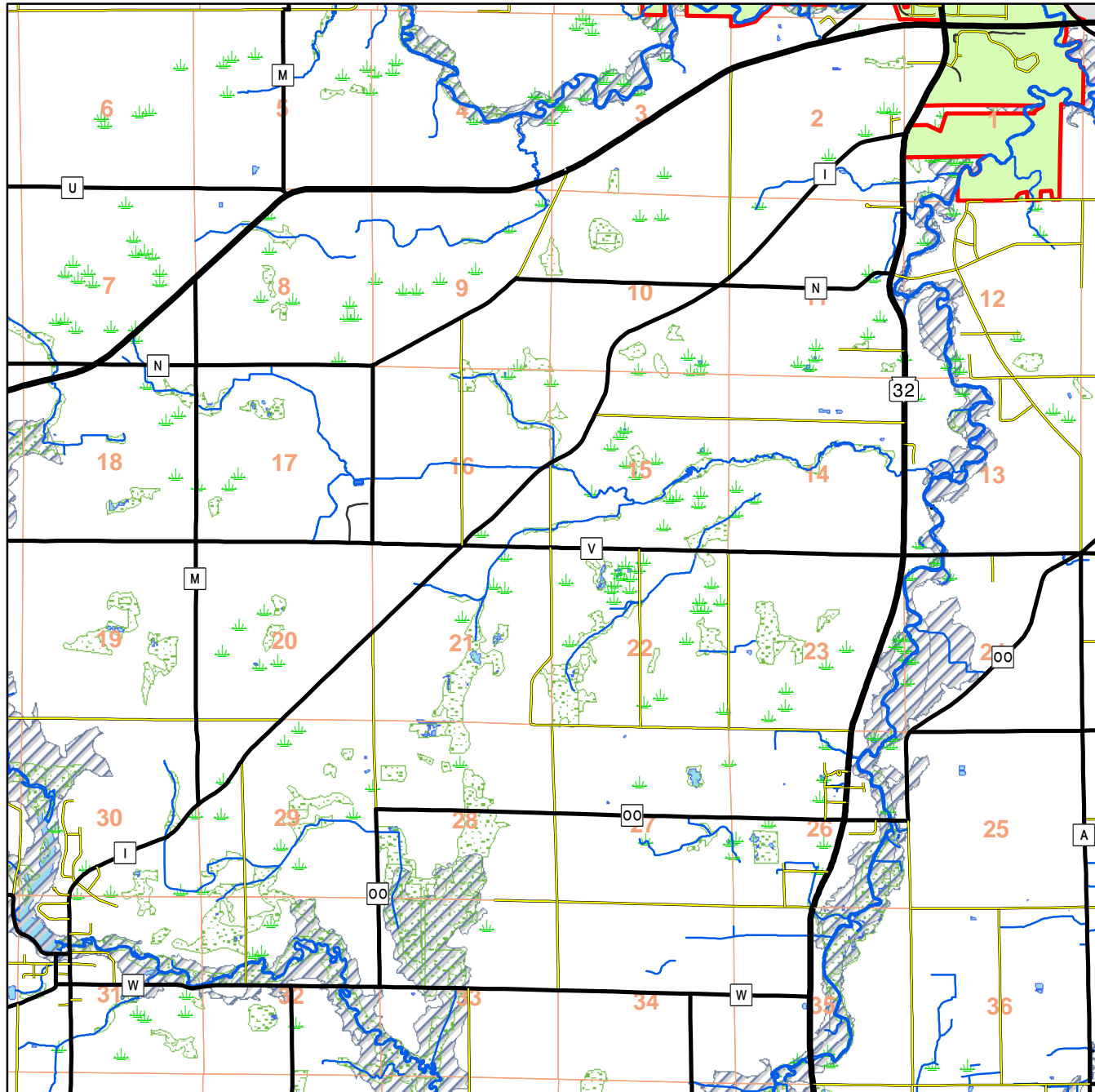
Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the WDNR, and mandate that shoreland wetlands be protected. In unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively.

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

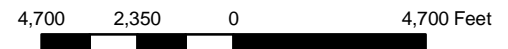
Figure 2.8
Floodplain & Wetlands
Town of Lima
 Sheboygan County, WI

Legend

-  Preliminary 100 Year Floodplain
-  DNR Wetlands
-  DNR Wetlands < 2 Ac
-  City of Sheboygan Falls
-  Village of Kohler
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 4,700'



Source : WiDNR, FEMA, & Sheboygan County

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

Wetland Reserve Program

The Wetland Reserve Program (WRP) aims to protect wetlands on private property. This is typically done by providing a financial incentive to landowners to restore wetlands that have been drained for agricultural use. Landowners who choose to participate in the program may sell a conservation easement to the USDA or enter into a cost-share restoration agreement with the USDA to restore wetlands. The landowner retains private ownership of the wetland area but limits future uses. In early 2009, there were four permanent WRP agreements encompassing a total of 92.8 acres of land in Sheboygan County, none within the Town of Lima.

Woodlands

Woodlands throughout Sheboygan County are comprised primarily of red and white oaks, sugar maple, beech, basswood, red and silver maple, paper and yellow birch, and aspen. Also seen in the county are natural stands of white cedar, black spruce or, tamarack, and plantations of white cedar, red pine, white or Norway spruce, or white pine. These woodlands provide an aesthetic and natural purpose, providing habitat to a broad range of plants and animals and opportunities for recreation and economic return. In 2002, the Town of Lima had about 2,250 acres are woodlands (about 10% of the land area of the Town). Major woodland areas include the Onion & Mullet River corridors, lands east of Hingham, and lands in Sections 1 and 7. Figure 2.9 shows areas of



woodlands in the Town.

Managed Forest Law (MFL) Program

The MFL Program allows woodland owners who wish to manage their woodlands to pay property taxes at a reduced rate. The MFL program is open to all private landowners with at least 10 acres of woodland, provided that 80% of the land is productive and capable of producing wood products (can grow at least 20 cubic feet of wood per acre per year) and the minimum average width of the enrolled land is no less than 120 feet. Participation in the MFL program requires an approved, written forest management plan and the landowner must allow limited public access to get the lowest annual property tax rate.

Wildlife Habitat

Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. Major wildlife species using local habitats either within the Town of Lima may include songbirds, white-tailed deer, squirrels, and small mammals. Several species of geese and ducks inhabit the open water areas in the Town. Some of the old fields, agricultural land, and wetlands provide habitat for turkeys, pheasants, raccoon, skunk, muskrats, red fox, coyotes, and mink.















Sheboygan County lies within an important migratory corridor for songbirds, shorebirds, waterfowl, and raptors. These birds, possibly including some threatened or endangered species, use wooded and wetland areas for food and shelter during migration.

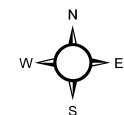
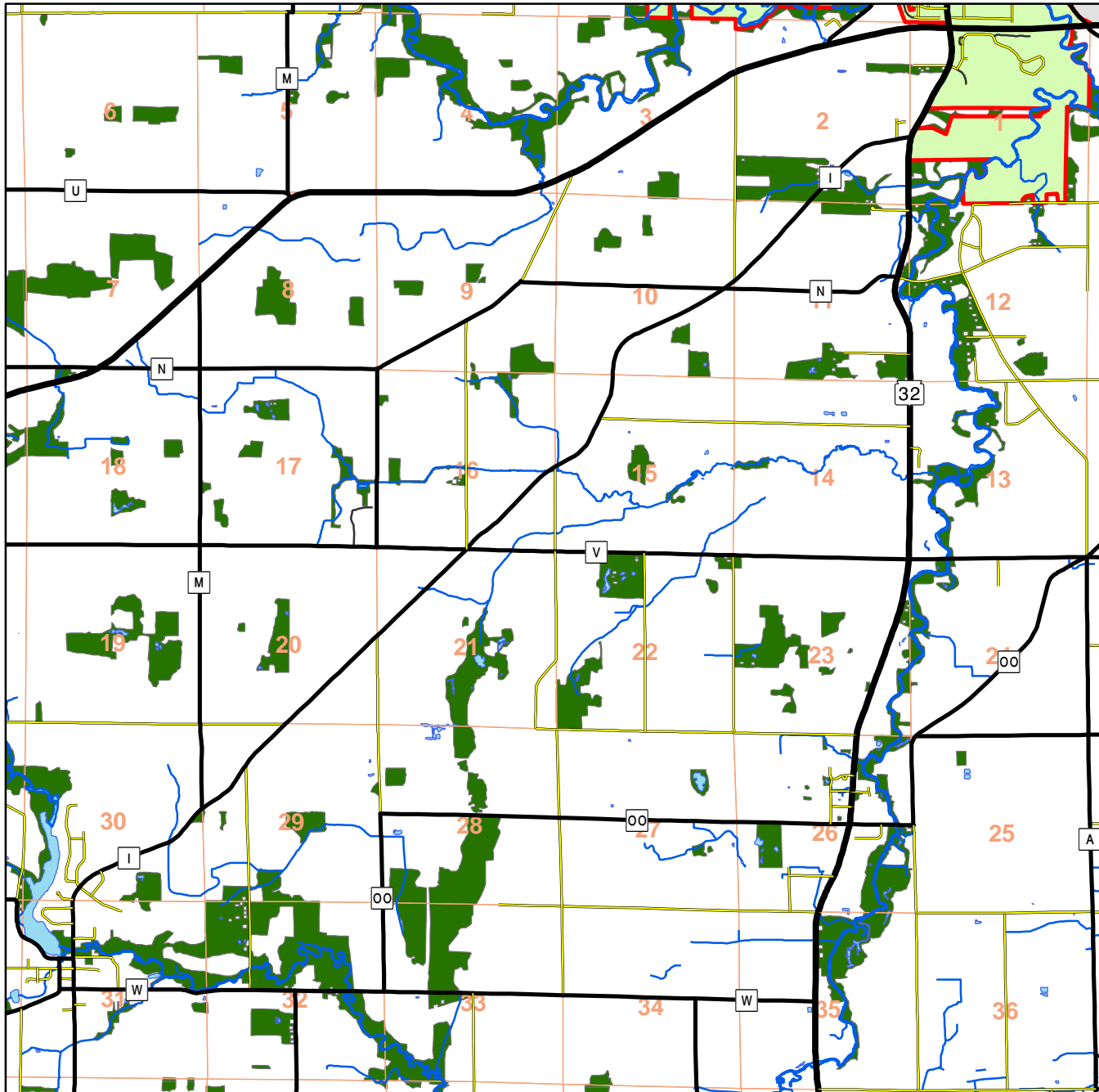


Figure 2.9 Woodlands Town of Lima

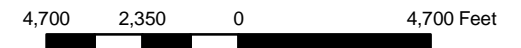
Sheboygan County, WI

Legend

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



1" equals 4,700'



Threatened and Endangered Species

Many rare, threatened, and endangered species are found within Sheboygan County. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. Page 40 of the *Sheboygan County Natural Areas and Critical Resources Plan (2004)* lists the known rare species and natural communities within the County as recorded in the Wisconsin Natural Heritage Inventory. For example, the Early Anemone, Forked Aster, Yellow-Evening Primrose, Snow Trillium and the Red-shouldered Hawk are several rare species and/or natural communities found within Sheboygan County. Rare terrestrial species or natural communities have been documented somewhere in Section 1 of the Town of Lima.

Environmental Corridors

The concept of a corridor is based on the delineation of environmental features adjacent to waterways and water-related resources. The Bay-Lake Regional Planning Commission has defined environmental corridors to include the following set of uniformly available information: WDNR wetlands; FEMA's 100-year floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 50-foot buffer of wetlands. Many of the Commission's planning activities require delineation of environmental corridors (comprehensive plans, watershed plans, sewer service area plans, etc.).

Other features that are considered as 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; parks and recreation areas; and other locally identified features. Figure 2.10 shows environmental corridors in the Town of Lima.















Environmental corridors protect local water quality and wildlife habitat through identification and preservation of environmentally sensitive areas. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community.

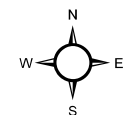
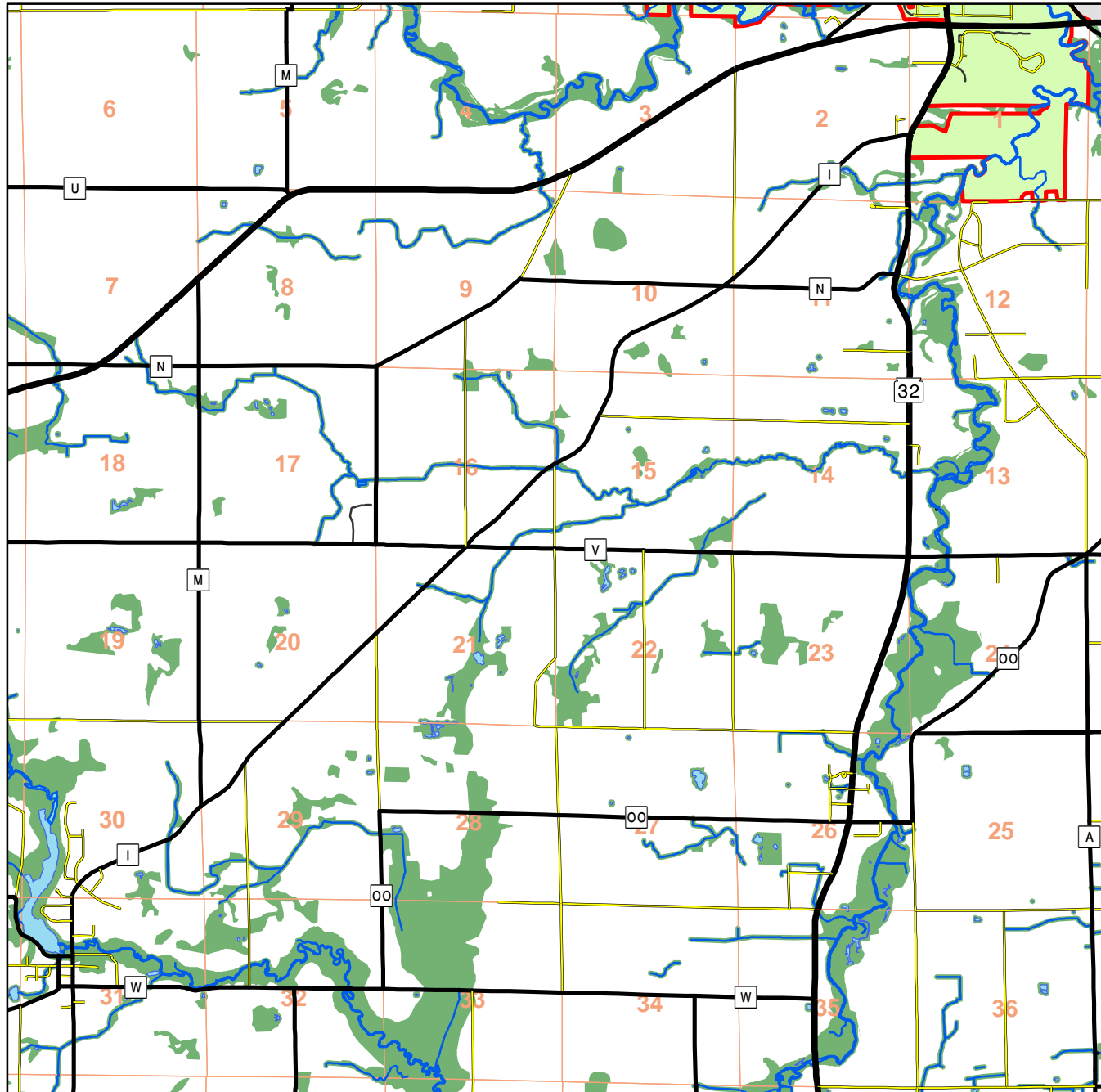
In Section 20, C-1 of the Town of Lima Zoning Ordinance has been established specifically for conservancy of some of these resources. The district preserves lakes, streams, wetlands and floodplains. The goal of this district is to preserve, protect, and enhance the lakes, streams, swamps, marshes, bogs, and other wetlands in the Town of Lima.

**Figure 2.10
Environmental Corridors
Town of Lima**

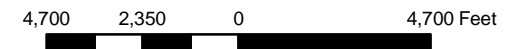
Sheboygan County, WI

Legend

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



1" equals 4,700'



Natural Areas

The Wisconsin State Natural Area (SNA) program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology, and most of all, the preservation of their natural values and genetic diversity for the future. As of the date of this planning process, there are no State Natural Areas within the Town of Lima.

Parks and “Open Space”

Parks are discussed in Chapter 6 - Utilities & Community Facilities. As of 2002, approximately 95% of the land (about 21,000 acres) within the current Town borders could be described as undeveloped “open space”, characterized primarily by a mixture of farmland, woodlands, and wetlands. The majority of land in towns surrounding Lima is also “open”, characterized by this same mix. According to data from Bay-Lake Regional Planning Commission in 2002, the Town of Sheboygan Falls, directly to the north, for example, was approximately 93% “open space”. For comparison’s sake, in 2002 the Town of Sheboygan was approximately 62% “open space”.

Open spaces are very important to residents of the Town of Lima. In the 2003 Citizen Input Survey, 71.9% of respondents agreed that protection of woodlands, open spaces and cultural resources was necessary.

See Figure 2.11 for locations of parks and publicly owned lands within the Town of Lima.

Recreational Resources

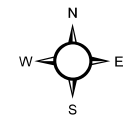
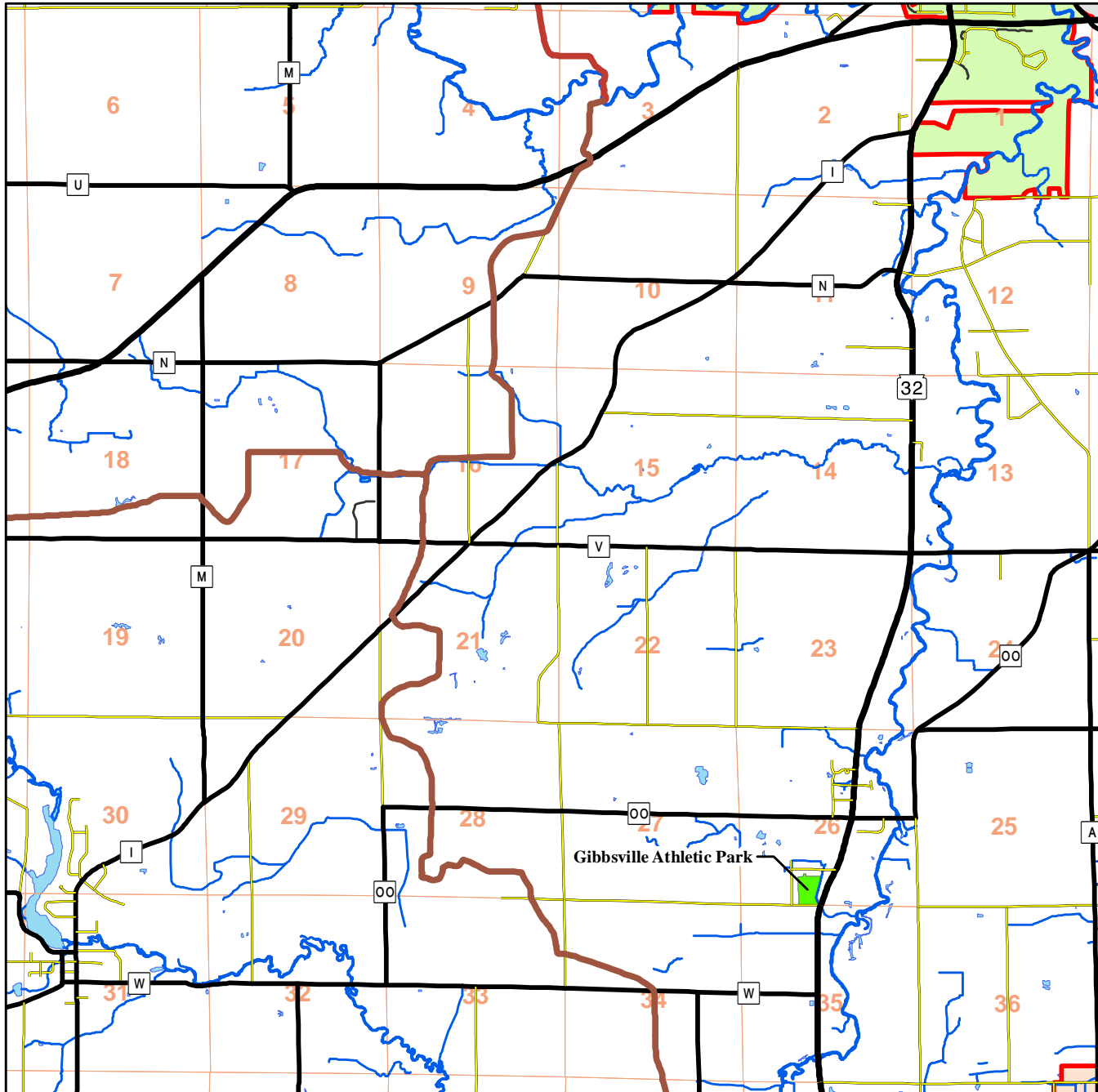
Some recreational resources are discussed in Chapter 6 - Utilities & Community Facilities. Opportunities for activities such as hunting, birding, hiking and geocaching are available in the Town, but would be primarily located on private lands. Fishing activities are also plentiful in the Town thanks to the Mill Pond and waterways within the Town. Snowmobiling on marked trails will continue to be available as long as private landowners grant easements and local clubs provide maintenance.



Figure 2.11
Publicly Owned Lands
& Snowmobile Trails
Town of Lima
 Sheboygan County, WI

Legend

-  Five Corners Snowmobile Club
-  Sheboygan Falls Snowmobile Assn
-  Publicly Owned Lands
-  City of Sheboygan Falls
-  Village of Kohler
-  Village of Oostburg
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 4,700'



Metallic and Non-Metallic Mining Resources

Currently there is no metallic mining occurring in the Town of Lima or anywhere in Sheboygan County. Mineral resources in the Town are non-metallic in nature and include sand and gravel. Sand and gravel resources are often referred to as “pits.” (The term “quarry” is most appropriate for limestone, because such operations require controlled blasting to remove material.) Figure 2.12 shows the potential sand and gravel source areas, current active mining sites, and older, inactive sites, in the Town of Lima. There are numerous untapped gravel resource areas, and the many of these areas are zoned A-1, which provides some protection for future potential mining development.

Sand, gravel, and crushed stone are nonrenewable resources. As the region undergoes further growth and development, there will be greater demands for these resources. According to the Wisconsin Geological Survey, one new home and its proportional share of the associated schools, libraries, shopping centers, recreational facilities, etc. requires over 325 tons of aggregate. Approximately 20,000 tons are used per lane-mile for an interstate highway. As a rule of thumb, one acre mined to a depth of one-foot potential produces 2,000 tons of aggregate. Therefore, 100 acres mined to a depth of 100 feet could produce 20 million tons of aggregate, enough for 60,000 homes or 250 miles of four-lane interstate highway. However, it would take many years of mining to extract this 20 million ton yield.


















Construction costs increase significantly as the distance from the source of sand, gravel, and crushed stone increases, to the point that transportation costs may exceed production costs. Importing this resource from even 50 miles away can triple the cost, therefore it is important to identify potential local resource sites and protect them from residential or commercial development before they can be mined.

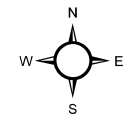
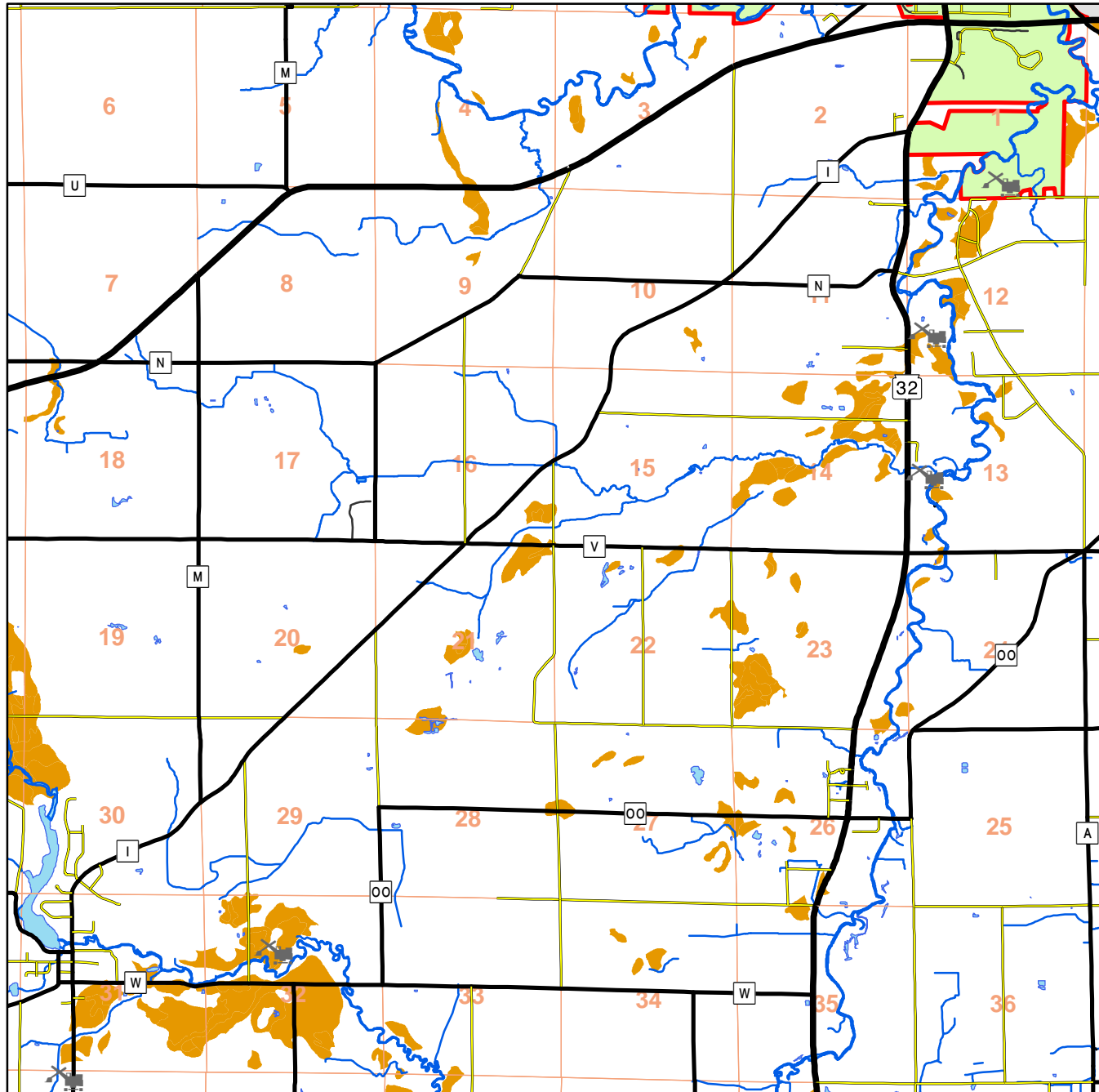
While mining has economic value to multi-regional areas, it also has the potential to conflict with nearby land uses and to degrade natural resources. The Town of Lima currently has a mineral extraction district which is intended to provide for and regulate future gravel and other mineral extraction sites. Such sites require a conditional use permit from the Town, and any new mines need to have a permit granted by the WDNR, which includes a reclamation plan. Wisconsin State Administrative Code NR135 gave this authority to the counties. Sheboygan County has enacted a non-metallic mining program; however, any town or municipality may develop and administer their own non-metallic mining reclamation program within the guidelines of Chapter NR 135. Nevertheless, this program will not improve sites that have discontinued mining operations prior to December 1, 2000.

The reclamation plan is a detailed technical document designed to meet the goals that will lead to successful reclamation and will help reduce the negative effects to the environment once the mine is abandoned. The plan has minimum standards that must be met before acceptance. The WDNR defines successful reclamation as “the 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.”

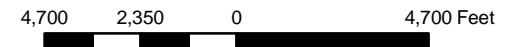
Figure 2.12
Non-Metallic Mining Sites
& Potential Gravel Sources
Town of Lima
 Sheboygan County, WI

Legend

-  Active Gravel or Sand Pit
-  Inactive Gravel or Sand Pit
-  Probable
-  Improbable - Probable
-  Improbable
-  City of Sheboygan Falls
-  Village of Kohler
-  State Highway
-  County Road
-  Town / Local Road
-  Private Road
-  Bridges
-  Dams
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 4,700'



Historic and Archeological Resources

When the first European settlers came to the area, there were approximately 1,000 Native Americans living in the County, composed mainly of the Pottawatomi, Chippewa, Ottawa, Winnebago and Menominee tribes. Their villages and camps were clustered on the bank or shore of practically every lake or stream, with the largest villages situated along the shore of Lake Michigan. Figure 2.13 lists historic sites and Figure 2.14 lists archeological sites in the Town of Lima.

| Figure 2.13 – Architecture and History Inventory | | |
|---|------------------------------|---|
| Ahi # | Location | Historic Name |
| 79563 | CTH OO | Lima Cheese Factory |
| 106800 | STH 32 | James Riverview Cemetery |
| 123801 | N3702 Van Treeck Trail | Bruecker’s General Store and Hotel |
| 123802 | N2132 CTH V | Print Craft Service |
| 123818 | N2304 CTH V | Van de Vorst House |
| 123819 | N2492 CTH V | G. Neerhof House |
| 123820 | N3606 Stipe Ct. | Van de Loo House |
| 123838 | W2788 STH 28 | Joe Miley Farm |
| 123842 | W3454 STH 28 | A. Lienhard Farm |
| 123844 | W3836 STH 28 | H.H. Kappelmann Farm |
| 123845 | NW corner of CTH U and CTH M | Lima Township School #2 (Dye Road School) |
| 126759 | N3086 STH 32 | Gibbsville Gas Station |

Source: Sheboygan County Natural Areas and Critical Resources Plan. (Not necessarily a comprehensive list of all old buildings and structures.)

| Figure 2.14 – Archaeological Sites | | | |
|---|---|---|------------------|
| Site # / Burial Code | Site Name / Type | Cultural Study Unit | Section # |
| SB-0202 | BACHMANN 1. Campsite/village | 1. Early Woodland 2. Late Woodland 3. Unknown Prehistoric | 1 |
| SB-0119 | UNNAMED SITE 1. Campsite/village | 1. Unknown Native American | 11 |
| SB-0120 | MELENDY MOUND 1. Mounds/Other Unknown 2. Cemetery/burial | 1. Unknown | 11 |
| SB-0121 | OUR TOWN MOUND 1. Mounds/Other Unknown 1. Cemetery/burial | 1. Unknown | 12 |
| BSB-0075 | FARMIN CEMETERY 1. Cemetery/burial | 1. Historic Euro-American | 9 |
| BSB-0077 | HINGHAM CEMETERY 1. Cemetery/burial | 1. Historic Euro-American | 31 |
| BSB-0097 | GIBBSVILLE CEMETERY 1. Cemetery/burial | 1. Historic Euro-American | 35 |

| | | | |
|----------|---|---------------------------|----|
| BSB-0098 | JANSEN CEMETERY 1. Cemetery/burial | | 28 |
| BSB-0099 | JOHN NEAL FAMILY CEMETERY 1. Cemetery/burial | 1. Historic Euro-American | 23 |
| BSB-0100 | ST. ROSE OF LIMA CATHOLIC CHURCH AND CEMETERY 1. Cemetery/burial | 1. Historic Euro-American | 16 |
| SB-0278 | FOUR STRONG WINDS 1. Workshop site | 1. Unknown Prehistoric | 13 |
| BSB-0178 | JUDD FAMILY BURIAL 1. Cemetery/burial | 1. Historic Euro-American | 22 |
| BSB-0179 | ADAMS FAMILY BURIALS 1. Cemetery/burial | 1. Historic Euro-American | 12 |
| SB-0362 | FENNER 1. Lithic scatter | 1. Unknown Prehistoric | 3 |
| SB-0363 | LEMAHIEU 1. HCM concentration | 1. Historic Euro-American | 2 |
| SB-0366 | PINEHURST FARM BURIAL 1. Cemetery/burial | 1. Unknown Prehistoric | 1 |

Source: Sheboygan County Natural Areas and Critical Resources Plan. (Not necessarily a comprehensive list of all old buildings and structures.)

Other historic features include; the 5 and 6 corners intersections on CTH V, CTH I as the main road to Milwaukee, and STH 32 as an early military trail from Milwaukee to Green Bay

Cultural Resources

Libraries

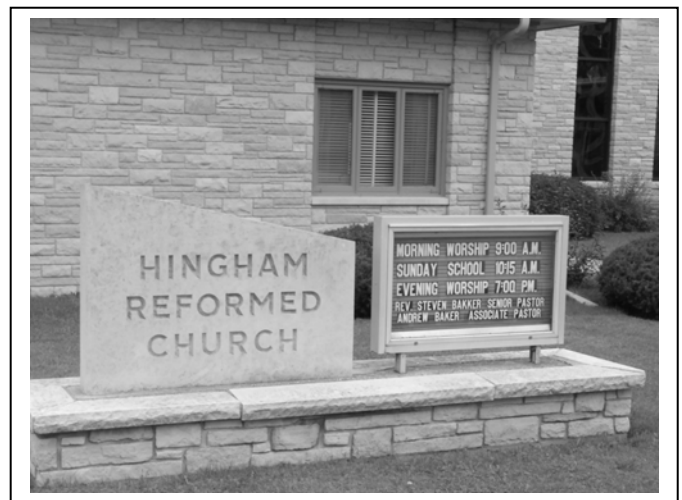
- The Oostburg Public Library, 213 N 8th Street, Oostburg. This library serves the Village of Oostburg, Town of Lima, Town of Holland, and Town of Wilson.
- UW-Sheboygan Library
- Eastern Shores Bookmobile

Community Organizations

- Ourtown Orioles, Lucky Clover, Hingham Handy Helpers and Lima Lites 4-H Clubs
- Hingham and Gibbssville Athletic Associations
- Higby-Oglan-Soerens American Legion

Events

- Hingham Memorial Day Parade



Community Design

Community design addresses the “look” and “feel” of a community. A variety of features contribute to community design, and these are identified below.

Signage

This includes signs that identify businesses; billboards and similar advertising signs; municipal signs; and yard signs. The Town of Lima has implemented a comprehensive sign ordinance in Section 26 of the Town of Lima Zoning Ordinance.

Landmarks

Landmarks are well-known reference points, prominent features, or meaningful locations within an area. Care should be taken to preserve landmarks, or enhance them, as necessary, if public opinion is supportive and funds are available. Some of the prominent features within the Town of Lima are:

- Hingham Mill pond
- The Five and Six-Corners area
- The Town Hall
- Dye Road School
- Sheboygan County Comprehensive Health Care Center
- Camp Riversite



Highway Entryways

Also known as “front doors” to a community, these are often the first view visitors and residents have of a community upon arrival. Many communities dress up these entryways with special signage, lighting, and landscaping in order to create a favorable impression. As STH 28 exits the neighboring Village of Waldo and City of Sheboygan Falls, and enters the Town, as well as STH 32 are entryways that might warrant discussion in the future.

RESOURCES STRATEGY AND RECOMMENDATIONS

The Town of Lima will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“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.”

Goals, Objectives, Policies, Programs

1) The Town of Lima has a proven history of plentiful, quality groundwater and its protection is a high priority of Lima citizens.

About 95% of the respondents in the 2003 Town of Lima Citizen Input Survey agreed that protection of groundwater quality and quantity is important to the Town.

- a) *Policy/program:* Identify the recharge areas for wells to recognize the areas that need to be protected.
- b) *Policy/program:* Identify potential contaminant sources within the recharge areas for wells in order to identify threats to the water.
- c) *Policy/program:* Continue to work with Sheboygan County ensuring that all septic systems are in good working order and giving citations to residents that are not complying.
- d) *Policy/program:* Coordinate with surrounding areas to ensure their ordinances are protecting the quality and quantity of groundwater.
- e) *Policy/program:* Work with the County to help ensure understanding of and compliance with the *Sheboygan County Erosion Control and Stormwater Management Ordinance*.
- g) *Policy/program:* Work with Sheboygan County and the WDNR to regularly test private wells.
- h) *Policy/program:* Encourage residents and businesses to properly seal abandoned wells.
- i) *Policy/program:* Strive to help landowners become aware of potentially tax deductible options for land preservation offered by Conservancy Organizations.

2) The Town of Lima supports the state’s “Right to Farm” law.

- a) *Policy/program:* Establish a brochure or pamphlet, to be distributed to new residents considering building or moving into the Town of Lima, informing them of the farming conditions and the Towns’ support of the “Right to Farm” law before they build or move to the Town.
- b) *Policy/program:* Create awareness of the intensity and importance of agriculture through a variety of methods that may include special “AG District” signage; road restrictions; lower speed limits; a town board “buyer/seller beware” conflict policy; and a “buyer beware” statement on Certified Survey Maps protecting the right to farm in the Town of Lima.
- c) *Policy/program:* Consider informing farmers that in order to be protected by the “right to farm” law they must use best practices such as nutrient management plans, soil erosion plans, or any other state or federal conservations or nonpoint law, which in turn lower the number of possible nuisance complaints in regards to agricultural lands.
- d) *Policy/program:* Partner with Sheboygan County UW-Extension and similar agencies to help local farmers become more aware of Best Management Practices (BMPs) for pesticide and fertilizer application, erosion control, environmentally friendly tilling strategies, etc

3) Lima Town government supports agricultural land preservation as a priority goal.

- a) *Policy/program:* Consider joining a countywide effort to develop the Site Assessment of the LESA score.
- b) *Policy/program:* Continue using a checklist to help analyze land parcels for potential zoning changes out of A-1 Prime Ag. Criteria for land analysis might include the County’s Land Evaluation and Site Assessment (LESA) score; the recent use of the parcel and adjacent parcels; and the presence of natural buffers. (See Appendix 4 for a sample checklist.)
- c) *Policy/program:* Develop and distribute, either directly or through area realtors, a “Rural Code of Conduct” form that outlines the traditional community norms and expectations for residents. (See Appendix 5 for form used by Realtors Association of South Central Wisconsin.)
- d) *Policy/program:* Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town, except in growth areas designated on the 20-Year Potential Land Use Map.
- e) *Policy/program:* Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands.

4) The Town of Lima supports the lake management district to protect the Hingham Mill Pond.

- a) *Policy/program:* Uphold the current shoreland, wetland, and stormwater management ordinances. Protect environmental corridors, using conservancy zoning.
- b) *Policy/program:* Support the enhancement of the Hingham Mill Pond.
- c) *Policy/program:* Support the acquisition of property that would help to conserve the Hingham Mill Pond as an asset to the Town.

- d) *Policy/program:* Assist and support the lake management district if they apply for WDNR grants and other protection grants as needed.
- e) *Policy/program:* Encourage the use of vegetative buffers along lakes, streams and tributaries. Financial incentives are currently available through CREP and may be available in the future through the Sheboygan County Land & Water Conservation Department's Vegetated Buffer Strip Program.

CHAPTER 3 - HOUSING AND POPULATION

INTRODUCTION

Housing is sometimes taken for granted by community planners. This is unfortunate, because quality housing is not only a basic human need, it attracts and retains workers, drives population growth, forms a major part of a community's image, and provides stability in a community. On an individual level, a home is usually the largest expenditure most residents make in their lifetimes. This chapter will discuss the status of housing in the Town of Lima, identify priority issues, and recommend possible ways to address those issues.

66.1001(2)(b)

Housing element. A compilation of objectives, policies, goals, maps and programs of the local governmental unit to provide an adequate housing supply that meets existing and forecasted housing demand in the local governmental unit. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit's housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the local governmental unit and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the local governmental unit's existing housing stock.

CHAPTER SUMMARY

The Town of Lima's population has grown slowly from 1940 to 2000. In the ten years from 1990 to 2000, the Town has averaged about 14 new homes per year. Residents have indicated a preference for the single-family homes that make up the majority of the housing stock in the Town.

Nearly thirty-seven percent of the houses in the Town are older than 65 years of age. This is typical for rural communities in the area. Nevertheless, housing values are strong in the Town and continue to increase faster than most other towns in the County.

While the Town of Lima loses many of its younger residents when they enter their 20s, the Town is attractive again for people in their 30s with young families. Due to a lack of independent and assisted care options for elderly residents, many elderly residents are relocating from the Town to nearby cities and villages to be closer to facilities and services.



The Town's slow growth rate is in line with the preferences of residents. The aging housing stock will likely need increasing maintenance during the planning period, but strong property values should make home equity loans a viable option for repairs and improvements. Unless a variety of specialized living options for elderly residents are built in the Town, which is unlikely given the Town's rural nature and limited resources, the Town will continue to see a loss of older residents.

POPULATION CHARACTERISTICS

Population Trends

As shown in Figure 3.1, the population in the Town of Lima grew relatively slowly and steadily from 1940 to 2000. However, when compared to neighboring towns, the Town of Lima had a faster population growth rate than some of its' neighbors over this time period.

| Figure 3.1- Population Trends, 1940 to 2000 | | | | | | | | |
|--|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-----------------------|
| Town | Year | | | | | | | Percent Change |
| | 1940 | 1950 | 1960 | 1970 | 1980 | 1990 | 2000 | |
| Lima | 1,784 | 2,257 | 2,333 | 2,590 | 2,809 | 2,715 | 2,948 | 65.2% |
| Herman | 1,932 | 2,120 | 2,438 | 2,042 | 2,095 | 1,820 | 2,044 | 5.8% |
| Sherman | 988 | 1,146 | 1,269 | 1,436 | 1,445 | 1,461 | 1,520 | 53.8% |
| Holland | 2,010 | 2,000 | 2,074 | 2,287 | 2,504 | 2,567 | 2,360 | 17.4% |
| Wilson | 1,263 | 1,839 | 2,387 | 3,323 | 3,604 | 2,842 | 3,227 | 155.5% |
| Sheboygan Falls | 1,660 | 1,841 | 1,870 | 2,280 | 2,281 | 1,908 | 1,706 | 2.8% |

Population Projections

The Wisconsin Department of Administration (WisDOA) projects the Town of Lima's population to increase from 2010 to 2025, at a rate of 8.8%. During this same time period the population in Sheboygan County is projected to increase 8.9% (Figures 1.10 and 1.11). The loss of young workforce age residents who are likely to find more job opportunities in the larger communities of Sheboygan County and elsewhere, will offset most population gains. Also, elderly residents with limited income and needs for specialized services and subsidized housing may begin moving to larger communities better able to meet their needs.

Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units in the Town of Lima according to the 2000 U.S. Census by the average number of persons per household in Lima (2.81). In 2000, Lima had 6 seasonal housing units, creating an estimated seasonal population of 17, approximately 0.6% of the Town's population. For comparison's sake, the seasonal population for the Town of Sheboygan Falls was 6; Town of Wilson was 89; and for Town of Lyndon it was 170.

Decade Population Pyramids

Figure 3.2 and 3.3 represent the distribution of age and gender from 1990 to 2000 for the Town of Lima, respectively. Because the Town's total population increased only 7.9%, the numbers in the two charts can be reasonably compared against each other. When comparing the 1990 chart to the 2000 chart, it is helpful to remember that a particular age group in the 1990 chart shows up 10 years later in the 2000 chart.

For starters, the data shows that those who were of pre-school or elementary school age in 1990 (410 children) remained in the Town over the course of their schooling. Ten years later, when these children had aged to between 10-19, their total was 427. As is typical for many rural communities, the Town then saw a substantial drop off when teenagers reached adulthood and were able to move away to college or other opportunities. Those who were 10-19 in 1990 numbered 456; ten years

later, when these individuals were in their 20s, the number in the Town had dropped to 244, despite an overall increase in the Town’s population.

Though the Town might lose young people in their 20s, it appears to become attractive again when individuals reach their 30s and settle down to raise families. While there were only 244 people in their 20s in 1990, ten years later, the number of residents in their 30s had jumped 79% to 437.

Residents in their 30s in 1990 (459) stuck around for their 40s (539). Some residents in their 40s and 50s in 1990 (859) were no longer living in the Town for their 50s and 60s (627). Finally, there were 233 residents who were over 70 years of age in 1990; ten years later, when they were 80 plus year old, their numbers had decreased significantly to 98.

The baby boom births between the years 1946 and 1960, combined with increased life expectancies, is producing a population with a larger percentage of residents over age 65. Will such residents want to remain in the Town?

Figure 3.2-Town of Lima Population Pyramid, 1990

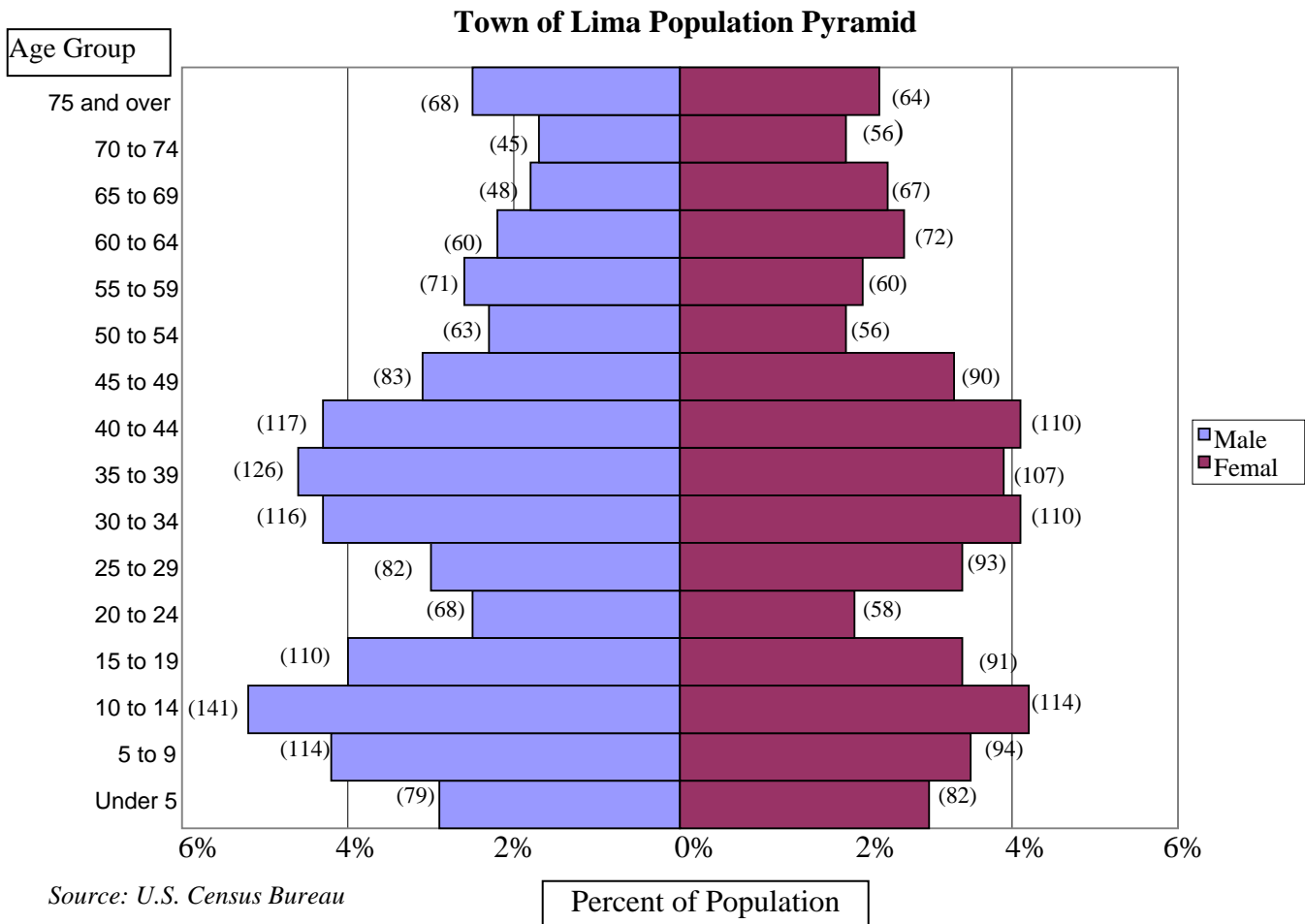
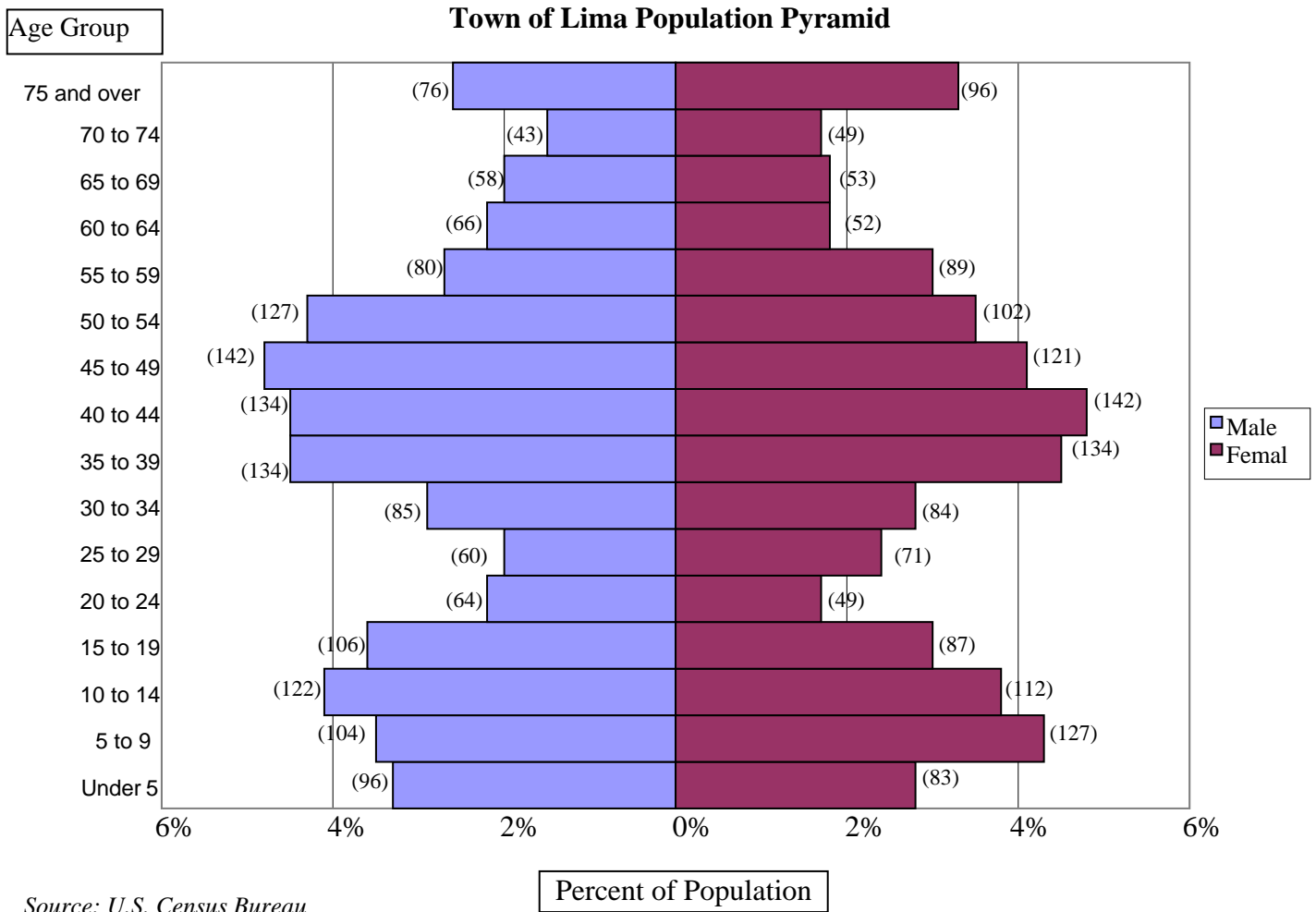


Figure 3.3- Town of Lima Population Pyramid, 2000



Source: U.S. Census Bureau

HOUSING INVENTORY

Housing Permits

Figure 3.4 shows that new construction from 1998 to 2008 in the Town of Lima has remained consistently in the teens for single-family units, with the exception of “boom” year in 1998. In addition to the single-family units, there were 7 two-family homes constructed during this time. Eight abandoned or older homes were demolished during this time as well.

| Year | Single-Family | Two-Family | Homes Demolished |
|-------------------------|----------------------|-------------------|-------------------------|
| 1998 | 23 | 2 | 1 |
| 1999 | 15 | 0 | 2 |
| 2000 | 14 | 0 | 0 |
| 2001 | 12 | 3 | 1 |
| 2002 | 14 | 0 | 0 |
| 2003 | 15 | 2 | 1 |
| 2004 | 15 | 0 | 1 |
| 2005 | 18 | 0 | 0 |
| 2006 | 13 | 0 | 0 |
| 2007 | 9 | 0 | 2 |
| 2008 | 5 | 0 | 0 |
| Total | 153 | 7 | 8 |
| Average per year | 13.9 | 0.6 | 0.7 |

Source: Town of Lima

Recent and Projected Household Size

As shown in Figure 3.5, the average household size in the Town of Lima, like other communities, has been decreasing and is projected by WisDOA to continue a steady decline. One would expect the square footage of new homes to decrease along with household size, but this is not necessarily the case, as was seen in the 1990s when new homes were built larger despite the drop in household size.

The WisDOA projects the population for the Town of Lima by the year 2025 to increase to 3,079. The average household size for the Town is projected to be 2.66 in 2025. The number of housing units needed to support the population of 2025, if household size projections are accurate, will be 1,156. As of 2000, there were 1,008 occupied housing units in the Town, which means an additional 148 will need to be constructed by 2025 — about six per year. Current rates of new construction would seem more than adequate to provide the housing needs for the projected population.

These projections can change with fluctuations in the economy, municipal policies, road construction, and migration. The Town should use these projections to help make decisions on desired outcomes. With proper planning, policies can be implemented that guide development and spur or limit growth to reach a desired outcome. Directing growth along desired paths will result in a strong healthy community with adequate services and facilities.

| Geographic Area | 2000 | 2010 | 2015 | 2020 | 2025 |
|-------------------------|-------------|-------------|-------------|-------------|-------------|
| Town of Lima | 2.92 | 2.73 | 2.71 | 2.69 | 2.66 |
| Town of Plymouth | 2.85 | 2.82 | 2.79 | 2.77 | 2.74 |
| Town of Sheboygan Falls | 2.59 | 2.53 | 2.50 | 2.49 | 2.47 |
| Town of Sheboygan | 2.73 | 2.67 | 2.63 | 2.62 | 2.60 |
| Sheboygan County | 2.51 | 2.46 | 2.44 | 2.42 | 2.40 |

Source: Wisconsin Department of Administration

Housing Types - Units in Structure

In 2000, the percent of single-family detached units in Lima (88.4%) was much higher than the percentage for the County overall (65.0%). Figure 3.6 shows little mix of housing types, but this is not unusual for a rural community. According to Question 19 of the 2003 Citizen Input Survey for the Town of Lima, 59.4% of respondents favored single-family housing as the dominate type of future housing if the Town continues to grow. The next highest response was for housing for senior citizens at 15.8% or 87 respondents.

| Structure | Town of Lima 1990 | | Town of Lima 2000 | | Sheboygan County 1990 | Sheboygan County 2000 |
|-------------------------|----------------------|---------|----------------------|---------|--------------------------|--------------------------|
| | Units | Percent | Units | Percent | Percent | Percent |
| 1 unit, detached | 761 | 86.4% | 892 | 88.4% | 66.0% | 65.0% |
| 1 unit, attached | 7 | 0.8% | 32 | 3.2% | 1.7% | 2.8% |
| 2 unit | 83 | 9.4% | 61 | 6.0% | 17.0% | 14.1% |
| 3 or 4 unit | 9 | 1.0% | 5 | 0.5% | 3.9% | 3.8% |
| 5 to 9 unit | 0 | 0.0% | 0 | 0.0% | 1.9% | 3.2% |
| 10 to 19 unit | 0 | 0.0% | 0 | 0.0% | 2.7% | 2.5% |
| 20 or more unit | 0 | 0.0% | 0 | 0.0% | 3.1% | 4.1% |
| Mobile home or other | 21 | 2.4% | 19 | 1.9% | 2.4% | 2.9% |

Source: U.S. Census Bureau. (Figure 3.6 above is based on Census data compiled from the long form, which was sent to a random sample of residents. Because of this, the numbers of units for each structure type are estimated.)

Housing Occupancy and Tenure

The Town of Lima has had lower vacancy rates than Sheboygan County overall (see Figure 3.7). Its rates of 3.0% in 1990 and 2.0% in 2000 are slightly below to the traditionally recommended level of 5%. (“A vacancy rate of 5% or more is generally adequate to meet a short-term increase in housing demand,” p. 99, *The Small Town Planning Handbook, Second Edition*, Daniels, Thomas L., et al.)

The Town’s percentage of owner-occupied homes was much higher than the County’s, which is typical for rural towns, where renting is less common.

| Units | Town of Lima 1990 | | Town of Lima 2000 | | Sheboygan County 1990 | Sheboygan County 2000 |
|---------------------------------------|----------------------|---------|----------------------|---------|--------------------------|--------------------------|
| | Number | Percent | Number | Percent | Percent | Percent |
| Occupied | 855 | 97.0% | 1,008 | 98.0% | 94.8% | 94.8% |
| Owner | 732 | 83.1% | 894 | 86.9% | 70.3% | 71.4% |
| Renter | 123 | 14.0% | 114 | 11.1% | 29.7% | 28.6% |
| Vacant | 26 | 3.0% | 21 | 2.0% | 5.2% | 5.2% |
| Seas., Recr., Occas. Use, Other | 8 | 0.9% | 6 | 0.6% | 1.9% | 1.7% |

Source: U.S. Census Bureau

Age of Housing

As Figure 3.8 shows, as of 2000, the Town of Lima had 307 housing units that were built before 1940, which was 36.6% of its total housing stock. When compared to the nearby towns of Plymouth, Sheboygan Falls, and Holland (34.3%) this figure seems about normal. Nevertheless, this still means that at least three in ten of the houses in the Town of Lima are over 65 years old. Older homes generally require more maintenance and repair than newer homes, but maintaining older homes provides a good source of affordable housing and enhances the overall character of a community.

| Figure 3.8 – Year Structure Built, Town of Lima and Nearby Towns | | | |
|---|--------------------------------|-----------------------------------|--|
| Year Structure Built | Number of Units In Lima | Percentage of Lima Housing | Percentage of Housing in Plymouth, Sheboygan Falls, and Holland |
| 1990 to 2000 | 140 | 13.6% | 16.2% |
| 1980 to 1989 | 114 | 11.1% | 9.4% |
| 1970 to 1979 | 193 | 18.7% | 21.9% |
| 1960 to 1969 | 93 | 9.0% | 9.4% |
| 1940 to 1959 | 113 | 11.0% | 8.8% |
| 1939 or earlier | 377 | 36.6% | 34.3% |

Source: U.S. Census Bureau Sample Data

Condition of Housing Stock

Age is often an indicator of the overall condition of the housing stock. Though there are exceptions, it is generally true that older houses are not in as good of a condition as newer ones. Revitalizing older homes or rehabilitating them for multi-family use can help sustain the necessary levels of housing units to support local populations. Since nearly four in ten houses in Lima were built before 1939, some homeowners may need help in the form of special financing or programs to rehabilitate or refurbish their older homes.

Housing Values

Besides the *age* and *condition* of the housing stock, *supply* (covered later in this chapter) and *cost* (covered here) determine the overall availability of local housing. According to the 2000 Census, the median value of an owner-occupied home in Lima was \$118,500, compared to a median value in area towns of \$129,200. The Town of Lima values were slightly lower than the total town average value. However the housing values rose much faster in Lima than in some other towns, such as Wilson, Russell and Herman. Please see Figure 3.9 below for a community comparison.



| Figure 3.9 – Median Home Values for Town of Lima and Towns in Sheboygan Co. | | | |
|--|-------------------------------|-------------------------------|-----------------------|
| Town | 1990 Median Home Value | 2000 Median Home Value | Percent Change |
| Lima | \$64,300 | \$118,500 | 84% |
| Herman | \$63,600 | \$108,600 | 71% |
| Holland | \$72,500 | \$148,500 | 105% |
| Greenbush | \$62,300 | \$133,500 | 114% |
| Lyndon | \$64,700 | \$125,300 | 94% |
| Mitchell | \$67,500 | \$139,900 | 107% |
| Mosel | \$67,300 | \$114,100 | 70% |
| Plymouth | \$81,100 | \$150,100 | 85% |
| Rhine | \$76,500 | \$149,400 | 95% |
| Russell | \$60,800 | \$98,300 | 62% |
| Scott | \$61,300 | \$125,000 | 104% |
| Sheboygan | \$71,600 | \$135,800 | 90% |
| Sheboygan Falls | \$64,100 | \$122,900 | 92% |
| Sherman | \$64,400 | \$133,500 | 107% |
| Wilson | \$83,300 | \$134,600 | 62% |
| Town Average | \$68,353 | \$129,200 | 89% |

Source: U.S. Census Bureau Sample Data (Figure 3.9 above is based on Census data compiled from the long form, which was sent to a random sample of residents.)

Figure 3.10 breaks down the value of owner-occupied housing units in the Town of Lima and compares the Town with other towns and Sheboygan County as a whole. This table can give a community an indication of whether it has the right “mix” of housing for different income levels. When compared to Sheboygan County, and even other towns, the Town of Lima exhibits a slight diversity of housing values. Over sixty-seven percent of Lima homes are in the \$100,000 plus value range, however this is lower than the town average of 75.6%. The Town of Lima also has a larger percentage of homes valued under \$100,000 (32.7%), compared to only 24.4% in all other townships. This provides an opportunity for lower income families, new workers/families and new residents moving into Sheboygan County a chance to purchase an affordable home.

| Figure 3.10 – Owner-Occupied Housing Value in 2000 | | | |
|---|--|--|--|
| Cost Range | Town of Lima Percent of All Housing | County Towns Percent of All Housing | Sheboygan County Percent of All Housing |
| Less than \$50,000 | 2.9% | 1.0% | 2.2% |
| \$50,000 to \$99,999 | 29.8% | 23.4% | 42.2% |
| \$100,000 to \$149,999 | 39.6% | 37.7% | 34.7% |
| \$150,000 to \$199,999 | 20.3% | 21.4% | 12.9% |
| \$200,000 or more | 7.3% | 16.5% | 8.0% |

Source: U.S. Census Bureau Sample Data (Figure 3.10 above is based on Census data compiled from the long form, which was sent to a random sample of residents.)

Housing Costs - Rent and Mortgage

Nearly every community suffers from a shortage of affordable housing. Affordable housing, however, is *not* the same as low-income housing. According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30% of household income for housing (including utilities). The 2000 Census shows the median household income in the Town of Lima was \$53,023. Assuming a household earned the median income in 2000, the maximum monthly mortgage or rent, plus utilities, an average household could afford for housing was approximately \$1,326.

Owner Costs and Income Comparison

According to the 2000 Census, the median gross mortgage for owner-occupied housing units was \$997 within the Town of Lima, which was the fifth lowest in the County among the 15 towns. The 2000 Census indicates that 254 out of 512 (49.6%) of Lima owner-occupied housing units paid more than 30% of their income for monthly owner costs. This also reflects the town having a very similar pattern to the Sheboygan County average of mortgage costs exceeding 30% of household income at 47.1%. This could be an indication of budgetary pressures on a substantial number of households within the Town.

Rent and Income Comparison

According to the 2000 Census, there were 114 renter-occupied units in the Town, and the median gross rent for renter-occupied housing units was \$478, which was the fifth lowest in the County among the 15 towns and about the same as the Sheboygan County median of \$482. There were no Town of Lima households out of 106 sampled that paid more than 30% of their income in rent.

Projected Housing Units

Demographics, migration trends, and population forecasts indicate that change appears to be inevitable. Estimating the *amount* of growth, however, is difficult if not impossible. Demographic trends are influenced by “free will” factors, such as whether to marry or remain single, whether to have children and how many, and so forth. Migration trends can change dramatically if federal policies are altered. Population forecasts for a particular community are subject to a large variety of factors, including highway expansions, plant relocations, and the attractiveness of surrounding communities, which the Town of Lima has little or no control over.

There is no guarantee that recent development trends will continue — and even if there were, there is no reason that a community necessarily has to allow past trends to continue if they are not desired. To address these factors, many plans present separate *high growth*, *moderate growth*, and *low growth* scenarios — and the community can choose which scenario it wants to encourage.

About 57% of respondents to the 2003 Citizen Input Survey expressed a preference for the Town to limit the number of new home permits issued on an annual basis to help control growth. Consequently, **the Town of Lima has chosen a slow growth scenario.** In the 2003 Town of Lima Citizen Input Survey, about 82% of respondents favored new residential development at the 1993-2003 rate or slower. From 1993 to 2003, there was an average of 17 homes built per year.

Figure 3.11 shows the number of households projected to be built by 2025. It should be noted that, the number of new housing permits issued by the Town of Lima since 2000 is substantially more than the projection for 2010. Figure 3.3 shows that there have been 120 new housing permits issued by the Town of Lima since January 1, 2000.

| Year | Total Households Projected by WisDOA | Cumulative Households Added Since 2000 |
|-------------|---|---|
| 2010 | 1,084 | 55 |
| 2015 | 1,110 | 81 |
| 2020 | 1,134 | 105 |
| 2025 | 1,156 | 127 |

Source: Wisconsin Department of Administration

Subsidized and Special Needs Housing

Due to the larger than ever before numbers of aging citizens in the U.S. population, which is slated to continue until dropping off around 2040, many communities have begun to explore how they will meet the housing needs of this group. Options for relatively healthy older citizens currently include, 1) continued independent living in single-family homes, if transportation and other needs are met, 2) independent living in condos or apartments designed and designated for seniors, 3) Subsidized Rental Housing Projects, and 4) Independent Senior Living Units.

1. Many older citizens still live satisfactorily in the single-family homes they have lived in for the past several decades. Mortgages on these homes are often paid off. Seniors are typically comfortable in these homes and not eager to leave, even when health problems begin. These homes are generally well cared for, but in some cases, due to lack of mobility or the loss of a spouse, maintenance can become neglected. As long as property taxes do not become overly burdensome and sufficient transportation options and public services remain available, some senior citizens can live in their homes into their eighties and beyond.
2. Condominiums, townhouses, and apartments have become increasingly attractive options for older citizens. Typically, such housing is smaller and easier to maintain than a single-family house, and when properly sited near bus lines and other amenities, they are more convenient for older lifestyles.
3. Subsidized Rental Housing Projects include Zion Community Apartment in Adell, Hawthorne Woods Apartment, Quit Qui Oc Manor and Fairview Crossing in Plymouth, Cascade Manor in Cascade, Country Harbor in Random Lake, DeGelder Huis in Cedar Grove, Rochester Springs in Sheboygan Falls and several sites in Sheboygan.
4. Independent Senior Living Units are typically multi-unit apartment style settings that are designed for independent older adults. Room sizes range from studio/efficiency units to one and two bedroom apartments. Most facilities have a recreation room or common area for social gatherings. There is often a manager available to make referrals, organize events, or assist with independent living. Minimum age limits usually apply in these facilities. Some facilities may also require a resident's annual income to fall below certain guidelines. Examples include Briarwood Cottages in Plymouth, 40 units; Colonial Columns in Plymouth, 28 units; Mapledale Village Senior Apartments in the Town of Sheboygan, 123 units; Sheboygan Regency House in Sheboygan, 59 units; South Horizon Apartments in Plymouth, 32 units; Waterview Apartment Homes I & II in Sheboygan, 91 units.

The number of residents over the age of 75 in Lima in 2000 was 172. Population projections and demographic trends point to an increase in this number. Currently, the primary living option

available in Lima for seniors is independent single-family housing. There are also about 32 one-unit attached dwellings and 19 mobile homes. However, individuals who lack mobility may find it difficult to obtain transportation to a grocery store, pharmacy, doctor’s appointment, etc. While the community values its older residents, it is difficult for a rural town to provide adequate facilities and services to meet the specialized needs of the elderly. Consequently, it is likely that older residents will need to relocate to other nearby communities with more capacity for meeting specialized needs.

Housing Development Environment

The Town of Lima has the desire to maintain its rural character. There may, however, be a need for some new housing in order to replace dilapidated housing stock, if any, and maintain an adequate supply of housing for the low growth that is anticipated.

Using records from Sheboygan County, an analysis was done to determine the number of unsold lots still remaining in the most recent developments within the Town. Very few subdivisions have occurred in the Town, most all in Hingham. Most land splits have been by certified survey map (CSM). See figure 3.12 for a listing of recent subdivision developments within the Town of Lima.

| Figure 3.12– “Recent” Developments in the Town of Lima | |
|---|--|
| Development | Number of Unsold Lots Remaining |
| <i>SweetWaters</i> , Section 31 Platted in 2003; total lots: 23 | 1 lots |
| <i>TenHaken Acres</i> , Section 31 Platted in 2001; total lots: 10 | 0 lots |
| <i>River Run (2nd Addition)</i> , Section 30 Platted in 2001; total lots: 14 | 0 lots |
| <i>River Run (1st Addition)</i> , Section 30 Platted in 1999; total lots: 8 | 0 lots |
| <i>River Run</i> , Section 30 Platted in 1995; total lots: 31 | 0 lots |
| <i>Dulmes Estate</i> , Section 26 Platted in 1995; total lots: 18 | 0 lots |
| <i>Birchwood (2nd Addition)</i> , Section 13 Platted in 1994; total lots: 7 | 0 lots |

Source: Sheboygan County Register of Deeds, June, 2009 and the Town of Lima

ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS

Housing programs

There are a variety of programs available to communities to help provide housing for residents of limited income or special needs. Resources for such programs include USDA Rural Development and the State of Wisconsin Website at www.doa.state.wi.us/dhir. Such programs include, loans and grants, funding for waste/water systems, programs for home improvement, repair and development, and support for economic development. The Lakeshore Community Action Program has an assistance program available to residents in Sheboygan County. This program is the Section 8 Voucher Housing Assistance program, which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who rent. Each community must decide which program or combination of programs will enable them to reach their housing goals and maintain the desired housing environment.

Housing plans

There are currently no stand-alone housing plans for the Town of Lima, Sheboygan County, or the Bay-Lake Regional Planning Commission. The housing chapter of the Bay-Lake RPC's comprehensive plan, however, does identify issues and make broad recommendations for housing in the region. Issues identified include 1) The need for more housing for all segments of population, 2) Affordable housing for young families, 3) Ensuring that municipal ordinances do not deter or prevent the development of affordable housing, and 4) Affordable living for the elderly.

HOUSING STRATEGY AND RECOMMENDATIONS

The Town of Lima will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“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.”

Goals, Objectives, Policies, Programs**1) Lima Town government concurs with the town residents in that historic growth rates are preferred/acceptable.**

a) Policy/program: The Town of Lima will explore a variety of growth management options.

2) If residential development occurs in the Town of Lima, the types of residential development Lima residents prefer are single-family housing and housing for senior citizens.

a) Policy/program: The Town of Lima will utilize its' 20-Year Potential Land Use Map and zoning map to steer residential development toward the already “built-up” areas of Hingham, Gibbsville and Ourtown.

b) Policy/program: Encourage future residential development in areas that have minimal impact of agricultural operations.

c) Policy/program: Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands.

d) Policy/program: 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.

e) Policy/program: The Town will amend its zoning ordinance, if necessary, to provide more flexibility and options for housing.

f) Policy/program: Cooperate with adjacent units of government on future developments adjacent to the Town boundaries.

g) Policy/program: New housing should consider the senior & disabled population and make sure there are adequate provisions for ADA accessible and elderly residents.

CHAPTER 4 - ECONOMIC DEVELOPMENT

INTRODUCTION

Comprehensive planning recognizes the connection between economic development and quality of life. New growth and redevelopment can improve a community. The reason is quite simple: economic development helps pay the bills. Economic development is about working together to maintain a strong economy by creating and retaining desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community, county, or state can provide the level of services residents expect. Even though the private sector is the primary source of economic activity, the public sector plays an important and, ideally, complementary role. Economic development expenditures are an investment in the community.

Influencing and investing in the process of economic development allows a community to determine its future direction and guide appropriate types of development according to its own values. Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community.

Even though the Town of Lima is a small, rural community with limited businesses and industries, it is still important for local officials to review the economic factors listed in this chapter to understand the community's strengths and weaknesses (in economic terms) so that the Town can work towards promoting its identified goals.

66.1001(2)(b)

Economic development element. A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit, including an analysis of the labor force and economic base of the local governmental unit. The element shall assess categories or particular types of new businesses and industries that are desired by the local governmental unit. The element shall assess the local governmental unit's strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the local governmental unit.

CHAPTER SUMMARY

The economic development inventory conducted for the Town of Lima has established that more residents than ever before work outside the Town and in many cases outside Sheboygan County. The unemployment rate has been relatively low, with about 38% of workers being employed in manufacturing related jobs. Manufacturing has continued to remain fairly strong despite competition from overseas — much of its continued success is attributable to niche products and high tech processes requiring advanced skill sets from workers. In fact, manufacturing is the primary sector exporting goods/services out of the County and thereby bringing wealth and

investment into the area. Agriculture also continues to play a significant role in the Town and County economy.

With excellent access to STH 28 and 32, the Town of Lima has about ten strengths from an economic development perspective and perhaps a half-dozen weaknesses. The Town has a higher proportion of residential and agricultural property value than most towns in the state, but a much lower proportion of commercial. Its debt is low and its debt service is also low. The Town of Lima's tax base has grown steadily in the recent past, at about the same pace as most other towns on average.

The Town would like to continue to foster a strong agricultural base. Small-scale and home-based business development that is sensitive to the environment and the Town's rural atmosphere is preferred, with larger development focused in other municipalities or near the unincorporated villages of Gibbsville and Hingham. There are a variety of County, regional, state, and federal programs that might suit the Town of Lima as the right opportunities arise.

LABOR FORCE CHARACTERISTICS

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces or under age 16. Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and gender characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal factors. An understanding of the characteristics of the local and regional labor force is an important consideration when planning an economic development strategy, since businesses and industries require an adequate supply of qualified workers.

Place of Work

Due to the rural nature of towns, it is not surprising that only 9.5% of workers living in the Town of Lima worked within the Town, and that 90% of workers living in the Town of Lima worked somewhere in Sheboygan County. See Figure 4.1 for a local Town comparison.

The low percentage of Town of Lima residents remaining near their homes to work is mirrored in other nearby towns and is therefore not a trend unique to Lima. This indicates that local officials should keep in mind that an increasingly higher percentage of residents commuting to work outside the town and even outside the county often means they are also probably doing their shopping at stores near where they work and will not be as likely to need/support local stores. Long commutes also leave less time for family, community, and entrepreneurial activities.



| Town | Place of Work | 1990 | 2000 | Percentage Change |
|---------------------------|-------------------------|-------|-------|-------------------|
| Lima residents | Within the Town | - | 9.5% | - |
| | Within Sheboygan County | 90.4% | 90.8% | 0.4% |
| Plymouth residents | Within the Town | - | 18.8% | - |
| | Within Sheboygan County | 92.0% | 87.7% | -4.3% |
| Sheboygan Falls residents | Within the Town | - | 10.4% | - |
| | Within Sheboygan County | 95.8% | 95.5% | -0.3% |
| Sheboygan residents | Within the Town | - | 12.7% | - |
| | Within Sheboygan County | 95.0% | 91.8% | -3.2% |

Source: U.S. Census Bureau sampling data

Occupation

Figure 4.2 shows, that in 2000, the majority of employed persons in the Town of Lima were either in “production, transportation, and material moving occupations” (28%) or “management, professional, and related occupations” (26%). There were, however, significant numbers in three other categories, indicating a fairly diverse employment base. Refer to Figure 1.9 for a comparison between 1990 and 2000 for the industry of employment for the Town of Lima and nearby Towns.

| Occupation | Lima | Plymouth | Sheboygan | Sheboygan Falls |
|--|-------------|-------------|---------------|-----------------|
| Management, professional, and related occupations | 26.2% (427) | 34.8% (578) | 34.0% (1,127) | 23.9% (251) |
| Service occupations | 10.5% (171) | 10.8% (180) | 12.2% (406) | 12.6% (132) |
| Sales and office jobs | 21.2% (345) | 24.5% (407) | 21.2% (703) | 18.2% (191) |
| Farming, fishing, and forestry occupations | 1.9% (31) | 0.5% (9) | 0.7% (24) | 3.1% (33) |
| Construction, extraction, and maintenance jobs | 12.6% (205) | 12.1% (202) | 9.5% (314) | 13.3% (140) |
| Production, transportation, and material moving jobs | 27.6% (450) | 17.3% (287) | 22.4% (741) | 28.9% (304) |

Source: U.S. Census Bureau sampling data

Median Household Income

In 1989, the median household income in the Town of Lima was \$35,503. This was lower than a couple of the towns listed in Figure 4.3. By 1999, the median household income for the town had increased by \$18,107 to \$53,023, still in the lower half of the area towns compared.

| Town | 1989 | 1999 | Percentage Increase |
|-----------------|----------|----------|---------------------|
| Lima | \$35,503 | \$53,023 | 49.4% |
| Plymouth | \$28,918 | \$61,038 | 52.6% |
| Sheboygan Falls | \$34,643 | \$50,489 | 45.7% |
| Sheboygan | \$40,282 | \$60,846 | 33.8% |

Source: U.S. Census Bureau sampling data

Unemployment Rate

For the period 2000 to 2007, the civilian labor force in Sheboygan County increased 1.7% (compared to 4.0% for Wisconsin as a whole). Generally speaking, however, the County has had a lower unemployment rate than the rest of the state.

| Figure 4.4 – Average Unemployment Rates, 2000-2007, Sheboygan County and Wisconsin | | | | |
|---|--|------------------------------------|--|------------------------------------|
| Year | Sheboygan County Civilian Labor Force | Sheboygan County Unemployed | Sheboygan Co. Unemployment Rate | Wisconsin Unemployment Rate |
| 2000* | 64,523 | 1,592 | 2.5% | 3.4% |
| 2001* | 64,818 | 2,449 | 3.8% | 4.4% |
| 2002* | 64,555 | 3,090 | 4.8% | 5.3% |
| 2003* | 64,798 | 3,278 | 5.1% | 5.6% |
| 2004* | 64,664 | 2,864 | 4.4% | 4.9% |
| 2005* | 64,751 | 2,613 | 4.0% | 4.8% |
| 2006* | 65,510 | 2,596 | 4.0% | 4.7% |
| 2007* | 65,644 | 2,804 | 4.3% | 4.9% |

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited.

*Not seasonally adjusted.

Employment Forecast

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, 2006-2016*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. The total number of non-farm jobs are projected to increase by 246,370 (8.0%) during the period. Leading the way are the categories of “Education and Health Services, including State and Local Government” with 92,560 new jobs projected and “Health Care and Social Assistance, including State and Local Government in Hospitals” with 81,420 new jobs. With the aging of the population, the increased demand for such services is no surprise. Other categories with substantial growth include “Professional and Business Services” (47,760), “Leisure and Hospitality” (29,640), “Accommodation and Food Services” (25,700), and “Administrative and Support and Waste Management and Remediation Services” (25,200). The manufacturing industry is projected to lose approximately 1.5% of its jobs by 2016; one exception is non-metallic mining, which is projected to increase by 13.1%.

From 1990 to 2000, the manufacturing industry continued to be the industry with the largest share of employment in Sheboygan County. The services industry and retail trade industry were the county’s second and third highest employers respectively. This trend is expected to continue, at least in the short-term, as decreases or stagnant growth in manufacturing are expected. This is due to local factory closings, advancing technologies in manufacturing and economic conditions.

ECONOMIC BASE ANALYSIS

Economic Sectors

The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that usually export their goods, and thus are more susceptible to market forces far outside of the local region. The non-basic sector, in contrast, is

composed of those firms that depend largely upon local markets and conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector, because it brings in wealth from outside the community.

Threshold Analysis

Export Base (Basic Employment)

According to the U.S. Dept of Commerce, Bureau of Economic Analysis, there were two areas within the 2000 Sheboygan County economy that could be considered basic employment areas: farm employment and manufacturing. These two areas produced more goods and services than the local economy could use. Having basic employment suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are more dependent on non-local economies. Having strong basic sector employment and industry strengthens the local economy.

Non-Basic Employment Industry

There were seven areas that could be considered primarily non-basic: agriculture services, forestry, fishing and other; mining; construction; transportation and public utilities; retail trade; finance, insurance, and real estate; and services.

Top Five Employers within Town of Lima

The Town of Lima is rural, and therefore, does not have large employers that cities or villages have, but the Town does have one large employer with over 50 employees. See Figure 4.5 for the top employers located within the Town of Lima.

| Figure 4.5 – Top Five Employers, Town of Lima, 2008 | | |
|--|---|-------------|
| Company | Product or Service | Size |
| Van Wyks Inc. | Concrete Foundation & Structure Contractors | 50-99 |
| Ongna Wood Products | Custom Crating | 10-19 |
| Gibbsville Cheese Co. Inc. | Cheese Manufacturing | 10-19 |
| A-OK Farms LLC | Dairy Cattle and Milk Production | 10-19 |
| Quonset Farms | Dairy Cattle and Milk Production | 5-9 |

Source: WI Department of Workforce Development and Town of Lima

Agricultural Economy

Sheboygan County agriculture is a large contributor to the local economy. Agriculture accounts for \$1.67 billion in economic activity, almost 20% of the County's total economic activity. The agricultural portion of Sheboygan County's economy contributes \$478.2 million in take-home income annually, 12.2% of the total income for Sheboygan County. There are almost 9,179 jobs tied to agriculture, nearly 12% of the total County workforce. Although specific numbers are not readily available for the Town of Lima, the high percentage of land use in the Town dedicated to farming indicates agriculture is a major component of the Town's economy.



STRENGTHS AND WEAKNESSES ANALYSIS

Certain factors about a community, some of which are beyond its control, may greatly influence the future economic climate over the next two decades and thus are important for the community to identify as part of this plan. This will allow the residents to understand their community's continued economic viability and future drawing power for new businesses. This portion of the chapter gives a perspective from a business owner's point of view. It reflects concerns, issues, and questions that current and future business owners might ask about a community when formulating a plan or expanding their business.

Strengths

While this is not an exhaustive list, it contains the major strengths of the Town of Lima from an economic development perspective.

- Two-lane STH 28 and STH 32 run through the Town of Lima.
- Proximity to Interstate 43 and STH 57
- Proximity to several different growing market/population centers.
- Presence of farming community and ag-related businesses throughout the Town of Lima gives the Town a strong agricultural infrastructure.
- Town has abundant non-metallic mining resources.
- Industrial park in nearby Oostburg.
- Stable and fiscally healthy local government.
- Strong local school systems
- Good working relationship with the City of Sheboygan Falls and Village of Oostburg.
- Public sewer provided in Hingham and Gibbsville
- Town residents comprise a relatively skilled and educated workforce.
- Low crime rate.
- High speed internet in the development districts of Hingham, Gibbsville and Ourtown.

Weaknesses

While this is not an exhaustive list, it contains the major weaknesses of the Town of Lima from an economic development perspective.

- Limited public sewer provided by the Town.
- Occasional heavy truck and tractor traffic, dust, and occasional odors.
- Must drive elsewhere for most business support services (groceries, retail shops, medical services).
- Sheboygan County is a non-attainment area from an air quality standpoint.

SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT

Types of Businesses Desired by the Town

Agricultural and non-metallic mining businesses currently operate in the Town and are expected to continue. Input from the 2003 Citizen Input Survey and local officials indicated a limited desire for a small amount of light industrial and a limited amount of businesses to serve local needs.

Existing Site Inventory and Analysis

The Town of Lima has a small amount of developed commercial lands in Hingham and Gibbsville and scattered throughout the Town. Future commercial sites would most likely be in the unincorporated villages of Hingham and Gibbsville. These sites would likely capitalize on locations affording high visibility and good access to a concentrated customer base.



Although the exact number is uncertain, there are undoubtedly several home-based businesses scattered throughout the Town on parcels predominately residential or agricultural. Future locations of home-based businesses could be almost anywhere.

The major economic related use in the Town is agriculture, which is found throughout the Town, especially on well-drained soils and moderate or low sloping lands. While individual agricultural producers will likely expand, the overall use is not expected to

dramatically change.

While there are no current active non-metallic sites within the Town of Lima, there are five inactive non-metallic mining sites in the Town. They once produced sand and/or gravel for construction uses. Future non-metallic mining locations will depend on the need, costs and availability of these resources.

Evaluation of Environmentally Contaminated Sites

Recently, WDNR and the EPA have been urging the clean up of contaminated commercial or industrial sites so they can be used more productively. According to the 2007 WDNR list of Leaking Underground Storage Tanks (LUST) sites, the Town of Lima has one LUST site still classified as “Open.” The Town has one “Open” site, as of 2007, which is designated as part of the WDNR Environmental Repair Program (ERP). These ERP sites are areas other than LUST sites that have had contaminated soil and/or groundwater.

Designation of Business and Industrial Development

Commercial Uses

The Town of Lima will seek to steer most commercial activities toward Hingham and Gibbsville. Businesses along STH 32 or CTH W will be encouraged to have safe access and may require buffering and landscaping to help preserve the Town’s rural character. The Town will continue to allow home-based businesses, as well as those scattered types of businesses that provide needed services to locals.

Industrial Uses

Due to a limited supply of municipal utilities and services, the Town does not see itself as attracting industrial uses, since such uses would be better located in communities where the infrastructure is more supportive. Possible exceptions might include non-metallic mining and agricultural related industries, like biofuels.

COMMUNITY FINANCES

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Figure 4.6 provides a history of the taxes levied in the Town of Lima as officially reported to the Wisconsin Department of Revenue. Overall, the Town's tax base has continued to grow. In 2005, the Town saw a decrease in the total property taxes, but that quickly rebounded in 2006 and grew even more in 2007.

| Year Levied | Total Property Tax | Town Share of Property Tax | State Tax Credit |
|--------------------|---------------------------|-----------------------------------|-------------------------|
| 2007 | \$3,397,997 | \$163,237 | \$262,579 |
| 2006 | \$3,090,117 | \$157,173 | \$235,621 |
| 2005 | \$2,996,459 | \$153,000 | \$191,411 |
| 2004 | \$3,064,685 | \$150,000 | \$193,278 |
| 2003 | \$2,837,470 | \$141,300 | \$198,919 |
| 2002 | \$2,750,737 | \$132,301 | \$209,772 |

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, for years cited

Figure 4.7 breaks down the total property value in the Town into proportions of residential, commercial, industrial, agricultural, and forest. This is important because many studies have shown industrial, commercial, and agricultural properties usually generate more in tax revenues than they require back in public expenditures, while residential properties are just the opposite. Therefore, a community that experiences an increase in residential value as a proportion of its full property value may actually be seeing a decline in its revenues-to-expenditures ratio, which is the opposite of what a community desires.

The Town of Lima has a somewhat higher proportion of property values that were residential, on average, than towns statewide. The ratio of commercial was significantly lower; however the ratio of industrial was higher. Generally speaking, the Town should strive to maintain (or perhaps increase) its non-residential ratios, or it may find that it does not have the tax base to support the services that residential uses typically desire.

| Figure 4.7 – Partial Breakdown of Full Value, 2002 & 2006 Town of Lima and State Mean Averages for all Towns | | | | |
|---|---------------------|-------------|---------------------------------|-------------|
| | Town of Lima | | State Mean for all Towns | |
| | 2002 | 2006 | 2002 | 2006 |
| Percentage of Property Values that were Residential | 87.4% | 87.9% | 76.4% | 79.6% |
| Percentage of Property Values that were Commercial | 2.3% | 1.9% | 6.1% | 5.6% |
| Percentage of Property Values that were Industrial* | 1.2% | 2.3% | 1.1% | 0.8% |
| Percentage of Property Values that were Agricultural, Undeveloped** or Other | 8.9% | 7.8% | 8.5% | 7.1% |
| Percentage of Property Values that were Forest | 0.3% | 0.1% | 6.8% | 6.0% |

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes, Statement of Equalized Values, and Statistical Report of Property Values. Note: Table does not include all possible property assessment classifications. *Classified as "Manufacturing" by WisDOR. **Classified as "Swamp & Waste" in 2002.

As shown in Figure 4.8, the full equalized value of property within the Town increased 43% for the period 2000 to 2007, from \$147,000,500 to \$210,330,200 (averaging 6.2% per year). For comparison's sake, the average increase over this same period for all towns in Wisconsin was 26%, and the average increase over the period for all towns in Sheboygan County was 30%. In general, property values increased about as fast in the Town of Lima as they did in other towns.

| Figure 4.8 – Recent History of Full Value and Public Indebtedness Town of Lima | | | | |
|---|-------------------|-------------------|----------------------|--------------------|
| Year | Full Value | Debt Limit | Existing Debt | Debt Margin |
| 2007 | \$210,330,200 | \$10,516,510 | \$0 | \$10,516,510 |
| 2006 | \$195,257,500 | \$9,762,875 | \$0 | \$9,762,875 |
| 2005 | \$183,320,300 | \$9,166,015 | \$0 | \$9,166,015 |
| 2004 | \$166,216,900 | \$8,310,845 | \$0 | \$8,310,845 |
| 2003 | \$158,426,300 | \$7,921,315 | \$0 | \$7,921,315 |
| 2002 | \$151,948,000 | \$7,597,400 | \$0 | \$7,597,400 |
| 2001 | \$147,000,500 | \$7,350,025 | \$0 | \$7,350,025 |

Source: Wisconsin Department of Revenue, Town, Village, and City Taxes and County and Municipal Revenues and Expenditures, for years cited.

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 4.8, the Town of Lima's total general obligation debt as of December 31, 2007 was \$0, and could legally burrow up to \$10,516,510. Since WisDOR statistics for 2006 show that on average towns in the state borrow only about 2% of their legally authorized maximum, the Town of Lima has been equally conservative in its borrowing, which is a sound and legitimate financial strategy. However, it could also be said that

the Town has the capacity to more assertively invest in itself by taking advantage of its substantial debt margin to upgrade local infrastructure, provide additional services, or create improvement programs.

The Town of Lima's debt service in 2007 on its existing debt was \$0. (The average town in Wisconsin incurred debt service that was approximately 13% of its total debt obligation.)

ECONOMIC DEVELOPMENT PROGRAMS

This section contains a brief explanation of the agencies that could potentially help the Town's businesses with loans and grants.

Local

The Town of Lima does not currently have any local economic development programs, however, the Town can assist local businesses by officially supporting the business within the Bay-Lake Regional Planning Commission's *Overall Economic Development Strategy* document, published annually and reported to the Department of Commerce — thus making the business eligible for state grant consideration.

County

Sheboygan County, through its participation in the Wisconsin Community Development Grant Program, has retained funds for the establishment of a Business Revolving Loan Fund (RLF). This fund is designed to create employment opportunities, encourage private investment, and provide a financing alternative for small start-up or expanding businesses in the County. The RLF program includes interest rates and loan maturities that are designed to encourage business development, while providing for the recapitalization and growth of the RLF. Eligible activities include 1) acquisition of land, buildings, equipment, and fixed assets, 2) construction or reconstruction of buildings, 3) installation of fixed equipment, 4) working capital, and 5) buy-outs by purchase of assets. Eligible projects must also leverage private dollars, create jobs and provide collateral. Loans are generally for amounts greater than \$25,000.

In addition, Sheboygan County is assisted by the Sheboygan County Chamber of Commerce and Sheboygan County UW-Extension on economic development. Assistance from UW-Extension's Small Business Development Center is also available. The County has also been designated a Technology Zone by the Department of Commerce. This program is further described in the Regional portion below.

Regional

Sheboygan County is part of the Northeast Wisconsin Regional Economic Partnership (NEWREP) *Technology Zone* program. 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. Eligible businesses will be certified for tax credits based on their ability to create high-wage jobs (any jobs created must pay a minimum of \$10.30 per hour), and investment and support the development of high-tech industries in the region. Contact the Department of Commerce for more information on the Technology Zone program. The Bay-Lake Regional

Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report that evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified in the report. All communities that are served by the Commissions, including the Town of Lima, are invited to identify future projects for economic development the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

Lakeshore Technical College in Cleveland formed the LTC Center for Entrepreneurship in 2005. The center helps prospective business owners launch new businesses, sustains existing companies, and collaborates with local agencies and governmental bodies to make sure business owners are provided with up-to-date information and resources. The Center's advisory committee is made up of area bankers, attorneys, accountants, businesspeople, and other officials from throughout Sheboygan and Manitowoc Counties. The advice offered is free of charge.

State

The Wisconsin Department of Commerce has several grant programs that would be available to the Town of Lima. 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. 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.

Tax incremental financing (TIF) is an economic development tool available to cities and villages (and to a much lesser extent towns) in Wisconsin. TIF provides the means for a developer to work together with a community to finance the clean up of a blighted area or to spur job-creating industrial and/or commercial development. For a time period up to 27 years, tax revenues generated by the new development can be allocated to pay for up-front infrastructure and related costs. This subsidy makes it easier for developers to take on large or expensive projects that would otherwise not have been attempted. Wisconsin Act 231 provides towns limited authority to create tax incremental financing (TIF) districts. The Act authorizes a town to use the TIF law for projects related to agriculture, forestry, manufacturing, or tourism. The Act defines the limited types of activities related to agriculture, forestry, manufacturing, or tourism that are eligible for town TIF projects. The Act authorizes a town to use the TIF law for limited residential development, as defined in the Act, but only to the extent that the development has a necessary and incidental relationship to an agriculture, forestry, manufacturing, or tourism project. The Act further authorizes towns to use the TIF law for retail development that is limited to the retail sale of products produced due to agriculture, forestry, or manufacturing projects. Regardless of what type of project is done, at least 75% of the proposed TID's area must be intended for agriculture, forestry, manufacturing, or tourism activities, as defined in the Act.

Federal

Some examples of federal programs that could assist the Town of Lima in economic development include:

USDA Wisconsin Rural Development Programs

- *Rural Business Opportunity Grants Program*
Zero interest loans may be made to any Rural Utilities Service (RUS) 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)*
The Rural Business-Cooperative Service makes grants available under the RBEG Program to public bodies, private nonprofit corporations, and federally-recognized Native American 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 people 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.

US Department of Commerce, Economic Development Administration Programs

- *Public Works and Economic Development Program*
The Public Works Program empowers distressed communities in economic decline 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 DEVELOPMENT STRATEGY AND RECOMMENDATIONS

The Town of Lima will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“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.”

Goals, Objectives, Policies, Programs

1) The primary economic development strategy within the Town of Lima will focus on maintaining and enhancing the local farm economy.

- a) *Policy/program:* Work with farmers to offer viable alternatives to keep their lands in agriculture and agricultural related activities, utilizing state and federal programs to offer consulting.
- b) *Policy/program:* The Town will generally discourage development in economically productive farming and foresting areas that is incompatible with the continued viability of these industries.
- c) *Policy/program:* New businesses or expansions should not adversely threaten critical natural or historic resources.
- d) *Policy/program:* Encourage allowing Ag-related businesses in the rural areas of the Town.
- e) *Policy/program:* Work with the county and state in identifying the possible use of Purchase of Development Rights (PDR), Transfer of Development Rights (TDR) and/or Purchase of Agricultural Conservation Easement Program (PACE) within the county, to assist farmers and to help preserve farming within the Town.
- f) *Policy/program:* Consider developing and implementing techniques that preserve or protect agricultural land.

2) Due to the agricultural/residential nature of the Town of Lima, industrial development may be better suited in designated industrial areas.

- a) *Policy/program:* The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development.
- b) *Policy/program:* Monitor any commercial or industrial developments that occur adjacent to the town to ensure that the growth is compatible with the town's rural nature and in order to lessen potential conflicts.
- c) *Policy/program:* 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.

3) The Town of Lima supports the continuation of rail service in Sheboygan County to service Lima agriculture and businesses.

- a) *Policy/program:* The Town of Lima will strive to remain involved and active in proposed changes and/or additions to rail service within the Town.
- b) *Policy/program:* Identify those businesses and farmers in the Town that actively rely on direct and indirect rail service to support their business.

CHAPTER 5 – TRANSPORTATION

INTRODUCTION

The way we live — getting to and from work, moving products to market, visiting friends and relatives, traveling for recreation and vacation — depends upon good transportation infrastructure that includes roadways, transit, trails, and other modes. Because we live in a mobile society, we demand a transportation network that is safe, efficient, and dependable. Considerations of clean air, economic development, congestion management, transportation control measures, and a changing town have greatly increased the importance of well planned transportation facilities and policies.

66.1001(2)(c)

Transportation element. A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, electric personal assistive mobility devices, walking, railroads, air transportation, trucking and water transportation. The element shall compare the local governmental unit's objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the local governmental unit by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the local governmental unit.

CHAPTER SUMMARY

The transportation facility inventory conducted for the Town of Lima has established that the Town currently has 75.91 miles of county and town roadways. The Town's internal transportation system of town roads is complemented by STH 28, STH 32, and 16 county trunk highways providing access to the local roads within the Town as well as other roads within Sheboygan County, the region, and the state.

Currently, the Town only has 3-foot paved surfaces on CTH V and STH 32 for bicyclists and pedestrians. However, as long as traffic levels remain moderate to low, a portion of the Town's existing local road system and several area county trunk highways should be able to safely and efficiently serve the needs of bicyclists. There are sidewalks in Hingham, along Main St., Church Rd. and South St.

The recommendations in this plan call for a safe and efficient transportation system for the Town. A pavement management system tied to a capital improvement program should be a priority. Specific issues that are likely to need attention during the planning period include managing access to STH 28 and STH 32 and ensuring the safety of vehicles using these increasingly busy highways.

INVENTORY OF TRANSPORTATION FACILITIES

Highways

Approximately 5.9 miles of STH 28, a two-lane, two-way highway, runs primarily east-west through the northern portion of the Town of Lima, and 6.2 miles of STH 32, a two-lane, two-way highway, runs north-south through the eastern half of the Town. County highways total approximately 40.3 miles in the Town and include CTH A, CTH F, CTH I, CTH M, CTH N, CTH U, CTH V, CTH W, CTH CC, CTH EE, CTH GW, CTH IW, CTH KW, CTH OK, CTH OO, CTH VN and CTH PPP. See Figure 5.1 for the locations of these highways.

Roads

There are 35.6 miles of town roads within the Town of Lima. See Figure 5.1 for the locations of these roads.

Inter-City Bus Service & Transit & Elderly/Disabled Transportation

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services with paid or volunteer drive and volunteer programs with private vehicles and unpaid drivers. Current transportation services for elderly and disabled persons living within the Town of Lima are provided through programs coordinated and administered by the Sheboygan County Health and Human Services Department, Division of Aging. Long-distance medical transport options include Superior Medical Transport, headquartered in Oostburg.



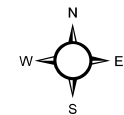
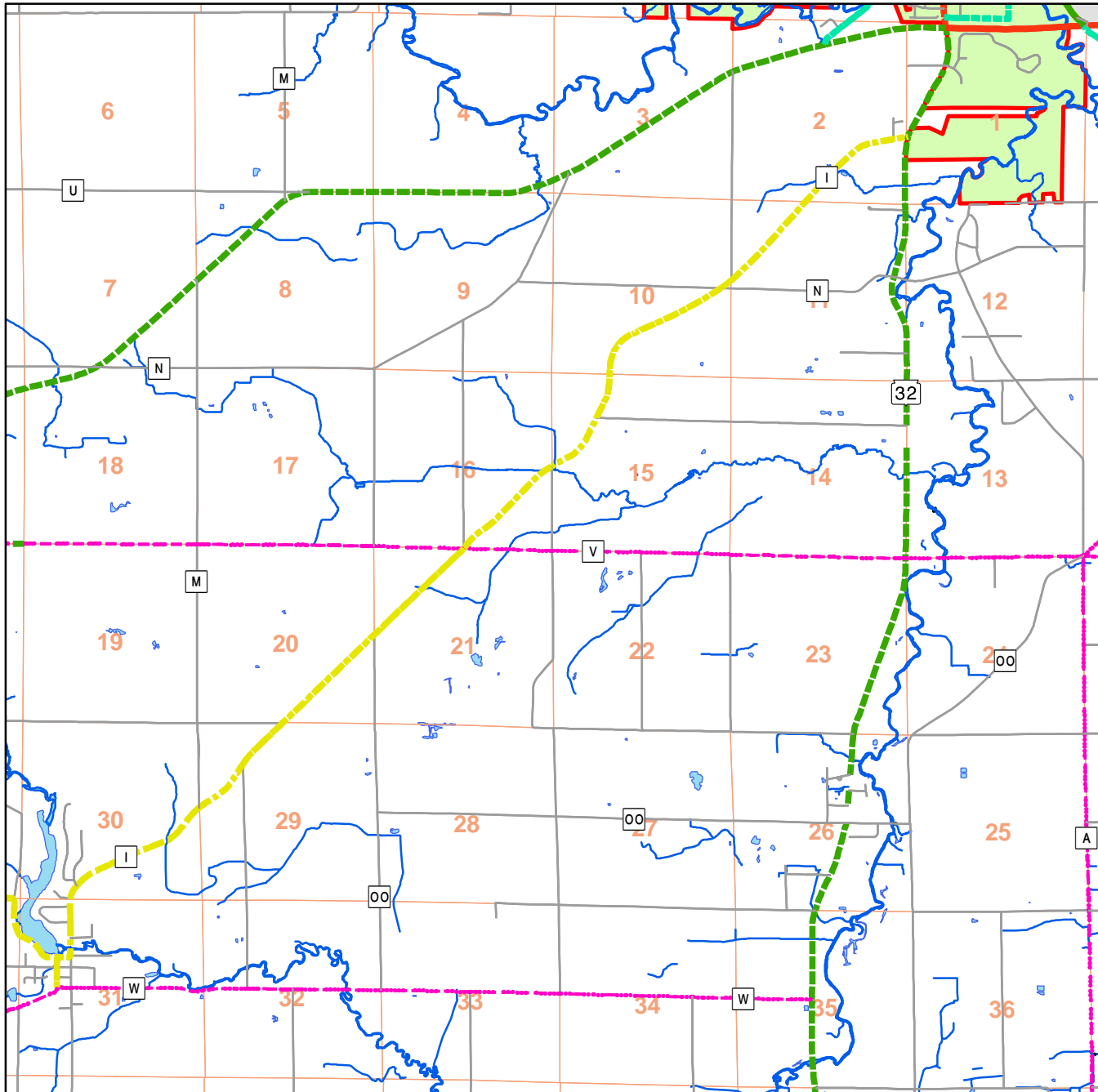
Sheboygan County and the City of Sheboygan provide a shared service known as regional Transit Connection (RTC). There are two separate services that are provided through RTC: the Sheboygan County Elderly and Disabled Transportation and the Paratransit Service for people with disabilities. The paratransit service is required by the Americans with Disabilities Act (ADA) and is meant to be complementary to the Sheboygan Transit fixed-route bus system. This service provides transit service to areas within three-fourths of a mile of a fixed bus route in the City of Sheboygan, Village of Kohler, and City of Sheboygan Falls. In 2008, the fare for this service was \$3.00 for each one-way trip on weekdays, and \$2.50 on weeknights and Saturdays.

The Sheboygan County Elderly and Disabled Transportation service provides safe, reliable, and affordable means of transportation, serving any person 60 years old and older and any person with a disability (anyone under 60 must have a physician's authorization certification completed and approved before service can be provided). In January 2009, the County's fare was \$2.00 round trip for meal site trips and \$2.00 one-way for all other trips. Both of these services are operated by Sheboygan Transit and serve part of the County, including Oostburg, Plymouth, Sheboygan, Sheboygan Falls, the Town of Sheboygan, Kohler, and a few other locations. RTC operates eight buses that service the paratransit and elderly and disabled transportation programs. There are over 70,000 trips a year through RTC, and currently, seven to eight people are turned away daily because the service is at capacity. For more information on either program, please contact the RTC at (920) 459-3420.

Figure 5.1
Functional Classification
of Roads
Town of Lima
 Sheboygan County, WI

Legend

- ▬▬▬ Principal Arterial - Interstate
- ▬▬▬ Minor Arterial
- - - Major Collector
- ▬▬▬ Minor Collector
- ▬▬▬ Local Road or Street
- ▬▬▬ Principal Arterial
- ▬▬▬ Collector
- ⊕ City of Sheboygan Falls
- ⊕ Village of Kohler
- ▬ Bridges
- ▬ Dams
- + - - Railroads
- ▬ Rivers, Streams
- ▬ Road / Bridge
- Section Lines
- ☁ Lakes



1" equals 4,700'



The Health and Human Services Board of the Sheboygan County Board has been designated by the County Board Chairman as the Transportation Coordination Board. This board is composed of six County Board Supervisors and three citizens, and is a standing board of the County Board. Sheboygan County has a high degree of coordination of transportation services for elderly and disabled persons. All other groups who operate transportation programs are aware of the Health and Human Services Transportation Program, and contact the Sheboygan County Health and Human Services Department office to supplement their service. Some specific examples of coordinated service include daily service to the Rehabilitation Center of Sheboygan (RCS), handling all requests for transportation services and daily service to nursing homes for visitors.

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. Unfortunately, intercity bus service suffered the same fate as passenger rail service; as intercity bus ridership decreased the routes ended service. Town of Lima residents may utilize the following intercity bus transportation options.

There are two intercity bus lines that run through Sheboygan. The first is the Indian Trail Bus Line. The route starts in Calumet, Michigan and stops in places like Houghton, Marquette, Escanaba, Marinette, Green Bay, Manitowoc, and Sheboygan. The route ends in Milwaukee, where it stops at the Intermodal Station, where passengers can ride the train or bus to Chicago. The fares for these routes vary depending upon the departure and destination cities. In 2008, a bus running south leaves Sheboygan at 6:30 in the morning, while a bus heading north leaves Sheboygan at 11:00 pm and travels, through the night, to the north.

The Jefferson Line runs from Minneapolis, Minnesota through St. Paul, Eau Claire, Chippewa Falls, Stanley, Wausau, Wittenberg, Shawano, Green Bay, Manitowoc, Sheboygan, and ends in Milwaukee. The bus running from Minneapolis arrives in Sheboygan between 2:00 and 4:00 in the afternoon depending upon the day, while the bus running to Minneapolis arrives at 11:30 in the morning. In the planning period, there may be a continued increase in intercity bus transportation.

Electric Personal Assistive Mobility Devices (EPAMD)

As of 2004, there were approximately 160,000 people in the U.S. who used electric powered wheelchairs or scooters. As baby boomers become senior citizens and mobility becomes a concern for this large population, the use of these aids is expected to rise.

Most wheelchairs are designed for use on sidewalks, driveways, and hard, even surfaces. Newer designs are more similar to scooters than to the traditional design of the wheelchair. The impetus for this new design has been people's desire for more independence and mobility, to the point of being able to mount curbs and travel over rough ground.

Because of safety concerns, some communities have begun regulating EPAMDs by requiring reflectors and a headlamp during non-daylight hours, not allowing them on roads with speed limits higher than 25 mph, or restricting them to sidewalks and bike paths. Regulations in the Town of Lima have been unnecessary thus far. This could be due to a lack of individuals owning such devices, or it could be related to the lack of sidewalks, paved trails, and connections between roads with low speed limits.

Air Service

Regional

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Lima is provided by General Mitchell International Airport located south of the City of Milwaukee. General Mitchell is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 13 airlines offer roughly 194 daily departures (plus 190 daily arrivals). Approximately 90 cities are served nonstop or direct from Mitchell International. This service is considered adequate to meet the air travel needs of most Town residents. In 2008, there were 7,956,968 passengers that arrived and/or departed from this airport.

Local

Chartered air service and air freight services are available at the **Sheboygan County Memorial Airport**, which is located within the Town of Sheboygan Falls. Sheboygan County Memorial Airport (SCMA) is owned by Sheboygan County. This airport is classified as a Transport/Corporate (T/C) Airport. Transport class facilities can serve aircraft weighing as much as 60,000 pounds, provided that approach speeds are less than 121 knots and wing spans are less than 80 feet in length. The primary runway is 6,800 feet in length and 100 feet in width. The primary runway was upgraded and extended in the Summer of 2009. The second runway is nearly 5,000 in length and 75 feet in width and is scheduled for upgrades in the coming years. Corporate charter and limited commuter services are available at the County's airport. This airport facility is capable of handling precision instrument approach operations. There is one fixed-based operator (FBO) at the airport. A FBO means any person, firm, corporation, or association carrying persons or property for hire or furnishing aeronautical services, supplies, or instruction and conducting such business from a particular municipal airport. This FBO provides fuel, car rentals, pilot training, aircraft repair, aircraft sales, restaurant services, a pilots' room, hotel accommodations, and many other services. Aircraft based at the facility increased from 110 in 1995 to 134 in 2008.

The future is looking bright for SCMA. SCMA's most current project includes the building of another office/hangar facility for an aircraft company that one day plans to turn their aircraft design facility into a manufacturing plant for aircraft. This project could possibly bring up to 2,000 jobs to this site. In anticipation of this, the airport is preparing a site in the northwest portion of the airport for construction. The airport will also need to have municipal sewer service extended to it in order for the manufacturing plant to operate.

Private airstrips offer minimal services and are generally utilized by recreational fliers. Such facilities are required to obtain a certificate of approval or permit from WisDOT'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 airstrip is located to allow approaching and departing aircraft to clear all public roads, highways, railroads, waterways or other traverse ways by a height that complies with applicable federal standards. The permit is issued upon an application review by WisDOT, the county, and the municipality in which the facility is located, and by the appropriate regional planning commission.

While there are no privately owned airstrips in the Town of Lima. However, there is a nearby 2,300 foot runway near the Village of Oostburg. There are two more nearby private airstrips in the Town of Wilson as well.

There are two **helipads** within Sheboygan County, all associated with medical facilities. The first of these is owned by St. Nicholas Hospital in Sheboygan, the second helipad is owned by the Aurora Sheboygan Memorial Medical Center in Sheboygan.

Waterborne Transportation

There are no commercial port, harbor, or marina facilities located within the Town of Lima. However, due to its location relative to Lake Michigan, the marina and harbor facilities located within a short driving distance from the Town are considered adequate for residents' needs.

Rail Transportation

There are no railroad tracks in the Town of Lima. However, due to the agricultural nature of the Town of Lima, rail service indirectly supports the continuation of agricultural operations within the Town. Many farmers use neighboring Co-ops and other agricultural businesses that do directly rely on rail to transport supplies and new goods into the area.

Funds from the current 2007/2009 biennial budget were used to acquire the rail line from Plymouth to Sheboygan Falls. The Secretary of WisDOT has included RR15 (Rail Restoration) in WisDOT's 2009/2011 biennial budget, to pay for the rail restoration between Plymouth and Sheboygan Falls. This was passed in the budget, so the re-opening of the rail line between the City of Plymouth and City of Sheboygan Falls is an opportunity for continued success for neighboring businesses, co-ops and farming operations.

Bike & Pedestrian

Bicycle Facilities

The Wisconsin Bicycle Transportation Plan 2020 identifies general bicycling conditions on the state and county highways located within the Town of Lima, as well as Sheboygan County overall. The volume of traffic and the paved width of roadway were the two primary variables by which roads were classified for cycling. The WisDOT indicates that bicycling on portions STH 28, STH 32 and CTH V provide "moderate conditions for bicycling". Many of the County roads within the Town of Lima were identified as providing the "best conditions for bicycling." Roads designated as providing suitable conditions for bicycling generally have moderate to light traffic volumes, adequate sight distances, and minimal truck traffic. The interurban trail is planned for expansion along CTH A, from the Village of Oostburg. This location will provide quick access to the trail for Town of Lima residents.

As of 2007, the only recognized dedicated bicycle facilities within the Town of Lima were the 3-foot paved shoulders on CTH V, STH 32 and a small segment on STH 28.

Pedestrian

As of 2008, the only pedestrian facilities within the Town of Lima were located in Hingham, on Main Street, Church Road and South Street. The Town uses the Sheboygan County Subdivision Ordinance for land divisions. The ordinance gives the Town Board the authority to require a sidewalk on one side of all frontage streets and sidewalks on both sides of all streets within new subdivisions, but the Board is under no obligation to exercise this authority.

EVALUATION OF CURRENT INTERNAL TRAFFIC CIRCULATION SYSTEM

Functional Class

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the Town of Lima has been functionally classified based on criteria identified by the Wisconsin Department of Transportation (WisDOT). See Figure 5.1 for the map of the functional classification of roads within the Town of Lima.

Arterial Roads

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between economic centers, quickly, safely and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited to the greatest extent possible. Arterial roads are further categorized into either principal or minor arterial roads based on traffic volumes. Within the Town of Lima, STH 28 and STH 32 are functionally classified as Minor Arterials.

Collector Roads

Roads classified as collectors primarily provide general area-to-area routes for low to moderate volumes of local traffic at moderate speeds. Collector roads take traffic from the local roads (and the land-based activities adjacent to the local roads) and provide relatively efficient routes to farm markets, agricultural service centers, and larger urban areas. As small and medium agricultural uses have declined, and the number of rural single-family residences have increased, collector roads continue to serve the same function but with different trip purposes. Collector roads are further delineated by classification as *major or minor* collectors.

Within the Town of Lima, CTH A, south of CTH V; CTH W, west of STH 32; and CTH V are classified as Major Collectors. CTH I is the only Minor Collector within the Town of Lima.

Local Roads

The primary and most important function of local roads is to provide direct access to the lands adjacent to the road. Local Roads are constructed to serve individual parcels of land and properties. Local Roads should be designed to move traffic from an individual lot (e.g., a person's home, cottage, or farm) to Collectors that in turn serve areas of business, commerce, and employment. Local Roads should not be designed or located in such a manner that they would or might be used by through traffic. All roads not classified as Arterial or Collector are classified as Local Roads.

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. Traffic counts are taken on a rotating basis with traffic being counted on principal arterials and minor arterials with volumes over 5,000 every 3 years. Traffic is counted on minor arterials, with volumes less than 5,000, and collectors, with volumes over 5,000, every 6 years with half being counted in the even years and half in the odd years. Collectors, with volumes under 5,000, are only counted every 10 years. See Figure 5.2 for a detailed count of vehicles.

| Figure 5.2 – Annual Average Daily Traffic, Town of Lima, for 2002 and 2005 | | | | |
|---|-------------|-------------|---------------|-----------------------|
| Highway Vehicle Counter Location | 2002 | 2005 | Change | Percent Change |
| STH 28 | | | | |
| between STH 32 and Brusse Rd | 4,200 | N/A | 0 | 0% |
| between CTH M and Humphrey Rd | N/A | 3,900 | 0 | 0% |
| STH 32 | | | | |
| south of CTH OO | 2,000 | N/A | 0 | 0% |
| between CTH V and CTH N | N/A | 1,400 | 0 | 0% |
| CTH A | 1,300 | N/A | 0 | 0% |
| CTH I | | | | |
| north of CTH V | 890 | N/A | 0 | 0% |
| south of CTH V | 790 | N/A | 0 | 0% |
| CTH V | | | | |
| east of CTH I | 1,500 | N/A | 0 | 0% |
| west of CTH I | 1,700 | N/A | 0 | 0% |
| CTH W | | | | |
| east of CTH KW | 640 | N/A | 0 | 0% |
| west of CTH GW | 730 | N/A | 0 | 0% |

Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data 2002, 2005.

The recorded annual average daily traffic numbers in Figure 5.2 show no changes. It is unlikely that any roads or road segments located with the Town are near road design capacity. As determined by the Peak Hourly Traffic (PHT), the capacity peak *per hour* on two-lane, two-way highways is 2,000 vehicles in both lanes. The highest number of vehicles on any road within the Town in 2005 was only 6,600 *per day*. It should be noted that a locally observed temporary decrease of traffic on STH 28 took place due construction of a roundabout at the intersection of STH 28 and 32 around the 2005 count. Traffic counts on STH 28 and STH 32 are anticipated by local officials to continue to increase. It should also be noted that the counts, in both years 2002 and 2005, did not take place at the same intersections.

Source: Highway Capacity Manual, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.

Traffic Crashes

Vehicle crash reports, filed with the Sheboygan County Sheriff's Department and also with WisDOT, are excellent indicators of problems with road alignments, roadway construction, and geometric design of a road. Alterations in road geometry, enlargement of intersection turning radii, sign placement, sight lines, speed changes, and access limits are just a few of the physical alterations and adjustments that can be made to make a specific intersection or stretch of roadway safer.

| Year | Total Crashes | Fatalities | Bike/Pedestrian | Deer/Animal | Alcohol Related |
|--------------|---------------|------------|-----------------|-------------|-----------------|
| 2004 | 57 | 2 | 0 | 22 | 6 |
| 2005 | 47 | 1 | 0 | 21 | 8 |
| 2006 | 56 | 0 | 0 | 21 | 6 |
| Total | 160 | 3 | 0 | 64 | 20 |

Source: Wisconsin Department of Transportation, 2007 (intersection and non-intersection crashes only).

From January 1, 2004 through December 31, 2006, 0% of the reported crashes in the Town of Lima involved bicycles or pedestrians; 40% involved a deer or other animal; and 12.5% involved alcohol. A total of 47.5% did not involve any of these factors. For comparison's sake, the same categories for all of Sheboygan County's towns as a whole were 0.2% bicycles or pedestrians; 43% deer or other animal; and 5.4% alcohol. A total of 51% did not involve any of these factors.

Looking at the statistics in Figure 5.3 and the subsequent paragraph, road safety data in the Town of Lima does not show any obvious shortcomings when compared to other towns in the County. While alcohol related crashes were somewhat higher in the Town of Lima, this does not necessarily point to poor road design or conditions. The Town notes that the number of severe traffic crashes on STH 32 is a concern, primarily due to poor vision triangles. The WisDOT lists STH 32 on the 2006 High Accident Listing for The Town of Lima.

Road Pavement Condition

Figure 5.4 summarizes the results of the Pavement Surface Evaluation and Rating (PASER) system, where pavement is rated on a scale from 1 to 10, with 1 representing "failed" and 10 representing "excellent," and compares the Town of Lima to a sample of nearby towns. Average road ratings in the Town of Lima were a bit higher than those in other towns, in the "Very Good" range. There were, however, a high number of roads rated fair/poor.

| Town | Average PASER Rating | Scale Description | Roads Rated < 5 | |
|-----------------|----------------------|-------------------|-----------------|------------|
| | | | Number | Percentage |
| Lima | 7.0 | Very Good | 7 | 10% |
| Plymouth | 6.4 | Good | 11 | 26% |
| Sheboygan | 7.7 | Very Good | 9 | 4% |
| Sheboygan Falls | 5.5 | Fair-Good | 13 | 29% |

Source: Wisconsin Information System for Local Roads (WISLR), 2008

Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. 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.

Currently, neither Sheboygan County nor the Town of Lima has a Controlled Access Ordinance. The State has an access control ordinance along STH 28 and STH 32 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period.

Driveway Permits

Driveways to local town roads may also impair vehicle safety, if improperly sited and/or designed. Wisconsin State Statutes allow towns to issue permits for all new driveways; these permits can allow a town to prohibit driveways that due to location (at the base or top of hills, within a specified distance from an intersection, etc.) are deemed unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems and impede drainage from the road surface.

The Town of Lima adopted Chapter 8, Ordinance 4-01 of their Town Municipal Code to regulate the construction of all new driveways in the Town. Landowners must stake out in the field the location and size of their driveway for review by the Town of Lima and the Sheboygan County Highway Department. Upon acceptance of the location by all parties, a permit will be issued.

Along all state highways, WisDOT has jurisdiction of any new driveways to be constructed. This is covered under Trans 231 and a permit is necessary for construction.

Speed Limit Controls

Local units of government can change speed limits for their roads under the authority and guidelines of the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and opinions of a diverse range of interests, including drivers (who tend to choose speeds that seem reasonable for conditions) and landowners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed — the one most drivers choose — is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, which is the speed 85% of the freely flowing traffic travels at or below. An engineering study measuring average speeds is required to determine the 85th percentile. Another consideration is the road's design limit, which is the highest and safest speed the road was designed for and takes into account the road type, geometry, and adjoining land uses.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85% of the drivers voluntarily comply with posted speed limits, it is reasonable to enforce the limits with the 15% who drive too fast. Unreasonably low speed limits, however, tend to promote disregard for posted limits and make enforcement much more difficult. Such limits may also promote a false sense of security among residents and pedestrians expecting the speeds of drivers to decrease.

INTEGRATION OF THIS PLAN WITH TRANSPORTATION PLANS OF OTHERS

The following section compares the Town of Lima's objectives, policies, goals and programs to state and regional transportation plans and identifies how this Plan will incorporate state, regional, and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans, and rail plans into its own planning.

State Highway Plan

Connections 2030: Wisconsin's long range transportation plan is a statewide multimodal policy-based plan that will help the state maintain and enhance its transportation system to meet the needs of the 21st century and fulfill WisDOT's vision of an integrated multimodal transportation system that maximizes the safe and efficient movement of people and products throughout the state, enhancing economic productivity and the quality of Wisconsin's communities while minimizing impacts to the natural environment. Upon passing of this plan, the other state transportation plans on the following will become obsolete.

The *Connections 2030 Plan* addresses seven key elements or issues of concern relative to the state highway system:

- Preserve and Maintain Wisconsin's Transportation System
- Promote Transportation Safety
- Foster Wisconsin's Economic Growth
- Provide Mobility and Transportation Choice
- Promote Transportation Efficiencies
- Preserve Wisconsin's Quality of Life
- Promote Transportation Security

Connections 2030 identifies 37 system-level priority corridors in Wisconsin, as well as the Metropolitan Planning Organizations (MPOs) within the State. These multimodal corridors are critical to serving Wisconsin's current and future travel patterns and to supporting the state's economy. The corridor maps illustrate how the plan might be implemented during the next 20 years.

The Town of Lima is within the Kettle Country Corridor running between Fond du Lac and Sheboygan and the Tiletown Corridor running between Green Bay and Milwaukee. The Kettle Country Corridor, as well as the Tiletown corridor and an MPO area run through Sheboygan County and include short-, mid-, and long-term transportation activities. Some of these short-term activities that will impact the Town of Lima include: completing a corridor plan for STH 23 from STH 67 to STH 32, support the construction of the trail along STH 23 from US 151 to the Old Plank Road Trail, and support connection to the Interurban trail between Oostburg and the City of Sheboygan. Some of the mid-term activities include: Support a new intercity bus service between Madison and Sheboygan with stops in Sun Prairie, Columbus, Beaver Dam, Waupun, Fond du Lac and Plymouth, provide urban and rural bicycle/pedestrian accommodations along STH 32 from STH 42 to CTH V. Some of the long-term activities include: converting STH 23 to a freeway from STH 67 to STH 32, reconstruct the interchange at I-43 and CTH V/OK if supported by environmental document, and

support construction of a multi-use path along STH 28 from Brusse Rd to CTH PPP. There are also recommended activities to be completed over the entire planning period. For more information and maps on these areas, access WisDOT's *Connections 2030 Plan* (<http://www.dot.wisconsin.gov/projects/state/connections2030.html>).

The Town of Lima's transportation goals and policies compare favorably with the policies of the *Connections 2030 Plan*, and none of the Town's objectives, policies, goals, or programs intentionally conflict with the state highway plan.

Regional Transportation System Plan

There is no current regional transportation plan that includes the Town of Lima; however, the *2030 Regional Comprehensive Plan* for the Bay-Lake Region, adopted in 2005, contains the following regional transportation goal:

- To provide an efficient, integrated and intermodal transportation system for the Bay-Lake Region.

Supporting this goal are six objectives and 54 policies. None of the Town of Lima's goals, objectives, policies, or programs intentionally conflict with the regional objectives or policies that are applicable to the Town.

Transportation Corridor Plans

While there are currently no existing transportation corridor plans for any part of the road system within the Town of Lima, the Wisconsin Department of Transportation is preparing the WIS 23 Freeway Designation and Corridor Preservation study to prepare a long-range plan showing the ultimate transportation facility including access locations and types. This plan will show long-range transportation improvements (will be designed and officially mapped from County P to the freeway section near WIS 32) and the development of a freeway designation and corridor preservation plan for the WIS 23 Corridor. There will be two processes: the study process and the engineering process.

The goal of this study is to preserve the public investment in WIS 23 by planning for long-term mobility and safety. The objectives are: to map the right-of-way needed for the eventual conversion of WIS 23 to a controlled-access freeway; to avoid and minimize local impacts; to avoid and minimize environmental impacts; and finally, to work in a collaborative manner with local officials, stakeholders, and the public throughout the study process. The Town of Lima anticipates the possibility of CTH TT being connected to STH 28 sometime in the future if access to STH 23 is restricted. Town officials anticipate this connection to take place in Section 3 of the Town of Lima.

County Functional and Jurisdictional Studies

There is one existing county functional or jurisdictional transportation plans for the road system within the Town of Lima; however, an updated study for the surrounding area is long overdue. During a key stakeholder forum held November 30, 2004 in the Village of Adell, the Sheboygan County Highway Commissioner said functional/jurisdictional classifications should be reviewed periodically. Roads can change from town to county and vice versa. The County Smart Growth Implementation Committee intends to put a policy/program in the Sheboygan County Comprehensive Plan to complete a jurisdictional study. As of summer 2009, there are not the personnel or funds available to complete this study. Changes are generally based on traffic numbers and types of vehicles.

Rural Transportation Plans

There are no rural transportation plans for the road system located within the Town of Lima.

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 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 a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

Sheboygan County Memorial Airport is listed as a Transport/Corporate airport, and according to the Plan is forecast to remain a Transport/Corporate airport through at least 2020. This could change depending on the success of the airplane design facility that is proposed. The airport has recently received funding for runway extensions from both the federal and state governments. There are no specific recommendations in the Wisconsin State Airport System Plan 2020 that apply to the Town of Lima.

State Railroad Plans

In lieu of an update to the *State Rail Plan*, the *Wisconsin Rail Issues and Opportunities* report was recently completed. This report highlights key rail issues, but it defers specific recommendations until the *Connections 2030* plan is completed.

There are no specific recommendations in the report that apply to the Town of Lima.

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).
- Reduce crashes involving bicyclists and motor vehicles by at least 10% by the year 2010 (with additional increases achieved by 2020).

Some issues and concerns that were raised during this planning process included the fact that Wisconsin as a whole lacks bicycle facilities, lacks safe road-sharing practices by motorists, it lacks safe bicycle crossings over major new highways, and needs greater recognition that new land development practices spread destinations too far apart to make it practical to bike. This plan addresses these concerns with some implementation strategies. These strategies include:

- Plan and design State Highway systems with a strong consideration of bicycle accommodations.
- Make WisDOT offices good examples of workplace bicycle accommodations.
- Recommend that counties consider the needs of bicyclists in all road projects and build facilities accordingly.
- Propose that counties adopt a shoulder paving policy.
- Suggest that counties promote land-use policies that are bicyclist friendly.

- Educate law enforcement on share-the-road techniques and enforcement strategies for specific high-risk bicyclist and motorist infractions of the law.
- Encourage Wisconsin communities to consider the needs of bicyclists in all street projects.
- Propose that communities promote bicycle-friendly development through plans, zoning, and subdivision ordinances.
- Support communities in their efforts to encourage business involvement as a means to increase bicycle commuting and other functional trips.
- Others

None of the Town's objectives, policies, goals, or programs intentionally conflict with the state bicycle plan, although due to the rural, low-density nature of the Town it may not be practical to double the number of trips made by bicycles by the year 2010.

Regional Bicycle Plan

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* identifies 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 Lima. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County. None of the Town's objectives, policies, goals, or programs intentionally conflict with the regional bicycle plan.

Sheboygan County Pedestrian/Bicycle Plan

The *Sheboygan County Pedestrian/Bicycle Comprehensive Plan 2035* was adopted by the County in 2007. The purpose of the Plan is to identify and recommend programs and actions that guide and encourage the development of pedestrian and bicycle facilities and ultimately increase both walking and bicycling as viable modes of transportation throughout the County. Eight major goals are included, and none of the Town's objectives, policies, goals, or programs intentionally conflict with the County goals.

Specific non-motorized recommendations of the County Plan for the Town of Lima include 4-foot paved shoulders on portions of both sides of STH 28 by 2027; 3-foot paved shoulders on CTH V, CTH W and STH 32 by 2027; and the designation of CTH I, CTH M and Brusse Road as shared roadways (bicycle routes) by 2027. These recommendations are contingent upon Non-Motorized Transportation Pilot Program funding and are not incompatible with Town of Lima objectives, policies, goals, or programs.

TRANSPORTATION FUNDING PROGRAMS

There are a wide variety of state and federal programs for funding local transportation projects, including:

- Airport Improvement Program
- Congestion Mitigation and Air Quality Program (CMAQ)
- Connecting Highway Aid
- Freight Railroad Infrastructure Improvement Program (FRIIP)
- Freight Railroad Preservation Program (FRPP)
- Harbor Assistance Program

- General Transportation Aid (GTA)
- Local Roads Improvement Program (LRIP)
- Local Bridge Program
- Statewide Transportation Improvement Program (STIP)
- Rural and Small Urban Area Public Transportation Assistance Program – Section 5311
- Federal Discretionary Capital Assistance Program
- Rural Transit Assistance Scholarship Program
- State Urban Mass Transit Operation Assistance
- Flood Damage Aids
- Local Transportation Enhancement Program (TE)
- Bicycle and Pedestrian Facilities Program (BPPF)
- Specialized Transportation Assistance Program for Counties – Section 85.21
- Elderly and Disabled Transportation Capital Assistance Program
- Surface Transportation Program – Rural (STP-R)
- Surface Transportation Program – Urban (STP-U)
- Safe Routes to School
- Wisconsin Employment Transportation Assistance Program (WETAP)
- Transportation Economic Assistance (TEA) Grant Program

Additional information about these programs is available in Appendix 6.

Six-Year Highway Improvement Program: 2008-2013

Administered by WisDOT, this highway improvement program 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.
- *Reconstruction* entails complete replacement of worn of roads including the road base and rebuilding roads to modern standards.

There are no scheduled projects in the Six-Year Highway Improvement Program within the Town of Lima. This project is consistent with Town of Lima objectives, policies, goals, or programs.

TRANSPORTATION STRATEGY AND RECOMMENDATIONS

The Town of Lima will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“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.”

Goals, Objectives, Policies, Programs

1) The Town of Lima will provide safe, well-maintained roads.

- a) *Policy/program:* In order to promote traffic safety and maintain the efficiency of arterials, the Town should work within WisDOT and County policies to minimize, as much as possible, direct access to arterials. This can be achieved by requiring adequately spaced access points, frontage roads for access to numerous properties, connections between adjacent parking lots, and driveway accesses that are able to serve more than one property.
- b) *Policy/program:* Strive to keep vision triangles and “arcs” at intersections and roundabouts clear of obstructions.
- c) *Policy/program:* Support County and State efforts to improve or replace aging pavement and bridges.
- d) *Policy/program:* Periodically monitor accident rate data compiled by the Sheboygan County Sheriff’s Department and support improvements to curtail abnormally high accident rates at problem locations.
- e) *Policy/program:* 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.

2) Lima town government will actively participate in transportation activities (state, county, and rail-related) that impact the town.

- a) *Policy/program:* The Town should obtain copies of State, Regional, and County transportation plans, and should strive to become aware of future projects that could impact the Town.
- b) *Policy/program:* As the need arises, the Town should share its comprehensive plan with appropriate transportation agencies in order to encourage future transportation improvements to be consistent with the Town’s vision and land use goals.
- c) *Policy/program:* The Town will actively provide input on the need for the designs, engineering, and construction of any proposed roundabouts or similar facilities to accommodate truck traffic and the vehicles and equipment of the businesses operating in the Town.

3) The Town of Lima supports the continuation of rail service in Sheboygan County to service Lima businesses and agriculture.

- a) *Policy/program:* The Town of Lima will strive to remain involved and active in proposed changes and/or additions to rail service.
- b) *Policy/program:* Support businesses and farmers in the Town that actively rely on direct and indirect rail service.

4) The Town supports the development of County nonmotorized transportation facilities.

- a) Policy/program:* The Town will strive to remain knowledgeable on the Sheboygan County nonmotorized transportation facilities.
- b) Policy/program:* The Town will identify areas within the Town that are in potential need of a designated nonmotorized transportation facility.

CHAPTER 6 - UTILITIES AND COMMUNITY FACILITIES

INTRODUCTION

As part of the comprehensive planning program, the Town of Lima's utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions with Town Board members, Plan Commissioners, and other representatives throughout the community.

To maintain a high level of public services, the community must continually monitor and upgrade their existing facilities as population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects. The levels of accuracy of the referenced materials herein is highly subject to change ("time sensitive") and should only be used as an initial guide/reference in establishing this plan's initial land use needs. As time goes on, the Town should again gather updated information regarding services as it looks to modify/improve them. In some cases, greater informational detail should be gathered before approving recommendations.

66.1001(2)(d)

Utilities and community facilities element. A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for government services in the local governmental unit that are related to such utilities and facilities.

CHAPTER SUMMARY

Providing state-of-the-art utilities and community facilities in a rural town with a limited tax base is a continual challenge. Nevertheless, respondents to the 2003 citizen input survey generally expressed a high level of satisfaction with a variety of public services.

Major services/facilities such as the town hall, recreation lands, local roads, and to some extent the volunteer fire department — which are direct, internal responsibilities of the Town of Lima — are deemed adequate or above adequate. Other important services/facilities such as highways, law enforcement, library, schools, child care, elder care, and health care — which are provided by entities outside Town government — are also deemed adequate or above adequate.

Due to changes in society and overall affluence, increases in utility usage have become a trend throughout the United States. The Town of Lima is no different. Recent We Energies upgrades, on CTH M, STH 28, STH 32, Holland-Lima Road and on CTH V to STH 28, have occurred in electric service capacity, for example.

Services/facilities in need of improvement include spotty, unreliable cellular coverage; limited access to cable television; and limited options for broadband Internet access. There is also a concern about being able to attract enough volunteers to adequately staff the volunteer fire department.

The Town remains committed to providing basic services, either directly or indirectly, to its residents and have adopted policies to ensure this is the case.

PUBLIC FACILITIES INVENTORY AND ANALYSIS

Electric Service

The Town of Lima is within the electrical utility service territories of We Energies (a/k/a Wisconsin Electric Power Company), Sheboygan Falls and Plymouth Utilities. A substation was built at the corner of Clearview Road and STH 32 in 1975. Overhead transmission lines are owned by American Transmission Company; there are three major (345 kV) lines running through the Town. One travels north-south through central portion of the Town of Lima, while two travel east-west through the northern half of the Town. In addition, there is a 138 kV line traveling east-west through the northern half of the Town. The electrical service to the Town is thought to be adequate at this time for planning purposes, with recent utility upgrades being driven not as much by population growth as by the demand for energy. People are building larger homes and filling them with multiple electronic devices. We Energies, which is increasing its capacity by about 2-3% per year to keep up with demand throughout its service area, uses several different fuel sources to produce electricity: coal - 58.6%; purchased power – 32.9% (nuclear- 24.2% & other 8.7%); renewables - 2.7%; and natural gas/oil - 5.8%.



According to the American Transmission Company's 20-Year Analysis for Zone 4 (which includes Sheboygan County), there are no significant limitations or upgrades planned for the Town of Lima area. Although there have been complaints from some residents of occasional electrical surges or dimming lights, and the overhead lines serving the majority of the Town are susceptible to storm damage, the electrical service to the Town is considered adequate for current and future needs.

Natural Gas

There is a natural gas line within the Town of Lima. The 6 to 8 inch natural gas pipeline travels east-west along CTH V. The line is owned by WE Energies and W.P.S. Currently, the service supporting the Town is thought to be adequate.

Public Water System

The Town of Lima does not have a public water system. Residents within the Town have individual wells that are owned and maintained by individual property owners. Currently, the Town has no plans to develop any additional public water systems. Well construction reports indicate average

depths have remained steady over the last 20 years at about 192 feet, which is not considered excessively deep.

While no formal hydrology study has been done in the immediate area, estimates using data from the Southeastern Wisconsin Regional Planning Commission indicate residents and businesses within the Town of Lima are using only 24%-37% of the groundwater that is recharged to the aquifer each year. The capacity of the aquifer is, therefore, thought to be adequate for the Town’s projected growth forecasts. (See page14 of Chapter 2 for additional information related to groundwater.)

Figure 6.1 – Average Depths of New or Replacement Residential Wells, Town of Lima

| 1988-1991 | 1992-1995 | 1996-1999 | 2000-2003 | 2004-2007 | 20-Year Average |
|------------------------|-----------|-----------|-----------|-----------|-----------------|
| 183’ | 185’ | 180’ | 216.2’ | 197.5’ | 192.2’ |
| Number of Wells | | | | | |
| 49 | 80 | 62 | 62 | 55 | 308 Total Wells |

Source: WDNR well construction reports. High capacity wells not included.

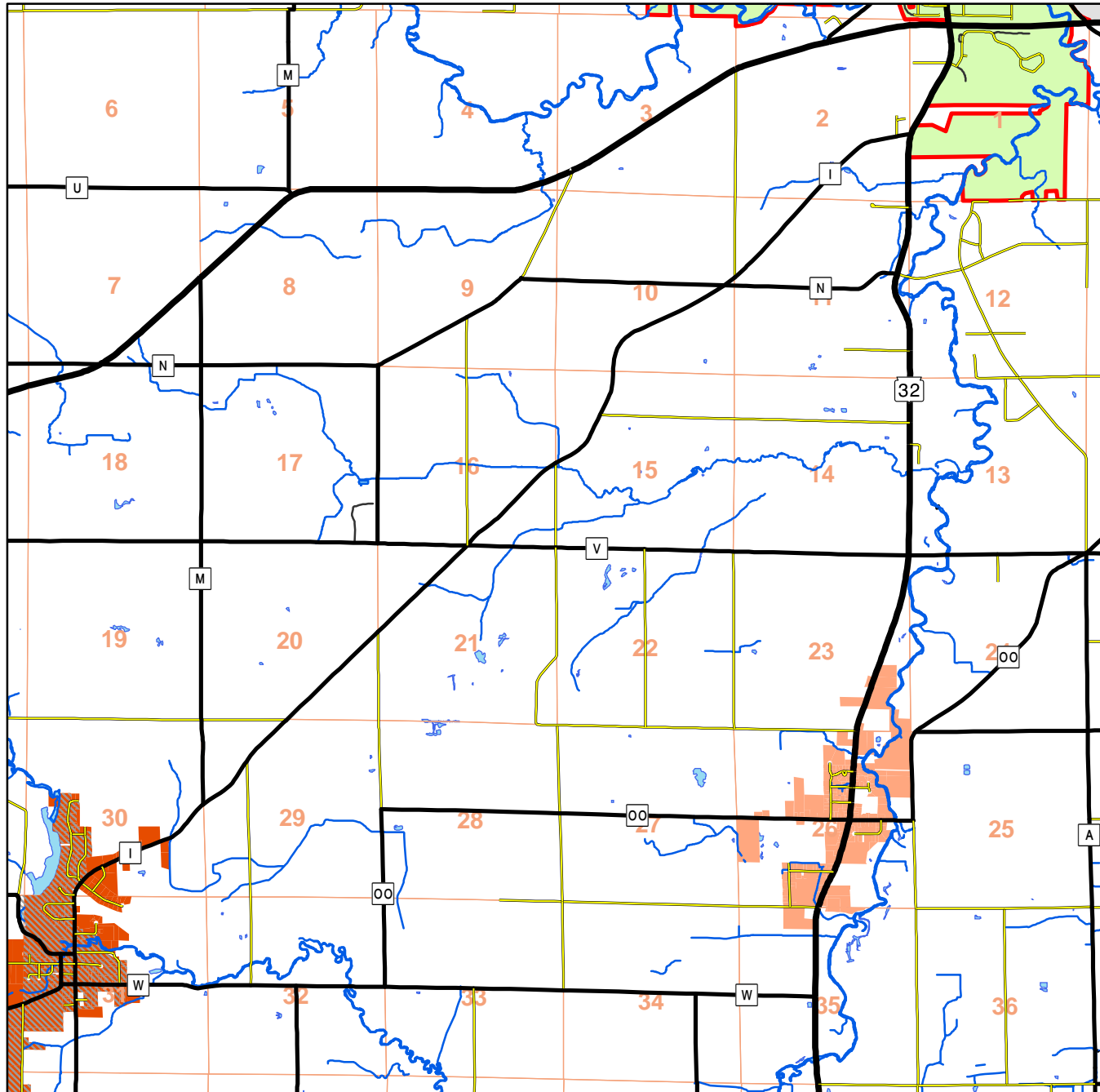
While individual property owners can work with state or private labs to have water quality testing done on their wells at any time, the Town had a formal testing program in 2000 through UW-Extension. Approximately 55 wells have been tested in the Town since 1994. Nearly 33% of wells reported high coliform bacteria levels, but only one sample tested positive for ecoli. Hardness was a problem in almost all the samples (82%). There were no samples that were above the 10ppm state and federal health standard for nitrates, and only two of the samples were over 2.1ppm, which indicates human influence. Only one sample was found with an unsafe nitrate level.

Sanitary Sewer Service

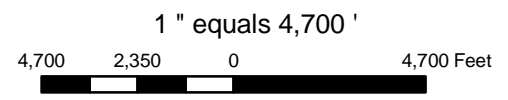
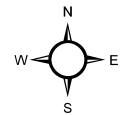
Approximately 500 acres of the Town of Lima, in Sections 23, 26, 30 and 31, are within the Gibbssville or Hingham Sanitary District. Hingham utilizes the Onion River Wastewater Treatment facility in Adell. The system had a Compliance Maintenance Annual Report (CMAR) 3.65 in 2007, which is good-satisfactory. Additionally, there are upgrades anticipated such as increasing capacity. The plant is at about 80-85% capacity and treats about 85,000 gallons a day with a total capacity of .152 mgd. The Gibbssville Wastewater Treatment Facility has a maximum capacity of .085 mgd and has an average daily flow of .040 mgd. The facility received a CMAR score of 3.62 in 2007 and there are no upgrades or expansions planned.

Property owners in the remainder of the Town will continue to be responsible for installing and maintaining their own individual septic systems. (See pages 6-7 of Chapter 2 for additional information related to soils, COMM 83 and septic systems.)

Figure 6.2
Town of Lima
Sanitary District Boundaries
 Sheboygan County, WI



- Legend**
- Gibbsville Sanitary District
 - Hingham Sanitary District
 - Hingham Mill Pond Sanitary District
 - City of Sheboygan Falls
 - Village of Kohler
 - 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

Stormwater Management

The Town of Lima does not have a stormwater management ordinance, but the Town has "affirmed support" of the Sheboygan Area Stormwater Partnership in April of 2005. Typically stormwater management includes facilities such as ditches, culverts, swales, open channels, water retention structures, and settling basins. All such facilities are required to be of adequate size and grade to hydraulically accommodate the maximum potential volumes of flow through and from within the development. It is expected that existing infrastructure in the Town will continue to work reasonably well as long as ditches remain clear of thick brush, culverts are properly sized, basins are maintained, population density remains low, and abundant open space is available to absorb precipitation and runoff. There are curb and guttered areas at the intersections of CTH V and STH 32, Ourtown Rd. and STH 32, CTH I and STH 32, CTH M and STH 32, and at Theobald Court and STH 32. When additional upgrades at intersections on STH 32 and STH 28 take place, curb and gutters are planned to be added. There are no significant reported drainage problems.

Beginning in 2006, the *Sheboygan County Erosion Control and Stormwater Management Ordinance* took effect in unincorporated towns of the County. Any land disturbing construction site activities for construction and post-construction projects of one acre or more are subject to the new regulations. This would include most new residential subdivisions in rural areas.

Solid Waste and Recycling Facilities

Town of Lima residents may utilize individual contractors for recycling and waste disposal. Residents may also discard waste and recyclables at the Town Compactor Site/Recycling Center located at N2599 Schneider Road. A private waste disposal company currently transports the waste off-site. Both of these options are considered adequate for the Town, although 1) the compactor site is often crowded during busy times on Saturdays, 2) residents sometimes try to dispose of improper items, and 3) occasionally there are people from outside the Town who try to use the station. Contracting with private companies is most likely to continue as the most efficient and effective way to continue effective solid waste collection and recycling, along with user fees, enforcement of the Town residency requirement, and continued education on what items are accepted at the station.

The Town of Lima contracts with Veolia Waste Services for disposal from collection site. They either use the Horicon Landfill (Glacier Ridge) or the Hickory Meadows landfill in the Hilbert/Chilton area. Glacier Ridge has a capacity of 9.2 million cubic yards with about 8.2 million cubic yards remaining. The Hickory Meadows Landfill is owned by Veolia Environmental Services. The landfill has a capacity of 7.5 million cubic yards. As of June 2009, the landfill had 3.3 million cubic yards remaining. This capacity is predicted to last until approximately 2014, but Hickory Meadows has begun the process with the WDNR to request additional air space for expansion. It is thought that Hickory Meadows will expand by no less than an additional 7.5 million cubic yards.

Open burning of waste materials continues to be an issue of concern in the Town, especially as the numbers of homes continue to increase. The Town will continue to address this issue through educational notices.

Sheboygan County annually runs a hazardous household waste collection program with Saturday drop-off sites in Plymouth and Sheboygan. Town of Lima residents are eligible for this program. During the May 2009 Clean Sweep, homes, small businesses, and farms delivered 35,447 pounds of hazardous wastes including 1,789 pounds of aerosol cans, 5,553 pounds of pesticides, 18,789

pounds of oil and lead based paint, 1,800 pounds of fluorescent lights, and 3,753 pounds of electronic wastes. This program is largely dependent on state funding to continue.

Sheboygan County also began, in 2007, a waste medication drop-off program. Waste medications are often disposed of improperly and can contribute to water contamination if these medications end up in the water supply. Additionally, some left over prescription medications are often stolen, used or sold illegally. These drugs have a high street value and require special coordination with law enforcement agencies in their disposal. In 2008, 46.3 pounds of Schedule 1 drugs were collected and properly disposed of through this program. A permanent waste medication drop off box is located in the City of Sheboygan Police Department.

Telecommunications Service

Telephone

Traditional land-line telephone service to the Town is provided by AT&T and Verizon North. Time Warner and Charter provide a digital phone service to Town residents. The telephone service providers have not provided any assurances of upgrading the system, citing high costs in proportion to the Town's low population density.

There are two cellular tower sites located within the town and there are a small number of cellular towers adjacent to the Town of Lima. The first tower is located in Section 1 and the second cell tower is located between Clearview Rd. and CTH V, on Atlanta Rd. Reception varies greatly, depending on location, topography, and service provider. While there would appear to be a need for additional antennas or towers, the Town's relatively low population density currently makes it difficult for telecommunication companies to justify expensive investments in infrastructure to ensure full coverage. If, however, companies do eventually look to increase their quality of service and range, locations for towers will likely be along major transportation corridors, such as STH 32 or 28, and higher elevations within the Town. As the need arises, the Town should work with landowners and neighboring communities in determining acceptable locations for future towers and possible collocation strategies.

Internet

Most residents access the Internet through dial-up or high speed services. This is not considered adequate for the entire Town. The high cost of serving low density population areas make broadband Internet service, such as DSL or cable, unfeasible in areas outside of Hingham, Gibbsville and Ourtown. Due to new technologies, however, this is likely to change in the next few years. A new broadband technology is slowly emerging in *fixed wireless networks*. Wireless antenna sites (which are lower and less obtrusive than cellular antennas) would be capable of serving fixed location subscribers with broadband transmission rates up to 2.5 megabits per second over a 2.5 mile radius. A single site could potentially serve up to 200 users — both residential and small enterprise.

It is also possible to construct fixed wireless networks from standard equipment of the WiFi or WiMAX variety, the latter of which is eventually scheduled to transmit as far as 45 miles from an antenna base station. So far such networks have been limited to the small coverage areas of WiFi equipment, but as WiMAX equipment becomes available, such networks may be expected to increasingly be deployed. Fixed broadband wireless systems are particularly viable in rural and other low density population areas where DSL or cable broadband service is not available.

Television

Cable television service in limited parts of the Town is provided by Charter Communications and Time Warner Cable of South Eastern WI, which has offered no assurances of expanding service to low density outlying areas. Residents without cable service use satellite packages or rely on antennas to pick up broadcasts from a handful of Milwaukee or Green Bay stations. This service is not considered adequate for everyone.

COMMUNITY FACILITIES INVENTORY AND ASSESSMENT

Town Hall

The Lima Town Hall is located at N3689 County Road I. The building contains 1 ADA restroom, full kitchen and two medium sized meeting rooms for board and similar meetings. The structure was originally constructed in 1903 as a schoolhouse and is now owned by the Town. There is adequate off-road parking. This facility is generally adequate for the needs of the Town — no expansion is currently planned and the building is in compliance with the Americans with Disabilities Act. Several repairs typical of older structures are needed. This building may be rented out, for a small fee, for family parties and other functions.



Road and Other Maintenance

The Town of Lima contracts with the Sheboygan County Highway Department for its road maintenance needs. Special projects, such as seal coating, may be contracted out. The nearest County shed is located at 234 Edgewood Avenue in Adell. The current maintenance system is deemed adequate for the Town. Since the Town contracts with the County, there are no vehicles or equipment owned by the Town.



Community Center

The Hingham Community Hall is located within The Town of Lima. This building is owned by the Hingham Athletic Association.

Postal Services

The Town of Lima contains parts of five zip codes (53073, 53093, 53085, 53031 and 53070). Mail is delivered to individual addresses by rural route carriers. The post offices that directly serve Town residents are located in Hingham, Village of Oostburg, Village of Waldo, City of Sheboygan Falls and City of Plymouth. Limited but adequate off-street parking is available adjacent to the buildings.



Cemeteries



Currently, there are 5 cemeteries within the Town of Lima. Several have a small amount of unused space and/or the capacity to expand by purchasing abutting vacant lands. The need for plot space has decreased somewhat due to an upward trend in the use of cremation. Therefore, it is anticipated that the current cemetery facilities are adequate for the planning period. There are also 3 smaller family plot cemeteries in the Town of Lima. (Town residents may also use space available in cemeteries located elsewhere in Sheboygan County and beyond.)

| Figure 6.3 – Cemeteries in the Town of Lima | | |
|--|------------------------|-------------------------|
| Name | Location | Approximate Size |
| St. Rose Catholic Cemetery | CTH I | 2.5 acres |
| Jansen Cemetery | CTH OO | 0.5 acres |
| Farmin Cemetery | STH 28 | 1.0 acres |
| Hingham Cemetery | CTH CC and Bridge Road | 5.1 acres |
| Gibbsville Cemetery | STH 32 and CTH W | 2.5 acres |
| James Riverview Cemetery (Neal Family Cemetery) | STH 32 | 0.1 acres |
| Judd Family Cemetery | CTH V | 0.1 acres |
| Adams Family Cemetery | STH 32, South of CTH N | 0.1 acres |

Source: History of the Township of Lima, Town of Lima

Law Enforcement

The Town of Lima does not have its own police department. The Town relies on two part-time constables and the Sheboygan County Sheriff’s Department located in the City of Sheboygan. Under standard enforcement procedures, the Department can make arrests under County ordinances and State laws. In areas where the Department has been contracted by a local municipality it can also enforce local ordinances. The Department consists of several patrol divisions, including highway patrol, motorcycle patrol, boat patrol, bike patrol and snowmobile/ATV patrol. 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 Department, which is currently allowed to have 39 deputies, anticipates having adequate manpower for the next few years, although cuts in shared revenues might create challenges. The traditional Wisconsin standard for police protection is 1.86 officers/1,000 persons. Based on 2007 population estimates of villages and towns in Sheboygan County relying on the Department, the County had 0.86 officer/1,000 persons. While this is well below the standard, the Sheriff’s Department does have back-up assistance available through mutual aid agreements. Moreover, the Sheriff’s Department annually evaluates its personnel needs based on actual caseload and response times. Using these more specific standards, the Department believes it is providing necessary coverage to the County and is committed to maintaining that protection. Further, there was a slight decrease in reported incidents within the County (from 11,509 in 2006 to 11,371 in 2007). Law

enforcement in the Town of Lima is, therefore, considered adequate and there are currently no plans to create a Town police force or contract for additional service from the County or other communities.

The Sheboygan County Sheriff's Department utilizes several correctional facilities. The Sheboygan County Jail is located on the second floor of the Sheboygan County Law Enforcement Center, 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 Center, is a 27-bed facility that houses both male and female juvenile inmates. These capacities are currently not sufficient, as the County often houses state inmates. These jails are near 90% capacity. Upgrades are being planned.

The Town is served by the 911 system, which rings through to the Sheboygan County Sheriff's Department, routed through telecommunicators and relayed to emergency services. Although this system is considered adequate, the Department is working to implement a Wireless 911 system that will add more functionality and flexibility.

Fire Stations

There is no fire department in the Town of Lima. The Town of Lima is an even partner in the Oostburg Department, co-members with the Village of Oostburg, Town of Holland and Town of Wilson. The Town of Lima is served by fire departments from the Villages of Oostburg and Waldo, and Town of Sheboygan Falls. The Village of Oostburg Fire Department is located at 1130 Superior Ave., in the Village of Oostburg. The fire department is staffed by 27 professional volunteers. The Town of Lima owns 25% of the Village of Oostburg Fire Department. Charges for fire inspections are not charged evenly among communities.

The Village of Waldo Fire Department is located one block north of STH 28, on 2nd Street. The department is home to 24 volunteers and 4 fire engines.

The Town of Lima is also served by the Town of Sheboygan Falls Volunteer Fire Department. This department consists of about 40 members and is located at N5480 CTH TT.

One of the major challenges for all three fire departments, as in many communities, is finding sufficient numbers of volunteers. Training requirements have become more time-consuming over the years, and more residents are working outside the community, which leaves less time and opportunity to participate. Nevertheless, fire protection for the Town of Lima is considered adequate.

Emergency Rescue Services

Emergency rescue services are considered more than adequate for the Town of Lima. Rescue service/ambulance service is provided by the First Responders from Oostburg, Gibbsville, Adell and the Town of Sheboygan Falls. The Town of Sheboygan Falls Fire Department has Jaws of Life equipment. The Orange Cross Ambulance Service also serves the Town of Lima. The Oostburg Ambulance Service serves the Town of Lima and consists of about 23 EMS members and two ambulances. Additional ambulance service, provided by the Plymouth Ambulance Service, consists of three Advanced Life Support ambulances and an incident command unit. Mutual aid agreements with nearby communities are in place in the event of major emergencies. Future needs include maintaining and/or increasing staffing levels and ongoing training to stay current with new equipment and procedures.

The Town is served by the 911 system that is routed through Sheboygan County telecommunicators and relayed to emergency services. Telecommunicators set off tones to activate paging systems for all of the first responder units in the County.

Library

Although the Town of Lima does not have a library located within its borders, the Town relies primarily on the Oostburg Public Library in the Village of Oostburg. The Oostburg Public Library is located at 213 N. 8th Street. The combined 7,000 square foot civic center and library houses 24,808 books, 2,400 periodicals, and 100 newspapers. Public Internet access is available. The library has a staff of eight.

In addition, Town residents are also served by the Sheboygan Falls Memorial Library, located at 330 Buffalo Street in the City of Sheboygan Falls. The Sheboygan Falls Memorial Library is 18,600 square feet and houses 46,000 books, 137 annual periodical subscriptions, and 9,876 audio and visual materials. Public internet access is available. The library has three meeting rooms, the largest is in the basement and has a capacity of 100 persons. The “Friends” room has a capacity of 8 and the “StoryTime” room has a capacity of 28. The library plans to purchase an additional 12 computers by the end of 2012.

The Town of Lima is additionally served through member libraries of the Eastern Shores Library System covering Sheboygan and Ozaukee Counties. The Eastern Shores Library System also provides a Bookmobile service to Sheboygan and Ozaukee counties. The vehicle makes scheduled stops throughout both counties, including at the Hingham Reformed Church, 6-corners, and Gibbsville churches, various times throughout the year.

Schools

Nearly one-half of the Town of Lima, including Hingham and Gibbsville, is in the Oostburg School District; about one-half, including the Ourtown area, is in the Sheboygan Falls School District; and one small area is within the Plymouth School District. See Figure 6.4 for the Town of Lima school district boundaries.

The Oostburg School District is a Pre-K-12 public school system, serving students in the Town of Lima, Village of Oostburg and several other surrounding towns. The District covers nearly 50 square miles and serves approximately 1,000 students at one of two sites, including an elementary school on North 7th Street. Recent needs of the district have centered primarily on facility upgrades, and a referendum has been discussed to address this need.

The Sheboygan Falls School District is a Pre-K-12 public school system, serving students from the City of Sheboygan Falls, Town of Sheboygan Falls and several other surrounding towns. The District covers nearly 60 square miles and serves approximately 1,800 students at one of three sites, including an elementary school on Alfred Miley Avenue. Recent needs of the district have centered primarily on maintenance and construction projects, and a referendum was passed in the 2007-2008 school year to address these needs.

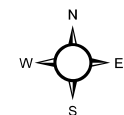
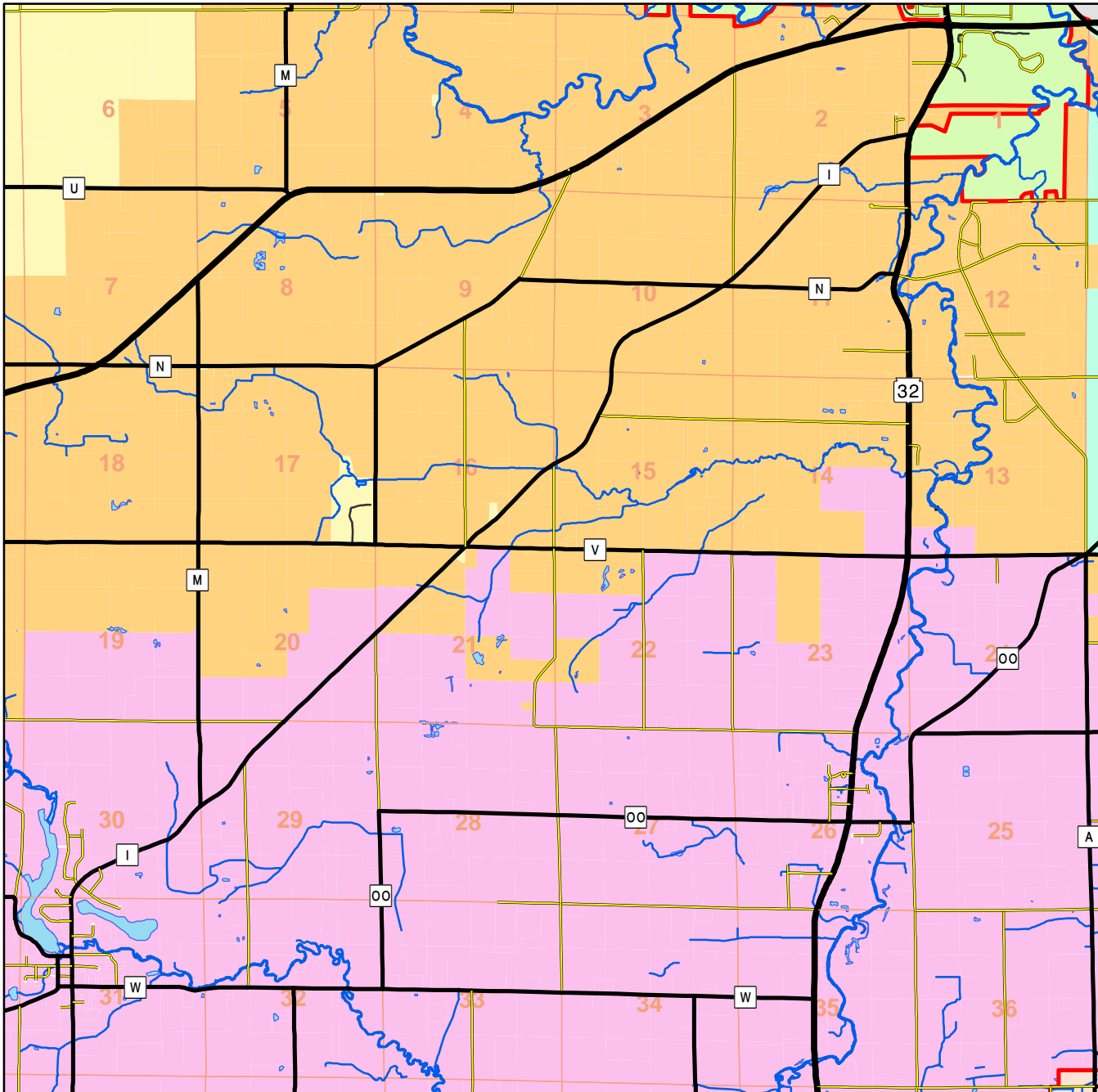
The School District of Plymouth is a Pre-K-12 public school system, serving students in the City of Plymouth, Village of Cascade, Town of Plymouth and parts of eight surrounding towns. The District covers nearly 125 square miles and serves approximately 2,400 students from a variety of locations throughout the City of Plymouth. The School District has a high school, a middle school, and three elementary schools, all in the City of Plymouth. Horizon Elementary School is the most recent

Figure 6.4 School Districts Town of Lima

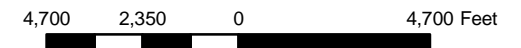
Sheboygan County, WI

Legend

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



1" equals 4,700'



addition to the school district, having been built in 1991. Recent upgrades to Riverview Middle School included changes to the auditorium and remodeling the gymnasium.

A referendum to exceed state imposed revenue limits by approximately \$6 million through 2013 failed at the November 4, 2008 election by a margin of 3,775 (yes) to 4,919 (no). The additional funds would have been used to pay for basic educational and maintenance needs.

The School District closed Parnell Elementary School at the end of the 2003-2004 school year and Cascade Elementary School at the end of the 2008-2009 school year, due to budget constraints.

It is likely that individual schools and districts will continue to have periodic renovations, expansions, and/or consolidations. Each school district has managed its needs independently from the Town, and it is expected this will continue. Given the wide choice of private and public facilities in the area, education options for school-aged children within the Town appear to be more than adequate for the planning period.

Child Care Facilities

According to the 2000 U.S. Census, there were 111 children under five years of age living in the Town and 296 children between the ages of 5-14. With the high percentage of families consisting of dual income parents who commute to work, quality, easily accessible child care is a critical concern for these families. Figure 6.5 displays some of the local child care facilities near the Town of Lima.

| Figure 6.5 – Child Care Facilities in the Town of Lima Area | | |
|--|-----------------|-----------------|
| Facility Name | Location | Capacity |
| Michelle’s Family Day-Care | Adell | 8 |
| Upson Child Care | Cedar Grove | 8 |
| Kaleidoscope Family Day Care | Plymouth | 8 |
| Kraus’ Kinder Care | Plymouth | 8 |
| Bonnie’s Kids | Random Lake | 8 |
| Spring Day Care | Random Lake | 8 |
| Agape family Services | Sheboygan | 8 |
| Bundles of Joy | Sheboygan | 8 |
| Carol’s Day Care | Sheboygan | 8 |
| Darla’s Family Child Care | Sheboygan | 8 |
| Dolores’ House for Little People | Sheboygan | 5 |
| Great To Be Me Child Development Center | Sheboygan | 8 |
| Gwynn’s Loves N’Hugs | Sheboygan | 8 |
| Jarred’s Activity Place | Sheboygan | 8 |
| Judy’s Family Child Care | Sheboygan | 8 |
| Lauries Family Care | Sheboygan | 8 |
| Little Rainbows, Inc. | Sheboygan | 8 |
| Lot’s -O- Love | Sheboygan | 8 |
| Nell’s Family Day Care | Sheboygan | 8 |
| Patti’s Day Care | Sheboygan | 8 |
| Rhonda’s Family Day Care | Sheboygan | 8 |
| Shirley’s Munchkin land | Sheboygan | 8 |

| | | |
|--|-----------------|-----|
| Sue's Smiles | Sheboygan | 8 |
| Superior Day Care | Sheboygan | 8 |
| Tater Tots | Sheboygan | 8 |
| Janet's Day Care Center | Sheboygan | 8 |
| Little Shepherds Inn | Cedar Grove | 16 |
| Here We Grow Child Care - Selma | Plymouth | 99 |
| Learning Tree Academy I | Plymouth | 25 |
| Learning Tree Academy II | Plymouth | 20 |
| Sheboygan County Head Start - Horizon | Plymouth | 10 |
| Sheboygan County Head Start - Plymouth | Plymouth | 18 |
| Umos Plymouth MHS Day Care Center | Plymouth | 58 |
| Building Bridges Child Care | Sheboygan | 12 |
| Child's Play | Sheboygan | 142 |
| Great Beginnings Preschool | Sheboygan | 20 |
| Happy Heart & Handprints, LLC | Sheboygan | 50 |
| Here We Grow - Job Center | Sheboygan | 14 |
| Here We Child Care - Lincoln | Sheboygan | 77 |
| Here We Grow Head Start | Sheboygan | 15 |
| Immanuel Lutheran Child Care Center | Sheboygan | 20 |
| John M Kohler arts Center Preschool | Sheboygan | 38 |
| Jumping Frogs Preschool, LLC | Sheboygan | 20 |
| KinderCare Learning CTRS - #1019 | Sheboygan | 125 |
| Mapledale Child Care Center | Sheboygan | 34 |
| Montessori Children's House, Inc. | Sheboygan | 50 |
| New World Montessori School | Sheboygan | 30 |
| Patty Cake Day Care & Learning Center, LLC | Sheboygan | 50 |
| Pilgrim Preschool | Sheboygan | 20 |
| Salvation Army Day Care Center | Sheboygan | 50 |
| Sheboygan County Head Start - Jefferson | Sheboygan | 18 |
| Sheboygan County Head Start - Lakeshore | Sheboygan | 83 |
| St. Paul's Christian Child Care Center | Sheboygan | 25 |
| Sunshine 'n Smiles Children Center Inn | Sheboygan | 45 |
| Tender Loving Christian Child Care Center | Sheboygan | 35 |
| YMCA Youth Development Center - North | Sheboygan | 120 |
| Youth Development Center - South | Sheboygan | 40 |
| Sheboygan County Head Start - Sheb Falls | Sheboygan Falls | 28 |
| St. Lutheran Preschool | Sheboygan | 20 |
| YMCA Falls Little Friends | Sheboygan | 66 |
| YMCA Sheboygan Youth Development Center | Sheboygan | 46 |

Source: Wisconsin Department of Children & Families, September, 2008

Although not referring to any official data, the Resource Specialist for Family Connections, Inc. in Sheboygan indicated in September of 2008 that there were likely “more children than we have placements for in our County.”

Elder Care Facilities

According to the 2000 U.S. Census, there were 375 adults over 65 years of age living in the Town of Lima. The Sheboygan County Division of Aging has as its purpose to plan, coordinate, and promote services and programs needed by older adults within the County. This includes a variety of services, such as counseling, transportation, nutrition, legal and benefit advocacy, and events/activities. The Division of Aging coordinates a dining site at the Adell Senior Center every Monday through Friday, and in Random Lake one day a week at St. Paul's Lutheran Church.

A countywide study of senior citizen housing needs versus public and private facility capacities has not been undertaken. Even if the current capacity of public and private facilities is sufficient to meet existing needs, it is likely that based on the aging population new and/or expanded facilities will be needed in the future. Elder care facility use in the Town is a conditional use under the R-2, R-3, P-2 and business districts. In the meantime, there are a variety of care and living options in the area:

- *Retirement Community*. Self-contained housing communities designed for older adults. These communities offer meal programs and typically have a focus on social and recreational activities. Many other amenities may be available depending on the site. Facilities/Location: South Horizon Apartments, Plymouth
- *Continuing Care Retirement Communities (CCRCs)*. Refers to a facility that is able to respond to an individual's need for different levels of care as needs change. Levels of care may range from independent living to skilled nursing care. These services may also be augmented by assisted or supportive living, home health care, and/or adult day services, allowing one to select the level of care most appropriate for an individual's changing circumstances. Facilities/Location/Beds: Landmark Square, Sheboygan; Pine Haven Christian Home, 135; Sheboygan Senior Community, Sheboygan, 60; Terrace Estates, Sheboygan, 88
- *Community Based Residential Facilities (CBRFs)*. State licensed elderly group homes for five or more unrelated adults. CBRFs provide assisted living and health care services above normal room and board. A limited amount of skilled nursing care is available. The philosophy of a CBRF is to provide a home-like environment and to keep each resident as dignified and independent as possible, while maintaining a feeling of safety and security. The environment may be a house that has been renovated or a newly constructed building with private apartments for a large number of residents. Some facilities furnish all but the residents clothing while others have the residents fully furnish the apartment. Facilities/Location/Beds: Brookside of Wisconsin, Waldo, 8; Beechwood Rest Home, Beechwood, 10; Gables on the Pond I and II, Random Lake, 48; Hometown Retirement, Oostburg, 15; KindredHearts, Plymouth, 15; Pine Haven Christian Home, Sheboygan Falls, 145; Woodland Manor, Sheboygan Falls, 16; and eight sites in Sheboygan, 255.
- *Residential Care Apartment Complexes (RCACs)*. Offer each resident care and services unique to his or her needs. This type of assisted living is based in individual apartments and as each person's need for care increases, services can increase accordingly. This gives residents an opportunity to remain in the apartment setting for a greater length of time. RCACs offer private residences with the features of a traditional apartment. Unit sizes vary from studio to one bedroom and larger. All units must have a kitchenette with cooking facilities. Apartments are generally furnished by the individual, however, some facilities may

offer furnished or partially furnished apartments. Facilities/Location/Units: Terrace Estates, Sheboygan, 25 one-bedroom units.

- *Adult Day Services.* An option to a nursing home, these services were designed for adults who are experiencing a serious decrease in physical, mental, and/or social functioning and need a protective environment. Professional staff may include nurses, social workers, therapists, and other staff specially trained. Facilities/Location/Beds: Greendale Health and Rehabilitation Center, Sheboygan, 64; Judy’s Adult Day Care, Sheboygan, 6; Project Independence/Goodwill, Sheboygan, 30.
- *Skilled Nursing Facilities.* Offer long-term care for residents who require daily assistance. Some type of rehabilitation program also usually available. Facilities/Location/Beds: Beach Health Care Center, Sheboygan, 84; Beechwood Rest Home, Beechwood, 26; Greendale Health and Rehabilitation Center, Sheboygan, 64; Meadow View Manor, Sheboygan, 74; Morningside Health Center, Sheboygan, 72; Pine Haven Christian Home, Sheboygan Falls, 71; Plymouth Care Center, Plymouth, 60; Rocky Knoll Health Care Center, Plymouth, 158; Sheboygan Progressive Care Center, Sheboygan, 120; St. Nicholas Hospital Transitional Care Unit, Sheboygan, 15; Sunny Ridge, Sheboygan, 265.

As can be seen from the above list, *elder care facilities* mean much more than “nursing home care.” According to Gunderson and Graham Healthcare Consulting (April 2, 2004 report to Sheboygan County Health Care Citizens’ Task Force), the elderly are becoming healthier, better educated, more consumer savvy, and expect a variety of health care alternatives to be available to them. The least desirable option is nursing home care. In the last ten years, there has been a proliferation of assisted living and senior housing development. For local communities, especially small ones, this means it is possible to meet many of the housing needs of senior citizens without a large nursing home or similar type of facility.

Health Care Facilities

Due to its small population, there are no hospital or clinic facilities within the Town of Lima, however the Sharon S. Richardson Community Hospice is within the Town. Needs assessments done by private care providers have not identified the Town as a priority site for a health care facility. This is not expected to change over the course of the comprehensive plan. There are, however, facilities in proximity to the Town that provide adequate health care for the needs of most residents. Most of the facilities listed below are relatively new, and providers have demonstrated an ongoing commitment to keeping up with technology changes and population growth.

- St. Nicholas Hospital is available to Town residents for medical care. Located on North Taylor Drive in Sheboygan, St. Nicholas is a Catholic full-service community hospital that provides services in specialties such as: cancer, cardiac, and diabetes care; emergency services; home health; maternity; medical/surgical services; orthopedics and sports medicine; pain management; rehabilitation; and renal dialysis.
- The Aurora Sheboygan Memorial Medical Center is available to Town residents. Located on North 7th Street in the City of Sheboygan, the medical center consists of a staff of physicians that provide services in more than 25 specialties, including obstetrics, pediatrics, orthopedics, surgical services, emergency services, rehabilitation medicine, cancer treatment services, etc.
- The Aurora Sheboygan Clinic – Plymouth offers family practice, general medicine, and many other specialties. Inpatient services are not offered, but emergency needs are met by

an urgent care center. Aurora expanded primary and specialty care services by beginning construction on a new and larger (\$12 million, 80,000 sq. ft.) clinic in 2006.

- The Aurora Sheboygan Clinic-Sheboygan Falls is also available to Town residents. The clinic is located at 1146 Plankview Green Blvd. in the City of Sheboygan Falls. This clinic primarily focuses on family medical care services, however does also provide specialized diagnostic x-rays.
- The Sharon S. Richardson Community Hospice is located within the Town of Lima. This facility offers hospice, palliative care, grief support and advanced care planning services to patients and their families. Dedicated to quality of life, the Hospice Team offers a support system of professional staff and volunteers. The Home - a 20 bed residence, is the first hospice and palliative care center in Sheboygan County dedicated solely to meeting the physical, emotional, spiritual, and social needs of the terminally ill, chronically ill and their loved ones regardless of age, physical condition, or ability to pay. Hospice affirms life and regards dying as a normal process, while working with patients and families to maintain comfort, relieve distress and gain a sense of peace – making every moment count.

There are many other health care facilities available to Town residents throughout the County.



OUTDOOR RECREATION INVENTORY

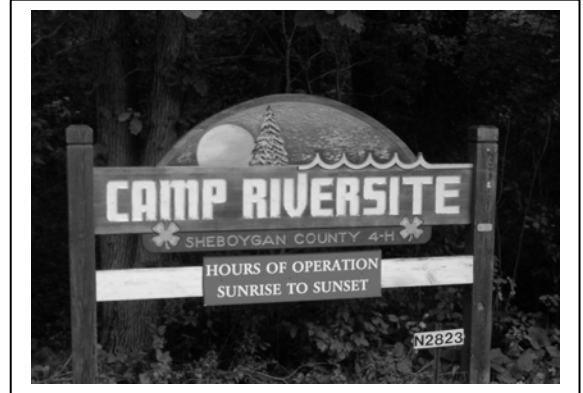
Community Facilities

According to the *Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan (2007)*, the existing recreational facilities in the Town of Lima include:

- *Gibbsville Athletic Park*, located off of STH 32, on Wilson-Lima Road in Gibbsville, the park is Town owned. Approximately 11.2 acres that includes a lighted softball diamond with bleachers, playground equipment, and a picnic area and concession stand with restrooms. This park is home to a girls softball team. There is extensive parking area and open space.
- *Hingham Athletic Association Playground*, located at the intersection of CTH I and Riverbend Ct., is owned by the Hingham Athletic Association. The park is 3.2 acres and has a baseball diamond with bleachers, a concession stand, restrooms and playground equipment. There is an extensive parking area.
- *The Bull Golf Course*, on State Highway 32, borders the Town of Lima. The golf course has 18 holes and sits on 370 acres. Public is welcome to the course. This area was annexed from the Town within the last ten years.



- *Camp Riversite*, located on Camp Riversite Road and CTH W, is owned and operated by the 4-H Leaders Association. The park is 60 acres and includes a nature trail, horseshoe pits, lighted baseball diamond, shelter, a cabin, three barbeques, playground equipment, storage building and restrooms. This is a private park, however open to the public.



While this inventory of Town recreation facilities is respectable for a rural town, Question #23 on the 2003 Town of Lima citizen input survey indicated some support for additional multi-purpose recreational trails. The County Plan referenced above recommended no changes, however there has been local on-going support to update the Hingham Playground.

National, State, and County Facilities

National

There are no national recreational facilities within the Town.

State

There are no state recreational facilities within the Town of Lima.

County

There are no county recreational facilities within the Town of Lima.

Other Recreation Facilities

Snowmobile trails are maintained within the Town of Lima by the Five Corners and Sheboygan Falls Snowmobile Clubs.

In addition to parks and facilities immediately within the Town of Lima, Sheboygan County as a whole offers a variety of recreational facilities that include the Old Plank Road Trail, Interurban Trail, and trail networks in various cities and villages; Lake Michigan; Kohler-Andrae State Park; several highly rated golf courses; and areas for hunting and fishing such as the Sheboygan Marsh Wildlife Area and County Park.

UTILITIES AND COMMUNITY FACILITIES STRATEGY AND RECOMMENDATIONS

The Town of Lima will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“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.”

Goals, Objectives, Policies, Programs

1) The Town of Lima strives to provide a high level of service for the following:

- **Waste disposal**
- **Road repair and maintenance**
- **Snow removal**
- **Constable protection**
- **Fire protection**
- **Ambulance and rescue protection**

at an affordable cost to the taxpayer.

- a) *Policy/program:* Continue to provide a “public comment” opportunity at Town Board meetings and be attentive to comments regarding utilities and facilities in the Town.
- b) *Policy/program:* Work with local volunteer fire departments and/or area businesses to continue offering a length of service award and other incentives.
- c) *Policy/program:* Continue to provide adequate police and fire protection to all areas of the community.
- d) *Policy/program:* Continue to provide currently offered services and seek to reduce service costs and/or increase level of satisfaction with services provided, with no additional cost to the taxpayer.
- e) *Policy/program:* Explore the possibility of alternative energy production and use at community utilities/facilities (i.e. at the Gibbville and Onion River Wastewater Treatment Facilities).
- f) *Policy/program:* Intergovernmental agreements should be used to reduce costs and duplication of facilities and services in Lima, where appropriate.

2) Future recreational needs in the Town should primarily be met by the county and state.

- a) *Policy/program:* The Town will identify possible recreational needs within the Town of Lima.
- b) *Policy/program:* Consider applying for state and Sheboygan County Stewardship funds for recreational needs, once identified by the Town Board.
- c) *Policy/program:* Provide an updated inventory of existing Town park lands and improvements to Sheboygan County whenever the County’s *Comprehensive Outdoor Recreation and Open Space Plan* is revised.
- d) *Policy/program:* Support the reenactment of the park land dedication fee from developers of new subdivisions.
- e) *Policy/program:* Work with County, WDNR and other government entities as appropriate to ensure parklands and recreational resources within the Town are managed wisely.

CHAPTER 7 - INTERGOVERNMENTAL COOPERATION

INTRODUCTION

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as sharing information, or it can involve formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air and water pass over the landscape regardless of boundaries, and persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it. This is why intergovernmental cooperation is a critical component of every community's comprehensive plan, for without it even the best intentions of a plan can be undermined, even unintentionally, by an adjacent community with contradictory policies.

The Town of Lima's relationship with neighboring communities, Sheboygan County, the Bay-Lake Regional Planning Commission, the Oostburg and Sheboygan Falls school districts, and the state and federal government can impact Town residents in terms of taxation, planning, provision of services, and siting of public facilities. An examination of these relationships and the identification of opportunities to work together, as well as the identification of existing or potential conflicts can help the Town address these situations in a productive manner.

66.1001(2)(g)

Intergovernmental Cooperation Element. A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the local governmental unit to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under 66.0301, 66.0307, 66.0309. The element shall identify existing or potential conflicts between the local governmental unit and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

CHAPTER SUMMARY

The Town of Lima interacts with a number of other governmental entities. Existing relationships with these entities is generally positive. The Town participates in several public services partnerships already, and has made it a goal to maintain existing partnerships while remaining on the lookout for additional opportunities.

The Cities of Plymouth and Sheboygan and the Villages of Oostburg and Kohler currently exercise extraterritorial platting jurisdiction over about 20% of the Town, and no municipalities exercise extraterritorial zoning jurisdiction. The County and State will also continue to have an impact on the Town in a variety of ways, including review of future subdivision plats, shoreland zoning, highway reconstruction and maintenance, and possible State Highway expansion.

Existing or potential conflicts are limited, although the intersections along STH 28 and STH 32 will have to be monitored, as a variety of intensive land uses might eventually be proposed in the corridor. Several steps have been suggested to help resolve any conflicts that might arise.

EXISTING ACTIVITIES

Adjacent Municipalities

The Town of Lima borders the Town of Wilson to the east, Town of Holland to the south, Town of Sherman to the south-west, Town of Lyndon to the west, Town of Plymouth to the north-west and the Town of Sheboygan Falls to the north. The Town of Lima borders the Villages of Oostburg to the south-east and Kohler to the north-east, and the City of Sheboygan Falls to the north.

Relationship

The Town has a very good working relationship with the Village of Oostburg and the Towns of Holland, Sheboygan Falls, Plymouth, Sheboygan, Lyndon, Sherman and Wilson. The Town of Lima and Towns of Sheboygan Falls, Plymouth and Sheboygan have worked together since August 2007 on public participation and comprehensive planning. In addition to this process, there have been several productive intergovernmental meetings with neighboring towns, villages and cities regarding boundary issues.

The Town's relationship with the Town of Sheboygan Falls has been very good, as the two towns share some service costs. The Town's relationship with the City of Sheboygan Falls and Village of Kohler has been limited.

Siting Public Facilities

Due to the rural nature of the Town and the location of various nearby communities that have more appropriate sites for public facilities, there are very few non-town public facilities within the Town of Lima, and no immediate plans for any new facilities.

Sharing Public Services

The Town of Lima is involved in partnerships to share public services in a number of ways, including: 1) being a member of the Eastern Shore Library System, 2) being part of an ownership consortium (25%) for the Oostburg Fire Department, 3) other EMS services such as ambulance and EMS services, 4) served by the Sheboygan County Sheriff's Department to provide protective services for the Town 5) working with the Sheboygan County Planning & Resources Department to administer shoreland/floodplain provisions, private on-site sanitary system regulations, and the Sheboygan County Subdivision Ordinance 6) mutual aid agreements with nearby fire departments and emergency responders.

School District

About one-half of the Town of Lima, including Hingham and Gibbsville, is in the Oostburg School District; about one-half, is in the Sheboygan Falls School District; and a small area is within the Plymouth School District. Although there were approximately 660 school age children in the Town (2000 U.S. Census), the relationship between the Town and the school districts is best described as limited. School districts tend to operate rather independently and interaction with the Town is minimal.

Siting School Facilities

The siting of new school facilities is mainly conducted by the school districts. The recent trend has been to consolidate facilities to reduce costs. It is unlikely that any new school facility will be built in the Town of Lima during the planning period.

Sharing School Facilities

The Town has no formal agreement with the Oostburg, Sheboygan Falls, or Plymouth School Districts for shared use of the Districts' facilities.

Wastewater Commission

Residents of Hingham and Gibbsville, in the Town of Lima, are served by the Hingham or Gibbsville Sanitary district respectively. Hingham is served by the Onion River Wastewater Commission. The Village of Adell and Hingham, which has shared ownership of the facility, each have a two member commission. The facility manager sits on the joint commission for a total of 5 members. The two members from each community report back to their respective boards. The Gibbsville Sanitary District has a 3 member wastewater commission, a secretary, treasurer and president. All board members live within the sanitary district. Commission meetings are posted and treated with same respect of open meeting laws.

County

The Town of Lima has cooperated and/or partnered with Sheboygan County in a number of ways in the past and intends to continue to do so in the future. Examples include 1) signing on as a partner in Sheboygan County's 2008 multi-jurisdictional planning grant application, 2) working with Sheboygan County Planning and Resources Department and UW-Extension to prepare the Town's comprehensive plan, 3) using the Sheboygan County Sheriff's Department for protective services, and 4) working with the Sheboygan County Highway Department for snow plowing and road maintenance.

While the Town administers its own general zoning, it is under the County's Sanitary Ordinance, Subdivision Ordinance, and Shoreland-Floodplain Ordinance. The County also helps the Town administer the state's Farmland Preservation Program.

Region

The Town of Lima is located in Sheboygan County, which is located in the northeast region of the State of Wisconsin. Sheboygan County is a member of the Bay-Lake Regional Planning Commission (BLRPC), which is the regional entity the Town is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, traffic counts, transportation plans, bike plans, etc., several of which have been used in the preparation of this comprehensive plan.

State

The Town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT), natural resources (WDNR), and agriculture (DATCP). Relationships in the past with these agencies have been adequate.

INVENTORY OF PLANS AND AGREEMENTS

Cooperative Boundary Plan

The Town of Lima has not entered into a formal boundary agreement with any municipality, nor is any anticipated.

Annexation

Annexation is the process for transferring lands from unincorporated areas (towns) to contiguous incorporated areas (cities and villages). In Wisconsin, municipal annexations are typically initiated by landowners, and not by villages or cities. Approximately 500 acres in the Town of Lima have been annexed, it is not anticipated that additional annexations will occur during the 20-year planning period.

Extraterritorial Platting Jurisdiction (ETP)

State Statutes allow an incorporated village or city to extend land division review over surrounding unincorporated areas. The extraterritorial area can extend for 1.5 miles for villages and cities (under 10,000 people), and up to 3 miles for cities over 10,000. Portions of the Town of Lima are within the 1.5 mile reach of Extraterritorial Platting Jurisdiction. The Villages of Kohler and Oostburg have ETP over small areas of the Town, the Cities of Plymouth and Sheboygan also have ETP over areas of the Town. The Villages of Adell and Waldo and the City of Sheboygan Falls do not currently exercise ETP in the Town, but would be able to extend their extraterritorial area into the Town in the future.

Extraterritorial Zoning Jurisdiction (ETZ)

Cities have been given by statute either a 3-mile (if pop. 10,000 or more) or a 1.5-mile extent of zoning control outside their corporate boundaries if the proper cooperative steps with the adjoining town are followed. Villages have up to 1.5 miles, regardless of population. In 2009, extraterritorial zoning authority was not being practiced by any municipality within Sheboygan County, but in order to have extraterritorial zoning jurisdiction both municipalities need to agree and form a committee with three members from each municipality. Portions of the Town of Lima are within the 1.5 mile reach of ETZ of neighboring villages. The Villages of Kohler, Oostburg, Adell, and Waldo do not currently use ETZ within the Town, but are within the 1.5 mile boundary and may chose to do so in the future. The Cities of Plymouth, Sheboygan, and Sheboygan Falls also do not practice ETZ, but Town of Lima land would be within the 1.5 to 3 miles of the corporation limits of the Cities.

EXISTING OR POTENTIAL CONFLICTS

On June 25, 2009, members of the Town of Lima Plan Commission participated in an issue identification process with the Towns of Sheboygan, Sheboygan Falls and Plymouth Smart Growth Workgroups and other municipality representatives. This meeting identified 1) existing areas of cooperation, 2) potential areas of intergovernmental cooperation, 3) potential areas of conflict, and 4) potential strategies to resolve conflicts.

Potential Conflicts

- A. Annexation
- B. Border land uses/zoning regulations
- C. Road maintenance and jurisdictional study
- D. Competition for tax base
- E. Transportation corridor land uses

Proposed Conflict Resolution Process

For A, B, C, D and E above: Establish a regular and ongoing (at least annual) intergovernmental forum to establish a open dialogue and open lines of communication between municipalities. Such a meeting could be facilitated by UW-Extension or similar organization. Representatives from the Town of Lima, and neighboring municipalities should include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community. These initial meetings will be used to allow municipalities to get to know each other. Once these open lines of communication are established, a bi-annual joint meeting (at least annual) can take place to discuss these potential conflicts in a larger capacity and depth. Quarterly meetings may be needed. These regular forums would be facilitated by a nonpartisan mediator, UW-Extension or similar organization. Recommendations resulting from these joint meetings would be brought back to the appropriate governmental bodies for final review and consideration.

Education forums may also be a tool used by the Town of Lima to stay involved and up to date on issues relating to any of the potential conflicts listed above.

See Appendix 7 for a detailed list of items discussed.

INTERGOVERNMENTAL STRATEGY AND RECOMMENDATIONS

The Town of Lima will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“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.”

Goals, Objectives, Policies, Programs

- 1) **The Town of Lima seeks to achieve compatible land uses at or near its borders.**
 - a) *Policy/program:* The Town of Lima will attend meetings, when appropriate, and provide comments to neighboring communities when amendments to neighboring comprehensive plans are made.
 - b) *Policy/program:* The Town will attend and make their comment known at neighboring City, Village or Town meetings, in which possible annexation and/or border lands of the Town of Lima are discussed.
- 2) **The Town of Lima considers it important to have boundary agreements with adjacent units of government, especially with the City of Sheboygan Falls and Village of Oostburg.**
 - a) *Policy/program:* Work to establish an agreed-upon growth area boundary, giving consideration to each municipality's comprehensive plan. Likewise, the city and/or village

agrees to limit its expansion to defined areas where it plans to provide municipal services within a defined time period.

- b) *Policy/program:* In lieu of a formal boundary agreement, establish a formal policy to use the 20-Year Potential Land Use Maps in the comprehensive plans of the City of Sheboygan Falls, Village of Oostburg and Town of Lima to provide official guidance for growth patterns in the transition areas between city, village and town.
 - c) *Policy/program:* To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be mutually established by the four Towns (Lima, Plymouth, Sheboygan and Sheboygan Falls) within two years of adoption of the four comprehensive plans. This process will be facilitated by UW-Extension or similar organization.
 - d) *Policy/program:* Inform other area municipalities when an Intergovernmental Agreement between the Town and adjacent municipalities is being considered.
 - e) *Policy/program:* Encourage neighboring municipalities to establish Intergovernmental Agreements between one another.
- 3) The Town of Lima currently cooperates with other entities to provide numerous services to its citizens, knowing that intergovernmental cooperation is important to Lima's future.**
- a) *Policy/program:* Keep the surrounding towns and school districts aware of any significant development proposals or changes to the Town's 20-Year Potential Land Use Map.
 - b) *Policy/program:* Continue mutual aid agreements and all other current intergovernmental cooperation activities and policies of benefit to Town of Lima residents.
 - c) *Policy/program:* Continue to work with state agencies such as WisDOT and WDNR to promote wise management of STH 28 and STH 32, and proper stewardship of natural resources such as groundwater, wetlands, surface waters and environmental corridors.
 - d) *Policy/program:* Continue to coordinate emergency response services with the Adell, Gibbsville and Town of Sheboygan Falls First Responders, the Cities of Sheboygan Falls and Plymouth, the Village of Oostburg, the Town of Sheboygan Falls, the Sheboygan County Sheriff's Department, and Orange Cross, Oostburg, and Plymouth Ambulance Services.
 - e) *Policy/program:* The Town of Lima shall continue to cooperate with the Cities of Sheboygan Falls and Plymouth, the Towns of Sheboygan Falls, Plymouth, Sheboygan, Sherman, Holland, Wilson and Lyndon and the Villages of Oostburg, Waldo, and Kohler, and Sheboygan County in order to minimize land use and policy conflicts, and to achieve economies of scale.
- 4) The Town of Lima will always look for opportunities to cooperate and coordinate additional services. (This policy is required under Wisconsin Statutes Chapter 16.)**
- a) *Policy/program:* Cooperate with and support Sheboygan County on its comprehensive planning and implementation efforts.

- b) *Policy/program:* Continue to consider opportunities for future shared initiatives, purchases, services, and/or facilities with other nearby governmental units.
- c) *Policy/Program:* Establish a regular and ongoing (at least annual) intergovernmental forum 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 Town of Lima, surrounding Towns, Village of Kohler and Village of Oostburg and Cities of Sheboygan Falls and Plymouth will include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community, for a total of an odd number of representatives. Recommendations resulting from these joint meetings will be brought back to the appropriate governmental bodies for final review and consideration.
- d) *Policy/program:* Coordinate the implementation of the Town's Comprehensive Plan with the Towns of Plymouth, Sheboygan, Sheboygan Falls and with Sheboygan County.
- e) *Policy/program:* Review as part of the Town's annual budgeting process, the opportunities to provide efficient and economical public facilities and services through cooperation with other units of government.

CHAPTER 8 - LAND USE

INTRODUCTION

The land use portion of this plan is intended to present information on the current land use within the Town of Lima. A windshield land use survey was completed by Bay-Lake Regional Planning Commission in the summer of 2002, and subsequent field checks and discussions with local officials have attempted to keep this inventory up-to-date.

The input of Town officials and residents, along with the data, principles, goals, and policies found throughout this plan document, are used to develop projections of potential future land use demands and assist in guiding the selection of locations for specific types of land uses. Existing land use controls are also inventoried to assist in the development of the 20-Year Potential Land Use Map.

The plan and maps provide direction to residents, the business community, and government officials along with their staff. Specifically, the 20-Year Potential Land Use Map will serve as a practical guide to the Town Plan Commission members and the Town Board in their decision making process.

66.1001(2)(h)

Land Use Element. A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity, and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

CHAPTER SUMMARY

Although the Town of Lima has not previously had a comprehensive land use plan, it has had formal public input in the past on land use through community surveys and consensus mapping, and a fairly extensive zoning ordinance in place since 1985.

The 2002 land use inventory for the Town shows approximately 4% of the Town as being developed and 96% as undeveloped. The major developed use is residential, with just over half of the developed land in this use; the major undeveloped use is agriculture, which accounts for 80% of all undeveloped land.

The supply of land within the Town is constrained by a strong public policy in favor of farmland preservation, as well as substantial areas of river and environmental corridors. The preferred land for development is in the development districts of Hingham, Gibbsville and Ourtown. There may also be limited opportunities along the STH 32 corridor.

Demand for developable land has historically been low. WisDOA projections anticipate slight increases in population over the 20-year planning period. Consequently, land allocations for residential, commercial, and industrial uses are fairly limited. Most of the land for development comes from transitioning agricultural land in or adjacent to Hingham, Gibbsville and the Ourtown area.

Recommendations for land use and development are consistent with policies stated in earlier chapters of this plan document and place a high priority on preservation of farmlands, natural areas, and open space, limiting conflicts between different land uses, and avoiding harm to important natural areas.

INVENTORY OF EXISTING LAND USE CONTROLS

This section lists and briefly describes the state, county, and local land use plans, ordinances, and controls that currently impact the Town of Lima, and which may affect or restrict the way land can be developed.

Existing Comprehensive Plan or Land Use Plan

Prior to this effort, the Town has not had a comprehensive plan. However, in 1997 UW-Extension Sheboygan County, in cooperation with the Town of Lima Board and Long Range Planning Committee, prepared a report entitled “Town of Lima Long Range Planning Program: Report of Trends, Survey Results & Recommendations.” This report contained demographic information, identified community issues and values, presented community survey and “consensus mapping” results, and offered recommendations that have provided guidance in land use decision making.

Farmland Preservation Plan & Ag Preservation Areas

Farmland Preservation Plan

The Sheboygan County Farmland Preservation Plan states as its primary goal, “to identify the County’s agricultural resources and needs, and to balance them with development demands and community growth.” The plans policies seek to discourage random and scattered growth, low-density development, and discontinuity of developing areas which inflate costs of services, etc. Furthermore, the plan also seeks to discourage the mixing of incompatible uses of the land.

Agricultural Preservation Areas

Agricultural lands to be preserved according to the Sheboygan County Farmland Preservation Plan, include soils of agricultural capability classes I and II, and some class III soils which can be or are economically productive (see the Soil Survey of Sheboygan County, Wisconsin and Figures 2.3 and 2.5 of this Plan). These agricultural preservation areas consist of capability class soils I, II and III soils on lands of which 100 acres or more are contiguous, and which 35 or more are under a single ownership. The agricultural preservation areas classification was established to protect the productive



soils from premature development and to allow eligible farmers to take advantage of State income tax credits offered through the Wisconsin Farmland Preservation Program. Within the Town of Lima in 2002, approximately 10,125 acres of land (81% of the farmland in the Town) were in the Prime Agricultural District (A-1) zoning district.

Transition Areas

Transition areas are existing agricultural lands planned or zoned for future expansion of urban or other non-agricultural uses. These lands are thought of as “holding areas” for future growth and future urban service areas. Transition Areas may include sanitary districts, rural centers, lands adjacent to existing cities or villages, etc. The designated transitional lands in the Town of Lima are found in the three development districts of Hingham, Gibbsville and Ourtown.

Town Zoning Ordinance

The Zoning Ordinance of the Town of Lima was adopted in 1985 and has been revised numerous times in an effort to remain up to date. Section 4 of the Zoning Ordinance states, “It is the general intent of this ordinance to:

1. Stabilize and protect property values and the tax base.
2. Recognize the needs of agricultural, forestry, industry, and business in future growth.
3. Further the appropriate use of land and conservation of natural resources.
4. Encourage the wise use, conservation, development, and protection of the Town of Lima’s water, soil, wetland, woodland, and wildlife resources and attain a balance between land uses and the ability of the natural resource base to support and sustain such uses.
5. Preserve natural growth and cover and promote the natural beauty of the Town of Lima.
6. Prevent overcrowding and avoid undue population concentration and urban sprawl.
7. Facilitate the adequate provision of public facilities and utilities.
8. Lessen congestion and promote the safety and efficiency of streets, highways, and other transportation systems.
9. Provide adequate light, air, sanitation, drainage, and open space.
10. Regulate the use of structures, lands, and waters outside of shoreland uses.
11. Regulate lot coverage, population density and distribution, and the location and size of structures outside of shoreland areas.
12. Prohibit uses or structures incompatible with the natural characteristics, existing development, or intended development within or adjacent to a zoning district.
13. Implement those municipal, county, watershed, or regional comprehensive plans or their components adopted by the Town of Lima.

Refer to the Zoning Ordinance itself for detailed information on the permitted uses and restrictions within each of the zoning districts listed below, in Figure 8.1.

Figure 8.1 – Town of Lima Zoning Districts

| | |
|---|---|
| A-1 Prime Agricultural District A-2 Agricultural District A-3 Agricultural Transition District A-4 Agricultural Related Manufacturing, Warehousing, and Marketing District A-5 Agricultural Living District | M-1 Industrial District M-2 Heavy Industrial District M-3 Mineral Extraction District |
| B-1 Local Business District B-2 Highway Business District | P-1 Recreational Park District P-2 Institutional Park District |
| C-1 Lowland Resource Conservation District | R-1 Single Family Residence District R-2 Two Family Residence District R-3 Multiple-Family Residence District R-4 Planned Unit Development District R-5 Planned Mobile Home Park Residence District |

Source: Sheboygan County Planning and Resources Department

County Sanitary Ordinance

Chapter 70 of the Sheboygan County Code contains the Sheboygan County Sanitary Ordinance, which promotes the proper siting, design, installation, inspection, management, and maintenance of private sewage systems. The ordinance requires the preparation and approval of sanitary permits for the location, design, construction, alteration, installation and use of all private sewage and septic systems of residential, commercial, industrial, and governmental uses within unincorporated areas.

County Subdivision Ordinance

Chapter 71 of the Sheboygan County Code contains the Sheboygan County Subdivision Ordinance. The ordinance regulates the unincorporated areas of Sheboygan County, or where incorporated communities have entered into agreement under sec. 66.30 Wisconsin Statutes, to exercise cooperative authority to approve plats of subdivisions, where the act of division creates five or more parcels from the same “Mother Tract” of land.

The “Mother Tract” of land is defined in the ordinance as, “A parcel of land that is, or at any time in the previous twenty (20) years was, in the same ownership. Contiguous parcels in the same ownership are considered to be one (1) parcel for purposes of this definition, even though the separate parcels may have separate tax identification numbers or were acquired at different times or from different persons.”

The ordinance includes a requirement for dedication of public parks and open space. The amount of land to be provided is based upon an equivalent of one acre per thirty-six dwelling units, with a minimum of one-half acre for undeveloped lots. Standards for road construction, improvements, stormwater management are also included.



The regulations contain a Land Suitability clause (71.20) that states “No land shall be divided or subdivided for use which is determined to be unsuitable by the Commission because of flooding or potential flooding, wetlands, soil or rock limitations, inadequate drainage, severe erosion potential,

unfavorable topography, inadequate water supply or sewage disposal capabilities, incompatible surrounding land use, or any other condition likely to be harmful to the health, safety, or welfare of the future residents or users of the area, or likely to be harmful to the community or the County.”

The ordinance also contains design standards for streets, planned unit developments, lots, easements, and storm water drainage that must be complied with in order for the subdivision to be approved by Sheboygan County.

Official Map

An Official Map under Ch. 62.23(6), 61.35, 60.10(2)c of state statutes 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. At this time, the Town of Lima does not maintain an Official Map.

Extraterritorial Jurisdiction

Extraterritorial jurisdictions (Platting and Zoning) can be a major factor in planning, since a town can be impacted by the 1.5 mile jurisdiction of a small city or village and the 3 mile jurisdiction of a large city (population greater than 10,000). Portions of the Town of Lima are currently within the exercised Extraterritorial Platting Jurisdiction (ETP) of the Villages of Oostburg and Kohler, and the Cities of Plymouth and Sheboygan. The Villages of Adell and Waldo and the City of Sheboygan Falls do not currently exercise ETP in the Town, but may be able to exercise their Extraterritorial Platting Jurisdiction in the Town in the future. No municipalities within Sheboygan currently exercise Extraterritorial Zoning Jurisdiction (ETZ).

Highway Access

Highway access restrictions can impact development patterns by making it difficult — or impossible — to site buildings along highways. At this time, neither Sheboygan County nor the Town of Lima has a Controlled Access Ordinance. The State has an access control ordinance along STH 28 and STH 32 known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period. Access to STH 28 and STH 32 is limited.

County Shoreland-Floodplain Ordinance

Chapter 72 of the Sheboygan County Code contains the Sheboygan County Shoreland-Floodplain Ordinance, which provides for the safe and orderly use of shorelands and promotes the public health, safety and general welfare relative to surface waters, shorelands, flood prone areas, and contiguous wetlands.

The ordinance controls building and regulates land use types within all lands that would be inundated by the regional flood and/or the 500-year flood for certain critical use facilities; and shorelands and wetlands of all navigable waters in the unincorporated areas of Sheboygan County

which are: 1,000 feet from the ordinary high water elevation of navigable lakes, ponds, or flowages; and 300 feet from the ordinary high water elevation, or to the landward side of a floodplain, of the navigable reaches of rivers or streams, whichever distance is greater. Specific design requirements must be considered for development in shoreland areas. Figures 2.7 and 2.8 of this Plan illustrate the shoreland and floodplain & wetland zones in the Town of Lima.

Wetlands

Wetlands act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Additionally, they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the WDNR, and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition. Wetlands are shown in Figure 2.8 of this Plan.

Historic Preservation

There may be some areas within the Town of Lima where development is either not desired or should be carefully designed due to the special historic character of the location.

Conservation Easements

Also known as land protection agreements, conservation easements are entered into by willing landowners seeking to permanently protect their land from future development. Individual agreements can cover hundreds of acres of land and therefore become a factor in land use planning because they remove land from development consideration in perpetuity. Individual landowners can work independently at any time with local non-profit land trusts such as Glacial Lakes Conservancy.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Town of Lima was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission. See Figure 8.2 for the 2002 land use inventory amount and intensity for the Town of Lima. Figure 8.3 shows a 2009 land use map, based off the 2002 land use map created by the Bay-Lake Regional Planning Commission.

Figure 8.2 – Town of Lima Land Use Amount and Intensity, March 2002

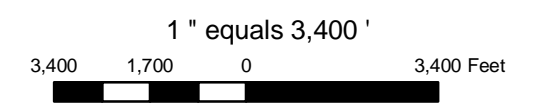
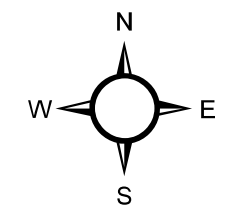
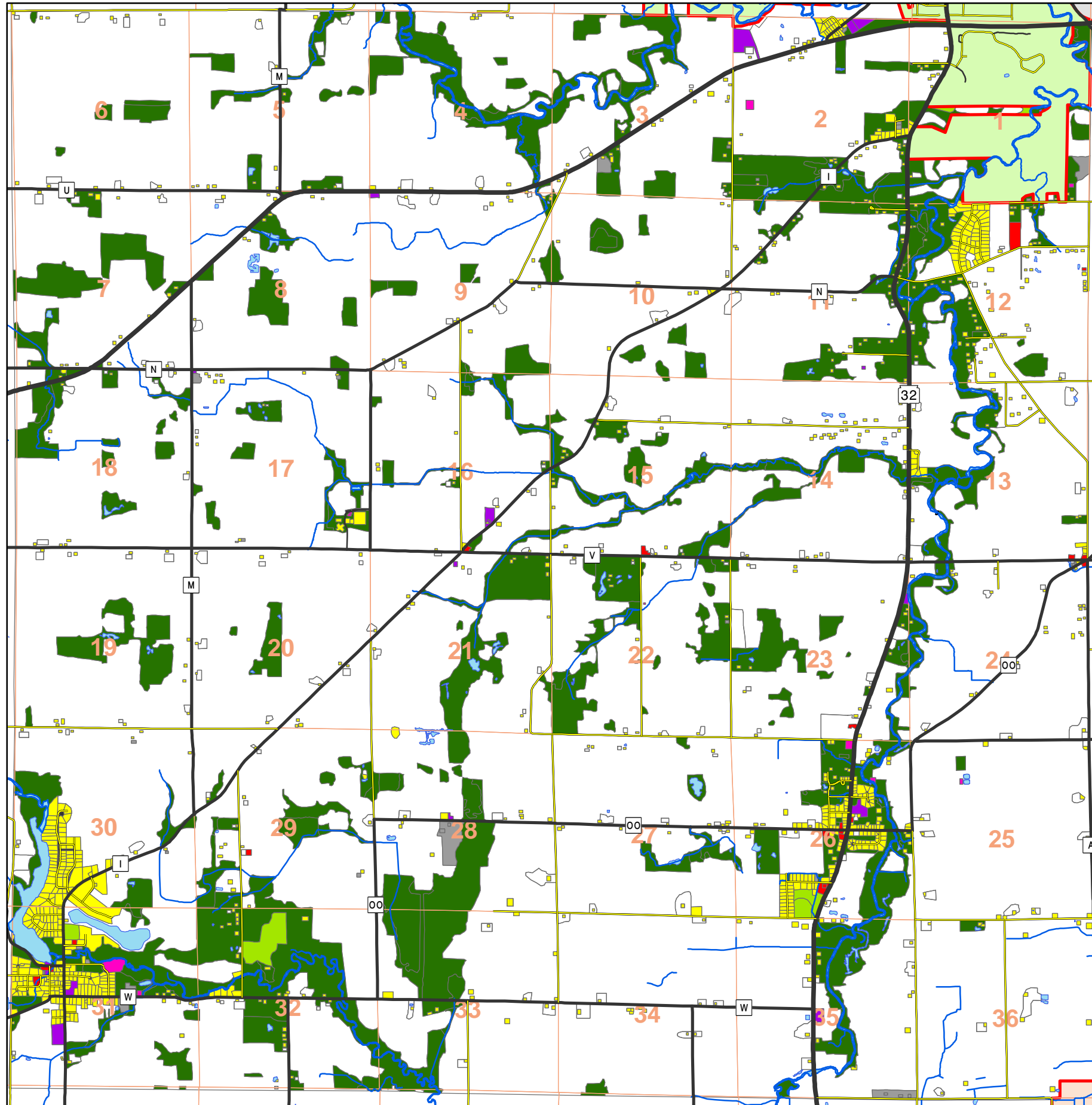
| Land Use Type | Acres | Percentage of Developed Land | Percentage of Total Land |
|--|--------------|---------------------------------------|---------------------------------|
| DEVELOPED | 819.0 | 100% | 3.6% |
| Residential | 430.5 | 52.6% | 1.9% |
| single-family | 360.3 | 44.0% | 1.6% |
| two-family | 8.0 | 1.0% | 0.03% |
| mobile homes | 1.7 | 0.2% | 0.007% |
| land under residential development | 56.63 | 6.9% | 0.2% |
| Commercial | 15.7 | 1.9% | 0.07% |
| retail sales | 15.7 | 1.9% | 0.07% |
| Industrial | 87.6 | 10.7% | 0.4% |
| manufacturing | 23.4 | 2.9% | 0.1% |
| extractive | 5.7 | 0.7% | 0.02% |
| open and enclosed storage | 58.5 | 7.1% | 0.3% |
| Transportation | 240.3 | 29.3% | 1.05% |
| state highways | 37.6 | 4.6% | 0.2% |
| county highways | 111.1 | 13.6% | 0.5% |
| local streets and roads | 90.8 | 11.1% | 0.4% |
| off-street parking | 0.8 | 0.1% | 0.003% |
| Communication / Utilities | 15.4 | 1.9% | 0.07% |
| electric power substations | 2.9 | 0.01% | 0.01% |
| radio/TV trans. tower/antennae | 0.5 | 0.002% | 0.002% |
| water supply storage filter/tanks/reservoirs | 0.7 | 0.002% | 0.0008% |
| sewage treatment plant | 5.4 | 0.02% | 0.002% |
| auto salvage/recycling/disposals | 5.9 | 0.03% | 0.002% |
| Institutional / Governmental | 29.5 | 3.6% | 0.13% |
| administrative building | 0.8 | 0.1% | 0.003% |
| pre-school/Daycare | 1.9 | 0.2% | 0.008% |
| long-term health care facility | 3.0 | 0.4% | 0.01% |
| fraternal organization/clubhouse | 0.4 | 0.1% | 0.001% |
| Churches and cemeteries | 23.4 | 2.8% | 0.1% |
| | Acres | Percentage of Undeveloped Land | Percentage of Total Land |
| UNDEVELOPED | 22,097.3 | 100% | 96.4% |
| Outdoor Recreation | 263.9 | 1.2% | 1.2% |
| campgrounds/parks/picnic areas/golf courses | 263.9 | 1.2% | 1.2% |
| Agriculture | 18,666.0 | 84.5% | 81.5% |
| open space | 22.9 | 0.1% | 0.01% |
| croplands; pastures | 18,392.0 | 83.2% | 80.3% |
| long-term specialty crops | 32.2 | 0.1% | 0.1% |
| farm buildings/accessories | 218.9 | 1.0% | 1.0% |
| Natural Areas | 3,167.4 | 14.3% | 13.8% |
| reservoirs; ponds | 76.4 | 0.3% | 0.3% |
| rivers and streams | 94.1 | 0.4% | 0.4% |
| other natural areas; also wetlands | 743.8 | 3.3% | 3.2% |
| woodlands | 2,253.1 | 10.3% | 9.8% |
| TOTAL LANDS | 22,916.3 | n/a | 100% |

Source: Bay-Lake Regional Planning Commission, 2002

Figure 8.3
2009 Land Use
Town of Lima
 Sheboygan County, WI

Legend

- Residential
- Commercial
- Industrial
- Roads & Transportation
- Communication/Utilities
- Governmental/Institutional
- Parks & Recreation
- Open Space, Wetlands, Woodlands
- Agricultural
- Water Features
- Land Under Development
- 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



Source : Bay Lakes RPC & Sheboygan County

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

Analysis of 2002 Land Use

The vast majority of **residential** land (430.5 acres) is single-family residential, most of which is concentrated in either the community of Hingham or Gibbsville. Residential lots in these areas are generally about an acre in size. Many scattered lots in open areas of the Town are typically 5 acres or larger.

Commercial development in the Town is found within or on the outskirts of Hingham and Gibbsville; or scattered throughout the Town as home-based or free-standing businesses. Some of these businesses can be rather sizable, such as Van Wyks Inc and Ongna Wood Products Inc.

More than half of the **industrial** land in the Town is categorized as *storage* (i.e., open and closed storage operations). There is no industrial park or concentrated area of development.



Public lands consist of two park areas in the Town of Lima, one in Hingham and the other in Gibbsville. The Hingham Athletic Association Playground is about 3 acres large and has a baseball diamond, concession stand, restrooms and playground equipment. The Gibbsville Athletic Association Park is located on Wilson-Lima Road in Gibbsville. There are about 11 acres of land dedicated for public use with a softball diamond, playground equipment, concession stand and restrooms. Future development/updating of these parks may be needed during this planning period.

LAND SUPPLY

Amount

At first glance, with nearly 96% of the land in 2002 in the Town of Lima categorized as “undeveloped,” there would appear to be an over-abundance of developable vacant land within the Town; however, in one sense, agriculture is an “industry” and could be considered a type of development since the land now used for farming has undergone a change from its natural, truly vacant state of 200+ years ago. Further, a significant amount of undeveloped land lies in wetlands and floodplains and would therefore be difficult to develop, even if such activity would be permitted by the WDNR. The Town discourages residential development in its rural open space areas, primarily due to the potential conflicts with agriculture and the wishes of residents as indicated in past community-wide surveys; nevertheless, in certain situations limited residential development might be allowable. Limited commercial development, manufacturing, and regulated non-metallic mining are somewhat more compatible with agriculture and lands might be available for such uses if they do not significantly harm the rural character of the Town.

Price

Land prices vary, depending on surrounding land uses, location, access, water frontage, presence of woodlands, and many other factors. Generally speaking, prices have been a bit lower in the Town of Lima than in rural areas closer to the Milwaukee metro area or even adjacent to mid-size cities like Sheboygan or Fond du Lac. Any attempt to project where land prices might go in the future is extremely difficult due to recent market volatility.

Demand

During the 1990s and early 2000s, a number of factors came together to spur an unprecedented level of residential development in rural areas like the Town of Lima: 1) affluent and numerous “Baby Boomers” desiring rural living, 2) relatively inexpensive energy costs for commuting and housing, 3) less expensive building costs than in urban areas, and 4) historically low mortgage interest rates. The development landscape, however, has changed. While many area real estate analysts expect the downturn to eventually reverse itself, the demand over this Plan’s design period (2010-2030) will probably not approach the levels seen in the 1990s and early 2000s. Despite this there will still be demand for new tracts of residential, commercial, industrial, institutional, or other types of land during the planning period.

REDEVELOPMENT OPPORTUNITIES AND SMART GROWTH AREAS

There are no brownfields or sizable tracts of land within the Town that need redevelopment at the present time. Under the County’s non-metallic mining reclamation ordinance, however, there are inactive mining sites in the Town that may undergo further redevelopment in the future. There are also scattered parcels and structures that could be improved, converted to other uses, or redeveloped entirely.

The area within the Hingham and Gibbsville Sanitary Districts has been identified as plausible Smart Growth areas for the following reasons: 1) the area is serviced by public sewer; 2) the area has smaller lots and more density than any other area in the Town; 3) there is easy access to a state highway, which runs right through Gibbsville; 4) there is a park, church, post office and a handful of small businesses in Hingham; 5) an existing cell tower provides wireless options; and 6) there are no major environmental or topological constraints in the area. The Ourtown area has been identified as a secondary Smart Growth area for many of the same reasons.



LAND USE ISSUES AND CONFLICTS

Some agricultural areas within the Town have been in proximity to residential areas for several years. There is often little, if any, buffering between such uses. There have been occasional issues with noise and odor. These situations continue to be monitored and opportunities for improving awareness and understanding between farmers and non-farmers will be considered, as will possible options for landscaping/buffering.

Noise, dust, vibration, and aesthetic impacts all potentially come into play when non-metallic mining operations are opened or expand near residences. Conditional use permits and reclamation permits will aim to address such impacts.

Currently, there is very little commercial development along either of the state highways. Any future development is likely to increase the traffic, lighting, and noise in the immediate area and should be buffered from any residential development.

ANTICIPATED LAND USE TRENDS

It is anticipated that over the next 20 years the Town of Lima will grow at a slow, managed rate and that most new development will be primarily single-family residential within the Hingham, Gibbsville and Ourtown Development Districts. Some small-scale commercial development may also take place in these areas. Existing agricultural uses will likely continue to expand through the process of consolidation of smaller operations.

Possible external impacts on local land use are expected to include 1) the overall aging population, which may lead to more diverse housing options, 2) the increasing ability due to technological innovations to telecommute or start a home-based business, 3) the desire for passive recreation options, such as biking and walking trails, and 4) increasing emphasis on renewable energy options.

DEVELOPMENT CONSIDERATION AND CONSTRAINTS

Environmental, Financial, Transportation, and Public Utility Considerations and Constraints

A significant amount of environmental corridors (i.e., wetlands, floodplain, steep slopes) weave through the Town (see Figure 8.7), and these features have constrained development in the past and will probably continue to do so. In most cases, this is an appropriate constraint.

The Town of Lima's total general obligation debt as of December 31, 2007 was \$0, which was 0% of its full value, and 0% of the \$10,516,510 it could legally borrow. Therefore, the Town has the capacity to borrow for infrastructure for future development projects if it so desires. Further, the Town has no existing TIF obligations, which means this development financing option, though limited for towns, is available if needed.

It has been determined that an adequate transportation network of collector and arterial roads are already in place within or adjacent to the Town to serve future traffic flows generated from new growth, and the County's subdivision ordinance makes adequate provision for the construction of local roads to serve new development.

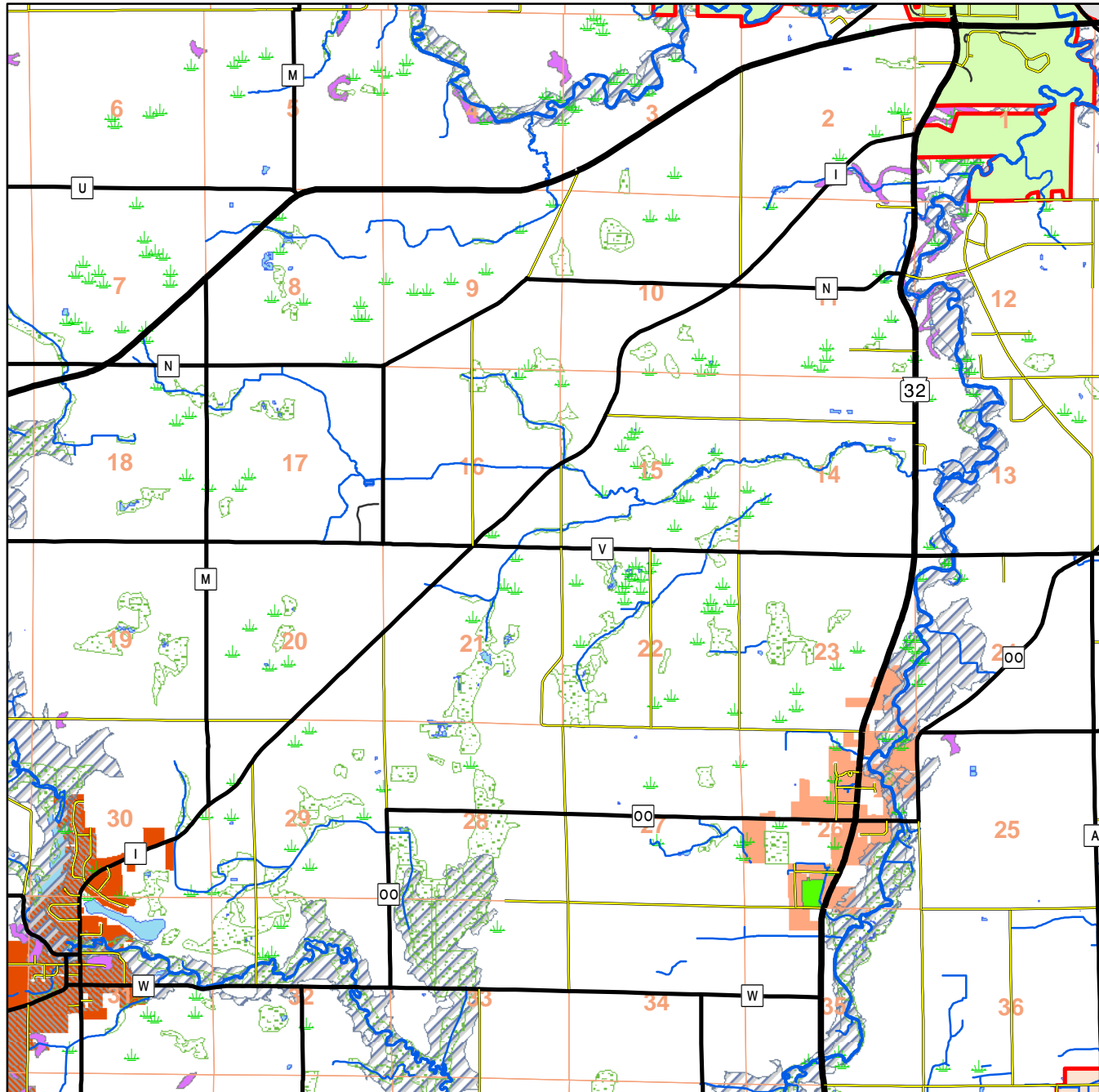
No official hydrological study has been performed to determine the inventory, consumption, and ongoing supply of acceptable groundwater in the Town of Lima, but no significant problems have been reported recently with well water quantity or quality. Given the general abundance of this resource in the area and the relatively small current and projected populations and industrial usages for the area, it is not anticipated that water supply will be a constraint.

Soils in most areas of the Town are generally adequate for low density development on mound, conventional or newer technology on-site waste disposal systems. Any intense or high density development would be better suited for the Hingham or Gibbsville areas, since there is access to public wastewater treatment facilities in these communities.

















20-YEAR LAND USE PROJECTIONS

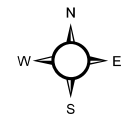
This section of the chapter is based on a consensus map compiled by Sheboygan County UW-Extension; citizen opinion survey questions; discussions with the Town's Smart Growth Committee, emerging trends, and the constraints or lack thereof described in the previous section. See Figure 8.5 for the Town of Lima 20-year land use projection.

Figure 8.4
Development Constraints &
Town of Lima
Sanitary Districts
 Sheboygan County, WI



Legend

-  Preliminary 100 Year Floodplain
-  DNR Wetlands
-  DNR Wetlands < 2 Ac
-  Areas of 12% or greater Slope
-  Publicly Owned Lands
-  Gibbville Sanitary District
-  Hingham Sanitary District
-  Hingham Mill Pond Sanitary District
-  City of Sheboygan Falls
-  Village of Kohler
-  Village of Oostburg
-  Bridges
-  Dams
-  Railroads
-  Rivers, Streams
-  Road / Bridge
-  Section Lines
-  Lakes



1" equals 4,700'



Five-Year Incremental Land Use Projections

Residential Projections

The method to project the Town’s future residential land use acreage used the following:

- the projected housing unit needs presented on page 3-10 of this document, along with local knowledge and observations of housing development trends, and
- an average of .42 acres per dwelling unit, which was calculated by taking the current number of acres identified in the Bay-Lake RPC land use inventory as being used for residential purposes and dividing this total by the number of households in the Town. *(Note: the .42 acre per dwelling unit is the amount of land immediately bordering residential structures and accessories. It is not the total amount of land within a given parcel.)*

Commercial Projections

Commercial land use projections were calculated by comparing the current ratio of commercial land use acreage to the current ratio of residential land use acreage in the Town (1:27). Assuming this ratio has been satisfactory, it can be used to project appropriate commercial acreages in the future by holding the commercial ratio steady with residential growth as residential is projected to occur.

Industrial Projections

Industrial land use projections were estimated the same as commercial lands, with a ratio of 1:5.

Agricultural Projections

Most of the acres projected to be needed for residential, commercial, and industrial development are likely to come from existing agricultural uses. This makes the agricultural projections a series of negative numbers, which is consistent with the overall decline in agricultural land over the last several years in Sheboygan County. In fact, the projected decline of 0.33% for the Town from 2010 to 2030 may be underestimated, since the average rate of decline in Sheboygan County as a whole was 25% from 1990-2002 (Program on Agricultural Technology Studies, UW-Madison, 2004.)

20-Year Potential Land Use Map Comments

To limit confusion, the Town of Lima Smart Growth Committee and Plan Commission have decided to use one future land use category, “Development District”. This development district indicates that all potential future development (residential, commercial, industrial) be directed to these areas. This special designation labeled “Development District,” is intended to include a variety of future land uses that might be appropriate for small community.

Figure 8.5 – Land Use Projections for the Town of Lima in Five-Year Increments

| Use | 2002 (total acres & % of total land) | 2015 (total acres & % of total land) | 2020 (total acres & % of total land) | 2025 (total acres & % of total land) | 2030 (total acres & % of total land) |
|--------------|--|--|--|--|--|
| Residential | 431, 1.9% | 466, 2.0% | 476, 2.1% | 485, 2.1% | 493, 2.2% |
| Commercial | 16, 0.07% | 17, 0.07% | 17.6, 0.08% | 18, 0.08% | 18, 0.08% |
| Industrial | 88, 0.4% | 93, 0.4% | 95, 0.4% | 97, 0.4% | 99, 0.4% |
| Agricultural | 18,666, 81.8% | 18,625, 81.3% | 18,617, 81.2% | 18,610, 81.2% | 18,605, 81.2% |
| Other | 3,715, 15.7% | 3,715, 16.2% | 3,710, 16.2% | 3,706, 16.2% | 3,701, 16.1% |
| TOTAL | 22,916 100% | 22,916, 100% | 22,916, 100% | 22,916, 100% | 22,916, 100% |

Important Note: The projections in Figure 8.5 are made to satisfy Ch. 66.1001(2)(h) Wisconsin Statutes. These are estimates only and the Town is not required to meet these projections.

The cross-hatch shaded areas on the 20-Year Potential Land Use Map show the development districts in the Town of Lima. These areas can include residential, commercial, industrial and other developments. When a request for rezoning or development comes before the Plan Commission and Board, these bodies should refer to the 20-Year Potential Land Use Map for initial guidance in responding to the request. The Town Plan Commission shall further direct the placement of such development within one of the three development districts.

Yellow-shaded areas on the 20-Year Potential Land Use Map cover existing residential developments scattered throughout the Town. These uses are expected to remain, and in some cases, if acreage allows, limited infilling or re-divisions may occur. Home-based businesses, as allowed by the Town zoning ordinance, may also appear in these areas.

Red-shaded areas cover existing business/commercial, and gray-shaded areas cover existing industrial developments within the Town. These uses are expected to remain, and in some cases, if acreage allows, limited expansions may occur.

Light green-and dark green shaded areas cover existing recreational uses and woodlands, respectively. These uses are expected to remain, and in some cases, if acreage allows, limited expansions may occur.

The large white area encompasses agricultural and natural/open areas. These uses are expected to remain; in some cases, however, as allowed by the “A” and “C” districts in the Town zoning ordinance, supplementary uses such as single-family dwellings and various businesses related to agriculture may also appear. These uses should be considered with care, however, as a substantial portion of the Town has been identified as being best preserved as farmland and/or natural areas. This conclusion is based on analysis from 1) Sheboygan County’s 2004 Land Evaluation and Site Assessment (LESA) Study, which uses NRCS soils data and a geographic information system to identify the most productive farmlands, and 2) the 2004 *Sheboygan County Natural Areas and Critical Resources Plan*, which shows the environmental corridors in the area, and 3) the 2003 Citizen Input Survey from the Town of Lima.

COORDINATION BETWEEN 20-YEAR LAND USE MAP AND ZONING MAP

The 20-Year Potential Land Use Map in this chapter is meant to be used as a guide for making decisions about rezonings and future development.

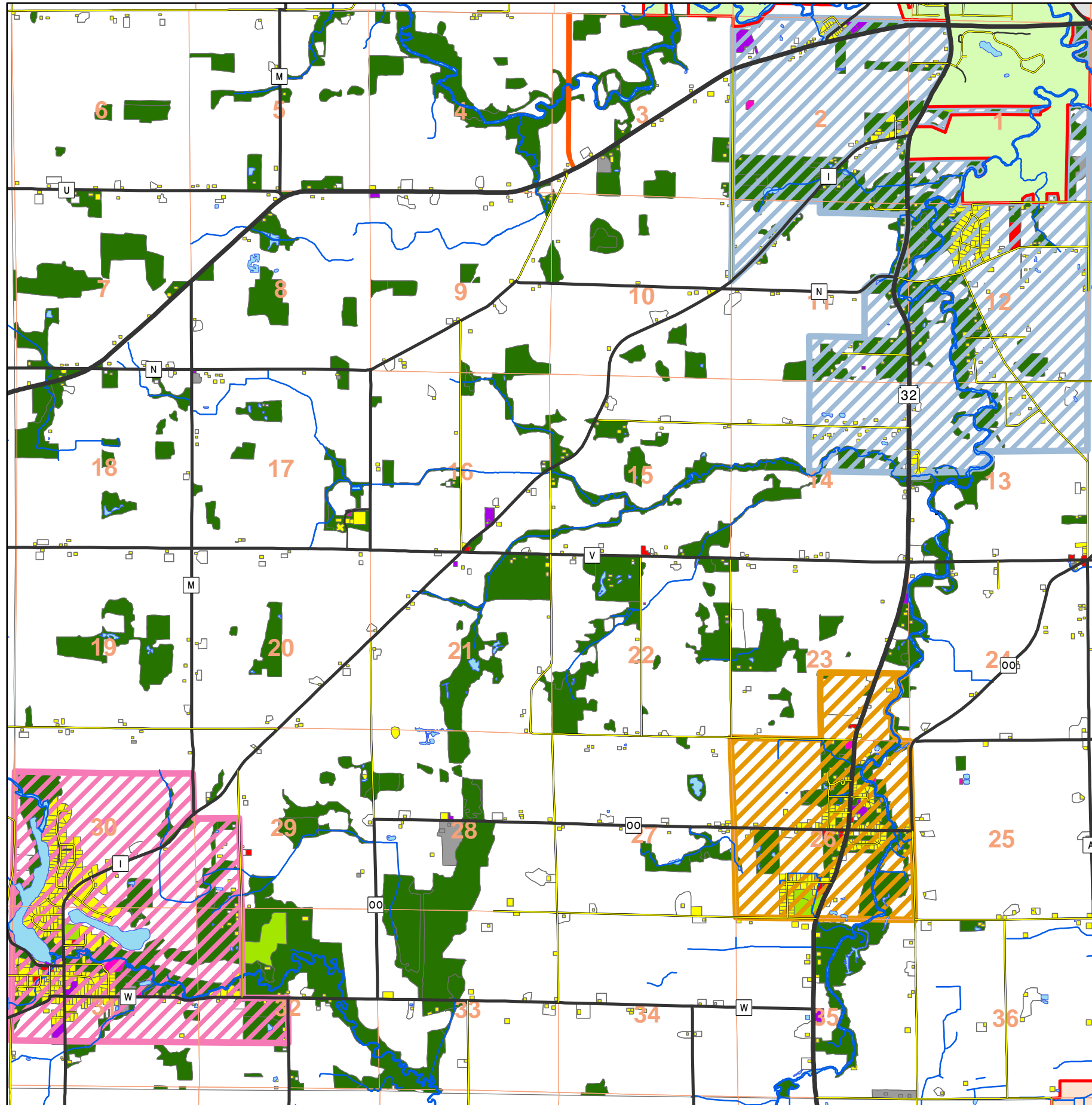
Since it would be impractical to analyze in detail every individual parcel within the Town of Lima, the 20-Year Potential Land Use Map is somewhat general in nature. When a request for rezoning or development comes before the Plan Commission and Board, these bodies should refer to the 20-Year Potential Land Use Map for initial guidance in responding to the request. If the request is in harmony with the 20-Year Potential Land Use Map, the rezoning and/or development can likely proceed. If, on the other hand, the request is *not* in harmony with the 20-Year Potential Land Use Map, the rezoning and/or development should probably be rejected. However, since the 20-Year Potential Land Use Map and the entire Plan is primarily a guide and not parcel specific, it is possible the applicant and/or Town could have compelling reasons why the proposal *is* appropriate. The Town will determine whether such development requires an immediate amendment of the Comprehensive Plan and 20-Year Potential Land Use Map. In the event the Town requires an immediate amendment of the Comprehensive Plan and the 20-Year Potential Land Use Map, a subsequent rezoning could be approved that would be consistent with the amended Plan and 20-Year Potential Land Use Map. Land use on the 20-Year Potential Land Use Map is recommended, but if a parcel was previously

Figure 8.6

20 Year Potential Land Use

Town of Lima

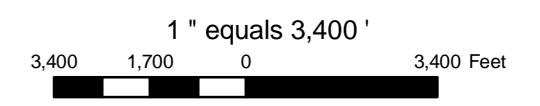
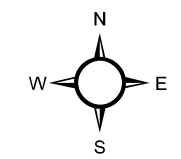
Sheboygan County, WI



Legend

- Gibbsville Development District
- Hingham Development District
- Ourtown Development District
- Future Road
- Residential
- Commercial
- Industrial
- Roads & Transportation
- Communitation/Utilities
- Governmental/Institutional
- Parks & Recreation
- Open Space, Wetlands, Woodlands
- Agricultural
- Water Features
- 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

Note: The above uses describe broad categories and do not prohibit other uses as allowed by the Town of Lima Zoning Ordinance.



Source : Town of Lima & Sheboygan County

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

zoned differently than what is shown on the 20-Year Potential Land Use Map, the parcel would be grandfathered in and allowed to build as currently zoned.

Any amendments to the land use chapter and map must be considered in the context of all nine required plan elements, especially the vision, goals, objectives, and policies/programs described in this document. The amendment process includes a formal public hearing and distribution according to the requirements of Wisconsin’s Comprehensive Planning Law. Any amendment must be recommended by the Town Plan Commission and approved by the Town Board before permits may be issued and development can begin.

DEVELOPMENT / DESIGN STANDARDS

Development will adhere to the standards laid out in the Town of Lima Zoning Ordinance and the Sheboygan County Subdivision Ordinance.



LAND USE STRATEGY AND RECOMMENDATIONS

The Town of Lima will seek direction for this element from the vision and goals identified through the public participation process:

Vision

“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.”

Goals, Objectives, Policies, Programs

1) To preserve agricultural land in the Town of Lima, future residential development should be concentrated in sewerred areas or areas adjacent to sewerred areas.

- a) *Policy/program:* Guide the future location of residential development away from prime agricultural lands and established agricultural operations.
- b) *Policy/program:* Discuss land conservation and alternative development options for landowners who own property in critical resources areas.
- c) *Policy/program:* Promote cooperation and open communication between agricultural and non-agricultural residents in order to foster working relationships and a positive community identity.

2) The Town of Lima shall be involved in land use planning.

- a) *Policy/program:* Every rezoning request should initially be evaluated by whether the request is consistent with the use shown on the 20-Year Potential Land Use Map.
- b) *Policy/program for Agriculture:* Agriculture is the economic backbone of the Town and influences the character of the Town more than any other land use. Therefore, the amount of agricultural land that transitions to some sort of development should be kept to a minimum, and rezonings should be encouraged primarily near the Development Districts.
- c) *Policy/program for Residential requests:* Since there are already established development districts with public sewer in the Town, it makes sense to encourage most new development to occur in these already developed areas rather than scattered throughout the Town. The Hingham, Gibbsville, and Ourtown areas on the 20-Year Potential Land Use Map are areas where residential development would be preferred over the next 20 years; these areas are cross-hatched. Depending on the request, the Zoning Ordinance may also indicate that other areas are appropriate for certain types of residential development.
- d) *Policy/program for Commercial/Industrial requests:* The cross-hatched areas on the 20-Year Potential Land Use Map are areas where commercial/industrial development would be preferred. The types and sizes of businesses that currently exist in these areas are good examples of what might be appropriate in the future, although many other types of businesses might also be welcome and some could even be somewhat larger than what currently exists. The Zoning Ordinance may also indicate that other areas are appropriate for certain types of commercial/industrial development.

- e) *Policy/program for Industrial requests:* The cross-hatched areas on the 20-Year Potential Land Use Map are areas where light industrial or manufacturing might be appropriate. Other industrial development during the planning period would likely be similar to the extractive uses currently seen in scattered portions of the Town. While Figure 8.6 provides some general indication of potential sites, it is difficult to predict and map specific locations. Depending on the request, the Zoning Ordinance may also indicate that other areas are appropriate for certain types of industrial development.
 - f) *Policy/program for Governmental, Institutional, Communication, Utilities, Recreational, and Transportation:* Because these uses are relatively rare, and/or it is difficult to predict their future locations, however lands within the cross-hatched areas are specifically allocated on the 20-Year Potential Land Use Map for multiple uses. The Town, however, recognizes the potential importance of these uses and is not opposed to considering appropriate requests as needed if they do not conflict with the Zoning Ordinance, existing uses, or the vision/goals/policies of this Comprehensive Plan.
 - g) *Policy/program:* The Town Board will write and distribute an annual newsletter to keep residents informed about current issues in the Town and to offer opportunities for public input, when needed. This newsletter may be included with the annual property tax bill.
 - h) *Policy/program:* Maintain the rural and cultural character of the Town by implementing programs that maintain and preserve historical buildings and sites within the Town.
- 3) River and stream corridors are important in the Town of Lima and should be left in their natural state with limited recreational use.**
- a) *Policy/program:* Ensure that land uses and structures are properly set back from streams, lakes, ponds, and wetlands.
 - b) *Policy/program:* Discourage unsightly land uses to preserve the Town's scenic rural landscape and overall quality of life.
 - c) *Policy/program:* Encourage landowners in the Town to participate in programs that protect and restore stream banks and help maintain or enhance forested bluffs, wetlands, and other sensitive areas near rivers and streams.
 - d) *Policy/program:* Strive to raise awareness of the importance of surface waters through town, school and citizen education programs.
- 4) Based on strong support from its citizens, the Town of Lima had managed and will continue to focus future growth and development within its three established development districts (Refer to Figure 8.6).**
- a) *Policy/program:* Continue using the land division/zoning change checklist of required information. This information will be utilized by the Plan Commission and Town Board to evaluate and decide upon proposed land division and building projects.
 - b) *Policy/program:* Encourage the placement of new buildings which preserve productive agricultural lands, forested areas and the overall appearance of the town.

5) Land use decisions involving the Town of Lima will incorporate the data, principles, goals, and policies found throughout this Plan in order to ensure all of the elements are integrated into a consistent decision making approach.

(This goal is required as part of the “Implementation” element of Wisconsin Statutes Chapter 16.)

Land use related references throughout this Plan include:

- Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town, except in growth areas designated on the 20-Year Potential Land Use Map. (Ch. 2)
- Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands. (Ch. 2)
- Uphold the current shoreland, wetland, and stormwater management ordinances. Protect environmental corridors, using conservancy zoning. (Ch. 2)
- The Town of Lima will utilize its’ 20-Year Potential Land Use Map and zoning map to steer residential development toward the already “built-up” areas of Hingham, Gibbsville and Ourtown. (Ch. 3)
- The Town will generally discourage development in economically productive farming and foresting areas that is incompatible with the continued viability of these industries. (Ch. 4)
- New businesses or expansions should not adversely threaten critical natural or historic resources. (Ch. 4)
- The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development. (Ch. 4)
- As the need arises, the Town should share its comprehensive plan with appropriate transportation agencies in order to encourage future transportation improvements to be consistent with the Town’s vision and land use goals. (Ch. 5)
- Work with County, WDNR and other government entities as appropriate to ensure parklands and recreational resources within the Town are managed wisely. (Ch. 6)
- The Town will attend and make their comment known at neighboring City, Village or Town meetings, in which possible annexation and/or border lands of the Town of Lima are discussed. (Ch. 7)
- Work to establish an agreed-upon growth area boundary, giving consideration to each municipality's comprehensive plan. Likewise, the city and/or village agrees to limit its expansion to defined areas where it plans to provide municipal services within a defined time period. (Ch. 7)

CHAPTER 9 – IMPLEMENTATION

INTRODUCTION

It is important that Town officials quickly understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little; only when the recommendations made in the plan are *implemented* through actions — such as amending a map, adopting a new policy, or revising an ordinance, for example — does real change come about.

66.1001(2)(i)

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

This chapter also provides information on the comprehensive plan amendment/update process and its overall use by the Town of Lima.

ROLE OF THE COMPREHENSIVE PLAN

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing a community be consistent with the community's adopted comprehensive plan. The Town of Lima Plan Commission's primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Town ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Town, the Plan shall be reviewed, and a recommendation will be derived from its vision statement, goals, objectives, policies, programs, and 20-Year Potential Land Use Map. If a decision needs to be made that is inconsistent with the Comprehensive Plan, then the Comprehensive Plan must be amended to include this change in policy before the decision can take effect.

ROLE OF LOCAL OFFICIALS

Elected Officials

The Town's elected officials should strive to become familiar with the contents of this Comprehensive Plan. It should be their primary guide, although not their only guide. Town Board members must make their decisions from the standpoint of overall community impact — tempered by site specific factors. In this task, board members must balance the recommendations made in this Plan with the objectives of developers and residents, the technical advice of Town staff, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

The Town Board must also see that community support and resources are maintained to ensure the Town of Lima 20-Year Comprehensive Plan stays current and viable.

Plan Commission

Plan commissioners need to become very familiar with this Plan's maps and text, as well as its stated vision, goals, objectives, policies, and programs. The Plan Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other Town land controls) are consistent with the Comprehensive Plan. Finally, the Commission will need to be sure that the Comprehensive Plan is updated at least once every 10 years.

Board of Appeals

Like the recommendations of the Town Plan Commission and the decisions of the Town Board, the decisions of the Town of Lima Board of Appeals need to be consistent with the Town's adopted Comprehensive Plan.

ROLE OF LOCAL ORDINANCES**Zoning**

The Town of Lima has an established Zoning Ordinance. Several of the future land use recommendations may ultimately need re-zoning in order to take place. This Comprehensive Plan recognizes the preferred land use has a horizon year of 15 to 20 years in the future, while zoning's authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would *not* be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this Plan's assumptions.

The Comprehensive Plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board will need to judge when re-zoning will occur, for it is not the intent that a zoning ordinance become a direct reflection of a plan in all instances. A comprehensive plan looks out to the future while an ordinance deals with present day.

Other Controls

There are a number of other controls, such as the Sheboygan County Subdivision Ordinance, that impact planning in the Town of Lima. Since this Comprehensive Plan includes a number of specific implementation activities directly related to some of these controls, it will be important to periodically review existing Town codes to ensure consistency with this Plan's vision, goals, objectives, policies, and programs.

Changes in standards and policies administered by the state, Sheboygan County, and other municipalities may also effect the implementation of this Plan and should, therefore, be monitored in order to allow the Town to make adjustments as necessary.

IMPACT OF ECONOMIC DEVELOPMENT**Government Economic Development Initiatives**

Economic development programs and initiatives are often a primary means of implementing goals in a comprehensive plan. The implementation of most, if not all, of these economic development initiatives will be planned in advance by local officials; therefore, there should be ample opportunity to make sure the impacts of these initiatives will be in harmony with this Comprehensive Plan. It is important that such a comparison takes place. Usually, the impacts are positive, but there may also be

downsides. If it is anticipated that an economic development program or initiative being considered for the Town may significantly change the character of the Town — and therefore run counter to the vision and goals of this Plan, the economic development program should either be reconsidered, or the Comprehensive Plan should be revisited and amended to allow for the change in character.

Non-Government Economic Development Activities

Sometimes, economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed, or a similar economic catalyst may occur. It is difficult to stop the momentum generated by such activities, and indeed it is often best to encourage such activities. Nevertheless, it is once again possible that this type of economic development can change community character. Further, since it is unplanned by the local government, this kind of economic development frequently outstrips the community's existing infrastructure and begins a sometimes never-ending cycle of "catching up," as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development "boom" is underway, the Town must analyze whether the character of the community will be significantly altered and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in this Comprehensive Plan would have to be revisited and amended.

ROLE OF PUBLIC INVESTMENT

Capital Improvements Program (CIP)

A CIP is a tool used to ensure a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan — especially the "Transportation" and "Utilities and Community Facilities" chapters.

Impact Fees and Land Dedications

Impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development. For example, a recommendation in a comprehensive plan calling for improved pedestrian facilities can be partially implemented by new walkways resulting from land dedications.

Special Assessments

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees, special assessments can be applied to existing development and can be used to fund existing deficiencies. The Town of Lima has this tool available to use. The Town primarily uses this assessment to collect unpaid, overdue sewer bills.

Development Review Cost-Recovery

Many communities can begin to achieve some of their goals and carry out associated policies by requiring developers to reimburse the community for expenses related to ensuring a quality development is constructed. For example, while a community may strongly support the preservation of critical habitat areas, it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground, the community is able to take the first step toward realizing a goal and implementing a policy without having to allocate funding or personnel.

Currently, the Town of Lima has this tool available to recoup costs for engineering studies for new development. In this way, the Town is able to take the first steps toward implementing its goals and policies regarding stormwater management and sound transportation and utility infrastructure.

ROLE OF INTERGOVERNMENTAL COOPERATION

Boundary Agreement

A boundary agreement is a formal effort to identify precisely which extraterritorial areas may be annexed to a village or city. An agreement may also spell out terms for revenue sharing of current and future property taxes in specified areas, among other things. As an implementation tool, a boundary agreement's ultimate purpose is to promote the goal of harmonious relations between adjacent communities. Since the City of Sheboygan Falls and Village of Oostburg are adjacent to the Town of Lima, the Town is open to entering into possible boundary agreements.

Official Map

An official map helps a community implement goals and policies regarding safe and efficient transportation systems. Such a map may also be used to reserve land for other future public uses, in particular those identified in a community's comprehensive plan, recreation plan, or other plans. Due to the rural nature of the Town of Lima, the Town does not currently use this implementation tool.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

This Comprehensive Plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. UW-Extension Sheboygan County and the Town of Lima's Smart Growth Committee participated in a nominal group session to identify key issues within each of the nine elements of the Plan and then created community survey questions regarding these issues. Using the survey results, along with information regarding natural features, past population and housing data, and infrastructure, the Committee and UW-Extension used the identified vision, goals, and strategies expressed within this Plan to determine the 20-Year Potential Land Use Map, as well as the implementation actions the Town will undertake throughout the 20-year planning period.

In some instances, a single goal applies to more than one element of the Plan and is restated in multiple chapters. Therefore, when preparing any amendments to this Comprehensive Plan or its individual elements, the Town Plan Commission should undertake an overall review of all nine elements, along with their identified goals, objectives, policies, and programs, in order to ensure consistency within and between elements before any amendment that might affect more than one element is approved.

IMPLEMENTATION SCHEDULE

The implementation steps, Figure 9.1, show each policy/program from each chapter and the lead entity, cooperators, and the timetable for each policy/program. "Ongoing" indicates the activity has already been underway and will continue to be carried out as necessary; "Immediate" indicates the activity should be initiated before the end of 2010 if possible; "Mid-Term" generally indicates the activity should be initiated sometime before 2015; and "Long-Term" generally indicates the activity should be initiated some time toward the latter half of the 20-year planning period. Detailed step-by-step instructions on how to accomplish each of the activities are beyond the scope of this Plan. It is recommended, however, that local officials develop their own "plan of action" to ensure the activities listed below have a chance to be accomplished.

| Figure 9.1 – Town of Lima Implementation Steps | | | |
|---|--------------------|--|--------------------|
| Agricultural, Natural, and Cultural Resources | | | |
| <i>Goals and Objectives:</i> | | | |
| 1) The Town of Lima has a proven history of plentiful, quality groundwater and its protection is a high priority of Lima citizens. | | | |
| 2) The Town of Lima supports the state’s “Right to Farm” law. | | | |
| 3) Lima Town government supports agricultural land preservation as a priority goal. | | | |
| 4) The Town of Lima supports the lake management district to protect the Hingham Mill Pond. | | | |
| ACTIVITY | LEAD ENTITY | COOPERATORS | TIME PERIOD |
| 1- Identify the recharge areas for wells to recognize the areas that need to be protected. | Plan Commission | Town Board; Town Clerk; WDNR; County Planning Department | Ongoing |
| 1- Identify potential contaminant sources within the recharge areas for wells in order to identify threats to the water. | Plan Commission | Town Board; WDNR; County Planning Department | Ongoing |
| 1- Continue to work with Sheboygan County ensuring that all septic systems are in good working order and giving citations to residents that are not complying. | Town Clerk | Town Board; Plan Commission; County Planning Department | Ongoing |
| 1- Coordinate with surrounding areas to ensure their ordinances are protecting the quality and quantity of groundwater. | Town Clerk | Town Board; WDNR; Neighboring Municipalities | Ongoing |
| 1- Work with the County to help ensure understanding of and compliance with the <i>Sheboygan County Erosion Control and Stormwater Management Ordinance</i> . | Plan Commission | Town Board; Town Clerk; County Planning Department | Ongoing |
| 1- Work with Sheboygan County and the WDNR to regularly test private wells. | Town Clerk | Town Board; County Planning Department; WDNR | Ongoing |
| 1- Encourage residents and businesses to properly seal abandoned wells. | Town Clerk | Town Board; WDNR | Ongoing |
| 1- Strive to help landowners become aware of potentially tax deductible options for land preservation offered by Conservancy Organizations. | Town Clerk | Town Board; Plan Commission; Conservancy Agencies | Ongoing |
| | | | |
| 2- Establish a brochure or pamphlet, to be distributed to new residents considering building or moving into the Town of Lima, informing them of the farming conditions and the Towns’ support of the “Right to Farm” law before they build or move to the Town. | Plan Commission | Town Clerk; Town Board | Mid-Term |

| | | | |
|---|------------------------|--|------------------|
| <p>2- Create awareness of the intensity and importance of agriculture through a variety of methods that may include special “AG District” signage; road restrictions; lower speed limits; a town board “buyer/seller beware” conflict policy; and a “buyer beware” statement on Certified Survey Maps protecting the right to farm in the Town of Lima.</p> | <p>Town Board</p> | <p>Plan Commission; Town Clerk</p> | <p>Ongoing</p> |
| <p>2- Consider informing farmers that in order to be protected by the “right to farm” law they must use best practices such as nutrient management plans, soil erosion plans, or any other state or federal conservations or nonpoint law, which in turn lower the number of possible nuisance complaints in regards to agricultural lands.</p> | <p>Town Clerk</p> | <p>Town Board; Plan Commission</p> | <p>Ongoing</p> |
| <p>2- Partner with Sheboygan County UW-Extension and similar agencies to help local farmers become more aware of Best Management Practices (BMPs) for pesticide and fertilizer application, erosion control, environmentally friendly tilling strategies, etc.</p> | <p>Town Clerk</p> | <p>County Land & Water Department; UW-Extension; Town Board; Plan Commission</p> | <p>Ongoing</p> |
| <p></p> | <p></p> | <p></p> | <p></p> |
| <p>3- Consider joining countywide effort to develop the Site Assessment of the LESA score.</p> | <p>Town Board</p> | <p>Plan Commission; Town Clerk</p> | <p>Immediate</p> |
| <p>3- Continue using a checklist to help analyze land parcels for potential zoning changes out of A-1 Prime Ag. Criteria for land analysis might include the County’s Land Evaluation and Site Assessment (LESA) score; the recent use of the parcel and adjacent parcels; and the presence of natural buffers.</p> | <p>Plan Commission</p> | <p>Town Board; Town Clerk; UW-Extension</p> | <p>Ongoing</p> |
| <p>3- Develop and distribute, either directly or through area realtors, a “Rural Code of Conduct” form that outlines the traditional community norms and expectations for residents.</p> | <p>Plan Commission</p> | <p>Town Board; Town Clerk; UW-Extension</p> | <p>Immediate</p> |
| <p>3- Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town, except in growth areas designated on the 20-Year Potential Land Use Map.</p> | <p>Plan Commission</p> | <p>Town Board</p> | <p>Ongoing</p> |
| <p>3- Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands.</p> | <p>Plan Commission</p> | <p>Town Board; Town Clerk</p> | <p>Immediate</p> |
| <p></p> | <p></p> | <p></p> | <p></p> |

| | | | |
|---|------------|--|---------|
| 4- Uphold the current shoreland, wetland, and stormwater management ordinances. Protect environmental corridors, using conservancy zoning. | Town Clerk | County Planning Department; Plan Commission; Town Clerk | Ongoing |
| 4- Support the enhancement of the Hingham Mill Pond. | Town Board | Town Clerk; Plan Commission; WDNR | Ongoing |
| 4- Support the acquisition of property that would help to conserve the Hingham Mill Pond as an asset to the Town. | Town Board | Town Clerk; Plan Commission; WDNR | Ongoing |
| 4- Assist and support the lake management district if they apply for WDNR grants and other protection grants as needed. | Town Board | WDNR; Town Clerk; Plan Commission | Ongoing |
| 4- Encourage the use of vegetative buffers along lakes, streams and tributaries. Financial incentives are currently available through CREP and may be available in the future through the Sheboygan County Land & Water Conservation Department’s Vegetated Buffer Strip Program. | Town Board | County Land & Water Conservation Department; Town Clerk; Plan Commission | Ongoing |

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| Housing and Population | | | |
| <i>Goals and Objectives:</i> | | | |
| 1) Lima Town government concurs with the town residents in that historic growth rates are preferred/acceptable. | | | |
| 2) If residential development occurs in the Town of Lima, the types of residential development Lima residents prefer are single-family housing and housing for senior citizens. | | | |
| ACTIVITY | LEAD ENTITY | COOPERATORS | TIME PERIOD |
| 1- The Town of Lima will explore a variety of growth management options. | Plan Commission | Town Board; Town Clerk; County Planning Department; UW-Extension | Mid-Term |
| 2- The Town of Lima will utilize its’ 20 Year Potential Land Use Map and zoning map to steer residential development toward the already “built-up” areas of Hingham, Gibbsville and Ourtown. | Plan Commission | Town Board; Town Clerk | Ongoing |
| 2- Encourage future residential development in areas that have minimal impact of agricultural operations. | Plan Commission | Town Clerk; Town Board | Ongoing |
| 2- Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands. | Town Board | Plan Commission | Mid-Term |

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| 2- 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. | Town Board | Town Clerk; Plan Commission | Ongoing |
| 2- The Town will amend its zoning ordinance, if necessary, to provide more flexibility and options for housing. | Town Board | Plan Commission | Long-Term |
| 2- Cooperate with adjacent units of government on future developments adjacent to the Town boundaries. | Town Board | Plan Commission; UW-Extension, Neighboring Municipalities | Immediate |
| 2- New housing should consider the senior & disabled population and make sure there are adequate provisions for ADA accessible and elderly residents. | Town Board | Plan Commission | Ongoing |

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| Economic Development | | | |
| <i>Goals and Objectives:</i> | | | |
| 1) The primary economic development strategy within the Town of Lima will focus on maintaining and enhancing the local farm economy. | | | |
| 2) Due to the agricultural/residential nature of the Town of Lima, industrial development may be better suited in designated industrial areas. | | | |
| 3) The Town of Lima supports the continuation of rail service in Sheboygan County to service Lima agriculture and businesses. | | | |
| ACTIVITY | LEAD ENTITY | COOPERATORS | TIME PERIOD |
| 1- Work with farmers to offer viable alternatives to keep their lands in agriculture and agricultural related activities, utilizing state and federal programs to offer consulting. | Town Board | Plan Commission; Town Clerk; County Planning Department | Ongoing |
| 1- The Town will generally discourage development in economically productive farming and foresting areas that is incompatible with the continued viability of these industries. | Town Board | Town Clerk; Plan Commission | Ongoing |
| 1- New businesses or expansions should not adversely threaten critical natural or historic resources. | Town Board | Plan Commission; Town Clerk | Ongoing |
| 1- Encourage allowing Ag-related businesses in the rural areas of the Town. | Town Board | Town Clerk; Plan Commission | Ongoing |
| 1- Work with the county and state in identifying the possible use of Purchase of Development Rights (PDR), Transfer of Development Rights (TDR) and/or Purchase of Agricultural Conservation Easement (PACE) Program within the county, to assist farmers and to help preserve farming within the Town. | Town Board | Plan Commission; WDNR; Town Clerk | Mid-Term |

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| 1- Consider developing and implementing techniques that preserve or protect agricultural land. | Town Board | Plan Commission; Town Clerk; County Planning Department; UW- Extension | Ongoing |
| 2- The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development. | Plan Commission | Town Board; UW- Extension; Neighboring Municipalities | Ongoing |
| 2- Monitor any commercial or industrial developments that occur adjacent to the town to ensure that the growth is compatible with the town's rural nature and in order to lessen potential conflicts. | Town Board | Plan Commission; Town Clerk | Ongoing |
| 2- 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. | Town Clerk | Town Board; Plan Commission; Developers | Ongoing |
| 3- The Town of Lima will strive to remain involved and active in proposed changes and/or additions to rail service within the Town. | Town Board | Town Clerk; Plan Commission; WisDOT | Ongoing |
| 3- Identify those businesses and farmers in the Town that actively rely on direct and indirect rail service to support their business. | Town Clerk | Town Board; Plan Commission | Ongoing |

| Transportation | | | |
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| <i>Goals and Objectives:</i> | | | |
| 1) The Town of Lima will provide safe, well-maintained roads. | | | |
| 2) Lima town government will actively participate in transportation activities (state, county, and rail-related) that impact the town. | | | |
| 3) The Town of Lima supports the continuation of rail service in Sheboygan County to service Lima businesses and agriculture. | | | |
| 4) The Town supports the development of County nonmotorized transportation facilities. | | | |
| ACTIVITY | LEAD ENTITY | COOPERATORS | TIME PERIOD |
| 1- In order to promote traffic safety and maintain the efficiency of arterials, the Town should work within WisDOT and County policies to minimize, as much as possible, direct access to arterials. This can be achieved by requiring adequately spaced access points, frontage roads for access to numerous properties, connections between adjacent parking lots, and driveway accesses that are able to serve more than one property. | Town Board | WisDOT; Plan Commission; Town Clerk; County Planning Department; UW-Extension | Ongoing |
| 1- Strive to keep vision triangles and “arcs” at intersections and roundabouts clear of obstructions. | Town Board | WisDOT; Plan Commission; Town Clerk | Ongoing |
| 1- Support County and State efforts to improve or replace aging pavement and bridges. | Town Board | Plan Commission; County Highway Department; WisDOT | Immediate |
| 1- Periodically monitor accident rate data compiled by the Sheboygan County Sheriff’s Department and support improvements to curtail abnormally high accident rates at problem locations. | Plan Commission | County Sherriff’s Department; Town Board; Town Clerk | Ongoing |
| 1- 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. | Town Board | Plan Commission; Town Clerk | Ongoing |
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| 2- The Town should obtain copies of State, Regional, and County transportation plans, and should strive to become aware of future projects that could impact the Town. | Town Clerk | Town Board; WisDOT; County Planning Department; BLRPC | Immediate |

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| 2- As the need arises, the Town should share its comprehensive plan with appropriate transportation agencies in order to encourage future transportation improvements to be consistent with the Town’s vision and land use goals. | Town Clerk | Town Board; WisDOT; Plan Commission; UW-Extension | Ongoing |
| 2- The Town will actively provide input on the need for the designs, engineering, and construction of any proposed roundabouts or similar facilities to accommodate truck traffic and the vehicles and equipment of the businesses operating in the Town. | Town Board | Plan Commission; Town Clerk | Ongoing |
| 3- The Town of Lima will strive to remain involved and active in proposed changes and/or additions to rail service. | Town Board | Town Clerk; WisDOT | Ongoing |
| 3- Support businesses and farmers in the Town that actively rely on direct and indirect rail service. | Town Clerk | Town Board; Plan Commission; | Ongoing |
| 4- The Town will strive to remain knowledgeable on the Sheboygan County nonmotorized transportation facilities. | Town Board | Town Clerk; Plan Commission; County Planning Department | Ongoing |
| 4- The Town will identify areas within the Town that are in potential need of a designated nonmotorized transportation facility. | Plan Commission | Town Board; Town Clerk | Immediate |

| Utilities and Community Facilities | | | |
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| <i>Goals and Objectives:</i> | | | |
| 1) The Town of Lima strives to provide a high level of service for the following: <ul style="list-style-type: none"> • Waste disposal • Road repair and maintenance • Snow removal • Constable protection • Fire protection • Ambulance and rescue protection at an affordable cost to the taxpayer. | | | |
| 2) Future recreational needs in the Town should primarily be met by the county and state. | | | |
| ACTIVITY | LEAD ENTITY | COOPERATORS | TIME PERIOD |
| 1- Continue to provide a “public comment” opportunity at Town Board meetings and be attentive to comments regarding utilities and facilities in the Town. | Town Board | Plan Commission; Town Clerk | Ongoing |

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| 1- Work with local volunteer fire departments and/or area businesses to continue offering a length of service award and other incentives. | Town Board | Town Clerk; Area Businesses | Ongoing |
| 1- Continue to provide adequate police and fire protection to all areas of the community. | Town Board | County Sherriff's Department; Oostburg Fire Department | Ongoing |
| 1- Continue to provide currently offered services and seek to reduce service costs and/or increase level of satisfaction with services provided, with no additional cost to the taxpayer. | Town Board | Town Clerk | Ongoing |
| 1- Explore the possibility of alternative energy production and use at community utilities/facilities (i.e. at the Gibbsville and Onion River Wastewater Treatment Facilities). | Town Board | Town Clerk; Plan Commission; County Planning Department; Hingham and Gibbsville Wastewater Commission | Ongoing |
| 1- Intergovernmental agreements should be used reduce costs and duplication of facilities and services in Lima, where appropriate. | Town Board | Town Clerk; Neighboring Municipalities | Ongoing |
| | | | |
| 2- The Town will identify possible recreational needs within the Town of Lima. | Town Clerk | Town Board; Plan Commission | Ongoing |
| 2- Consider applying for state and Sheboygan County Stewardship funds for recreational needs, once identified by the Town Board. | Town Board | Plan Commission; Town Clerk | Ongoing |
| 2- Provide an updated inventory of existing Town park lands and improvements to Sheboygan County whenever the County's <i>Comprehensive Outdoor Recreation and Open Space Plan</i> is revised. | Town Clerk | Town Board; Plan Commission | Mid-Term |
| 2- Support the reenactment of the Park land dedication fee from developers of new subdivisions. | Town Board | Town Clerk; Plan Commission | Immediate |
| 2- Work with County, WDNR and other government entities as appropriate to ensure parklands and recreational resources within the Town are managed wisely. | Town Board | Town Clerk; Plan Commission; WDNR; County Planning Department | Ongoing |

| Intergovernmental Cooperation | | | |
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| <i>Goals and Objectives:</i> | | | |
| 1) The Town of Lima seeks to achieve compatible land uses at or near its borders. | | | |
| 2) The Town of Lima considers it important to have boundary agreements with adjacent units of government, especially with the City of Sheboygan Falls and Village of Oostburg. | | | |
| 3) The Town of Lima currently cooperates with other entities to provide numerous services to its citizens, knowing that intergovernmental cooperation is important to Lima’s future. | | | |
| 4) The Town of Lima will always look for opportunities to cooperate and coordinate additional services. | | | |
| ACTIVITY | LEAD ENTITY | COOPERATORS | TIME PERIOD |
| 1- The Town of Lima will attend meetings, when appropriate, and provide comments to neighboring communities when amendments to neighboring comprehensive plans are made. | Town Board | Plan Commission; Town Clerk; County Planning Dept.; UW-Extension | Ongoing |
| 1- The Town will attend and make their comment known at neighboring City, Village or Town meetings, in which possible annexation and/or border lands of the Town of Lima are discussed. | Town Board | Plan Commission; Town Clerk | Ongoing |
| 2- Work to establish an agreed-upon growth area boundary, giving consideration to each municipality's comprehensive plan. Likewise, the city and/or village agrees to limit its expansion to defined areas where it plans to provide municipal services within a defined time period. | Town Board | Plan Commission; Town Clerk; UW-Extension; County Planning Department | Mid-Term |
| 2- In lieu of a formal boundary agreement, establish a formal policy to use the 20-Year Potential Land Use Maps in the comprehensive plans of the City of Sheboygan Falls, Village of Oostburg and Town of Lima to provide official guidance for growth patterns in the transition areas between city, village and town. | Town Board | Plan Commission; Town Clerk; City of Sheboygan Falls; Village of Oostburg | Mid-Term |
| 2- To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be mutually established by the four Towns (Lima, Plymouth, Sheboygan and Sheboygan Falls) within two years of adoption of the four comprehensive plans. This process will be facilitated by UW-Extension or similar organization. | Town Board | UW-Extension; County Planning Department; Towns of Plymouth, Sheboygan and Sheboygan Falls | Mid-term |
| 2- Inform other area municipalities when an Intergovernmental Agreement between the Town and adjacent municipalities is being considered. | Town Clerk | Town Board | Ongoing |

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| <p>2- Encourage neighboring municipalities to establish Intergovernmental Agreements between one another.</p> | <p>Town Board</p> | <p>Plan Commission; UW-Extension; County Planning Department</p> | <p>Ongoing</p> |
| <p>3- Keep the surrounding towns and school districts aware of any significant development proposals or changes to the Town’s 20-Year Potential Land Use Map.</p> | <p>Town Clerk</p> | <p>Town Board</p> | <p>Ongoing</p> |
| <p>3- Continue mutual aid agreements and all other current intergovernmental cooperation activities and policies of benefit to Town of Lima residents.</p> | <p>Town Board</p> | <p>Town Clerk</p> | <p>Ongoing</p> |
| <p>3- Continue to work with state agencies such as WisDOT and WDNR to promote wise management of STH 28 and STH 32, and proper stewardship of natural resources such as groundwater, wetlands, surface waters and environmental corridors.</p> | <p>Town Board</p> | <p>Town Clerk; Plan Commission; WDNR; WisDOT</p> | <p>Ongoing</p> |
| <p>3- Continue to coordinate emergency response services with the Adell, Gibbsville and Town of Sheboygan Falls First Responders, the Cities of Sheboygan Falls and Plymouth, the Village of Oostburg, the Town of Sheboygan Falls, the Sheboygan County Sheriff’s Department, and Orange Cross, Oostburg, and Plymouth Ambulance Services.</p> | <p>Town Board</p> | <p>Town Clerk; County Sherriff’s Department; First Responder Groups; Area Municipalities; Area Ambulance Services</p> | <p>Ongoing</p> |
| <p>3- The Town of Lima shall continue to cooperate with the Cities of Sheboygan Falls and Plymouth, the Towns of Sheboygan Falls, Plymouth, Sheboygan, Sherman, Holland, Wilson and Lyndon and the Villages of Oostburg, Waldo, and Kohler, and Sheboygan County in order to minimize land use and policy conflicts, and to achieve economies of scale.</p> | <p>Town Board</p> | <p>Town Clerk; Plan Commission; County Planning Department; UW-Extension; Neighboring Municipalities</p> | <p>Ongoing</p> |
| <p>4- Cooperate with and support Sheboygan County on its comprehensive planning and implementation efforts.</p> | <p>Town Board</p> | <p>Town Clerk; Plan Commission</p> | <p>Ongoing</p> |
| <p>4- Continue to consider opportunities for future shared initiatives, purchases, services, and/or facilities with other nearby governmental units.</p> | <p>Town Board</p> | <p>Town Clerk; Neighboring Municipalities; County Finance Department</p> | <p>Ongoing</p> |

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| <p>4- Establish a regular and ongoing (at least annual) intergovernmental forum 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 Town of Lima, surrounding Towns, Village of Kohler and Village of Oostburg and Cities of Sheboygan Falls and Plymouth will include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community, for a total of an odd number of representatives. Recommendations resulting from these joint meetings will be brought back to the appropriate governmental bodies for final review and consideration.</p> | <p>Town Board</p> | <p>UW-Extension; County Planning Department; Neighboring Municipalities; Town Clerk; Plan Commission</p> | <p>Immediate</p> |
| <p>4- Coordinate the implementation of the Town’s Comprehensive Plan with the Towns of Plymouth, Sheboygan, Sheboygan Falls and with Sheboygan County.</p> | <p>Town Board</p> | <p>Plan Commission; County Planning Department; UW-Extension; Neighboring Municipalities</p> | <p>Ongoing</p> |
| <p>4- Review as part of the Town’s annual budgeting process, the opportunities to provide efficient and economical public facilities and services through cooperation with other units of government.</p> | <p>Town Board</p> | <p>Town Clerk; Neighboring Municipalities</p> | <p>Immediate</p> |

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| <p>Land Use</p> | | | |
| <p><i>Goals and Objectives:</i></p> | | | |
| <p>1) To preserve agricultural land in the Town of Lima, future residential development should be concentrated in sewerred areas or areas adjacent to sewerred areas.</p> | | | |
| <p>2) The Town of Lima shall be involved in land use planning</p> | | | |
| <p>3) River and stream corridors are important in the Town of Lima and should be left in their natural state with limited recreational use.</p> | | | |
| <p>4) Based on strong support from its citizens, the Town of Lima had managed and will continue to focus future growth and development within its three established development districts</p> | | | |
| <p>ACTIVITY</p> | <p>LEAD ENTITY</p> | <p>COOPERATORS</p> | <p>TIME PERIOD</p> |
| <p>1- Guide the future location of residential development away from prime agricultural lands and established agricultural operations.</p> | <p>Plan Commission</p> | <p>Town Board</p> | <p>Ongoing</p> |
| <p>1- Discuss land conservation and alternative development options for landowners who own property in critical resources areas.</p> | <p>Town Board</p> | <p>Plan Commission; Town Clerk; UW-Extension</p> | <p>Ongoing</p> |

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| <p>1- Promote cooperation and open communication between agricultural and non-agricultural residents in order to foster working relationships and a positive community identity.</p> | <p>Town Clerk</p> | <p>Town Board; Plan Commission; UW-Extension</p> | <p>Ongoing</p> |
| <p>2- Every rezoning request should initially be evaluated by whether the request is consistent with the use shown on the 20-Year Potential Land Use Map. If a request comes before the Town for a particular type of land use, the Town has the ability to approve the request if the proposed use is less intensive than the use intended for the site. If not, the request must be evaluated in the context of all nine plan elements, especially the vision goals, and policies/programs described in this Plan, and handled through the statutory plan amendment process.</p> | <p>Plan Commission</p> | <p>Town Board</p> | <p>Ongoing</p> |
| <p>1- Agriculture is the economic backbone of the Town and influences the character of the Town more than any other land use. Therefore, the amount of agricultural land that transitions to development should be kept to a minimum, and rezonings should be encouraged primarily near the Development Districts.</p> | <p>Plan Commission</p> | <p>Town Board; Developers</p> | <p>Ongoing</p> |
| <p>2- Since there are already established development districts with public sewer in the Town, it makes sense to encourage most new development to occur in these already developed areas rather than scattered throughout the Town. The Hingham, Gibbsville, and Ourtown areas on the 20-Year Potential Land Use Map are areas where residential development would be preferred over the next 20 years; these areas are cross-hatched. Depending on the request, the Zoning Ordinance may also indicate that other areas are appropriate for certain types of residential development.</p> | <p>Plan Commission</p> | <p>Town Board; Developers</p> | <p>Ongoing</p> |
| <p>2- The cross-hatched areas on the 20-Year Potential Land Use Map are areas where commercial/industrial development would be preferred. The types and sizes of businesses that currently exist in these areas are good examples of what might be appropriate in the future, although many other types of businesses might also be welcome and some could even be somewhat larger than what currently exists. The Zoning Ordinance may also indicate that other areas are appropriate for certain types of commercial/industrial development.</p> | <p>Plan Commission</p> | <p>Town Board; Developers</p> | <p>Ongoing</p> |

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| <p>2- The cross-hatched areas on the 20-Year Potential Land Use Map are areas where light industrial or manufacturing might be appropriate. Other industrial development during the planning period would likely be similar to the extractive uses currently seen in scattered portions of the Town. While Figure 8.7 provides some general indication of potential sites, it is difficult to predict and map specific locations. Depending on the request, the Zoning Ordinance may also indicate that other areas are appropriate for certain types of industrial development.</p> | <p>Plan Commission</p> | <p>Town Board; Developers</p> | <p>Ongoing</p> |
| <p>2- Because these uses are relatively rare, and/or it is difficult to predict their future locations, however land within the cross-hatched areas are specifically allocated on the 20-Year Potential Land Use Map for multiple uses. The Town, however, recognizes the potential importance of these uses and is not opposed to considering appropriate requests as needed if they do not conflict with the Zoning Ordinance, existing uses, or the vision/goals/policies of this Comprehensive Plan.</p> | <p>Plan Commission</p> | <p>Town Board; Town Clerk</p> | <p>Ongoing</p> |
| <p>2- The Plan Commission will write and distribute an annual newsletter to keep residents informed about current issues in the Town and to offer opportunities for public input, when needed. This newsletter may be included with the annual property tax bill.</p> | <p>Plan Commission</p> | <p>Town Board; Town Clerk</p> | <p>Immediate</p> |
| <p>2- Maintain the rural and cultural character of the Town by implementing programs that maintain and preserve historical buildings and sites within the Town.</p> | <p>Town Board</p> | <p>Town Clerk; Plan Commission</p> | <p>Mid-Term</p> |
| <p>3- Ensure that land uses and structures are properly set back from streams, lakes, ponds, and wetlands.</p> | <p>Plan Commission</p> | <p>Town Board; County Planning Department</p> | <p>Ongoing</p> |
| <p>3- Discourage unsightly land uses to preserve the Town’s scenic rural landscape and overall quality of life.</p> | <p>Plan Commission</p> | <p>Town Board; Developers; Town Clerk</p> | <p>Ongoing</p> |
| <p>3- Encourage landowners in the Town to participate in programs that protect and restore stream banks and help maintain or enhance forested bluffs, wetlands, and other sensitive areas near rivers and streams.</p> | <p>Town Board</p> | <p>Town Clerk; County Land & Water Conservation Department</p> | <p>Ongoing</p> |
| <p>3- Strive to raise awareness of the importance of surface waters through town, school and citizen education programs.</p> | <p>Town Clerk</p> | <p>Town Board; Plan Commission; WDNR; Local School Districts</p> | <p>Immediate</p> |

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| <p>4- Continue using the land division/zoning change checklist of required information. This information will be utilized by the Plan Commission and Town Board to evaluate and decide upon proposed land division and building projects.</p> | <p>Plan Commission</p> | <p>Town Board; Town Clerk; County Planning Department; UW-Extension;</p> | <p>Mid-Term</p> |
| <p>4- Encourage the placement of new buildings which preserve productive agricultural lands, forested areas and the overall appearance of the town.</p> | <p>Plan Commission</p> | <p>Town Board; Town Clerk; Developers</p> | <p>Ongoing</p> |

PLAN REVIEW TIMELINE

Approximately five years after the initial adoption of this Comprehensive Plan, the Town Plan Commission will review the vision, goals, objectives, policies, and programs in the Plan to determine whether they are still applicable, and if so whether progress has been made in accomplishing them. The Commission and Town Board will consider adjustments as necessary.

No more than ten years after the initial adoption of this Comprehensive Plan, the Town Plan Commission will update and amend the Plan as required by ch. 66.1001(2)(i).

PROCESS FOR ADOPTING OR AMENDING THE PLAN

As directed by 66.1001, *Wisconsin Statutes*, a plan commission may recommend by resolution the adoption or amendment of a comprehensive plan only by majority vote of the entire commission. 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 a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Town of Lima.
2. The clerk of every local governmental unit that is adjacent to the Town of Lima.
3. The Wisconsin Department of Administration.
4. The Bay-Lake Regional Planning Commission.
5. The local public library.

No comprehensive plan that is recommended for adoption or amendment may take effect until the Town Board enacts an ordinance that adopts the plan or amendment. The Town Board may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect, as defined in 59.001 (2m), *Wisconsin Statutes*, of the Town of Lima Board. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-5 above.

The Town Board may not enact an ordinance unless the Board holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Town Board may also provide notice of the hearing by any other means it considers appropriate. 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 or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

At least 30 days before the hearing is held, the Town Board shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s.295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s.295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which
the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.

The Town of Lima shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held, the Town Board shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in any reasonable form that is agreed to by the person and the Town of Lima. The Town of Lima may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

Additional Plan Amendment Considerations

In addition to the requirement in ch. 66.1001 for amending a comprehensive plan at least once every ten years, it is possible that more limited amendments for specific issues may arise for consideration at any time. The Town of Lima, in planning cooperatively with Sheboygan County, realizes that certain specific amendments to its Comprehensive Plan might have significant ramifications for other governmental units. Therefore, the Town of Lima will strive to 1) communicate in advance all proposed Town of Lima 20-Year Comprehensive Plan amendments, and 2) invite the participation of other governmental units in the decision making process for any Major Amendments.

APPENDIX 1
Town of Lima
2008 Citizen Input Survey Results

**TOWN OF LIMA
LONG RANGE PLANNING
CITIZEN INPUT SURVEY**

The Town of Lima, like so many other rural areas throughout our county, state, and nation, is changing. Family farms, once the driving force behind most rural economics, have decreased in number. Improved transportation networks make it possible for rural residents to commute to other communities to work, attend school, or shop. Amenities such as clean air and water, open spaces, scenic beauty, low crime, and the quality of life will undoubtedly attract new residents and development. As the population increases and demands for a high standard of living press harder on the land and other resources, good planning and decisions will be required more than ever.

*Good decisions and plans require good input. Recognizing this, plus the fact that Wisconsin has enacted "Smart Growth" legislation requiring local units of government to develop and adopt comprehensive plans, the Town of Lima has started a long range planning process to identify future directions and goals. The town, in cooperation with the Sheboygan County University of Wisconsin-Extension Office, developed this survey to obtain your opinions and concerns about the future of the Town of Lima. Please take a few minutes to complete the questions to help ensure that the Town of Lima continues to be an enjoyable place to live, work, and play. **Your input is important!** Results from this survey will help guide the Lima Town Board and Plan Commission in future decisions. Please return survey to locations on back by **September 29, 2003.** (Additional surveys are available for other members of your household from the Lima Town Clerk, Teresa Stengel by calling (920) 467-6037.)*

ISSUES AND OPPORTUNITIES

- 1. Throughout its history, Lima has been described as a rural, agricultural community. If you could control the future, which one term would you select to describe Lima in 10 years?**

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|---|---|
| <u>45.5%</u> Rural, agricultural community (178) | <u>0.0%</u> Business/retail community (0) |
| <u>0.8%</u> Residential community (3) | <u>3.8%</u> Mixed residential/business community (15) |
| <u>48.4%</u> Mixed agricultural/residential community (189) | <u>0.0%</u> Industrial/manufacturing community (0) |
| <u>1.5%</u> Other (please describe) (6) | |

- 2. From 1992 to 2002, new home construction in the Town of Lima averaged 17 homes per year. Do you favor growth at: (check one)**

| | |
|---------------------------------|--------------------------------|
| <u>7.3%</u> Faster rate (25) | <u>39.4%</u> Slower rate (136) |
| <u>42.9%</u> Present rate (148) | <u>10.1%</u> No growth (35) |
| <u>0.3%</u> No response (1) | |

- 3. Preservation of agricultural land in the Town of Lima is important. (circle one)**

| | | |
|-----------------------------------|-----------------------------------|---------------------------|
| <u>47.5%</u> Strongly Agree (164) | <u>33.1%</u> Agree (114) | <u>13.3%</u> Neutral (46) |
| <u>4.1%</u> Disagree (14) | <u>2.0%</u> Strongly Disagree (7) | |

- 4. Please explain your choice: Do you feel the quality of life/rural atmosphere/uniqueness of the Town of Lima can be preserved while allowing some development?**

| | | | |
|------------------------|----------------------|-----------------------------|-----------------------------|
| <u>72.5%</u> Yes (250) | <u>20.0%</u> No (69) | <u>5.2%</u> No opinion (18) | <u>2.3%</u> No response (8) |
|------------------------|----------------------|-----------------------------|-----------------------------|

If yes, what is the best way this can be accomplished?

5. *What one thing or value in the Town of Lima should be preserved for future generations?*

6. *Why do you live in the Town of Lima? (check all that apply)*

- | | |
|--|---|
| <u>14.5%</u> Friendly people(203) | <u>13.3%</u> Safety/feeling of security (186) |
| <u>20.3%</u> Rural, country atmosphere (284) | <u>7.9%</u> Good government (111) |
| <u>16.8%</u> Quietness (235) | <u>7.2%</u> Good services (102) |
| <u>15.7%</u> Location (220) | <u>4.3%</u> Other (specify) (60) |

LAND USE

7. *What role should Lima town government play in land use and development issues? (check one)*

- | | |
|---|--|
| <u>73.6%</u> Review land use and development proposals and regulate according to adopted ordinances and standards (259) | <u>4.8%</u> No role (17) |
| <u>15.1%</u> Educational role on wise land use | <u>6.5%</u> Other (specify) (23) _____ |
-
-

8. *New homes in areas outside of sanitary districts within the Town of Lima should be: (check one)*

- | | |
|---|---|
| <u>24.1%</u> Allowed (83) | <u>45.2%</u> Allowed with restrictions (within a currently designated development area) (156) |
| <u>13.3%</u> Allowed only if connection is made with an existing sanitary district or to a newly created one (46) | <u>12.5%</u> Not allowed (43) |
| <u>4.9%</u> No response (17) | |

9. *Where do you favor future residential development within the Town of Lima? (check one)*

- 32.8% In residential subdivisions with sewers (116)
18.4% In subdivisions with large lots (5 acre minimum lot size) (65)
26.8% Adjacent to existing concentrations of residential development (95)
10.7% In non-sewered rural residential areas (38)
11.3% Other (specify) (40)

10. *What do you feel is the best use of land along river and stream corridors within the town? (check one)*

- | | |
|---|--|
| <u>12.8%</u> Residential development (48) | <u>16.6%</u> Recreational uses (62) |
| <u>5.3%</u> Agricultural uses (20) | <u>57.0%</u> Leave it in its natural state (213) |
| <u>8.3%</u> Other (please describe) (31) | |

11. *Protection of woodlands, wetlands, open spaces, and cultural resources in the town is necessary.*

- 71.9% Agree (248) 9.3% Disagree (32) 16.5% No opinion (57) 2.3% No response (8)

If you agree, where are priority areas that should be protected from development?

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

12. Lima town government should set agricultural land preservation as a priority goal and implement policies to achieve it.

66.7% Agree (230) 19.1% Disagree (66) 11.0% No opinion (38) 3.2% No response (11)

13. A neighboring farmer's "right to farm" is important to me even if I am bothered by noise, dust, odors, etc. from the operation.

49.3% Strongly agree (170) 1.5% Strongly disagree (5)
44.3% Generally agree with some exceptions (153) 2.0% Generally disagree with some exceptions (7)
2.0% No opinion (7) 0.9% No response (3)

14. The Town of Lima's zoning ordinance currently does not contain any provisions for limiting the number of animal units or farm size on land zoned A-1. Should provisions to limit animal units/farm size be explored?

51.9% Yes (179) 30.7% No (106) 15.7% No opinion (54) 1.7% No response (6)

15. Protection of groundwater quality and quantity is important in the Town of Lima.

95.1% Yes 0.9% No (3) 2.3% No opinion (8) 1.7% No response (6)

16. What involvement should Lima town government have in the protection of groundwater quality and drinking water supplies and the protection of rivers, streams and the mill pond?

71.9% Regulate land uses that would adversely impact these natural resources (248) 19.4% Provide information only (67)
3.5% No response (12) 5.2% No involvement (18)

17. Are there any cultural resources in the Town of Lima that are worthy of preservation? (please specify)

HOUSING

18. From 1990 to 2000, total housing units in the Town of Lima increased from 881 to 1063. Should the Town of Lima encourage new housing development?

27.3% Yes (94) 59.7% No (206) 10.1% No opinion (35) 2.9% No response (10)

19. If residential development occurs in the Town of Lima, what type(s) of residential development would you prefer? (check all that apply)

59.4% Single-family housing (326) 9.5% Duplex rental units (52)
2.2% Multi-family apartment rental units (three-family or more) (12) 8.6% Condominiums (47)
4.5% Low-income housing (25) 15.8% Housing for senior citizens (87)

20. As a way of controlling growth, should the number of new home building permits be limited on an

annual basis?

56.5% Yes (195)

29.6% No (102)

7.8% No opinion (27)

6.1% No response (21)

UTILITIES AND COMMUNITY FACILITIES

21. Please check your level of satisfaction with the following services provided by the town.

ROW TOTAL

| | Very Satisfied | Satisfied | Neutral | Unsatisfied | Very Unsatisfied | No Response |
|-------------------------------------|----------------|----------------|----------------|--------------|------------------|--------------|
| a. Waste disposal | 44.3% (153) | 41.7% (144) | 8.7% (30) | 2.3% (8) | 0.0% (0) | 3.0% (10) |
| b. Town road repair and maintenance | 23.8% (82) | 49.3% (170) | 15.1% (52) | 7.2% (25) | 1.1% (4) | 3.5% (12) |
| c. Snow removal | 30.4% (105) | 53.6% (185) | 9.9% (34) | 2.0% (7) | 0.9% (3) | 3.2% (11) |
| d. Constable protection | 20.9% (72) | 39.4% (136) | 31.0% (107) | 2.9% (10) | 0.9% (3) | 4.9% (17) |
| e. Fire protection | 28.7% (99) | 50.1% (173) | 14.2% (49) | 2.6% (9) | 0.3% (1) | 4.1% (14) |
| f. Ambulance and rescue protection | 32.5% (112) | 45.8% (158) | 15.6% (54) | 1.7% (6) | 0.3% (1) | 4.1% (14) |

22. Regarding the town portion of your property taxes (approximately \$1.15 per \$1,000 of assessed value on your 2002 property tax bill), are the town property taxes you pay fair, considering the town services you receive?

77.7% Yes (268)

7.2% No (25)

12.8% No opinion (44)

2.3% No response (8)

If no, what unnecessary services are town taxes paying for? _____

23. In the future, what recreational facilities would you like to see developed in the town? (check all that apply and indicate location after facility)

4.6% Multi-purpose court(s) (tennis, basketball) (17)

2.2% Ball diamond(s) (8) _____

8.1% Small roadside park(s) (30) _____

4.9% Larger, multi-use park(s) (18) _____

30.3% Multi-purpose recreational trail (112) _____

45.9% No new recreational facilities are needed

4.0% Other (specify) (15) _____

(170)

24. Are there any programs or services that Lima town government should improve or establish?

TRANSPORTATION

25. *Are there any critical areas within the town (town roads only) that need revised speed limits/stop signs/traffic regulations?*

26.4% Yes (91) 36.8% No (127) 28.4% No opinion (98) 8.4% No response (29)

If yes, please specify: _____

ECONOMIC DEVELOPMENT

26. *Does the Town of Lima need more retail/commercial businesses or is it OK as it is now?*

16.2% Needs more (56) 74.2% OK as is (256) 7.6% No opinion (26) 2.0% No response (7)

27. *What types of businesses/services would you like to have available in the Town of Lima?*

28. *Is there a need for industrial development in the Town of Lima?*

9.6% Yes (33) 77.4% No (267) 11.3% No opinion (39) 1.7% No response (6)

INTERGOVERNMENTAL COOPERATION

29. *Whenever possible, the Town of Lima should strive to coordinate services with surrounding units of government.*

78.3% Agree (270) 4.3% Disagree (15) 14.8% No opinion (51) 2.6% No response (9)

If you agree, please identify which of the following services the Town of Lima should be coordinating with surrounding units of government. (check all that apply)

10.2% Waste disposal (108)

20.8% Fire protection (220)

16.9% Town road repair and maintenance (179)

19.8% Ambulance and rescue protection (209)

16.2% Snow removal (171)

1.2% Other (specify) (13) _____

14.9% Constable/police protection (158)

30. *The Town of Lima should cooperate/coordinate with surrounding governmental units regarding land use issues at its borders*

66.1% Agree (228) 11.9% Disagree (41) 15.6% No opinion (54) 6.4% No response (22)

OTHER/MISCELLANEOUS ISSUES

31. *Are there other issues in the Town of Lima that need new or stricter ordinances? (please describe)*

32. *What improvements would be beneficial to the future of the Town of Lima?*

STATISTICAL INFORMATION

APPENDIX 2
Town of Lima
Issues Identified and Grouped by Smart Growth Category

**TOWN OF LIMA
PLAN COMMISSION
ISSUES IDENTIFIED AT FEBRUARY 3, 2003 MEETING
GROUPED BY “SMART GROWTH” CATEGORIES**

Responses to the question:

“What are the current and future issues facing the Town of Lima?”

ISSUES AND OPPORTUNITIES

- ❖ Preserving agricultural land
- ❖ Preserving quality of lifestyle
- ❖ Maintain uniqueness of town and its communities
- ❖ Conflict of interest with development

HOUSING

- ❖ Home building in the country
- ❖ Multi-family construction
- ❖ Need for limits on maximum homes in subdivisions & lot sizes

TRANSPORTATION

- ❖ Speed limits on rural roads
- ❖ Increased traffic and hazards to farming operations

UTILITIES AND COMMUNITY FACILITIES

- ❖ Low taxes (services)
- ❖ Disposal of waste
- ❖ Fire protection
- ❖ Recreational facilities

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

- ❖ Protecting our groundwater
- ❖ Protection of rivers, streams, and mill pond
- ❖ Farms growing in size

ECONOMIC DEVELOPMENT

- ❖ Need or desire for industrial park and if so, where?

INTERGOVERNMENTAL COOPERATION

- ❖ Fire protection
- ❖ Future educational needs, increased school needs due to development
- ❖ Annexation of town land by villages/cities
- ❖ Coordination of services with surrounding units of government
- ❖ Need to coordinate zoning with neighboring towns
- ❖ Encroaching from north, south and east

LAND USE

- ❖ Home building in country
- ❖ Farmers wishing to sell land
- ❖ Need for managing growth outside of sanitary district
- ❖ Farms growing in size and conflicts with residential areas

IMPLEMENTATION

- ❖ Right to farm
- ❖ Litter problem along roadsides

OTHER/MISCELLANEOUS ISSUES

- ❖ Dogs running at large
- ❖ Open burning/burning of garbage in residentially zoned areas
- ❖ Water run-off from subdivisions

APPENDIX 3
Town of Lima
Vision and Goal Survey Results

Mailed (2/20/09) 1,170
Returned 466
Response Rate 39.9%

TOWN OF LIMA
SMART GROWTH/COMPREHENSIVE PLANNING
DRAFT VISION AND GOAL STATEMENTS RESULTS

Dear Town of Lima Citizens,

YOUR ASSISTANCE IS NEEDED...AGAIN!!! The Town of Lima is working cooperatively with UW-Extension Sheboygan County and the Sheboygan County Planning and Resources Department in planning for the future. Because public participation is the foundation upon which our comprehensive “Smart Growth” plan is being built, we are again in need of your assistance.

The input provided by Lima citizens from the previous long range planning survey was much appreciated....Thank you! This input was essential in developing the enclosed **draft** vision statements for our town and goals for the various elements to be included in our plan.

YOUR INPUT IS IMPORTANT!!! Establishing Lima’s vision and goals are extremely important in the planning process, since our planning cannot continue or be completed without them. By reviewing the enclosed draft vision and goals and indicating your opinions (whether you agree, disagree, or have no opinion for each), you will be providing valuable input that will be used!

We would appreciate receiving your opinions by **Monday, March 9, 2009.**

Thank you for your help. Your input in the development of Lima’s comprehensive plan is greatly appreciated. Looking forward to your response!

Sincerely,

The Lima Town Board and Smart Growth Committee

Please check one box for each statement.

OVERALL VISION STATEMENT

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.

Agree-**92.7%** (432) Disagree-**3.4%** (16) No opinion-**1.0%** (5) No Response-**2.8%** (13)

LAND USE GOALS

1. To preserve agricultural land in the Town of Lima, future residential development should be concentrated in sewerred areas or areas adjacent to sewerred areas.

Agree-**75.3%** (351) Disagree-**17.4%** (81) No opinion-**5.8%** (27) No Response-**1.5%** (7)

2. Town of Lima shall be involved in land use planning.

Agree-**83.9%** (391) Disagree-**6.2%** (29) No opinion-**8.2%** (38) No Response-**1.7%** (8)

3. River and stream corridors are important in the Town of Lima and should be left in their natural state with limited recreational use.

Agree-**80.0%** (373) Disagree-**13.7%** (64) No opinion-**4.3%** (20) No Response-**1.9%** (9)

4. Based on strong support from its citizens, the Town of Lima has managed and will continue to focus future growth and development within its three established development districts (Hingham, Gibbsville, and Ourtown).

Agree-**85.0%** (396) Disagree-**8.6%** (40) No opinion-**4.9%** (23) No Response-**1.5%** (7)

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS

1. The Town of Lima has a proven history of plentiful, quality groundwater and its protection is a high priority of Lima citizens.

Agree-**91.9%** (428) Disagree-**1.9%** (9) No opinion-**4.5%** (21) No Response-**1.7%** (8)

2. The Town of Lima supports the state's "Right to Farm" law.

Agree-**76.4%** (356) Disagree-**2.6%** (12) No opinion-**18.2%** (85) No Response-**2.8%** (13)

3. Lima town government supports agricultural land preservation as a priority goal..

Agree-**80.0%** (373) Disagree-**7.9%** (37) No opinion-**10.1%** (47) No Response-**1.9%** (9)

4. The Town of Lima supports the lake management district to protect the Hingham Mill Pond.

Agree-**78.8%** (367) Disagree-**4.1%** (19) No opinion-**15.2%** (71) No Response-**1.9%** (9)

HOUSING GOALS

1. Lima Town Government concurs with town residents in that historic growth rates are preferred/acceptable.

Agree-**75.3%** (351) Disagree-**7.1%** (33) No opinion-**15.0%** (70) No Response-**2.6%** (12)

2. If residential development occurs in the Town of Lima, the types of residential development Lima residents prefer are single family housing and housing for senior citizens.

Agree-**87.1%** (406) Disagree-**6.7%** (31) No opinion-**3.7%** (17) No Response-**2.6%** (12)

UTILITIES AND COMMUNITY FACILITIES GOALS

1. The Town of Lima strives to provide a high level of service for the following:

- ◆ waste disposal
 - ◆ road repair and maintenance
 - ◆ snow removal
 - ◆ constable protection
 - ◆ fire protection
 - ◆ ambulance and rescue protection
- at an affordable cost to the taxpayer.

Agree-**91.9%** (428) Disagree-**4.3%** (20) No opinion-**1.9%** (9) No Response-**1.9%** (9)

2. Future recreational needs in the town should primarily be met by the county and state.

Agree-**65.0%** (303) Disagree-**14.4%** (67) No opinion-**18.5%** (86) No Response-**2.1%** (10)

TRANSPORTATION GOALS

1. The Town of Lima will provide safe, well-maintained roads

Agree-**95.5%** (445) Disagree-**1.5%** (7) No opinion-**2.1%** (10) No Response-**0.9%** (4)

2. Lima town government will actively participate in transportation activities (state, county, and rail-related) that impact the town.

Agree-**85.2%** (397) Disagree-**3.6%** (17) No opinion-**8.6%** (40) No Response-**2.6%** (12)

3. The Town of Lima supports the continuation of rail service in Sheboygan County to service Lima businesses and agriculture.

Agree-**74.7%** (348) Disagree-**7.1%** (33) No opinion-**17.2%** (80) No Response-**1.0%** (5)

ECONOMIC DEVELOPMENT GOALS

1. The primary economic development strategy within the Town of Lima will focus on maintaining and enhancing the local farm economy.

Agree-**78.5%** (366) Disagree-**11.2%** (52) No opinion-**8.8%** (41) No Response-**1.5%** (7)

2. Due to the agricultural/residential nature of the Town of Lima, industrial development may be better suited in designated industrial areas.

Agree-**84.6%** (394) Disagree-**7.7%** (36) No opinion-**6.4%** (30) No Response-**1.3%** (6)

3. The Town of Lima supports the continuation of rail service in Sheboygan County to service Lima agriculture and businesses.

Agree-**74.7%** (348) Disagree-**6.2%** (29) No opinion-**16.5%** (77) No Response-**2.6%** (12)

INTERGOVERNMENTAL COOPERATION GOALS

1. The Town of Lima seeks to achieve compatible land uses at or near its borders.

Agree-**80.0%** (373) Disagree-**3.9%** (18) No opinion-**12.7%** (59) No Response-**3.4%** (16)

2. The Town of Lima considers it important to have boundary agreements with adjacent units of government, especially Sheboygan Falls and Oostburg.

Agree-**87.8%** (409) Disagree-**2.1%** (10) No opinion-**7.1%** (33) No Response-**3.0%** (14)

3. The Town of Lima currently cooperates with other entities to provide numerous services to its citizens, knowing that intergovernmental cooperation is important to Lima's future.

Agree-**89.5%** (417) Disagree-**1.7%** (8) No opinion-**6.0%** (28) No Response-**2.8%** (13)

4. The Town of Lima will always look for opportunities to cooperate and coordinate additional services.

Agree-**88.4%** (412) Disagree-**1.9%** (9) No opinion-**6.2%** (29) No Response-**3.4%** (16)

APPENDIX 4
Town of Lima
Sample Rezoning Checklist

Analysis of Land Parcels
For Potential Zoning Change Out of A1 (Exclusive Ag)

Owner: _____ Date Inspected: _____

Plan Commission
TOWN OF LIMA
SHEBOYGAN COUNTY, WISCONSIN



Note: Each category is worth a total of 20 Points. Total points must be 60 or above to consider a zoning change. Three or more commissioners will evaluate each parcel.

Section: _____

Sketch of Parcel

1. Soil

| Type | Name | % of Parcel | Suitability of Crops | Moisture Retention |
|------|------|-------------|----------------------|--------------------|
| A. | | | | |
| B. | | | | |
| C. | | | | |

The higher the suitability, the **lower** the points.

Sub Total: _____

2. Grade/Soil Erodability

| Type | Name | % of Parcel | Grade | Erodability |
|------|------|-------------|-------|-------------|
| A. | | | | |
| B. | | | | |
| C. | | | | |

The higher the grade/erodability, the **higher** the points.

Sub Total: _____

3. Location/Shape/Natural barriers that give a natural separation.
Description of parcel (road frontage, fence rows, forest edge, etc)

The more natural the separation, the **higher** the points.

Sub Total: _____

4. Actual use of the parcel over the past twenty (20) years.

Description: _____

The more years as cropland, the **lower** the points.

Sub Total: _____

5. Use of adjacent lands and the compatibility with potential residential use.

Description: _____

Size of parcel and siting of new homes may be a consideration; the more similar the uses, the **higher** the points.

Sub Total: _____

Evaluator: _____ Date: _____ **Grand Total:** _____

APPENDIX 5
Town of Lima
Sample Code of Conduct Form

Agriculture Use Information

Seller: _____

Buyer: _____

License: _____

The property you are considering purchasing is located within or adjacent to lands primarily used for agricultural purposes. While many find that living in or near a rural setting is an attractive alternative to an urban environment, you are advised that the Town of Lima Comprehensive Plan and the State of Wisconsin have established goals of preserving agricultural land and the business of farming.

While farming practices can sometimes be in direct conflict with residential uses, Wisconsin had “right to farm” statutes which find as a matter of public policy that the laws of the state”...should not hamper agricultural production or the use of modern agricultural technology.” Sec 814.01 (9) and 823.08 Stats.

As a prospective resident in a predominantly “rural” farm area, you should know about some of the farm practices that could impact your use:

Noise Farm equipment can be noisy and is sometimes operated at night or even round-the-clock. Farm animals may also create noise at all hours.

Slow Traffic Farmers must move animals and equipment between, over, and along roads at very slow speeds. This equipment is often of such size that passing is difficult, causing traffic delays.

Quarries While the opening of a new mineral extraction site requires government conditional use approvals, existing quarries may remain in operation for many years. They may generate noise, dust, vibrations, and extensive large vehicle traffic. Also, existing quarries might be entitled to expand. It is suggested that you contact the Town or Sheboygan County Land & Water Conservation Department to determine the location of nearby existing and planned extraction activities.

Odor Manure is generated by livestock. It is often spread on fields as fertilizer. It may smell bad for a time and it may attract insects.

Dust The cultivation of fields at different times of the year can generate large amounts of dust that may drift onto adjoining properties.

Chemicals Commercial chemicals and fertilizers may be used at different times of the year and, because of wind conditions, may drift to adjoining lands.

Odor, dust and chemicals may aggravate allergies, affect well water, and otherwise impact your health.

This information sheet received this _____ day of _____, 20____.

_____ (Buyer)

_____ (Buyer)

APPENDIX 6
Town of Lima
Transportation Funding Programs

Airport Improvement Program

The Airport Improvement Program combines federal, state and local resources to help fund improvements to over 100 public-use airports throughout the state primarily owned by counties, cities, towns and villages. Improvements may include runway construction and reconstruction, land acquisition, navigational aids and lighting.

Congestion Mitigation and Air Quality Program (CMAQ)

The Congestion Mitigation and Air Quality Improvement program (CMAQ) encourages transportation alternatives that improve air quality. It includes efforts to enhance public transit, bicycle/pedestrian facilities, ridesharing programs and facilities, and technologies that improve traffic flow and vehicle emissions.

The funds are only available in the southeastern Wisconsin ozone non-attainment and maintenance counties: Milwaukee, Racine, Kenosha, Waukesha, Washington, Ozaukee, Sheboygan, Kewaunee, Manitowoc and Door. Sheboygan County. The City of Sheboygan received a CMAQ grant to provide intercity bus services from Milwaukee to Green Bay. This project will provide two additional round-trip bus trips between Milwaukee and the City of Green Bay, with possible extensions to General Mitchell International Airport. Some of CMAQ funds that have been awarded in Sheboygan County include a project for a bike facility on CTH O and funds for the Interurban Trail.

Connecting Highway Aid

To assist municipalities with the costs associated with increased traffic and maintenance on streets and highways that connect segments of the State Trunk Highway system. This program distributes funds to municipalities with marked routes on the State Trunk Highway system over the streets and highways within their jurisdiction. The Cities of Plymouth, Sheboygan, and Sheboygan Falls all receive funding through this program. Municipalities receive the entire aid rate per mile for the two center lanes on a connecting highway, 75% of the aid rate per mile for the next two lanes and 50% of the aid rate per mile for any additional lanes. No payment is made for lanes in which parking is allowed. The lane mile rates are specified in the state budget and depend on the population of the municipality.

Freight Railroad Preservation Program (FRPP)

The Freight Rail Preservation Program (FRPP) is one of two freight rail assistance programs that WisDOT administers. Wisconsin's original rail assistance program was created in 1977 to help communities and shippers preserve freight rail service during an era when widespread railroad bankruptcies and line abandonments threatened the availability of rail service in Wisconsin. Initially, the program was limited to grants to local governments because of constitutional restrictions on state assistance to railroads. But in 1992, Wisconsin voters approved a constitutional amendment that included railroads in the list of internal improvements that state money could fund.

In 1992, the original rail assistance grant program was replaced by the current FRPP program, which provides grants to local units of government, industries, and railroads for the purpose of preserving essential rail lines and rehabilitating them following purchase.

Since 1980, under both the original rail assistance program and FRPP, some \$92 million in grants have been awarded for rail acquisition and rehabilitation projects. The 2007-2009 state budget provides \$22 million for the biennium in bonding authority for the program.

The Freight Railroad Preservation Program provides grants up to 80 percent of the cost:

- To purchase abandoned rail lines in an effort to continue freight service, or for the preservation of the opportunity for future rail service; and
- To rehabilitate facilities (such as tracks or bridges) on publicly-owned rail lines.

Freight Railroad Infrastructure Improvement Program (FRIIP)

In 1992, the FRIIP loan program was added to the state's rail assistance program. FRIIP loans enable the state to encourage a broader array of improvements to the rail system, particularly on privately owned lines. It also provides funding for other rail related projects, such as loading and trans-loading facilities. Since 1992, \$79 million in FRIIP loans have been awarded. Today's available funding is from the repayment of prior loans.

The FRIIP provides up to 100% loans for rail projects that:

- Connect an industry to the national railroad system;
- Make improvements to enhance transportation efficiency, safety, and intermodal freight movement;
- Accomplish line rehabilitation; and
- Develop the economy.

Harbor Assistance Program

In 1979, Wisconsin's Legislature created the Harbor Assistance Program (HAP) 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 the construction of facilities to hold dredged material. Grant applications are accepted on a semi-annual basis on August 1 and February 1. There are 23 ports in the state that are potentially eligible for funding through the HAP.

To be eligible for funding:

- The project must benefit facilities that are used for cargo transfer, ship building, commercial fishing or regular ferry service;
- The applicant must be a local unit of government or a private owner of a harbor facility;
- The project must pass a rigorous benefit-cost analysis; and
- The project must have been identified in a current Three-Year Harbor Development Plan.

Project selection criteria are established in an administrative rule (TRANS 28) and include the following: economic impact of the project; type and urgency of the project; and priority of the project.

General Transportation Aid (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 \$2,015 for 2009. 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.

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 10 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 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 the 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 the winter of odd-numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

Statewide Transportation Improvement Program (STIP)

The Statewide Transportation Improvement Program (STIP) produces a four-year plan of highway and transit projects for the state of Wisconsin. Revised every year, the plan is a compilation of all highway (state or local) and transit (capital or operating) projects in urban and rural areas. The STIP plan adopts the Transportation Improvement Programs prepared by the state's 13 metropolitan planning organizations by reference. The STIP plan is approved by the Federal Highway Administration and the Federal Transit Administration. This plan includes the projects listed for Sheboygan County.

Rural and Small Urban Area Public Transportation Assistance Program - Section 5311

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less). The County might be eligible for such funding outside the MPO, possibly in the City of Plymouth for transportation services.

Federal Discretionary Capital Assistance Program

This is a federally funded public transportation grant program. Funds are discretionary, and are awarded by Congress through the earmark process. Eligible applicants are local public bodies, including federally recognized Indian tribes. Wisconsin funds are earmarked for WisDOT. A portion is allocated to Milwaukee County Transit, and the remainder is distributed by need and availability to other public transportation needs. Funds may be used for capital assistance at 80% of project costs, except for ADA or Clean Air Act projects, which are funded at 90%.

Rural Transit Assistance Scholarship Program

The Rural Transit Assistance Program (RTAP) allocates federal funds to further the development of skills and abilities for persons involved in providing transit service to the state's rural and small urban areas. encourage the development of professional networks among Wisconsin transportation providers. This program is used to offset some of the costs of attending national, state, and local transit training and educational programs. Any agency or organization within the state, responsible for providing passenger service to the state's rural and small urban areas, is eligible to apply. Training of drivers, dispatchers and mechanics is encouraged through this program.

State Urban Mass Transit Operating Assistance

The State Urban Mass Transit Operating Assistance program assists transit systems with operating costs. Eligible applicants include municipalities with populations greater than 2,500 including counties, municipalities and towns, along with transit or transportation commissions or authorities. Eligible public transportation service includes bus, shared-ride taxicab, rail or other conveyance either publicly or privately owned.

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.

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.

Bicycle and Pedestrian Facilities Program (BFPF)

The Bicycle and Pedestrian Facilities Program (BFPF) funds projects that construct or plan for bicycle or bicycle/pedestrian facilities. The statutory language specifically excludes pedestrian-only facilities, such as sidewalks, and streetscaping type projects. In the 2007-09 biennial budget, Surface Transportation Program - Discretionary (STP-D) funding was transferred to the BFPF. The STP-D Program was eliminated from state statutes and beginning in 2008, BFPF is managed in conjunction with the Transportation Enhancements (TE) Program. Projects must meet federal and state requirements. Local governments with taxing authority and Indian Tribal Nations are eligible for funding. State agencies are not eligible for this program. Projects costing \$200,000 or more that involve construction are eligible for funding, as are bicycle and pedestrian planning projects costing \$50,000 or more. Additionally, the project must be usable when it is completed and not staged so that additional money is needed to make it a useful project. A project sponsor must pay for a project and then seek reimbursement for the project from the state. Federal funds will provide up to 80% of project costs, while the sponsor must provide at least the other 20%.

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 a 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.

Elderly and Disabled Transportation Capital Assistance Program

The elderly and disabled transportation capital assistance program is a combination of federal and state programs to provide capital funding for specialized transit vehicles (used for people with disabilities and the elderly). Eligible applicants are private non-profit organizations. If there is no readily available private non-profit organization, or if it is the approved coordinator of elderly and disabled transportation services, a local public body may apply. Funding is used for capital projects, at 80% of the project cost. Grants are evaluated based upon identification of transportation needs, coordination with other agencies, service to all elderly and disabled persons in the service area, and managerial and financial capacity of the applicant.

Surface Transportation Program – Rural (STP-R)

The Surface Transportation Program Rural (STP-R) allocates federal funds to complete a variety of improvements to rural highways (primarily county highways). The objective of the STP-R is to improve federal aid eligible highways outside of urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads classified as major collectors or higher.

Surface Transportation Program – Urban (STP-U)

The Surface Transportation Program - Urban (STP-U) allocates federal funds to complete a variety of improvements to federal-aid-eligible roads and streets in urban areas. The objective of STP-U is to improve federal aid eligible highways within urban areas. Projects must meet federal and state requirements. Communities are eligible for funding on roads functionally classified as major collector or higher.

Wisconsin Employment Transportation Assistance Program (WETAP)

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, WETAP provides funding to help low-income people access transportation, in order to retain employment or advance in their employment status, with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match. The WETAP program encourages long-term solutions by providing the funding for demonstration grants to cover the expenses of the early start-up and development stages of an effective transportation solution. The program's objectives are to:

- Provide new or expanded transportation services that resolve the employment-related transportation needs of low-income workers and public assistance recipients.
- Encourage ridesharing through public transportation expansion, vanpools, or carpools; and innovative individual solutions, such as car repair programs, new/used car lease/loan programs.
- Develop coordinated transportation solutions based upon a local planning process involving local stakeholders.

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

Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. These improvements must begin within three years, have the local government's endorsement, and benefit the public. 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. The program is designed to implement an improvement more quickly than normal state programming processes allow. The 50 percent local match can come from any combination of local, federal, or private funds or in-kind services.

Safe Routes to School

Safe Routes to School (SRTS) programs encourage children in grades K-8 to walk and bike to school by creating safer walking and biking routes and policies. These programs are funded through the current federal transportation act (SAFETEA-LU), which was signed into law on August 10, 2005. This legislation provides funding to state departments of transportation to create and administer SRTS Programs. SRTS Programs improve walking and biking travel options, promote healthier lifestyles in children at an early age, and decrease auto-related emissions near schools. Sheboygan County schools participate in Safe Routes to Schools through programs that were funded through the Sheboygan County Nonmotorized Transportation Pilot Program. There is also a state grant program for SRTS which is funded through SAFETEA-LU. This program funds projects that make bicycling and walking to school a safer and more appealing transportation alternative. A safe walking and biking environment will encourage a healthy and active lifestyle from an early age. It also will reduce traffic, fuel consumption and air pollution in the vicinity of schools. The state grants are given for planning SRTS programs and projects, and also to implement SRTS changes right away. This program operates on a reimbursement basis, whereby projects must be completed before funds are given.

APPENDIX 7
Town of Lima
Intergovernmental Meeting Results June 25, 2009

Results of Intergovernmental Meeting on June 25, 2009
Towns of Lima, Plymouth, Sheboygan and Sheboygan Falls

Existing areas of Cooperation:

- Town Lima and SF Fire Service
- T. Plymouth and City--Fire Department, Joint review Committee, Corridors-land use
- All Towns-Sheriff Dept
- T. Sheb Falls and City SF Plowing and sewer service
- C sheb & C SF sanitary and Fire station
- C SF and T Lima- Sewer
- T Falls & T Sheb-- shared sewer with City of Sheboygan
- T Sheb and Mosel-Playbird plowing
- Towns and Cities with County Chamber- Economic Opportunities
- T Plymouth and T Sheb Falls--road maintenance on Rio, Agreements with Lyndon & Plymouth
- T Sheb and T SF-Road Maintenance
- T Lima- Adell first responders volunteer basis & adell senior center
- City & Town Plymouth-Only annex if applied for annexation
- C plyouth & Coutny –Equipment
- All municipalities- Mutual aid agreements

Potential Cooperation:

- Plymouth & City Falls & T Plymouth-industrial corridor-not next to residential
- C Plymouth & Plymouth utilities & falls utilities-sewer by one, water by the other.
- C falls & T falls- joint fire
- City Plymouth and Town-greater area for review on Joint Review Committee & add annexations to committee
- T Sheb & City Discuss boundary/annexation issues
- T falls & City Discuss boundary/annexation issues
- Joint Intergovernmental meeting-biannually
- Rec Facilities-Trails
- Parks
- Joint Purchases
- Boundary Agreements

Potential Areas of Conflict:

- Border land use/zonig regs i.e wind/cell tower
- Annexation
- Waste Disposal and garbage drop off
- Sewer service agreements
- Road Maintenance/repair/ wear and tear

- Road/jurisdictional study
- T Sheb, Ply, SF, lima, c falls, C plymouth-County road speed limits reduction & Enforcement of speed limits
- Transportation corridor land uses
- Competition for tax base
- Reduction in # of Governments

Potential Strategies to Resolve Conflicts:

- Establish open lines of communication
- Biannual joint meeting (at least annual) maybe up to quarterly
- Have a regular forum with members from each community with a nonpartisan mediator/facilitator, with review by boards for approval
- Education forums