NOTICE OF MEETING

SHEBOYGAN COUNTY PLANNING, RESOURCES,
AGRICULTURE AND EXTENSION COMMITTEE

October 27, 2026 3:30 PM

UW Extension Office
UW Sheboygan Campus
5 University Drive
Sheboygan, WI
Room 5024

Remote Access:
(312) 626-6799
Meeting ID: 956 6404 0989
Passcode: 856197
https://zoom.us/j/95664040989?pwd=dGJrYlZ5Tmx2RVcvRDFsdU5Ld0lXZz09

*** AGENDA ***

Call Meeting to Order

Certification of Compliance with Open Meeting Law
Approval of September 22, 2026 Minutes

Correspondence

Public Hearing

To recommend by resolution the 2026 update to the Sheboygan County Farmland Preservation Plan. According to Wisconsin Statute 66.1001, Sheboygan County must update their Farmland Preservation Plan no later than January 1, 2027 in order to continue the legally administer the Farmland Preservation Program which offers tax incentives to farmers that are eligible for the program.

Close Public Hearing

Consideration of Farmland Preservation Plan Revisions and Updates

Planning & Conservation –

Consideration of Farmland Preservation Plan Update

UW Extension-

Area Extension Director Report

Area Extension Director Facilitate Extension Community Needs Assessment Discussion

Positive Youth Development 4-H Educator Report-Sarah Feider

Other Department Project and Program Management Updates- *This report is a summary of key activities in the Department. No action will be taken resulting from the report unless it is a specific item on the agenda.*

Consideration and Approval of Attendance at Other Meetings/Functions
Travel Report and Report of Meetings and Functions Attended by Committee Members

Review and Approve Vouchers

Adjournment

Next scheduled meeting -November 24, 2026 at 3:30 PM

Prepared by:
Sharon Harvey, Recording Secretary
(920) 459-1370

Approved by:
Rebecca Clarke, Chairperson
(920) 395-6609

NOTE: The Committee welcomes all visitors to listen & observe, but only Committee members & those invited to speak will be permitted to do so, except for the Public Hearing portion of this meeting where any interested person can speak. Person with disabilities needing assistance to attend or participate should contact the County Planning & Conservation Department at 920/459-1370 prior to the meeting so that accommodations may be arranged.

NOTE: A majority of the members of the County Board of Supervisors or any of its committees may be present at this meeting to listen, observe and participate. If a majority of any such body is present, their presence constitutes a “meeting” under the Open Meeting Law as interpreted in *State ex rel. Badke v. Greendale Village Board,* Wis. 2d 553 (1993), even though the visiting body will take no action at this meeting.

SHEBOYGAN COUNTY PLANNING, RESOURCES, AGRICULTURE & EXTENSION COMMITTEE MINUTES

Sheboygan County UW-Extension Office
5 University Drive
Sheboygan, WI
Room 5024

September 22, 2026 **Called to Order: 3:30 PM** **Adjourned: 4:05 PM**

MEMBERS PRESENT:	Chairman Rebecca Clarke, Supervisor John Nelson, Supervisor David Otte, Supervisor Joe Liebau Jr, Ag Community Member Travis Luedke, Supervisor Brian Smith
MEMBERS ABSENT:	None
OTHERS PRESENT:	Aaron Brault, Tyler Betry (online), Kathryn Fabian, Sharon Harvey, Jayna Hintz, Brandi Cha, Laura Sane, Michael Miller (online), David Heunink

Chairperson Clarke called the meeting to order at 3:30 PM and verified the meeting notice had been posted on September 18, 2026, at 1:00 PM and the meeting complied with the Wisconsin Open Meeting Law.

Correspondence: None

Chairperson Clarke opened the public hearing at 3:31 PM.

> To consider an application from Laura and Shekhar Sane to rezone a total of approximately .02 acres of wetlands located in Lot 6, Block 1, Longfield Shores Subdivision, Section 30, T13N-R23E, Town of Holland, from the "Shoreland-Wetland District" to the "Shoreland District" to allow for the construction of a new residential driveway in the Shoreland jurisdiction of Lake Michigan, pursuant to Section 72.09(4) of the *Sheboygan County Shoreland Ordinance*.

Chairperson Clarke noted that the public hearing notice was posted on September 4th and September 11th in compliance with state statute.

Ms. Fabian presented the staff report for the proposed wetland rezone ordinance.

Chairperson Clarke invited the members of the public in attendance to speak.

The applicant reported on the reason for their application and answered questions from the Committee and the public.

Mr. Heunink reported that the Town of Holland has no objection to this request and added that they prefer the Sane's to build the driveway on the center of the parcel.

Public Hearing closed at 3:43 PM.

Supervisor Liebau made a motion to approve the variance to the ordinance as proposed and with the conditions recommended by the staff report. Supervisor Nelson seconded the motion. The committee voted to approve the variance. The motion carried with no opposition.

UW Extension-

Area Extension Director Report; Staffing Update-Ms. Hintz provided an update on the recent addition to their staff, Brandi Cha. Ms. Cha introduced herself and gave a brief overview of her professional background. Ms. Hintz provided an update on the AG Crops Educator hiring process, the hiring committee scheduled final interview. Ms. Hintz highlighted educator's work in the shared Impact report.

Positive Youth Development 4-H Educator Report- Sarah Feider- Ms. Hintz provided an update on some of the activities and events that the Positive Youth Development 4-H Educator has been taking part in and developing.

Planning & Conservation-

Consideration of AIS Grant Resolution- Mr. Brault presented the annual AIS Grant Resolution request. Supervisor Nelson motioned to approve the resolution and Supervisor Liebau seconded the motion. The motion carried with no opposition.

Consideration of Second Quarter Variance- Mr. Brault presented the department's second quarter variance report and took questions from the committee. Supervisor Otte motioned to approve the variance and Supervisor Smith seconded the motion. The motion carried with no opposition.

Other Department Project and Program Management Updates- Mr. Brault updated the committee on the department's new GIS specialist that will start on October 13th. He also updated them on the Well Water Testing Program for the Town of Wilson. He informed them about the activities planned for the Day of Caring. And he updated them on the completion of the Plymouth trail project along with the still outstanding issues with the project. Ms. Harvey provided information about the conservation poster contest.

Consideration and Approval of Attendance at Other Meetings/Functions. Chairperson Clarke asked the board for approval to attend the Elkhart Lake Improvement Association meeting next week. Supervisor Nelson made a motion to approve the request and Supervisor Liebau seconded the motion. The motion carried with no opposition.

Travel Report and Report of Meetings and Functions Attended. Supervisor Nelson spoke about his attendance at the Little Elkhart Lake Sanitary District meetings. Supervisor Otte spoke about the solar lunch and learn in August that he and Supervisor Nelson attended.

Review and Approve Vouchers. Supervisor Liebau motioned and Supervisor Nelson seconded to approve the vouchers. Motion carried with no opposition.

Supervisor Otte motioned to adjourn the meeting. Supervisor Nelson seconded the motion. Motion carried with no opposition. Meeting adjourned at 4:05 PM.

Next meeting is scheduled for Tuesday, October 27, 2026 at 3:30PM.

Sharon Harvey
Recording Secretary

Joe Liebau Jr.
Committee Secretary

Sheboygan County
Farmland Preservation Plan
2023



Prepared by:

Sheboygan County Planning & Conservation Department

Final Version as of November 21st, 2023

Amendment dates:

January 20th, 2026, and January 19th, 2027

Introduction

Sheboygan County has a long history of land-use planning activities and actions directed towards the preservation of the County's rich and productive agricultural lands. The Sheboygan County Farmland Preservation Plan has served as the foundation to preserve Sheboygan County farmland and enable owners of farmland to be eligible and participate in the State Farmland Preservation tax credit program for nearly 40 years.

In 2009, Wisconsin Act 28 (2009-2011 Budget Bill) created what is known as the "Working Lands Initiative". This law made significant revisions to Chapter 91 of the Wisconsin State Statutes, which has been Wisconsin's farmland preservation law since 1977. The Working Lands Initiative expanded and modernized the State's existing farmland preservation program by creating new tools to assist in local program implementation, including:

- Expanding and modernizing the state's existing farmland preservation program
- Creating new tools to assist in local program implementation, including:
- Establishing the Agricultural Enterprise Areas (AEAs) program
- Creating a Purchase of Agricultural Conservation Easement (PACE) matching grant program

An important element in modernizing the existing program is a requirement for every county in the state to update their existing farmland preservation plan, which is the purpose of this document. Under the new law, the Sheboygan County farmland preservation plan must be updated by December 31, 2023. This update to our existing *Farmland Preservation Plan for Sheboygan County,* adopted in 2013, will continue to lend strong support to the preservation of productive and potentially productive agricultural land and environmentally significant natural areas, while providing for well-planned urban growth, that is compatible with the County's agricultural and natural resources.

Key changes from the 2023 Farmland Preservation plan for Sheboygan County in the 2026 Amendment

The Towns of Lima, Mosel, Lyndon, Holland, Sherman, and Russel renewed their local ordinances to continue participating in Farmland Preservation with DATCP. The Town of Scott requested a two-year extension from DATCP which was approved until 12-31-2028. These Towns' actions were certified or approved at the time of this plan's amendment.

Key Changes from the 2023 Farmland Preservation Plan for Sheboygan County in the 2025 Amendment

The Towns of Sheboygan Falls and Greenbush renewed their Farmland Preservation Ordinances. The Towns of Sherman, Plymouth, and Herman had their Farmland Preservation Town zoning due to expire at the end of 2025. The Town of Herman renewed their zoning with only minor updates to their maps. The Towns of Sherman and Russell were granted one-year extensions from DATCP. The Town of Plymouth chose not to renew. Instead, willing agricultural producers and supporting adjacent landowners/businesses organized and petitioned DATCP to create the Town of Plymouth Agricultural Enterprise Area (AEA). The AEA along with the renewal of the Farmland Preservation Towns' zoning were certified or approved of with the amendment.

Key Changes from the 2013 Farmland Preservation Plan for Sheboygan County

The adoption of the first Farmland Preservation Plan in 1979 and then subsequent plans in 1985,2005, and 2013 have helped protect Sheboygan County farmland and enable owners of farmland to participate in the State Farmland Preservation Tax Credit Program. The Plan has guided both land use patterns and land use decisions over time. Population growth and urban development pressure in Sheboygan County over the past 40 years have been similar to that of the entire state, moderate. Overall, the major losses of farmland have occurred within the planned urban service and growth areas, and within the County's cities and villages. Some annexation and incorporation have also diminished the Plan's influence. The initial 1979 Farmland Preservation Plan reported approximately 253,000 of farm acres or 76 percent of the total area of

Sheboygan County. The 2023 Farmland Preservation Plan update recommends farmland preservation areas that encompass a total area of 152,466 acres of the land in Sheboygan County as shown in Maps 5-1 through 5-1, based on numbers from the 2022 Statement of Assessment of Sheboygan County.

The farmland preservation area breakdown per Town is as follows:

Map 5-1 Town of Greenbush = 14,266 acres
Map 5-2 Town of Herman = 17,817 acres
Map 5-3 Town of Holland = 17,782 acres
Map 5-4 Town of Lima = 17,566 acres
Map 5-5 Town of Lyndon = 11,247 acres
Map 5-6 Town of Mosel =9,747 acres
Map 5-7 Town of Plymouth = 7,124 acres (Agricultural Enterprise Area)
Map 5-8 Town of Russell = 8,012 acres
Map 5-9 Town of Scott = 16,680 acres
Map 5-10 Town of Sheboygan Falls = 15,314 acres
Map 5-11 Town of Sherman = 16,953 acres

The agricultural preservation areas were based on the following criteria:

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

The Sheboygan County Agricultural Planning Committee as well as town officials felt that the above-mentioned rationale were similar criteria as when agricultural areas were allocated during the local and county comprehensive plan processes. As a result, the future land use maps of the Common Visions: Sheboygan County Comprehensive Land Use Plan, 2010-2030, as well as locally adopted comprehensive plan maps provided the foundation for creating the 2023 Sheboygan County Farmland Preservation Plan Map.

The 2023 farmland preservation plan update, like our original plan, is intended to serve as a guide for the preservation of agricultural lands in Sheboygan County.

The major changes or prevalent themes in the 2023 plan update include:

1. Because all of Sheboygan County's communities have a Comprehensive Smart Growth Plan in place, those plans were heavily utilized in defining the farmland preservation areas in each respective town.

2. Certain towns realized their growth pattern might have been too aggressive in their comprehensive plans so the farmland preservation plan shows more agricultural lands than the comprehensive plan.

3. There continues to be the loss of farm numbers with the remaining farms trending larger, especially dairy farms.

4. Town of Rhine is no longer eligible for Farmland Preservation because they did not update their farmland preservation component of their town zoning ordinance, as required by DATCP.

The farmland preservation plan as presented provides a long-range guide that effectively addresses agricultural protection for the next 10 years. The 2023 Sheboygan County Farmland Preservation Plan update continues and reaffirms the long-range commitment to preserving farmlands and working farms in the County.

Relationship between the 2023 Sheboygan County Farmland Preservation Plan Update and the Common Visions: Sheboygan County Comprehensive Land Use Plan, 2010-2030.

The *Common Visions*: Sheboygan County Comprehensive Land Use Plan, 2010-2030, was adopted by the Sheboygan County Board of Supervisors in December 2009 and amended/updated on December 17, 2019.The *Common Visions*: *Sheboygan County Comprehensive Land Use Plan*, *2010-2030* serves as the basis for decision-making on land use-related matters by Sheboygan County and Town officials. The Comprehensive Plan includes the vision of a strong agricultural resource base closely connected to resource-rich open spaces; a clean and sustainable water resource, all while retaining the County's cultural heritage and rural character. The 2023 Sheboygan County Farmland Preservation Plan update is in harmony with those principles.

The Common Visions: Sheboygan County Comprehensive Land Use Plan, 2010-2030 will be amended in 2023, concurrently with this plan's adoption, to include the text and Farmland Preservation Areas Map adopted in the 2023 Sheboygan County Farmland Preservation Plan Update. The agricultural resource issues and concerns originally identified and documented in the Common Visions: Sheboygan County Comprehensive Land Use Plan, 2010-2030 were utilized by the Sheboygan Agricultural Planning Committee in forming their specific recommendations for the 2023 Farmland Preservation Plan. They were also used to create a framework for the development of overall goals and objectives to guide the future of agricultural land use in Sheboygan County. These goals include:

- Promote agribusiness near production areas.
- Consider important agricultural areas when planning for development.
- Preserve rural character by encouraging towns to adhere to their "Smart Growth" plans.
- Preserve natural resources and public lands through good management for multiple uses.
- Protect groundwater resources through continued well testing.
- Improve nuisance complaints through the adoption of a livestock siting ordinance.
- Preserve, restore, and improve surface water quality (wetlands, lakes, rivers, and streams) through education, erosion control, buffer strips, easements, land use controls,flood controls, and nutrient/sediment reductions.
- Encourage the preservation of environmental corridors and other sensitive areas, such as waterfronts, streams, and wetlands.
- Continue to promote sustainable forestry.

The Sheboygan County Farmland Preservation Plan is consistent with the goals and objectives of the Common Visions: Sheboygan County Comprehensive Land Use Plan, 2010-2030.

Plan Development and Public Participation

The Farmland Preservation Plan followed the Public Participation Plan procedures that were adopted as part of the county's Comprehensive Planning process (see Appendix 1 of the *Common Visions: Sheboygan County Comprehensive Land Use Plan, 2010-2030*). The process was designed to be responsive to citizen participants, was committed to utilizing the agricultural knowledge and understanding of citizens to address important issues, and offered multiple opportunities for engagement – at varying levels of involvement. The public participation for the Farmland Preservation Plan also adheres to the intent of the Sheboygan County Board of Supervisors who have recognized the importance of regular, meaningful public involvement in the planning process and plan amendments to assure that the resulting plan is based on public input.

As per the plan recertification requirements put forth by DATCP, Sheboygan County Planning and Conservation Department staff updated the plan with the most recent facts and figures available that were gathered after an extensive search. A survey was sent to all 15 of the County's Town offices to learn their current stance on farmland preservation in their areas. A landowner's survey was mailed out to 500 landowners within all 15 towns who have agricultural parcels starting at 20 acres. The landowner survey was also posted on the department website to gather input from the general public online. After the working draft was created, it was introduced to the Planning,Resources, Agriculture & Extension committee (PRAE Com) for input. Public input was accepted at the following meeting, and final approval and acceptance was given by the County Board of Directors.

Unresolved Issues between Sheboygan County and Other Government Units

The Sheboygan County Agricultural Planning Committee was made up of many members from participating government units. Any known controversial issues were resolved during the planning process.

Sheboygan County Farmland Preservation Zoning Ordinances

Sheboygan County does not have countywide zoning. As such, each respective town is responsible for farmland preservation related zoning ordinances. The County does maintain and administer three ordinances that relate to areas of farmland preservation planning. Those are:

Chapters 72 & 73 – Sheboygan County Shoreland & Floodplain Zoning Ordinances
Chapter 77 – Animal Waste Ordinance

The Sheboygan County town zoning expirations are as follows:

12/31/2024: Sheboygan Falls, Russell, and Greenbush
12/31/2025: Sherman, Plymouth, and Herman
12/31/2026: Scott, Mosel, Lyndon, Lima, and Holland

The following Towns in the County have let their certification lapse or chose not to participate in the plan. Town of Rhine, Wilson, Mitchell, and Sheboygan.

Agricultural Enterprise Areas

As of the January 20th 2026 Amendment there is now a AEA for the Town of Plymouth. See Map.

Primary Contact Person

The primary contact person for correspondence related to the certification of the farmland preservation plan: Tyler Betry, County Conservationist
Tyler.Betry@sheboygancounty.com or Laura Grunwald-Rentmeester, Conservation Specialist
laura.grunwald@ sheboygancounty.com

Farmland Plan Certification Requirements

The certification of the 2023 Sheboygan County Farmland Preservation Plan is required by the Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Farmland Preservation Program under Chapter 91, Wisconsin State Statues. The plan must contain specific elements, as a prerequisite of certification,in order to participate in Wisconsin's Farmland Preservation Program. Sheboygan County must have a certified farmland preservation plan for farmers to qualify for tax credits under Chapter 71, Wisconsin State Statues. The requirements for farmland plan certification in accordance with section 91.16 of the Wisconsin State Statues,including plan text and maps are referenced by page number below.

The county corporation counsel and the county planning director (or chief elected official) hereby certify that the farmland preservation plan (or plan amendment) attached to this application complies with s. 91.18,Wis.Stats., including the following applicable requirements:[1]

	Page Reference[2]
1. The plan states the county's policy *and goals* related to farmland preservation and agricultural development, including the development of enterprises related to agriculture.	1-1
2. The plan identifies, describes and documents other development trends, plans, or needs that may affect farmland preservation and agricultural development in the county, including:	
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▪ Economic growth	2-8
▪ Business development	2-8
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▪ Communications	2-17
▪ Community facilities and services	2-18
▪ Energy	2-19
▪ Waste management	2-18
▪ Environmental preservation (may include a map of natural resource areas and environmental corridors).	2-21

[1] For a complete farmland preservation plan, the county corporation counsel and county planning director or chief elected official certify that the plan complies with *all of the listed requirements*. For plan *amendment*, they certify that the amendment complies with all of the listed requirements that are *relevant to that amendment*, and that the amendment *does not cause the amended plan to violate any of the listed requirements* (see s. 91.18(2), Wis. Stats.). The farmland preservation plan may comply with listed requirements by incorporating, by reference, required information from other parts of the county's comprehensive plan.

[2] Cite the page number(s) in the county farmland preservation plan where the requirement is met. If the citation refers to the county comprehensive plan, cite the page reference followed by "CP."

	Page Reference
3. The plan identifies, describes and documents all of the following:	
▪ Agricultural uses of land in the county at the time that the farmland preservation plan is adopted, including key agricultural specialties, if any (include maps where appropriate).	3-1
▪ Key agricultural resources, including available land, soil, and water resources.	3-3
▪ Key infrastructure for agriculture, including key processing, storage, transportation and supply facilities.	4-10
▪ Significant trends in the county related to agricultural land use, agricultural production, enterprises related to agriculture, and the conversion of agricultural lands to other uses.	4-2
▪ Anticipated changes in the nature, scope, location, and focus of agricultural production, processing, supply and distribution.	6-1
▪ Actions that the county will take to preserve farmland and promote agricultural development.	6-2
▪ Key land use issues related to preserving farmland and promoting agricultural development, and plans for addressing those issues.	6-1
▪ Policies, goals, strategies and proposed actions to increase housing density in areas other than farmland preservation areas.	6-4
4. The plan meets the following requirements for the designation of farmland preservation areas:	
▪ Clearly identifies *farmland preservation areas* that the county plans to preserve for agricultural use and agriculture-related uses. (These may include undeveloped natural resource and open space areas but may not include any area that is planned for nonagricultural development within 15 years after the date on which the plan is adopted).	5-1
▪ Describes the rationale used to identify the farmland preservation areas and explains how the rationale was used to map plan areas. (The rationale may include criteria such as soil type; topography; agricultural productivity; current agricultural use; agricultural related infrastructure; and proximity to incorporated areas, major arterials, and rural subdivisions).	5-1
▪ Includes maps that clearly delineate the farmland preservation areas, so that a reader can easily determine whether a parcel is within an identified area (see “MAP AND SPATIAL LOCATION DATA INSTRUCTIONS”).	5-3
▪ Clearly correlates the maps with plan text to describe the type of land uses planned for each farmland preservation area on a map. There are no material inconsistencies within the plan, such as inconsistencies within the plan text, between the plan text and maps, or between maps.	6-5
▪ Identifies programs and other actions that the county and local governments within the county may use to preserve the farmland preservation areas.	6-7

PART C: CONSISTENCY BETWEEN THE FARMLAND PLAN AND THE COUNTY COMPREHENSIVE PLAN

If the County has a Comprehensive Plan, the County must include the Farmland Preservation Plan in its Comprehensive Plan under s. 91.10(2), Wis. Stats. The County should treat the Farmland Preservation Plan and the Comprehensive Plan as the same document rather than two separate plans. Because the Farmland Preservation Plan is part of the Comprehensive Plan, the entire document must be internally consistent.

If there are inconsistencies, the County may clarify that the Farmland Preservation Plan supersedes the Comprehensive Plan and any and all inconsistencies between the two shall be resolved in favor of the Farmland Preservation Plan. The County must include a statement in both the Comprehensive Plan and the Farmland Preservation Plan declaring that the Farmland Preservation Plan supersedes the Comprehensive Plan so that a person referring to either plan will be aware of each plan's relationship to the other. If inconsistencies appear in the maps, then the legends in both maps should include a note explaining that the Farmland Preservation Plan supersedes any inconsistencies with the Comprehensive Plan. If inconsistencies appear in the text, then the appropriate language should be added to the text where the inconsistencies are present.

To complete certification of the Farmland Preservation Plan, the County board must officially adopt the language in both the Farmland Preservation Plan and the existing Comprehensive Plan stating that, in the event of any specific inconsistency between them, the Farmland Preservation Plan takes precedence. The County should ensure that this clarifying language appears in the Farmland Preservation Plan that is submitted to the department. In addition, the County should submit the proposed amended pages from the Comprehensive Plan with the appropriate clarifying language.

Once the department approves the Farmland Preservation Plan for certification, the County board must adopt both the Farmland Preservation Plan in the form certified as well as the proposed language in the Comprehensive Plan clarifying the resolution of inconsistencies. Following adoption, the County must send documentation to the department that the Farmland Preservation Plan was adopted in the form certified and that the County also adopted the clarifying language in the Comprehensive Plan.

If the County does not take this step to clarify and resolve inconsistencies, the department will compare the Farmland Preservation Plan with the County Comprehensive Plan for consistency. In the event inconsistencies are found, the County will need to reconcile these inconsistencies either by changing the Farmland Preservation Plan or the Comprehensive Plan.

Signatures: I have reviewed the attached county farmland preservation plan (or plan amendment), and certify that it meets the applicable requirements for certification as listed above:

Signed and certified this 11th day of November, 2025

By: _____,
County Corporation Counsel

Signed and certified this 19th day of November, 2025

By: _____,
County Planning Director or County Chief Elected Official (circle one)

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CHAPTER 1:
INTRODUCTION AND PURPOSE

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INTRODUCTION

Purpose

Sheboygan County and its municipalities recognize the need to protect farmland and prepare for the future. As a result, this update of the county's 2023 Farmland Preservation Plan will become a component of the Sheboygan County Comprehensive Plan (per s. 91.10 (2), Wis. Stats.) together detailing goals, objectives, policies, and programs that can help achieve the county's agriculture vision:

> *Sheboygan County embraces a climate for agriculture that promotes innovation, new markets, entrepreneurship, diversity, and vitality that coexists with the natural features of the landscape as well as the expanding urban population.*

This farmland preservation update illustrates agricultural areas and valuable natural resources to be preserved along with promoting agriculture-related development and enterprises that will maintain the county's strong agriculture economy. This Farmland Preservation Plan update, in conjunction with the Sheboygan County Comprehensive Plan, will also help guide land use patterns and development decisions providing for well planned growth that can minimize conflicts between farm and non-farm land uses.

Working Lands Initiative

The Sheboygan County Farmland Preservation Plan update also meets the farmland preservation requirements of the Wisconsin "Working Lands Initiative," adopted in the State's 2009-2011 biennial budget. Pursuant to s. 91.10, Wis. Stats, adoption and State certification of a Farmland Preservation Plan, as defined in s. 91.01(17) Wis. Stats, will enable farmers within the certified farmland preservation areas to claim State farmland preservation tax credits as well as qualify owners of farmland for other state-funded programs and opportunities. Working Lands will also enable farmers to form "agricultural enterprise areas" (AEA) and enter into farmland preservation agreements with the Wisconsin Department of Agriculture, Trade and Consumer Protection, (DATCP). Sheboygan County is also required to monitor each farm for which an owner claims farmland preservation tax credits for compliance with Wisconsin's land and water conservation standards (ATCP 50, Wis. Admin. Code).

Planning Process

This plan illustrates Sheboygan County's continuing effort to participate in the State's Farmland Preservation Program and establishes public policy in support of farmland preservation, agricultural development, and the encouragement of a healthy agricultural economy. This update represents much research, study, and effort on the part of the staff of the Sheboygan County Planning and Conservation Department, Sheboygan County UW-Extension, Sheboygan County Agriculture Planning Committee.

Throughout this plan update, all fifteen towns in Sheboygan County were sent a survey for their input pertaining to farmland preservation in their jurisdiction. thirteen were returned with comments. See attachment with the survey questions and results.

Public Participation

The Farmland Preservation Plan followed the Public Participation Plan procedures that were adopted as part of the county's Comprehensive Planning process (see Appendix 1 of the *Sheboygan County Comprehensive Plan*). The process was designed to be responsive to citizen participants,

was committed to utilizing the agricultural knowledge and understanding of citizens to address important issues, and offered multiple opportunities for engagement – at varying levels of involvement.

Public Input Survey

In March 2023, the Sheboygan County Planning & Resources Department, sent out an agricultural land use and preservation survey to obtain opinions about agricultural land use in Sheboygan County. The information gathered was used for the update to the County's Farmland Preservation Plan. The survey was mailed to 500 land owners whose parcels were zoned A-1 or exclusive agricultural sized 20 acres or more. Of these surveys that were distributed, 183 surveys were returned resulting in a 36.6 percent response rate.

Overall the results provide ample evidence that the future of agriculture in Sheboygan County is promising and the preservation of farmland is desirable.

- 72.6 percent of respondents want to see the town that they own land in continue to participate in the Working Lands Initiative in the future to preserve agricultural land.
- 48.6 percent identified that agriculture will remain in their future plans prior to retirement, with 60.6 percent hoping to pass their farm onto their children or others in the next generation.
- 57.9 percent were in favor of allowing agriculture-related businesses in their town.
- 42.0 percent of respondents want to see residential and non-agriculture business developments occur in areas that already contain concentrated development such as cities and villages.
- Respondents indicated that the primary issues that currently exist between farmers and non-agriculture land owners include loss of prime farmlands and lack of tolerance for agriculture-related noises, odors, and activities.
- 69.8 percent of respondents indicated that the local government should take steps to address development in rural areas by preserving farmland at all costs.

The full results of the 2023 *Agricultural Land Use and Preservation Survey* can be found in Appendix A of this document.

CHAPTER 2:
SHEBOYGAN COUNTY PROFILE

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INTRODUCTION

This section of the Farmland Preservation Plan includes a basic summary and analysis of Sheboygan County's demographics, economics, utilities, community facilities, and transportation. More detailed demographic and background information is available in the *Sheboygan County Comprehensive Plan, 2010-2030*, which is a compilation of data from the U.S. Census Bureau, Wisconsin Department of Administration, Wisconsin Department of Workforce Development, and the Wisconsin Department of Revenue.

LOCATION

Sheboygan County covers an area of 513 square miles and is bordered by Manitowoc, Calumet, Fond du Lac, Washington, and Ozaukee counties (Map 2.1). In addition, Lake Michigan serves as the entire eastern border of the county, covering over 26 miles shoreline. Sheboygan County consists of 28 municipalities including three cities, 10 villages and 15 towns. The major metropolitan area consists of the City of Sheboygan, Village of Kohler, and City of Sheboygan Falls which are located in the east central portion of the county along Lake Michigan.

POPULATION

This portion of the document details population and housing data for Sheboygan County and its municipalities. The county's population characteristics are instrumental in tracking past growth patterns in addition to predicting future population trends. Over time, these population figures directly influence Sheboygan County's housing, infrastructure and community facility capacities, and its future economic development opportunities.

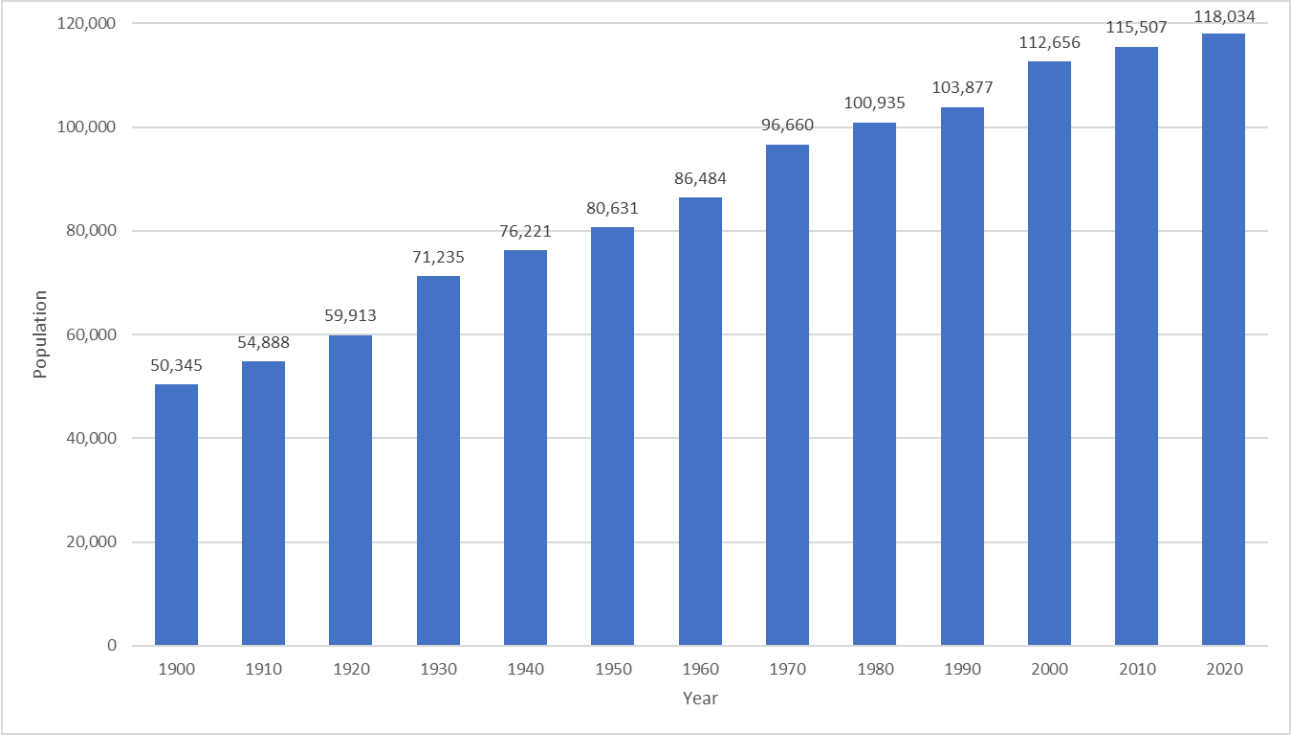
The housing portion of this chapter provides housing stock trends and characteristics. Details on future housing demands based on demographic projections for the county is also provided.

Population Trends

Figure 2.1 illustrates a steady population increase for Sheboygan County since 1900, whereas Table 2.1 details population trends for the municipalities in the county from 1990 thru 2020.

- Sheboygan County experienced a 4.8 percent population increase from 2000 to 2020, a gain of 5,378 people.
- According to the U.S. Census, over half (57%) of Sheboygan County's population resides in the city's, while another 13 percent reside in the villages. Town's makeup the remaining 30 percent of the county's population.
- The urbanized Town of Sheboygan experienced the largest population growth by number of any municipality in the county from 2010 to 2020 with an increase of 865 people. The Town of Mitchell sees the biggest decrease during this time frame of 18.5 percent. This is due to the functionating population of the Moraine Correctional Institute.

Figure 2.1: Population Trends, Sheboygan County 1900-2020.



Source: U.S. Bureau of the Census, 1900-2020.

Table 2.1: Population Trends, Sheboygan County Municipalities 1990-2020

Geographic Location	US CENSUS				% Change
	1990	2000	2010	2020	1990-2020
Town of Greenbush*	1,849	2,619	1,534	1,903	2.9%
Town of Herman	1,820	2,044	2,151	2,162	18.8%
Town of Holland	2,567	2,360	2,239	2,273	-11.5%
Town of Lima	2,715	2,948	2,982	2,954	8.8%
Town of Lyndon	1,432	1,463	1,542	1,526	6.6%
Town of Mitchell*	1,038	1,286	2,335	1,900	83.0%
Town of Mosel	918	839	790	748	-18.5%
Town of Plymouth	2,911	3,115	3,195	3,083	5.9%
Town of Rhine	2,235	2,244	2,134	2,139	-4.3%
Town of Russell	362	399	377	384	6.1%
Town of Scott	1,671	1,804	1,836	1,764	5.6%
Town of Sheboygan	3,866	5,874	7,271	8,136	110.5%
Town of Sheboygan Falls	1,908	1,706	1,718	1,842	-3.5%
Town of Sherman	1,461	1,520	1,505	1,452	-0.6%
Town of Wilson	2,931	3,227	3,330	3,484	18.9%
Village of Adell	510	517	516	498	-2.4%
Village of Cascade	620	681	709	722	16.5%
Village of Cedar Grove	1,521	1,887	2,113	2,101	38.1%
Village of Elkhart Lake	1,019	1,021	967	941	-7.7%
Village of Glenbeulah	386	378	463	451	16.8%
Village of Howards Grove	2329	2792	3,188	3,237	39.0%
Village of Kohler	1,817	1,926	2,120	2,195	20.8%
Village of Oostburg	1,931	2,660	2,887	3,056	58.3%
Village of Random Lake	1,439	1,551	1,594	1,561	8.5%
Village of Waldo	442	450	503	467	5.7%
City of Plymouth	6,769	7,781	8,445	8,932	32.0%
City of Sheboygan	49,587	50,792	49,288	49,929	0.7%
City of Sheboygan Falls	5,823	6,772	7,775	8,210	41.0%
Sheboygan County	103,877	112,656	115,507	118,034	13.6%
Wisconsin	4,891,769	5,363,715	5,686,986	5,893,718	20.5%

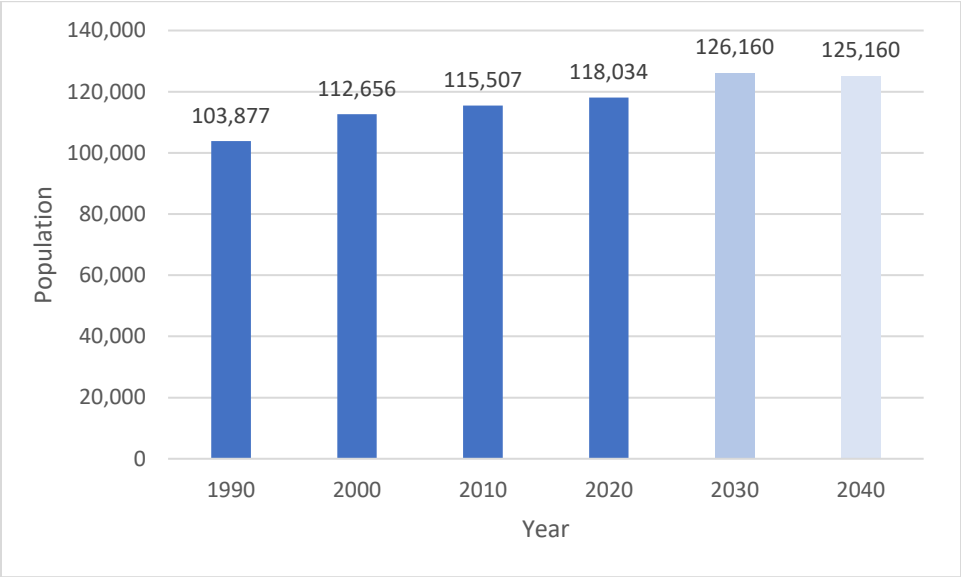
Source: U.S. Bureau of the Census, 1990-2020.

** Note: Inconstancies of population increases and decreases of the Town of Mitchell and the Town of Greenbush is likely due to the inconsistency in U.S. Census counts of the population located at the Kettle Moraine Correctional Institution which is located on the town borders of Mitchell and Greenbush.*

Population Projections

According to the WDOA population projections, Sheboygan County's population was expected to grow to 125,160 by 2040. This projection would be an increase of 7,126 persons from the county's 2020 Census population of 118,034 (Figure 2.2 and Table 2.2). The municipalities' population projections (thru 2035) illustrate growth at different rates with some communities expected to experience a decrease in their population (Table 2.3).

Figure 2.2: Population Projections, 1990-2040



Source: U.S. Bureau of the Census, 1990-2020; WDOA Population Projections for Wisconsin Counties

Table 2.2: Population Projections, Sheboygan County 2030-2040.

US Census				WDOA Projections	
1990	2000	2010	2020	2030	2040
103,877	112,656	115,507	118,034	126,160	125,160

Source: U.S. Bureau of the Census, 1990-2020; WDOA Population Projections for Wisconsin Counties, 2030 & 2040

Table 2.3: Population Projections, Sheboygan County Municipalities 2020-2035.

Geographic Location	2020 Census Population	2035 Population Projection	# Change	% Change
Town of Greenbush*	2,565	2,695	130	5.1%
Town of Herman	2,151	2,555	404	18.8%
Town of Holland	2,239	2,280	41	1.8%
Town of Lima	2,982	3,300	318	10.7%
Town of Lyndon	1,542	1,725	183	11.9%
Town of Mitchell*	1,304	1,515	211	16.2%
Town of Mosel	790	760	-30	-3.8%
Town of Plymouth	3,195	3,590	395	12.4%
Town of Rhine	2,134	2,160	26	1.2%
Town of Russell	377	395	18	4.8%
Town of Scott	1,836	2,040	204	11.1%
Town of Sheboygan	7,271	9,405	2,134	29.3%
Town of Sheboygan Falls	1,718	1,835	117	6.8%
Town of Sherman	1,505	1,575	70	4.7%
Town of Wilson	3,330	3,875	545	16.4%
Village of Adell	516	550	34	6.6%
Village of Cascade	709	785	76	10.7%
Village of Cedar Grove	2,113	2,515	402	19.0%
Village of Elkhart Lake	967	930	-37	-3.8%
Village of Glenbeulah	463	555	92	19.9%
Village of Howards Grove	3,188	4,035	847	26.6%
Village of Kohler	2,120	2,470	350	16.5%
Village of Oostburg	2,887	3,555	668	23.1%
Village of Random Lake	1,594	1,745	151	9.5%
Village of Waldo	503	565	62	12.3%
City of Plymouth	8,445	9,800	1,355	16.0%
City of Sheboygan	49,288	49,720	432	0.9%
City of Sheboygan Falls	7,775	9,900	2,125	27.3%

Source: U.S. Bureau of the Census, 2020; WDOA Population Projections for Wisconsin Counties, 2035; Sheboygan County Municipalities.

** Note: Note: Inconstancies of population increases and decreases of the Town of Mitchell and the Town of Greenbush is likely due to the inconsistency in U.S. Census counts of the population located at the Kettle Moraine Correctional Institution which is located on the town borders of Mitchell and Greenbush.*

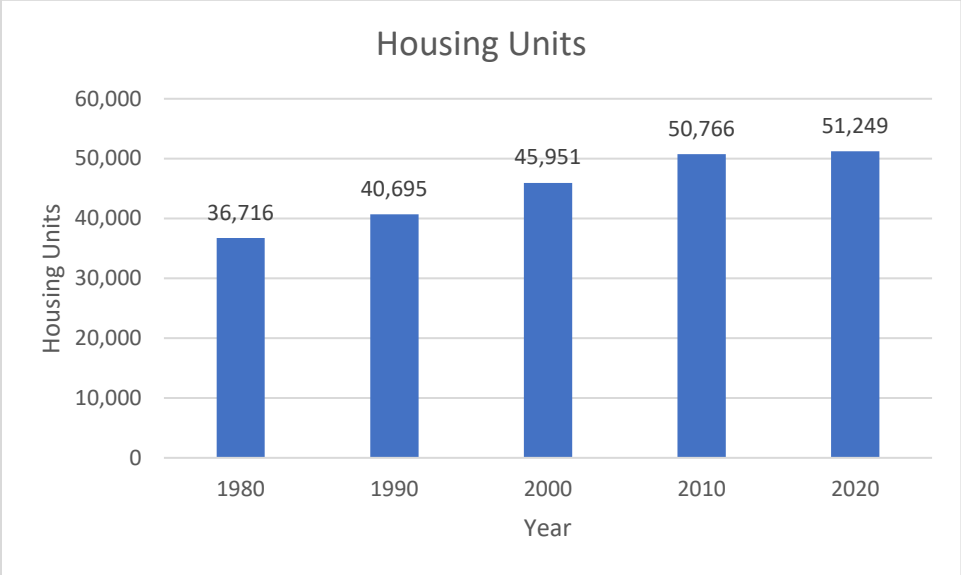
HOUSING

Housing Trend

Total housing units for Sheboygan County between 1980 and 2020 are displayed in Figure 2.3 Total housing units between 2000 and 2020 for all communities within Sheboygan County can be found in Table 2.5.

- Between 1980 and 2020, the total number of housing units in Sheboygan County increased by 39 percent, with the largest growth occurring between 1990 and 2000, when 5,256 units were added.

Figure 2.3: Historic Housing Unit Levels, Sheboygan County, 1980-2020



Source: U.S Bureau of the Census, 1980 - 2020.

Table 2.4: Total Housing Units, Sheboygan County 1980-2020

Geographic Location	Year					Percent Change				
	1980	1990	200	2010	2020	1980-1990	1990-2000	2000-2010	2010-2020	1980-2020
Sheboygan County	36,716	40,695	45,951	50,766	51,249	10.8%	12.9%	10.5%	1.0%	39.6%

Source: U.S. Bureau of the Census, 1980-2020.

Table 2.5: Total Municipal Housing Unit Projections

Government Unit	Housing Units						
	2010 Census	2015 Projection	2020 Projection	2025 Projection	2030 Projection	2035 Projection	2040 Projection
Town of Greenbush	568	582	605	618	618	599	558
Town of Herman	611	639	680	719	746	756	746
Town of Holland	856	876	900	923	940	941	922
Town of Lima	1,089	1,121	1,174	1,226	1,274	1,300	1,298
Town of Lyndon	589	606	637	667	695	711	713
Town of Mitchell	464	481	511	537	561	575	574
Town of Mosel	308	311	317	321	324	320	311
Town of Plymouth	1,152	1,188	1,249	1,309	1,361	1,389	1,387
Town of Rhine	871	887	911	934	949	951	930
Town of Russell	149	154	158	164	168	168	168
Town of Scott	697	719	753	787	817	834	832
Town of Sheboygan	2,999	3,184	3,452	3,723	3,982	4,185	4,298
Town of Sheboygan Falls	706	725	753	781	802	814	805
Town of Sherman	566	577	598	616	632	639	632
Town of Wilson	1,314	1,366	1,450	1,528	1,602	1,650	1,666
Village of Adell	210	214	223	231	238	242	238
Village of Cascade	274	281	294	308	321	327	329
Village of Cedar Grove	842	866	926	985	1,041	1,081	1,098
Village of Elkhart Lake	457	459	467	474	478	474	459
Village of Glenbeulah	194	199	215	229	241	251	256
Village of Howards Grove	1,245	1,306	1,415	1,521	1,622	1,700	1,745
Village of Kohler	784	810	860	910	956	986	997
Village of Oostburg	1,091	1,139	1,223	1,309	1,389	1,449	1,478
Village of Random Lake	659	675	706	738	763	778	776
Village of Waldo	197	200	211	222	231	239	239
City of Plymouth	3,710	3,825	4,057	4,285	4,499	4,641	4,683
City of Sheboygan	20,308	20,572	21,153	21,684	22,051	22,060	21,587
City of Sheboygan Falls	3,480	3,670	3,969	4,268	4,558	4,778	4,896

Source: U.S. Bureau of the Census, 2020.

Household Forecasts

The average household size for Sheboygan County is projected to be 2.35 by 2035. With the county projected to grow by 20,975 persons by 2035, Sheboygan County could see as many as 8,925 additional housing units needed for the additional population. The amount of agricultural land remaining in the county will be determined by where these additional housing units are located, along with housing density.

The WDOA numbers are just projections and many different factors, such as changes in municipal boundaries, housing availability, and economic development can substantially affect population trends. These projections are important because they not only help to assess the area's future need for housing, but also community facilities, transportation, and other population- related facilities.

ECONOMIC GROWTH AND BUSINESS DEVELOPMENT

The economic growth portion of this chapter provides a summary of the county's labor force characteristics and economic base. Refer to the *Sheboygan County Comprehensive Plan 2010-2030* for more detailed information on the county's economic characteristics including a summary of the county's economic strengths and weaknesses with respect to attracting and retaining businesses.

Labor Force

- Sheboygan County's labor force has increased by 4 percent from 2011 to the 2021.
- The average age of the Sheboygan County's employed population is 41.5 years.
- According to the US Census 2017-2021 per capita personal income for Sheboygan County was $34,450.
- In 2021 there were 2,668 total employer establishments with a total employment of 58,594.

Table 2.6: Percent Employment by Industry Group (Non-Farm Industries), Sheboygan County, 2021

Industry	Number	Percent
Construction	2518	4.3%
Education & Health Services	10830	18.5%
Financial Activities	2923	5.0%
Information	246	0.4%
Leisure & Hospitality	4836	8.3%
Manufacturing	20984	35.8%
Natural Resources & Mining	600	1.0%
Other Services	1214	2.1%
Professional & Business Services	3594	6.1%
Public Administration	1519	2.6%
Trade, Transportation, Utilities	9330	15.9%
All Industries	58,594	100.0%

Source: WI DWD, Labor Market Information, QCEW 2021

- With the exception of the education and health services sector, each of Sheboygan County's industry annual average wages is significantly lower than the state average.
- Employment changes in 2021 were unsurprisingly less volatile than the prior year, but nevertheless jobs totals will also be compared to 2019 as a pre-pandemic benchmark. Employment in Sheboygan County increased by 1% or 580 jobs across all industries from 2020 to 2021. In comparison, Wisconsin's total employment grew by 2.4% during the same period. As of 2021, employment in the county was still 4.7% below the 2019 total while Wisconsin's total employment was 3.1% below 2019 Among the 11 industries in the county, manufacturing experienced the largest numerical employment decrease from 2019 to 2021 (1,742). The two-year decline of 7.67% is four percentage points greater than the statewide decline in manufacturing employment of 3.67%. In the local manufacturing industry, employment declines since 2019 were disproportionately concentrated in fabricated metal products, which declined 15.5% in Sheboygan County compared to 6.9% statewide

- The five largest employers in Sheboygan County in 2023 are: Kohler Company, Bemis Manufacturing Company, Aurora Medical Group INC, Sargento Foods Inc., and ACUITY.

Industry and Employment Forecast

Industry and employment projections have been developed in 2022 for the 11 county Bay Area Workforce Development district which consists of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, and Sheboygan counties.

- As seen in Table 2.7, it is anticipated that there will be an overall eight percent increase in full and part-time nonfarm employment from 2020 to 2030. The Leisure and Hospitality industries are expected to add 7,304 jobs for a 21.3 percent increase, followed by Other Services with 3,052 new jobs reflecting a 1.3 percent gain.
- As seen with current job losses, information as a whole is predicted to lose employment during this time period.

Table 2.7: Bay Area Workforce Development Employment Projections, 2020-2030

Industry	2020 Employment	Projected 2030 Employment	Employment Change	Percent Change (2020-2023)
Total All Occupations	439,519	474,738	35,219	8.0%
Natural Resources & Mining	8,297	9,187	890	10.7%
Construction	21,427	23,459	2,032	9.5%
Manufacturing	89,339	92,139	2,800	3.1%
Trade, Transportation, And Utilities	76,011	81,063	5,052	6.6%
Information	2,875	2,484	-391	-13.6%
Financial Activities	25,017	25,513	496	2.0%
Professional & Business Services	39,239	43,246	4,007	10.2%
Education and Health Services	78,470	86,488	8,018	10.2%
Leisure and Hospitality	34,212	41,516	7,304	21.3%
Other Services	19,947	22,999	3,052	15.3%
Public Administration	21,487	23,155	1,668	7.8%
Self Employed & Unpaid Family Workers	23,198	23,489	291	1.3%

Source: State of WI Department of Workforce Development, WDA 5 Bay Area

Tourism

Nestled between the shore of Lake Michigan and the Kettle Moraine State Forest, Sheboygan County has plenty to offer to everyone. Tourism is playing an increasing economic role in Sheboygan County. Numerous businesses including resorts, motels, campgrounds, bed & breakfasts, and retail stores accommodate the thousands of visitors that come to the county to take advantage of walking and biking trails as well as the many parks, world-class golf courses, historic sites, festivals, and area attractions. In 2023, travelers spent $229,200,000 in Sheboygan County, ranking the county 14th in the State in tourist expenditures.

Agriculture

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

According to a 2019 UW-Extension report entitled, *Sheboygan County Agriculture: Value and Economic Impact*, agriculture:

- Provided jobs for 9,624 county residents, Jobs include farm owners and managers, farm employees, veterinarians, crop and livestock consultants, feed, fuel and other crop input suppliers, farm machinery dealers, barn builders, etc.
- The top four farming operation employers in Sheboygan County in 2012 were: Zimbal Minkery Inc., Vorpahl Farms Inc., Zimbal Farms Inc., and Drake Dairy Inc.
- Top four agriculture-related employers in Sheboygan County in 2012 include: Sargento Foods Inc., Johnsonville Sausage LLC, Masters Gallery Foods Inc., and Great Lakes Cheese of Wisconsin Inc.
- Contributed $3.4 billion, of the county's total business sales. Sheboygan County agriculture accounts for $629 million, or 12.3 percent, of the county's total income.
  $2.6 billion is the result of the sale of all farm and value-added products, $587.9 million in business-to-business purchases, and $90.5 million in the spending of earnings of those in agriculture-related occupations.
- Paid nearly $73 million in taxes (not including all property taxes paid to local schools).

TRANSPORTATION

Streets and Highways

As of January 2023, there were slightly less than 1,395 miles of county and local streets/roads in Sheboygan County. Of these, over 450 miles (32 percent) are under county jurisdiction, while over 944 miles (68 percent) are under local/municipal jurisdiction. The county and local transportation system is complemented by Interstate 43, seven State Highways, and 44 County Trunk Highways; which provide access to other communities in the region and the state. Due to the numerous highways located in the county, any future highway redevelopment/expansion projects that are planned should identify the agricultural and natural resources that may be impacted.

There are several basic considerations useful in assessing the existing street and highway system including functional classification and an evaluation of the system's capability to handle present and projected future traffic volumes. This information can provide an indication of the street and highway improvements that may be needed.

Functional Classification of Streets and Highways

Streets and highways, which are the principal component of the traffic circulation system, can be divided into three categories: arterial, collector, and local facilities. The three categories of streets and highways are determined by the function that the street or highway in question serves in relation to traffic patterns, land use, land access needs, and traffic volumes.

Arterial Facilities

The function of an arterial facility is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. Arterial facilities are further categorized based on traffic volumes, land use service and other criteria.

- There are just over 52 miles of freeways and arterials within the county. Some arterials in Sheboygan County include State Highways 23, 28, 32, 42, 57, 67, and 144.
- Interstate 43 is an example of a principal arterial that passes through Sheboygan County.

Collector Facilities

The primary function of streets and highways classified as "collectors" is to provide general "area

to area" routes for local traffic. Collector facilities take ("collect") traffic from the local streets and highways (and the land-based activities supported by the local streets and highways) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single- family residential properties, collector facilities generally serve the same function but with different trip purposes. Collector facilities serve to distribute traffic between local and arterial facilities, between home and the work place, home and the place of worship, home and school, and between the home and those places where business and commerce are conducted. Sheboygan County contains over 307 miles of collector facilities with 245 of these miles being under county jurisdiction.

Local Facilities

The primary and most important function of local roads and streets is to provide direct access to adjacent lands. Local roads and streets are constructed to serve individual parcels of land and properties. They also tend to serve the ends of most trips within the urban and rural areas of the county. All roads not classified as arterial or collector facilities within the county are classified as local streets.

Local Mileage Certification

Sheboygan County and any local government that increased or decreased the mileage of its streets or highways are required to file a certified plat with WisDOT by December 15 of each year. Local governments that have no changes in total local street and highway miles are required to file a certified plat or a certified statement that no mileage increases or decreases have occurred. In addition, Sheboygan County and each of its communities are required to provide WisDOT with a numeric based evaluation of the pavement condition of each segment of street and highway in each municipality every two years.

- Table 2.8 lists each town, village, and city within Sheboygan County and the street and highway mileage under county or municipal jurisdiction by function in January 2012.

Table 2.8: Street and Highway Miles by Functional Classification and Jurisdiction, Sheboygan County, 2023

Local Jurisdiction	Gross Miles	County Miles	Municipal Miles	County Jurisdiction			Municipal Jurisdiction		
				Arterial	Collector	Local	Arterial	Collector	Local
Town of Greenbush	82.12	29.63	52.49		13.11	16.52		0.82	51.67
Town of Herman	66.35	24.38	41.97		10.69	13.69			41.97
Town of Holland	93.38	38.68	54.70		19.96	18.72			54.70
Town of Lima	75.91	40.29	35.62		19.72	20.57			35.62
Town of Lyndon	62.45	31.84	30.61		14.16	17.68		2.76	27.85
Town of Mitchell	70.05	37.44	32.61		16.06	21.38			32.61
Town of Mosel	43.30	15.49	27.81	0.13	9.42	5.94		6.01	21.80
Town of Plymouth	72.74	31.31	41.43	4.43	15.89	10.99		4.72	36.71
Town of Rhine	76.25	31.70	44.55		11.07	20.63			44.55
Town of Russell	30.22	10.15	20.07		6.03	4.12		1.01	19.06
Town of Scott	68.71	28.40	40.31		22.67	5.73		1.10	39.21
Town of Sheboygan	62.98	11.95	51.03	6.65	5.08	0.22	0.03	1.89	49.11
Town of Sheboygan Falls	73.43	30.26	43.17	1.25	21.92	7.09			43.17
Town of Sherman	61.57	26.44	35.13		20.95	5.49		5.04	30.09
Town of Wilson	66.78	27.22	39.56	0.29	17.78	9.15		0.35	39.21
Village of Adell	4.23	1.97	2.26		1.46	0.51			2.26
Village of Cascade	4.63	1.03	3.60		0.39	0.64			3.60
Village of Cedar Grove	12.55	2.25	10.30		1.79	0.46		1.17	9.13
Village of Elkhart Lake	8.17	2.34	5.83		2.34				5.83
Village of Glenbeulah	5.34	2.36	2.98		2.02	0.34			2.98
Village of Howards Grove	18.33	1.82	16.51	0.12	1.69	0.01			16.51
Village of Kohler	22.41	3.66	18.75	2.82	0.84		2.28	0.99	15.48
Village of Oostburg	20.40	3.30	17.10		2.52	0.78		1.20	15.90
Village of Random Lake	13.00	1.80	11.20		1.80			0.36	10.84
Village of Waldo	3.91	0.31	3.60		0.31			0.23	3.37
City of Plymouth	44.65	3.79	40.86	2.31	1.48		1.86	8.56	30.44
City of Sheboygan	195.71	8.11	187.60	4.46	3.29	0.36	20.16	22.45	144.99
City of Sheboygan Falls	35.40	2.62	32.78	1.62	1.00		3.87	3.08	25.83
Sheboygan County	1,394.97	450.54	944.43	24.08	245.44	181.02	28.20	61.74	854.49

Note: This table does not include the functional classification of state trunk highways (including Interstate and U.S. marked highways). Most state trunk highways are functionally classified as principal arterials.

Source: Wisconsin Department of Transportation, *Wisconsin Information System for Local Roads (WISLR)*, 2023;

Public Transit

There is no public transit service provided by Sheboygan County; the City of Sheboygan provides transit service to the cities of Sheboygan and Sheboygan Falls, and the Village of Kohler. More information on fares can be found at the Shoreline Metro website, which is shorelinemetro.com

Intercity Bus Transportation

There are two intercity bus lines that run through Sheboygan County.

- The Indian Trail Bus Line starts in Calumet, Michigan and stops in places like Houghton, Marquette, Escanaba, Marinette, Green Bay, Manitowoc, and Sheboygan. The route ends in Milwaukee.
- 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.

Rail Service

The two freight rail service operators in Sheboygan County are Wisconsin and Southern Railroad (WSOR) and Union Pacific Railroad. The route operated by Wisconsin and Southern Railroad operates on railroad track owned by the State. The portion of the tracks that WSOR operates begins in Saukville, in Ozaukee County, and passes through Random Lake, Adell, Waldo, Plymouth, Elkhart Lake, and WSOR operated railroad tracks end in Kiel. The portion of railroad in Sheboygan County operated by Union Pacific traverses from Milwaukee through Port Washington, Cedar Grove, and Sheboygan, and Union Pacific operates a small section from Kohler to Sheboygan.

Passenger rail service is not available in Sheboygan County. There is Amtrak service in Milwaukee, with a shuttle running linking Sheboygan County to the Milwaukee Amtrak station.

Air Service

Regional Airports

The primary commercial-passenger and air freight service for residents of the County is provided by either General Mitchell International Airport located south of the City of Milwaukee or Austin Straubel International Airport located near the City of Green Bay General Mitchell International Airport.

Sheboygan County Airport

Sheboygan County Memorial Airport (SCMA) is owned by Sheboygan County. The SCMA covers 1,094 acres and is located at N6180 Resource Drive in the Town of Sheboygan Falls. SCMA is a base to over 75 aircraft including corporate planes for a number of companies in Sheboygan County and surrounding areas. Also, at different times of the year SCMA also serves as a major link to local attractions such as Road America and world-class golf courses (e.g., Whistling Straits, Blackwolf Run, and The Bull at Pinehurst Farms).

The airport has recently undergone some infrastructure improvements the construction of a U.S. Customs and Border Protection and General Aviation facility, creation of new industrial hangar areas, as well as taxiway and apron reconstruction projects. In addition to the aforementioned expansions, the SCMA has the option to lease an additional 50 acres as future needs arise which can have a significant impact on the agricultural land surrounding the airport.

Private Airports

In Sheboygan County, there are six privately owned airstrips and two heliports. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers. The two heliports are found at the Aurora Medical Centers in Plymouth and Sheboygan.

Harbors and Marinas

The Sheboygan Harbor consists of an outer harbor formed by a north breakwater and a south pier (encompassing approximately 96 acres), and an inner harbor extending approximately one mile upstream from the river's mouth to the Pennsylvania Avenue Bridge.

Trucking

The trucking industry provides efficient and safe transportation services and is an integral part of the Sheboygan County economy. All State and U.S. Highways, along with several County Trunk Highways in the county serve as truck routes. There are a number of agriculture-related trucking companies operating in Sheboygan County.

Transportation Plans

Chapter 5 of the *Sheboygan County Comprehensive Plan, 2010-2030* provides a listing and description of various county, regional, and State transportation plans and the projects that will have an impact on Sheboygan County's transportation network.

UTILITIES AND COMMUNITY FACILITIES

Public utilities and community facilities are important infrastructure needed to support the county's agricultural community along with a healthy, safe, and sustainable environment for businesses and individuals to live and work.

The availability, quality, and level of service are all contributing factors that attract and retain families and businesses in a community. These services include 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, and public facilities, such as police, fire and rescue facilities, schools and other governmental facilities.

Sanitary Sewer Service

Sanitary Districts

A sanitary district is an independent special district which provides wastewater collection, treatment, and disposal services to residents and businesses in a pre-determined geographic area. Users are assessed a tax that is collected bi-annually by the district to cover costs associated with the facilities. Sheboygan County contains 18 sanitary districts. These sanitary district boundaries are illustrated on Map 6-3 of the *Sheboygan County Comprehensive Plan, 2010-2030*. The City of Plymouth provides sewer services through the Plymouth Utilities Commission. The Plymouth Utilities Commission provides these services to an area that includes the City of Plymouth and portions of the Town of Plymouth. There is also sewer service for the cities of Sheboygan and Sheboygan Falls, the Village of Kohler, and towns of Sheboygan and Wilson through the Sheboygan Sewer Service Area.

Sewer Service Area (Plan due for update in 2024)

A Sewer Service Area (SSA) identifies established lands where sewer services are intended to be made available during a 20-year planning period. The SSA is delineated using the 20-year population projection, an acceptable residential population density, and a forecast of non-residential development (e.g. commercial and industrial growth) which would result in acreage demand and allocation. Delineating a service boundary is critical in designing sewage collection and treatment facilities to serve existing and future residents of the SSA in the most cost effective and environmentally sound manner.

- The Sheboygan Sewer Service Area (SSA) Plan, which encompasses the City of Sheboygan, City of Sheboygan Falls, Village of Kohler, Town of Sheboygan, and Town of Wilson, is the only SSA plan in Sheboygan County. More information can be found in the *2030 Sheboygan Urbanized Area Sewer Service Plan: A Water Quality Management Plan*.

Municipal Wastewater Treatment Systems in Sheboygan County

- Cascade Wastewater Treatment Facility (WWTF)
- Cedar Grove WWTF
- Gibbsville Sanitary District
- Howards Grove WWTF
- Lakeland College
- Lyndon Sanitary District No. 1
- Northern Moraine Utility Commission
- Onion River Wastewater Commission
- Oostburg Wastewater Treatment Facility Plant
- Plymouth City Utility Commission WWTF
- Random Lake Village
- Scott Town Sanitary District No. 1
- Sheboygan Wastewater Treatment Facility Plant
- Waldo Wastewater Utility
- WI DNR Long Lake Recreation Area WWTF
- WI DOC Kettle Moraine

The Sheboygan Sewer Service Area (SSA) is an urban service area encompassing the City of Sheboygan, City of Sheboygan Falls, and Village of Kohler, as well as the Town of Sheboygan, and Town of Wilson. The service areas are delineated to be served by, or planned to be served by community facilities, infrastructure, and other developments within a 20-year period. As the service area is reviewed, towns should be aware of changing boundaries and the impacts on agricultural and natural resource lands.

In addition, new development can make daily farming activities difficult and sometimes dangerous. New residents in farming areas may not understand basic farming practices, such as manure handling or harvesting. As a result, farmers are forced to contend with conflicts such as; increased traffic and nuisance complaints by new neighbors related to slow moving vehicles on roadways, noise, dust, odors, and late hours of operation. As development pressures increase, the potential for conflicts with agricultural practices also grow.

With the county projected to experience as many as 1,821 additional housing units by 2040 these additional housing units and the infrastructure serving them will have an impact on the amount of agricultural land remaining in the county. The Comprehensive Plan of Sheboygan County and its municipalities should be reviewed regularly to ensure the lands allocated for future development continue to meet the community's vision for growth and preservation of valuable agriculture and natural resources. According to the Sheboygan County Comprehensive Plan, lands allocated for future development are expected to occur in areas that are already serviced by public sewer, water, and have easy access to highways. This includes the villages and cities and their bordering areas, as well as crossroad communities (e.g., Beechwood, Batavia, Rhine Center, Gibbsville, Hingham, etc.), and the urbanized towns of Wilson and Sheboygan. Overall, knowing that the Sheboygan

urbanized area contains the majority of the population in Sheboygan County; the eastern side of the county is envisioned to have more areas develop in the next 20 years. The towns and villages of western Sheboygan County are expected to have slower growth trends occur. Many areas in Sheboygan County, especially land in the towns, are envisioned to remain in agriculture and natural areas over the next 20 years.

Wastewater Treatment

The DNR regulates municipal and industrial operations discharging wastewater to surface or ground waters through the Wisconsin Pollutant Discharge Elimination System (WPDES) permit program. Sheboygan County has 16 municipal wastewater treatment systems that are permitted WPDES program. There are also 18 industrial wastewater treatment facilities in Sheboygan County.

Private Onsite Wastewater Treatment Systems

Private onsite wastewater treatment systems (POWTS), also known as "septic systems", employ biological and mechanical processes to remove the viruses, bacteria, and other contaminants contained in the wastewater discharged from a dwelling or public building. The most common POWTS are conventional seepage trenches; mound systems; and at-grade systems. Holding tanks are also regulated as a POWTS. Annually County staff have issued an average of 102 new POWTS permits from 2012-2022. These numbers seem to be pretty static, with no discernible trend in either direction.

Water Supply

There are 218 public water supply systems in Sheboygan County. These systems include municipalities, churches, primary schools, colleges, restaurants, golf courses, factories, campgrounds, large and small businesses, and others. Of this number, there are 15 municipal water systems serve the majority of residential, commercial, and industrial users within Sheboygan County.

- Twelve of the municipal water systems are supplied from groundwater through community wells including Adell, Cascade, Cedar Grove, Elkhart Lake, Glenbeulah, Kettle Moraine

Correctional Institution, Kohler, Oostburg, Plymouth, Random Lake, Rocky Knoll Heath Care, Sheboygan Falls, Sheboygan, Town of Sheboygan, and Waldo.

- The cities of Sheboygan, Sheboygan Falls, and Village of Kohler utilize Lake Michigan for their public water supply needs.

Each community's water system should be sufficient to meet the everyday demands of the customer in addition to demands for higher volumes, as would be the case for fire protection. Future expansion needs for each community's public water service areas will be dependent upon storage capacity and density of homes that could be accommodated using the existing systems of the community.

Most towns in Sheboygan County do not provide a public supply of drinking water. Due to the contamination of groundwater in areas of the County and nearby counties, municipalities may look to have a plan in place should something occur to contaminate their water supply.

Even through the number of farms in Sheboygan county has decreased through the years, the number of animals, especially cows, have stayed the same. On that same note, we can extrapolate that the demand for agricultural water use has essentially remained the same through the years. Many farming operations both large and small have also upgraded for water efficiently.

Well Casing Requirements

As a way to improve the quality of drinking water, the WDNR has established special well casing requirements in several areas of the county. All new private wells drilled in designated areas of the county are required to meet stringent standards for well construction, grouting, and disinfection for a variety of reasons. The goals of special well casing areas are to:

- allow for the construction of wells that will withdraw groundwater from aquifers that contain water with low concentrations of arsenic,
- specify the use of well construction methods that eliminate the introduction of oxidants in the aquifer systems, and
- specify grouting methods that provide a dense, competent and impermeable annular space seal for the casing pipe.

Special well casing areas in Sheboygan County are in the Towns of Greenbush, Plymouth, and Sheboygan (see Map 6-2 of the *Sheboygan County Comprehensive Plan, 2010-2030*). For further information on the requirements of the casing, citizens need to contact the WDNR.

Drainage Districts

Drainage districts can provide effective drainage of large tracts of land through action of a board with the power to plan, purchase, repair, and construct drains within the bounds of its district and in some cases beyond the bounds of its district. There are two drainage districts in Sheboygan County: Belgium-Holland Drainage District #1 and Belgium-Holland Drainage District #2 (see Map 6-3 of the *Sheboygan County Comprehensive Plan, 2010-2030*). These drainage districts do have taxing authority.

Community Facilities and Services

Sheboygan County has a wide variety of locations and facilities that help to serve the citizens of Sheboygan County. Many of the County's facilities are located within the City of Sheboygan including the County Administration Building, the County Courthouse, the Sheriff's Department, the Sheboygan Health and Human Services Department, and the University of Wisconsin-Sheboygan Campus. In addition to the 28 municipal halls that serve the communities, residents have access to eight libraries and 14 U.S. post offices.

The Sheboygan County Sheriff's Department provides 24-hour law enforcement services to a majority of the communities of the county. The Sheriff's Department makes regular patrols throughout the County, but has contracts with certain municipalities for extra patrol services. In addition to the County Sheriff's Department, the villages of Elkhart Lake, Kohler, and Cascade, and the cities of Sheboygan, Plymouth, and Sheboygan Falls have their own police departments. The Village of Cascade Police Department also provides police protection to the Villages of Adell and Waldo and the Town of Lyndon. These police departments work together to provide law enforcement services to the entire County.

Fire services in Sheboygan County are provided on an individual community basis or are obtained through contracts with neighboring communities. There are 22 fire departments within Sheboygan County located in Ada, Adell, Beechwood, Cascade, Cedar Grove, Elkhart Lake, Glenbeulah, Greenbush, Haven, Howards Grove, Johnsonville, Kohler, Oostburg, Plymouth, Random Lake, Silver Creek, City of Sheboygan, Town of Sheboygan, City of Sheboygan Falls, Town of Sheboygan Falls, Town of Wilson, Waldo. St. Anna and St. Cloud fire departments are located out of county, yet help provide coverage for Sheboygan County. (Map 6-5 of the County Comprehensive Plan). All but two of the departments are staffed with volunteer fire fighters. The City of Sheboygan is the only full-time fire department in the County, operating out of five fire stations located throughout the city. Plymouth also has one full time staff member.

There are four ambulance providers based in Sheboygan County including the Orange Cross, Random Lake Fire Department, Plymouth Fire Department, and City of Sheboygan Fire Department Ambulance Services. Additional ambulance support comes from Kiel and Mount Calvary as needed. There are16 state licensed first responder units servicing Sheboygan County, Adell FD, Cascade FD, Cedar Grove FD, Howards Grove FD, Glenbeulah FD, City of Sheboygan Falls FD, City of Sheboygan FD, St. Cloud FD, Millipore-Sigma (operate on just their property), Town of Scott EMR, Town of Sheboygan FD, Town of Sheboygan Falls FD, Village of Elkhart Lake EMR, Kohler Police Dept, Town of Wilson EMR, and Village of Oostburg EMR.

Many of the fire department personnel are cross-trained to provide both firefighting, emergency medical, and/or hazardous materials handling. Most fire and emergency service agencies have mutual aid agreements in place with other departments if additional equipment or personnel are needed to respond to an emergency.

Aurora Sheboygan Medical Center and HSHS St. Nicholas Hospital, both in the City of Sheboygan offer a full range of medical services to Sheboygan County residents.

There are50 public schools and 18 private schools serving elementary and secondary grades. There are two higher education facilities in Sheboygan County (Lakeland University and UW- Green Bay -Sheboygan), with a third main campus nearby (Lakeshore Technical College in the Village of Cleveland, Manitowoc County).

Waste Management

A majority of communities in Sheboygan County have either curbside pickup of refuse or maintain drop-off sites. Waste is collected and disposed of through public works departments, private haulers, or residents transport the refuse themselves. Most of the solid waste currently collected in the county is deposited into landfills in neighboring counties.

Each municipality in Sheboygan County is responsible for implementing a recycling program. Several communities in the county have curb side pickup, while the majority of the towns maintain or share drop-off sites to provide residents a nearby facility to dispose of their recyclables.

ENERGY

Electric Power

Electric Service in Sheboygan County is provided by Wisconsin Electric Power Company (We Energies), Alliant Energy, Plymouth Utilities, and Sheboygan Falls Utilities. The electrical service to the County is thought to be adequate for future development purposes.

Overhead transmission lines, owned by American Transmission Company, consist of three 345 kV lines, three 138 kV lines, and one 69 kV line running through Sheboygan County. According to the American Transmission Company, there are no significant limitations or upgrades planned for Sheboygan County. Chapter 6 of the *Sheboygan County Comprehensive Plan, 2010-2030* provides for more information as well as a map detailing the location of the transmission lines.

Natural Gas

Natural gas service to the county is provided by Wisconsin Public Service Corp and We Energies. ANR Pipeline Company operates one of the major pipelines in the County. West Shore Pipeline is the other major pipeline located on the west side of Sheboygan County. See Map 6-1 of the *Sheboygan County Comprehensive Plan, 2010-2030* for more detail.

Alternative Energy

There is a growing trend in Sheboygan county to utilize alternative energy options, such as solar, geothermal, or wind; both at the single-family residence level and on a larger scale meant to produce enough to be sold to local energy customers. It is estimated that 1,500 single family's homes within the county have installed solar within the past 10 years. In 2023, 1,000 acres in the Town of Holland were converted from primarily agricultural land to create the Onion River Solar Project through Alliant Energy. The Edgewater coal-fired generating station is scheduled to close by June of 2025.

COMMUNICATIONS

Landline telephone service to county residents is provided through a variety of carriers for service. Some of them include, Verizon, AT&T, and TDS. There are also multiple wireless phone facilities throughout Sheboygan County owned by a variety of carriers. (Note: one tower likely hosts multiple antennas). Reception can vary depending on location, topography, and the service provider.

Internet service may be accessed through a telephone or cable company, while the satellite companies are providing high-speed internet access to subscribers. In addition, internet is available at many commercial/businesses through WIFI, or via mobile broadband.

As the trend towards high technology agricultural machinery and monitoring equipment continues, the entire agricultural professional community is even more reliant on and demanding for more dependable internet connections. This is especially a concern in the western part of the county, where there is a greater density of agricultural operations and also the geography that tends to cause the connectivity issues.

MUNICIPAL EXPANSION

Developed lands consisting of residential, commercial, industrial, governmental and institutional, transportation, and communication and utility land uses, cover fewer than 10 percent of Sheboygan County. Together, residential development and the transportation network comprise nearly two-thirds of the developed land uses in the county. Sheboygan County is home to 12 incorporated cities or villages and 15 urbanizing towns, along with various other units of government, including

school districts, sanitary sewer districts, drainage districts, etc. Based on this information, municipal expansion is going to be an issue for towns in Sheboygan County as development occurs and communities expand into town territory. Municipal expansion occurs through annexation and most often results in the loss of agricultural land. The use of boundary agreements and extraterritorial review should be explored as development pressures increase near municipal borders.

ENVIRONMENTAL PRESERVATION

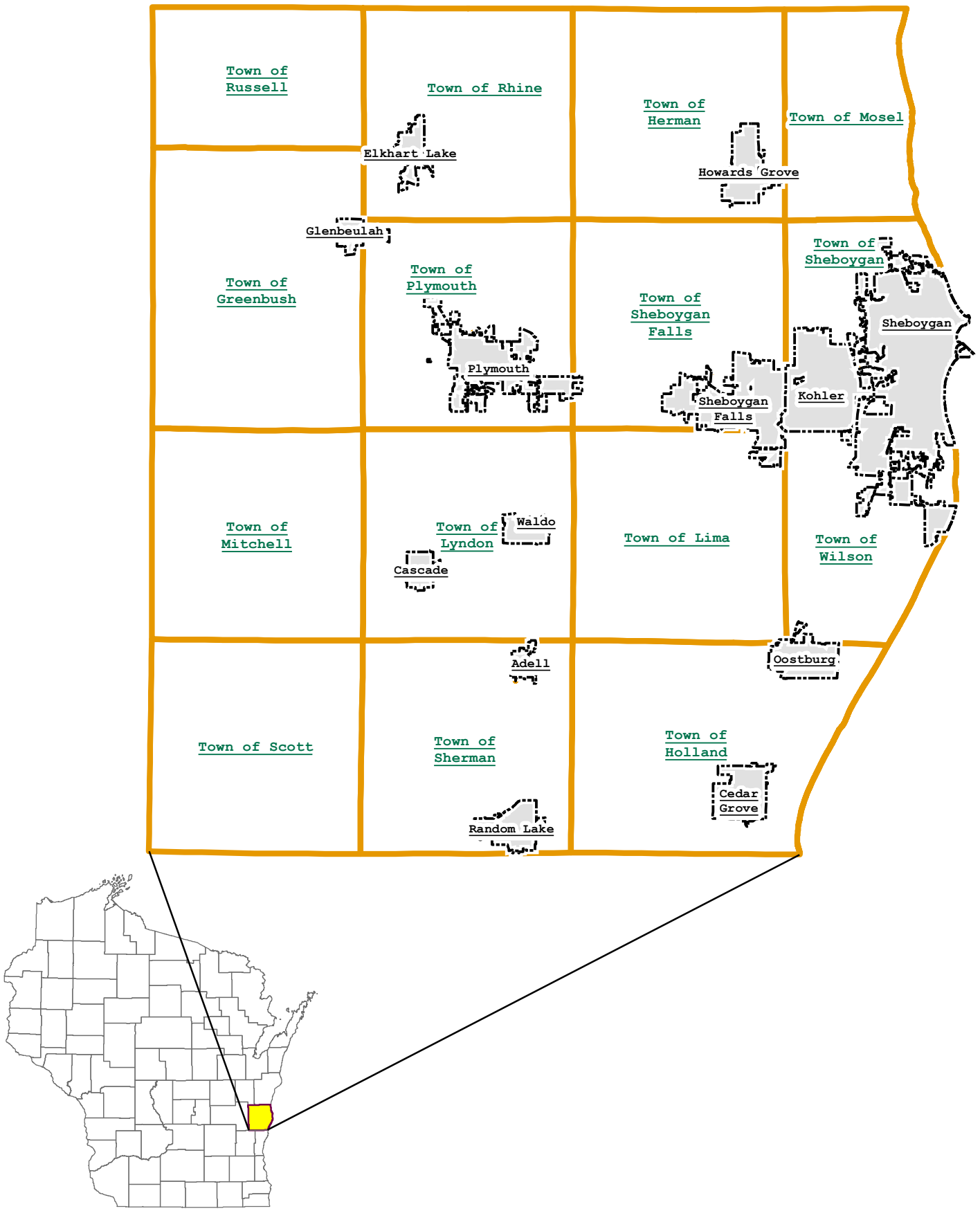
In an effort to promote preservation of areas with environmental significance from other land use influences, Sheboygan County utilizes a guidance tool referred to as "environmental corridors". Environmental corridors are based on the delineation of environmental features adjacent to waterways and water-related resources. The various elements that make up environmental corridors provide many ecological and human-valued services such as improved water quality, protection of natural resources, groundwater recharge, recreation areas and stormwater management. Primary elements that make up environmental corridors include:

- WDNR wetlands;
- 100-year FEMA floodplains;
- Slopes 12 percent or greater; and
- 75-foot lake and river setback

Additional information on environmental corridors and other significant environmental features in Sheboygan County is discussed in Chapter 3 of this Farmland Preservation Plan.

Sheboygan County also implements the following planning documents to help ensure its natural resources are preserved while encouraging best management practices for agricultural operations.

- Marsh Management Plan.
- Land & Water Resource Management Plan.
- Critical Areas and Natural Resources Plan.



Sheboygan County, Wisconsin

Map 2.1
Location Map

6/26/2023
Source: Sheboygan County Planning & Conservation Department
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CHAPTER 3:
LAND USE AND NATURAL RESOURCES

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EXISTING LAND USE

County Land Use Inventory

The County's most recent land use inventory was conducted in 2002 during the Sheboygan County Comprehensive Planning project by the Bay-Lake Regional Planning Commission. Since the existing land use survey was completed in 2002 as a windshield survey, some of the acreage likely has increased and/or decreased. The County recognizes the need to redo the inventory and plans to conduct one in the coming years. However, this land use survey will still give a general perspective of the acreage the various land uses consume in the county. The amount of existing land uses by general type and distribution within the County are shown in Table 3.1.

- Over 90 percent of Sheboygan County's 330,000 acres is classified as undeveloped, while existing development covers under 10 percent of the county.
- The largest amount of total land in Sheboygan County was used for agriculture related uses, followed by natural areas. Cropland and pasture lands make up the largest land use countywide, with over 55 percent of all land in Sheboygan County falling into this category.
- Together, residential development and the transportation network comprise nearly two-thirds of the developed land uses in the county.

Table 3.1: 2002 Sheboygan County Land Use

Land Use Type	Total (Acres)	Developed Land (Percent)	Total Land (Percent)
DEVELOPED			
Residential	12,743.6	40.36	3.86
Single Family	11,377.0	36.03	3.44
Two Family	596.7	1.89	0.18
Multi-Family	370.8	1.17	0.11
Mobile Homes	204.7	0.65	0.06
Other Residential	194.4	0.62	0.06
Commercial	1,454.9	4.61	0.44
Industrial	3,161.2	10.01	0.96
Transportation	6,779.1	21.47	2.05
Communications/Utilities	411.1	1.30	0.12
Institutional/Governmental	1,659.9	5.26	0.50
Recreational	5,365.4	16.99	1.62
Total Developed Acres	31,575.1	100.00	9.56

Land Use Type	Total (Acres)	Undeveloped Land (Percent)	Total Land (Percent)
UNDEVELOPED			
Agriculture and other resource land	188,274.5	63.02	57.00
Woodlands	72,365.1	24.22	21.91
Other Natural Areas, including Wetlands	33,983.3	11.38	10.29
Water Features	4,113.6	1.38	1.25
Total Undeveloped Acres	298,736.4	100.00	90.44

TOTAL LAND AREA	**330,311.5**		**100.00**

Source: Bay-Lake Regional Planning Commission, 2012.

Refer to *Sheboygan County Comprehensive Plan 2010-2030* for more information regarding Sheboygan County's land use inventory calculations and to view the land use inventory map (Map 8-1).

In addition to 2002 land use survey for agricultural land, the USDA – National Agricultural Statistics Service publishes the Census of Agriculture. According to the most recent Census of Agriculture for Wisconsin, in 2017 there were 195,938 acres of land in farms (see Table 4.1).. Looking back to the prior Census of Agriculture in 2007, there were 191,719 acres of land in farms. From 2007 to 2017 there was an increase of 4,219 acres of land in farms, which represents a 2.15 percent increase.

The USDA reports of 2007 and 2017 illustrate a larger amount of land in farms than the 2002 Bay-Lake RPC inventory. This may be due to the Census of Agriculture's definition of a farm, which is "any place from which $1,000 or more of agricultural products were produced and sold, or normally would have been sold, during the census year." This definition of a farm would allow for more land to be considered a farm that traditionally may not be considered a farmland. Also, the increase of land in farms may be due to the increase in the conversion of open space land to farm land.

SOIL AND WATER RESOURCES

Geology

The geology of the Sheboygan County surface is the result of the last two glaciation sub-stages that occurred approximately 10,000 years ago. The geology that lies beneath the county has important implications for land use.

Bedrock type, soil composition and depth to bedrock can have an impact on:

- excavation;
- foundations;
- location and effectiveness of site wastewater treatment systems;
- residential and industrial development locations;
- cost effectiveness of construction and maintenance of highways and streets;
- the natural infiltration of surface waters;
- groundwater recharge;
- groundwater susceptibility to contaminants;
- manure application;
- nutrient management;
- animal feedlot/livestock facility siting; and
- lagoon siting

Niagara dolomite 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 the Platteville-Galena dolomite formation, which is approximately 500 feet in thickness. This rock formation, in turn, overlies Cambrian sandstones, which are 450 feet thick.

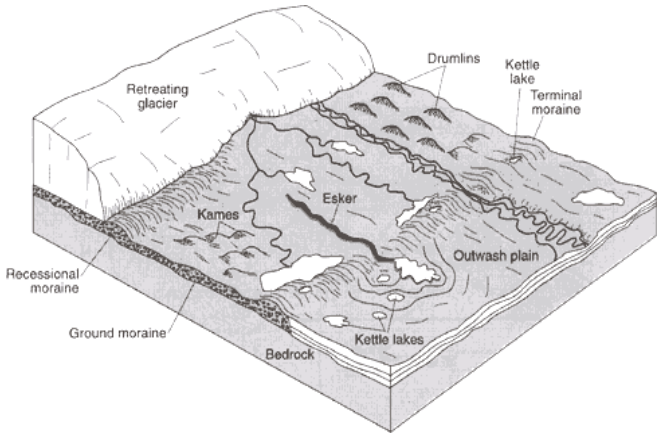
The last glacial ice, which left the county approximately 10,000 years ago, modified the bedrock surface by scouring highlands and depositing glacial debris including till, glaciofluvial sediments, shoreline deposits and organic deposits along with various glacial formations.

The general topography of Sheboygan County is characterized by a gently rolling landscape

broken by areas of steep slope. Western Sheboygan County has greater areas with steep slope due to the glacial land formations.

Landforms in the county are glacial in origin, including drumlins, esker-like ridges, kames, stagnate-ice features, kettles and wetlands.

Glacial Features



Source: hypography.com

The Kettle Moraine State Forest, located partially in western Sheboygan County, is an Interlobate Moraine that was formed when it was squeezed between two advancing glaciers. An interlobate moraine is a moraine with numerous kettles, formed between two lobes of ice. The Northern Kettle Interlobate Moraine contains a variety of glacial features, some of which were among the first in the country to be well described. This area is highly studied and mostly preserved by the Kettle Moraine State Forest-Northern Unit. Kettles are fluvioglacial landforms that occur as the result of blocks of ice calving from the front of a receding glacier and becoming partially to wholly buried by glacial outwash. These are shallow, sediment-filled bodies of water that are formed due to the retreating glaciers. Elkhart Lake is the largest kettle lake in Sheboygan County at 292 acres in size and reaches a maximum depth of 119 feet.

Soils

Soil is composed of varying proportions of sand, gravel, silt, clay, and organic material. The composition of a soil affects the specific properties of that soil. The properties must be evaluated prior to any development.

General Soils Descriptions

The general characteristics of soils are largely the result of various glacial depositional processes. Outwash soils were formed from glacial deposits that were derived from local bedrock formations. Organic soils developed under a forest cover consisting mainly of conifers and hardwoods in the north, in a cool and relatively moist climate. Sandy soils were formed from parent materials derived from sandstone bedrock pulverized by glacial ice.

Soils, in part, determine how much rainfall or snowmelt directly flows into the rivers, lakes, and wetlands, and how much infiltrates the ground. Water that infiltrates the ground replenishes soil moisture and recharges the groundwater system. Soils are grouped into general soil associations that have similar patterns or relief and drainage. These associations typically consist of one or more major soils and some minor soils. The general soil types can be divided into three broad categories: areas dominated by soils formed in glacial till; areas dominated by soils formed in glacial outwash and till; and areas dominated by organic soils.

The soils in Sheboygan County are diverse ranging from sandy loam to loam or shallow silt loam, and from poorly drained to well drained. In some areas, lacustrine sands are found overlying clays or bedrock within only a few feet of the surface. Poorly drained sands are common in the lake plain or in depressions between dunes and beach ridges. Important soils in

the county includes clays, loams, sands, and gravels. The dominant associations found in Sheboygan County include the Houghton, Boots, Casco, Coloma, Oakville, Theresa, Kewaunee, Manawa, and Hochheim soils. Refer to *Sheboygan County Comprehensive Plan 2010-2030* for a more detailed description and map (Map 2-6) of the soils in the county.

Soil Associations

About two-thirds of Sheboygan County is covered with moderately well drained, heavy soils of high agricultural quality, which occur in the central and eastern portions of the County. Soils of this type tend to retain water and have poor infiltration and percolation characteristics. The majority of these heavy soils consist of clay loams or silty clay loams of the Kewaunee Series.

In the highland areas of the County, particularly in the Kettle Moraine region, excessively drained gravely loams of the Rodman Series are prevalent. Soils adjacent to the Moraine on the East are generally well-drained and rolling silt-loams.

Poorly drained soils comprise approximately 20 percent of Sheboygan County. The largest occurrence is in the Town of Russell within the Sheboygan County Marsh. Sand dunes along Lake Michigan are found adjacent to red clay soils in the southern half of the County.

Soil Limitations

There exist certain limitations for various soil types because of their composition and properties. Before development can take place, an evaluation of the soil's composition and property should be conducted for development suitability.

The *Soil Survey of Sheboygan County, Wisconsin* provides information on the limitations of each type of soil for private on-site wastewater treatment systems (POWTS) and building site development including the construction of dwellings with basements. These limitations are based on soil properties, site features and observed performance of the soils.

There are three classes of limitations:

- *Severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special designs may be required which would result in a significant increase in construction costs or possibly costly ongoing maintenance.
- *Moderate limitations* mean soil properties or site features are not favorable for the indicated use, and may require special planning, design, or maintenance to overcome or minimize these limitations.
- *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and therefore can be easily overcome.

As a way to mitigate these limitations, SPS 383 allows new technologies for private on-site wastewater treatment systems. Additional housing and greater population densities may be a result of the SPS 383 code. This, in turn, heightens the need for undertaking land use planning and drafting controls to address the potential impacts on the environment associated with expanding development.

SPS 383

SPS 383 safety and professional services code gives property owners not being served by municipal sewer, or within a sanitary district, the opportunity and flexibility to meet environmental performance standards with several private sewage treatment technologies. For detailed information about SPS 383 refer to the Wisconsin Administrative Code, Chapter SPS 383.

Prime Agricultural Soils

The USDA, Natural Resources Conservation Service (NRCS), defines prime agricultural soils as lands that have 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.

According to the NRCS, there are four classes of prime agricultural soils that cover Sheboygan County (see inset on right). Since agriculture plays an important role in the economic, cultural and social structure of Sheboygan County, it will be important to preserve these areas against future development. Once agricultural land is disturbed or replaced by another land use, it cannot be effectively returned to agricultural production.

- 257,170 acres in Sheboygan County are classified as Prime Farmland based on the NRCS soil types.

Three Classes of Prime Agricultural Soils in Sheboygan County

Prime farmland is considered land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods.

Prime farmland if drained are areas where soils have wetness limitations, but can be or are used effectively for agricultural production with installation of a tile drainage system.

Prime farmland if drained and either protected from flooding or not frequently flooded during the growing season.

Prime farmland if protected from flooding and not frequently flooded during the growing season

WATER RESOURCES

Surface Water

The surface waters in Sheboygan County flow west to east to Lake Michigan. The surface waters of the county provide quality habitat for waterfowl and wildlife as well as recreational opportunities.

Lake Michigan

Lake Michigan borders on the eastern edge of Sheboygan County. Bottom type consists mainly of bedrock on exposed shores, and sand within the bays and shallow shores. Access of the larger pleasure crafts is restricted to harbor sites because of the rocky and shallow, sandy shores. This area of Lake Michigan averages slightly more that 400-foot deep waters within two miles of shore.

Along with Lake Michigan, the county contains 25 named lakes/ponds. In addition, Sheboygan County is characterized by a number of major river systems. Table 3.2 lists the Sheboygan County lakes and ponds along with the major rivers and tributaries, Refer to the *Sheboygan County Comprehensive Plan 2010-2030* for a map (Map 2-9) and a detailed description of the county's surface waters.

Table 3.2: Surface Water, Sheboygan County

Lakes and Ponds	Rivers and Creeks
Beachwood Lake	Belgium Creek Ben
Bear Lake	Nutt Creek
Bullet (Bullhead) Lake	Chambers Creek
Butler Lake	Feldner's Creek
Cedar Lake	Fisherman's Creek
Crooked Lake	Glenbeulah Springs
Crystal Lake	Gooseville Creek
(Big) Elkhart Lake	Jackson Creek
Gerber Lake	La Budde Creek
Glenbeulah Mill Pond	Melius Creek Mill
Gooseville Millpond	Creek Millhome
Grasse Lake	Creek Mullet River
Haack Lake	Nichols Creek
Hingham Mill Pond	Onion River Otter
Jetzers Lake	Creek Schuett Creek
Kellings Lakes	Sheboygan River
Lake Ellen	Watercress Creek
Lake Seven	Weeden Creek
Little Elkhart Lake	Willow Creek
Mud Lake	Pigeon River
Plymouth Mill Pond	
Random Lake	
Sheboygan Lake	
Spring Lake	
Waldo Mill Pond	

Source: Sheboygan County, Bay-Lake Regional Planning Commission, 2012.

- Nichols Creek is the only stream or river to have been designated as outstanding resource water, while Ben Nutt Creek is designated an Exceptional Resource Waters per NR 102.11 of the Wisconsin Administrative Code. "Exceptional Resource Waters" exhibit excellent water quality, high recreational and aesthetic value, and high-quality fishing, but they may be impacted by nonpoint sources of pollution.

Watersheds

A watershed can be defined as an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed. All lands and waterways contribute drainage to one watershed or another. Each watershed is comprised of one main-stem of a river. A river basin is made up of a number of watersheds that drain into one larger river. The majority of Sheboygan County lies within the Sheboygan or Milwaukee River Basins.

Sheboygan County encompasses some of the most scenic and critical watersheds within Wisconsin. All the watersheds in Sheboygan County drain into the Lake Michigan Watershed either through major rivers or direct drainage to the lake. These watersheds have been classified as either Priority or Non-Priority watersheds for water quality purposes by the Wisconsin Department of Natural Resources. The Sheboygan River Watershed has been designated as a Great Lakes Area of Concern by the International Joint Commission. These areas have had Remedial Action Plans completed to address contamination concerns.

It is important to evaluate any new developments and land activities to determine their potential impacts on the applicable watershed. Many of these activities may not occur in the county; however, the activities undertaken upstream in adjacent communities can adversely impact the water quality in the area and pose a threat to the environment, economy and health of the county and its communities.

Priority Watershed

As a way to protect the state's watersheds from nonpoint source pollution (e.g., contaminated runoff from farming, construction, and mining), the Wisconsin Nonpoint Source Water Pollution Abatement Program (NPS Program) was created in 1978 by the State Legislature, and is managed by the WDNR. This program selected priority watersheds based on numerous factors, including but not limited to, the potential for unique species to respond positively to nonpoint source controls and sensitivity to phosphorus loading.

Table 3.3: Watersheds in Sheboygan County

Classification	Watershed
Priority Watersheds	North, East and West Branch Milwaukee River Priority Watershed
	Onion River Priority Watershed
	Pigeon River Priority Watershed
	Sheboygan River Priority Watershed
Non-Priority Watersheds	Black River Watershed
	Mullet River Watershed
	Sauk and Sucker Creeks Watershed

Groundwater Resources

Groundwater is the water that occupies spaces between soil particles and rocks located below the earth's surface. Groundwater, lakes, and rivers are all connected as water commonly flows between them. Groundwater is also connected to the surface of the land by rain and melted snow, which carry substances from the surface down to the groundwater and nearby wells.

Groundwater is stored in porous and permeable strata, more commonly known as aquifers. Sheboygan County's groundwater reserves are being held in two principal aquifers: the eastern dolomite aquifer, and the sandstone and dolomite aquifer.

The Eastern Dolomite Aquifer occurs from Door County to the Wisconsin Illinois border. It consists of Niagara dolomite underlain by Maquoketa shale. In areas where fractured dolomite bedrock occurs at or near the land surface, the groundwater in shallow portions of the western dolomite aquifer can easily become contaminated.

The Sandstone and Dolomite Aquifer consists of layers of sandstone and dolomite bedrock that vary greatly in their water-yielding properties. In eastern Wisconsin, this aquifer lies below the eastern dolomite aquifer and the Maquoketa shale layer. These rock types dip slightly to the east, south, and west, away from north central Wisconsin, becoming much thicker and extending to greater depths below the land surface in the southern part of the state. In eastern Wisconsin, most users of substantial quantities of groundwater tap this deep aquifer to obtain a sufficient amount of water.

In Wisconsin, potential sources of groundwater contamination include municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, hazardous/toxic spills, septic tanks, and land application of wastewater, and agricultural activities. 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.

Wetlands

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

Wetlands…

- provide scenic open spaces;
- act as natural pollution filters for lakes, streams and drinking water;
- act as groundwater discharge areas, and retain floodwaters; and
- provide valuable and irreplaceable habitat for many plants and animals.

- Kohler Andrae is considered a Significant Coastal Wetland area as designated by the WDNR. This coastal wetland site along Lake Michigan is considered rich in species diversity and provides critical habitat for migratory and nesting birds, spawning fish, and rare plants. Further information about the Significant Coastal Wetland project can be found on the WDNR website.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources, 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.

Shorelands

Shorelands are land areas within the following distances from the ordinary high-water mark of navigable waters:

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

Shorelands are viewed as valuable environmental resources both in rural and urbanized areas. As a result, the State of Wisconsin requires counties and incorporated communities to adopt shoreland/floodplain regulations to address the problems associated with development in shoreland and floodplain areas.

The authority to enact and enforce shoreland and other zoning provisions is set forth in Chapter 59.692 of the *Wisconsin Statutes* and Chapters NR 115,116, and 117 of the *Wisconsin Administrative Code*. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

Lake Michigan Coastal Features

The Lake Michigan Coastal Features are important in many respects to Sheboygan County. These areas especially noteworthy for the rare regional endemic plants and animals associated with Lake Michigan shoreline habitats, and the highly specialized animals inhabiting the Niagara Escarpment. The coastal areas annually host significant concentrations of migratory birds, especially during the spring migration period. Wetlands near the coasts of Lake Michigan provide rich habitat for plants and animals and greatly influence the larger ecosystem processes of the Great Lakes Ecosystem. As transition zones (or ecotones) between land and water, coastal wetlands are often rich in species diversity and provide critical habitat for migratory and nesting birds, spawning fish, and rare plants. However, various types of development and recreation continue to impact coastal wetlands and limit their capacities to perform important ecosystem functions. Sheboygan County is thought to have one of the last undeveloped dune and wetland complexes along the western shore of Lake Michigan. This area is identified as the Amsterdam Dunes.

Forests and Woodlands

Woodlands throughout Sheboygan County are comprised primarily of sugar maple, yellow birch, American beach, basswood, red oak, red pine, hemlock, paper birch, aspen and white cedar, and small stands of the northern hardwood species. Also seen in the county are balsam firs, white spruce, black spruce, and tamarack. These woodlands provide an aesthetic and natural purpose, providing habitat to many animals.

Significant Natural Features

A number of sites located within Sheboygan County may be considered significant natural features and designated as one or more of the following:

WDNR State Natural Areas

This program was established to designate sites that are in natural or near natural condition for scientific research, the teaching of conservation biology, and preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use.

State Wildlife and Fishery Areas

State wildlife and fishery areas are lands that have been acquired by the WDNR in order to preserve wild lands and game for people interested in the outdoors. These lands are important for protection of wildlife habitat, while also keeping them open for public use.

Significant Coastal Wetlands

Significant coastal wetlands on the shoreline of Lake Michigan form a complex arrangement of ecosystems supporting a diversity of natural features. The Natural Heritage Inventory Program of the WDNR has inventoried these wetlands for the Great Lakes in Wisconsin in a report titled, *A Data* Compilation *and Assessment of Coastal Wetlands of Wisconsin's Great Lakes*.

Land Legacy Places

The WDNR has identified these places that will play a critical role in meeting Wisconsin's conservation and outdoor recreation needs over the next 50 years in order to effectively plan for potential future conservation needs within the state.

Natural Areas Inventory (NAI)

The Scientific Areas Preservation Council (SAPC) defined the NAI sites as "tract[s] of land or water so little modified by man's activity or sufficiently recovered that they contain intact native plant and animal communities believed to be representative of the pre-settlement landscape." Contact the WDNR (http://dnr.wi.gov) for more information regarding these significant natural feature designations. Table 3.4 is a list of the significant natural features in Sheboygan County along with their designation(s).

Table 3.4: Sheboygan County Significant Natural Features

Significant Natural Area	Designation				
	State Natural Area	State Wildlife and Fishery Area	Significant Coastal Wetland	Land Legacy Place	Natural Area Inventory
Adell Wildlife Area		X			
Butler Lake and Flynn's Spring	X				
Cedar Grove Hawk Research Station	X				
Cedar Grove Lacustrine Forests					X
Cedar Grove Ornithological Station					X
Crooked Lake Wetlands	X				
Gibbsville Mesic Forest					X
Johnson Hill Kame	**X**				
Kettle Hole Woods	**X**				
Kettle Moraine Red Oaks	**X**				
Kettle Moraine State Forest				**X**	
Kiel Marsh Wildlife Area		**X**			
Kohler Andrae			**X**		
Kohler-Andrae Dunes				**X**	
Kohler Park Dunes	**X**				**X**
Kohler Park Pines					**X**
Kohler-Pigeon River Tract					**X**
Lake Michigan Pine Hardwoods Dune Forest					**X**
Millhome Woods				**X**	
Milwaukee Rivers				**X**	
Mink Creek Public Hunting Grounds		**X**			
Nichols Creek Public Hunting Grounds		**X**			
Onion River Grasslands				**X**	
Onion River Forest					**X**
Rhine Center Bog	**X**				
Ruth Balzer- Schmitt Memorial Forest					**X**
Sheboygan Campus Oak Woods					**X**
Sheboygan County Memorial Arboretum					**X**
Sheboygan County Trout Streams				**X**	
Sheboygan Marsh Wildlife Area and County Park		**X**			
Sheboygan River Woods					**X**
Sheboygan River Marshes				**X**	

Environmental Corridors

Environmental corridors are areas on the landscape that contain and connect natural areas, green space and scenic, historic, scientific, recreational, and cultural resources. It is important to understand that environmental corridors provide many ecological and human-valued services such as improved water quality, protection of natural resources, groundwater recharge, recreation

areas and stormwater management. The corridors are strictly an advisory tool that can be utilized in various community planning efforts as a way to promote preservation of areas with environmental significance.

The concept of a corridor is based on the delineation of environmental features adjacent to waterways and water-related resources. The county's environmental corridors are defined as a grouping of the following features:

- WDNR wetlands;
- 100-year FEMA floodplains;
- Slopes 12 percent or greater; and
- 75-foot lake and river setback

Other features that communities may consider as part of their environmental corridors could include: unique and isolated woodland areas, scenic viewsheds, unique geologic features, wetland mitigation sites and exceptional wildlife habitats. The environmental corridors are displayed on Map 2-17 in the *Sheboygan County Comprehensive Plan 2010-2030*.

CHAPTER 4:
AGRICULTURAL TRENDS AND RESOURCES

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AGRICULTURAL LAND USE

The Wisconsin Department of Revenue publishes the annual statement of assessments. This report is a good method to track land use trends in the county. The report shows the assessed acreage for real estate classes for each community and agricultural land is one of the classes. These reports help community officials compare differences in real estate classes from year to year; this provides a tool to measure increases and decreases in certain real estate classes. It is important to note that assessed agriculture is different than the number of acres in the farm. Some land could be included in farm size, but be assessed as a different type of land.

According to the statement of assessments for 2022 for Sheboygan County, the county has 162,256 acres of agricultural land in 2022. This is a decrease when compared to the 2011 assessment of 164,428 acres. Sheboygan County lost approximately 2,172 acres, or just over one percent of agricultural land from 2011 to 2022.

Table 4.1: Assessed Acres of Agricultural Land in Sheboygan County by Community

Geographic Location	2011 Acres	2022 Acres	Number Changed	% Changed
Town of Greenbush	11,331	11,239	92	0.8%
Town of Herman	15,039	14,954	85	0.6%
Town of Holland	18,274	18,175	99	0.5%
Town of Lima	16,781	16,764	17	0.1%
Town of Lyndon	11,668	11,036	632	5.4%
Town of Mitchell	7,879	7,950	71	0.9%
Town of Mosel	8,969	8,915	54	0.6%
Town of Plymouth	8,519	8,510	9	0.1%
Town of Rhine	8,971	9,093	122	1.4%
Town of Russell	5,943	5,931	12	0.2%
Town of Scott	12,616	12,553	63	0.5%
Town of Sheboygan	1,376	1,256	120	8.7%
Town of Sheboygan Falls	12,756	12,629	127	1.0%
Town of Sherman	12,707	12,621	86	0.7%
Town of Wilson	7,632	7,121	511	6.7%
Village of Adell	38	38	0	0.0%
Village of Cascade	84	83	1	1.2%
Village of Cedar Grove	479	478	1	0.2%
Village of Elkhart Lake	48	47	1	2.1%
Village of Glenbeulah	162	156	6	3.7%
Village of Howards Grove	163	157	6	3.7%
Village of Kohler	1,245	723	522	41.9%
Village of Oostburg	224	215	9	4.0%
Village of Random Lake	219	255	36	16.4%
Village of Waldo	258	258	0	0.0%
City of Plymouth	164	296	132	80.5%
City of Sheboygan	295	237	58	19.7%
City of Sheboygan Falls	588	566	22	3.7%
Sheboygan County	164,428	162,256	2,172	

Source: Wisconsin Dept. of Revenue

*Areas with blue shared appear to have gained agricultural land, it is likely to changes in local town zoning or annexations since 2011.

TRENDS IN AGRICULTURE

Farm Size and Numbers

The USDA Census of Agriculture determined the number of farms in Sheboygan County has decreased by over nine percent between 2007 and 2017 (Table 4.2). However, the average acreage of farms increased from 2007 to 2017 by 13.25 percent during the same time period.

The USDA also indicates that the total acreage in farms in Sheboygan County also decrease by two percent. The USDA's report of land in farms differs from the Wisconsin Department of Revenue's land assessment report (Table 4.1), which also shows a decrease in agricultural land, but with varying statistics. This difference in data results is most likely due to the difference in the USDA's definition of a farm and assessors' determination of agricultural land. The USDA's definition of a farm allows for more land to be considered a farm than what traditionally has been

considered agricultural land. Therefore, land considered in a farm for the USDA, may not meet an assessor's definition of agricultural land. This will result in the Department of Revenue land assessment report to show less land in agriculture (164,428 acres) than the USDA's report (195,938 acres).

Table 4.2: Farm Statistics in Sheboygan County, 2007 & 2017.

	2007	2017	Percent Change 2007-2017
Sheboygan County			
Number of Farms	1,059	958	-9.53
Average Size of Farms (acres)	181	205	13.25
Total Land in Farms (acres)	191,719	195,938	2.2
Wisconsin			
Number of Farms	78,463	64,793	-17.42
Average Size of Farms (acres)	194	221	13.92
Total Land in Farms (acres)	15,190,804	14,318,630	-5.74

USDA, Wisconsin Agricultural Statistical Service

Table 4.3 displays the number of farms and the average size of farms for all counties that are adjacent to Sheboygan County.

Table 4.3: Farm Statistics in Sheboygan and Surrounding Counties, 2007 & 2017.

	Number of Farms		Change	
County	**2007**	**2017**	**Number**	**Percent**
Sheboygan County	1,059	958	-101	-9.53
Calumet County	732	684	-48	-6.55
Fond du Lac County	1,643	1,244	-399	-24.28
Manitowoc County	1,444	1,171	-273	-18.9
Ozaukee County	513	316	-197	-38.4
Washington County	831	578	-253	-30.44
	Average Size of Farms (acres)		**Change**	
County	**2007**	**2017**	**Number**	**Percent**
Sheboygan County	181	205	24	13.25
Calumet County	207	225	18	8.7
Fond du Lac County	204	255	51	25
Manitowoc County	172	198	26	15.17
Ozaukee County	138	188	50	36.23
Washington County	156	218	62	39.74

Sheboygan County had the third highest number of farms in the region in 2017; Fond du Lac County has the most farms. All surrounding counties lost farms and Sheboygan County lost the second fewest number of farms (101). Parallel to this, is Sheboygan County having the second smallest increase in the average size of farms compared to surrounding counties. It is anticipated that Sheboygan County farms will continue to get larger resulting in service sectors (e.g., implement dealers) continuing as is or consolidating. Farm supply business and co-ops are expected to consolidate as the size of the farms increase. Sheboygan County could also expect a growing number of smaller part-time farmers, some of which would produce local foods.

Concentrated Animal Feeding Operations

Over the past ten years, Wisconsin has become home to an increasing number of Concentrated Animal Feeding Operations (CAFOs). In order to ensure proper management of animal waste from these facilities, WDNR requires that CAFOs have a Wisconsin Pollutant Discharge Elimination System (WPDES) CAFO permit. These permits are designed to ensure that operations use proper planning, construction, and manure management to protect water quality from adverse impacts.

According to WDNR a **CAFO** is any livestock or poultry operation with 1,000 or more animal units. 1 animal unit=1,000 pounds of live weight.

- As of October 2022, there were 11 WPDES CAFO permittees located in Sheboygan County. All 11CAFO's are dairy operations (see Map 4.1).

Hobby Farms & Small Production Farms

A hobby farm is a small farm that is maintained without expectation of being a primary source of income. Some hobby farms are simply for fun and recreation. Others grow products for themselves and their families, or are managed as working farms for side income by using land for the growing of crops, including nursery and horticultural crops, berry crops, microgreens, maple syrup production; or the raising of a limited number of animals, poultry, or bees. While there is no firm data on the number of hobby farms in Sheboygan County, it is known that the number of hobby farms have been increasing. In 2010, hobby farms accounted for over 50 percent of all of the farms in the United States.

Small Production farms may or may not be a primary source of income. They do not necessarily fit the description of hobby farms. According to USDA a small production farm grows and sells between $10,000 and $250,000 per year in agricultural products. The number of small production farms has unfortunately fell over the last few decades.

Conversion of Agricultural Lands to Other Uses

The amount of agricultural land sold over a period of time is a good indicator of how much development has taken place. Table 4.4 indicates that 6,172 acres of agricultural land was sold between 2017 and 2022 in Sheboygan County.

As Table 4.4 illustrates, the amount of agricultural land sold and preserved as agricultural land has remained higher than the amount of land that was converted to non-agricultural uses.

- Approximately 1.2 percent (77 acres) of the 6,172 acres of agricultural land sold in the county between 2006 and 2011 was converted to non-agricultural uses.

Table 4.4: Sheboygan County Agricultural Land Sales, 2017-2022

	Agricultural Land Continuing in Agricultural Use			Agricultural Land Being Diverted to Other Uses			Total of all Agricultural Land		
Year	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre	Number of Transactions	Acres Sold	Dollars per Acre
2017	21	1,252	$6,225	---	---	---	21	1,252	$6,225
2018	20	893	$6,588	1	77	$4,851	21	970	$6,450
2019	18	883	$6,018	---	---	---	18	883	$6,018
2020	19	852	$6,267	---	---	---	19	852	$6,267
2021	23	745	$6,680	---	---	---	23	745	$6,680
2022	32	1,470	$8,419	---	---	---	32	1,470	$8,419
TOTAL	133	6,095	---	1	77		267	6,172	---
Average 2017-2022	22.2	1,015.80	$6,699.50	<1	12.8	$4,851	22.3	1,028.70	$6,677

Note: Agricultural land sold are land sales without buildings and improvements

Source: Wisconsin Agricultural Statistical Service, 2017 - 2022.

The cost of developing productive agricultural lands needs to be considered. For instance, farmlands provide revenues to local governments and require very few services. Conversely, residential land uses may cost communities more to provide services than is gained through local property tax base increases. This is evident in areas of widespread development as road maintenance, school transportation, police service and fire protection will likely increase the overall cost of services throughout the entire community.

As growth continues in the county, communities should plan for concentrated development in rural areas to help keep the cost of services down and assist with the preservation of Sheboygan County's valuable farmlands and rural landscape.

Farm Operator Demographics

The following is demographic data related to farm operators based on the 2012 and 2017 Census of Agriculture for Sheboygan County.

- There were 1,710 total farm operators in Sheboygan County in 2017, which is an increase from 1,627 operators in 2012. Female principal farm operators increased by 295 from 2012 to 2017, whereas male principal operators increased by 64 during the same time frame.

Table 4.5: Farm Operator Demographics, Sheboygan and Surrounding Counties, 2012 and 2017

County	Total Farm Operators*	Total Female Operators*	Principal Farm Operators*		Average Number of Years on Present Farm for Principal Operators	Average Age of Farm Operators*
			Male	Female		
Sheboygan						
2012	1,627	507	894	92	25.1	58.6
2017	1,710	606	958	387	24.1	55.2
Calumet						
2012	1,129	319	668	51	25.5	55.2
2017	1,182	367	707	210	24.8	54.1
Fond du Lac						
2012	2,257	606	1,285	114	26.2	56.8
2017	2,227	697	1,308	365	27.5	57.3
Manitowoc						
2012	1,907	539	1,117	107	24.1	56.4
2017	1,952	670	1,163	392	24.9	56.1
Ozaukee						
2012	635	213	344	72	27.1	59.7
2017	507	187	286	118	25.4	57.5
Washington						
2012	1,136	309	623	89	26.3	58.2
2017	1,007	311	602	202	26.2	57.1

Source: USDA Census of Agriculture, 2002 & 2007.

*The terms Farm operators and Farm producers are used interchangeably

- The average number of years on the present farm for principal operators in Sheboygan County was 24.1 years in 2017. The average age of the farm operators in Sheboygan County in 2017 was 55.2 years.
- Table 4.6 illustrates the organizational structure of all farms in Sheboygan County and surrounding counties. Individuals or families operate 82.9 percent of the farms in Sheboygan County, while 7.8% percent are partnerships, 5.3 percent being family corporations, and 4 percent consisting of non-family corporations or other.

Table 4.6: Farm Organization in Sheboygan and Surrounding Counties, 2017.

County	Individuals or Families	Partnerships	Family Corporations	Non-Family Corporations	Other
Sheboygan	82.9%	7.8%	5.3%	0.8%	3.2%
Calumet	81.9%	9.6%	7.2%	0.1%	1.2%
Fond du Lac	80.5%	10.9%	5.8%	0.6%	2.2%
Manitowoc	87.9%	7.2%	3.7%	0.2%	1.0%
Ozaukee	75.6%	8.5%	12.0%	0.7%	3.2%
Washington	75.6%	13.8%	8.1%	0.6%	1.9%

Source: USDA Census of Agriculture, 2017

AGRICULTURAL USES OF LAND

Sheboygan County continues to be a valuable contributor to Wisconsin's agricultural landscape and the products produced in the county have a large economic impact. This portion of the chapter provides a summary of prevalent agricultural commodities in Sheboygan County as well as some of the diverse products produced in the county.

Table 4.7 illustrates the agricultural production in Sheboygan County based on the 2012 and 2017 Census of Agriculture, while Table 4.8 displays the sales by dollar value of the primary commodities of Sheboygan County in 2017. While viewing this section, keep in mind that agriculture production can be measured in a variety of ways.

Table 4.7: Agricultural Production in Sheboygan County 2012 and 2017

Product	Unit of Measure	2012	2017	Number Change	Percent
Livestock					
Cattle & Calves	Number	69,579	78,216	8,637	12.4
Milk Cows	Number	26,360	25,296	-1,064	-4.0
Hogs & Pigs	Number	1,054	1,131	77	7.3
Crops					
Corn for Grain	Bushels	4,968,541	5,397,466	428,925	8.6
Corn for Silage	Tons	348,180	508,367	160,187	46.0
Forage	Tons	160,474	153,492	-6,982	-4.4
Oats	Bushels	90,392	75,821	-14,571	-16.1
Winter Wheat	Bushels	940,510	404,000	536,510	-57.0
Soybeans	Bushels	1,446,764	2,092,071	645,307	44.6

Source: USDA Census of Agriculture, 2012 and 2017;
Wisconsin Agricultural Statistical Service, 2012 and 2017

Dairy Farming

- According to the Wisconsin Agricultural Statistical Service Between 2012 to 2017, the number of milk cow herds in Sheboygan County had declined from 167 to 116. The average number of cows per herd increased from 158 to 218 during this same time period. This reflects a continuing trend of fewer small dairy farms and the increase in the number of large dairy farms over the past several decades. In 2000, the average dairy herd size in Wisconsin was 64, by 2005 the herd sizes averaged 80, and by 2017 the average dairy herd size was 142.
- The following lists the milk production in Sheboygan County based on the 2012 and 2017 Wisconsin Agricultural Statistical Service bulletins:
    - 2012: 646.6 million pounds, or an average of 24,400 pounds per cow.
    - 2017: 747.6 million pounds, or an average of 26,700 pounds per cow.
- Milk and other dairy products from cows accounted for Sheboygan County's top commodity in 2017 with $105.7 million in sales (Table 4.8).
- In 2008, Sheboygan County's milk producers and dairy industry contributed over $2 billion to the county's economy. The on-farm production and sale of milk accounts for $127.6 million, whereas milk processing accounts for an additional $2.1 billion. Currently, there are more than twelve plants that process dairy products in Sheboygan County.

Table 4.8: Top Commodities, Sheboygan County, 2017.

Product	Value (Millions)
Milk	105.7
Grains	40.3
Cattle and calves	37.7
Hay and other crops	3.6
Nursery and greenhouse	2.1

Source: UW-Extension report entitled, *Agriculture Works Hard for Sheboygan County, 2019 .*

Crops

The majority of the crops grown in Sheboygan County are grown for grain. The majority of all corn, wheat, and oats are for grain purposes. Corn is grown for both grain and silage purposes. Soybeans are another popular crop, grown primarily for the bean's oil. Forage is also harvested for hay and haylage, silage, and green chop. Table 4.7 illustrates the agricultural production of the most productive crop commodities in Sheboygan County based on the 2012 and 2017 Census of Agriculture. In 2017, Sheboygan County crops accounted for $33.8 million in sales, $25.8 million from grains. The following data is according to the 2017 Census of Agriculture, and the 2017 Wisconsin Agricultural Statistics bulletin

- *Corn*: In 2017, corn for grain covered 31,063 acres of the county, second only to forage. Corn for grain harvest was over 5 million bushels in 2017.
- *Soybeans*: In 2017, 43,882 acres of soybeans were harvested yielding just under 2.1 million bushels. Close behind soybeans was winter wheat, being harvested from 6,330 acres and yielding 404,000 bushels.
- *Forage*: In 2017, forage covered 41,337 acres of land in Sheboygan County producing 153,492 dry tons of hay and haylage, silage, and/or green chop.
- *Horticulture*: Horticulture involves intensive plant cultivation for human use is very diverse in its activities, incorporating plants for food (fruits, vegetables, etc.) and non-food crops (flowers, trees and shrubs, etc.). It also includes related services in plant conservation, landscape restoration, landscape and garden design/construction/maintenance. Horticulture generated over $3 million in county economic activity in 2007.
    - *Vegetables:* The county contained 44 farms covering 1,822 acres of land for vegetables in 2017, compared to 111 farms using 5,520 acres of land in 2007. The majority of the vegetable acreage in Sheboygan County in 2017 was used to harvest sweet corn, peas, beans, and pumpkins.
    - *Orchards, nuts, and berries*: In 2017, 15 farms accounted for over 116 acres of orchard land dedicated to producing fruit. The majority of the land contained orchards to grow apples, whereas pears and a variety of other fruits were produced on lesser amounts of land. Seven farms produced hazelnuts in the county. 12 farms utilized 21 acres to grow berries in the county, specifically raspberries and strawberries.
    - *Floriculture or flower farming*: The 2017 Census of Agriculture reports a total of nine farms producing floriculture crops selling products for over $1.4 million. Bedding and gardening plants were the most popular in Sheboygan County, whereas several farms were

also used for cut flowers and cut florist greens, and potted flowering plants.

- In 2017, nursery stock contributed to $197,000 in sales. 5 farms in the county contained nursery stock. Two farms produced sod and 17 farms reportedly grow Christmas trees.
- 14 maple syrup farms used 7,602 taps for maple sap in 2017, versus 9 farms producing utilizing 5,680 in 2012. There were over 1,900 more taps in 2017.

Livestock and Poultry

The 2017 Census of Agriculture revealed that the value of livestock, poultry, and their products in Sheboygan County accounted for $165 million in sales. Beef, chicken, and pork are the most prevalent farm produced meats, while, goat, mink, pig, and sheep, are just some of the different animal meats found in Sheboygan County's agricultural economy. In addition, some animals are valued more for their hair or hide than their meat. The following data is according to the 2017 Census of Agriculture, unless another source is indicated:

- *Cattle and Calves*: The total number of cattle and calves in Sheboygan County increased 12% from 69,579 to 78,216 between 2012 to 2017 (Table 4.7). The 2017 National Agricultural Statistics Survey listed 25,296 milk cows in Sheboygan County, down slightly from the 26,360 in 2012. Cattle and calves accounted for $37.7 million in sales in 2017
- *Hogs and Pigs*: From 2012 to 2017, Sheboygan County saw little change in hog and pig farms with a gain of two farms during the time period resulting in little change in the total number of hogs and pigs. Hogs and pigs accounted for $248,000 in sales in 2017.
- *Poultry*: All poultry farms increased in the county from 118 in 2012 to 132 in 2017. The largest increase was in the number of farms with layer chickens, which increased with 124 farms in 2017, up from 102 in 2012. Poultry and eggs accounted for $179,000 in sales in 2017.
- *Goats and Sheep*: The number of goats in Sheboygan County in 2017 was 523 on 55 farms. Twelve of these farms contained 103 milk goats. Also, the county contained 41 farms with sheep and lamb in 2017, down from 49 in 2012. There was a total of 860 sheep and lamb in 2017, compared to 1,481 in 2012. In 2017, 31 of the farms reported selling 2,622 pounds of wool, down 33 percent from 2012. Overall, in 2017, goats, sheep and their products in Sheboygan County accounted for $80,000.
- *Horses, ponies, etc.*: In 2017 the county contained over 1,451 horses, ponies, mules, burros, and donkeys. Sales of this group were approximately $135,000.

Honey

In 2012 there were ten farms with bee colonies in Sheboygan County. In 2017, 24 farms contained bee colonies and collected 3,859 pounds of honey.

Aquaculture

In 2012, Sheboygan County contained 7 farms with aquaculture. In 2017, there were a total of five farms that sold fish (primarily trout). Aquaculture sales were over $209,000 in 2017.

Organic Agriculture

Based on the 2017 Census of Agriculture, Sheboygan County had 14 farms with a total of 1,895 acres used for organic production. In 2017, Sheboygan County's total organic sales were over $1.9 million in value.

According to the 2021 Certified Organic Survey (COS), Wisconsin contained 1,455 certified organic farms, or 8 percent of the nation's certified organic farms. This is second only to California in terms of the number of organic farms in a State. The survey was conducted in all 50 States. The 2011 COS was conducted by the United States Department of Agriculture's (USDA) National

Agricultural Statistics Service (NASS) in conjunction with USDA's Risk Management Agency (RMA).

Wisconsin's organic farms average 169 acres of land, compared to 222 acres for all farms. In2021, Wisconsin's certified organic farms sold a total of $313 million dollars in organically produced commodities, including $102 million in crops sales and $210 million in sales of livestock, poultry and their products. Average sales were $214,840 per farm. Thirty-four percent, or $107.2 million of total organic sales in Wisconsin were from milk from cows. Sales of all cattle totaled $$28.2 million, and chicken egg sales totaled $66.7million. Crop sales included over $49million from field crops, $ 34.4 million from vegetables, and $ 3.8 million from berries.

Hydroponics

Hydroponics is the concept of growing plants using mineral nutrient solutions, in water, without soil. There are two primary benefits of the soil-less cultivation of plants. Hydroponics may have the potential of producing much higher crop yields and hydroponics can be used in places where in-ground agriculture or gardening are not possible. There are several greenhouses and other indoor facilities in Sheboygan County that produce products such as tomatoes and peppers using hydroponics.

AGRICULTURAL INFRASTRUCTURE AND ASSOCIATED ENTERPRISES

Sheboygan County's agriculture industry has a larger impact to the County than just producing milk or livestock. The agriculture industry needs infrastructure to operate, which in turn, provides economic opportunities for other businesses. For instance, farmers need machinery to work their fields, seeds to plant, fertilizer to buy, places to store grain, places to send their milk and meat for processing, veterinarians to check on animals, etc. For this reason, there are many other existing industries, enterprises, and jobs that are related to agriculture. The following is a list of agricultural infrastructure facilities or support enterprises that are located in Sheboygan County. This list is not comprehensive; however, it provides examples of the various types of key support companies and the services offered for Sheboygan County farmers.

Co-Ops

Feed Mills/Storage/Fertilizer

Implement/Equipment Dealerships

Dairy Processing

Custom Operators

Canning

Meat Processing

Large Animal Vet Practices

Livestock Transport

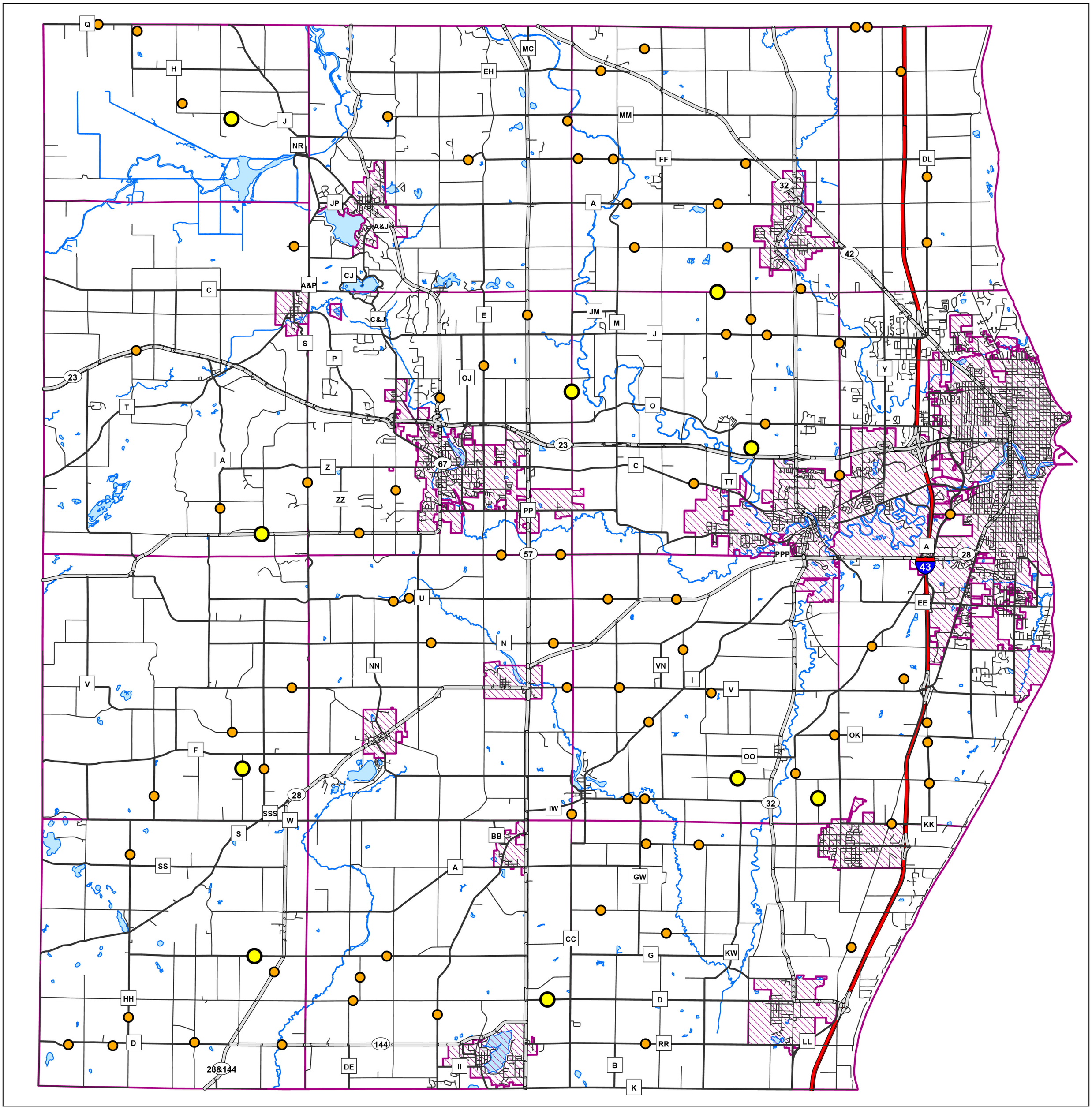
Crop Advisors

Crop Insurance Sales

Agricultural Lenders & Financial Advisors

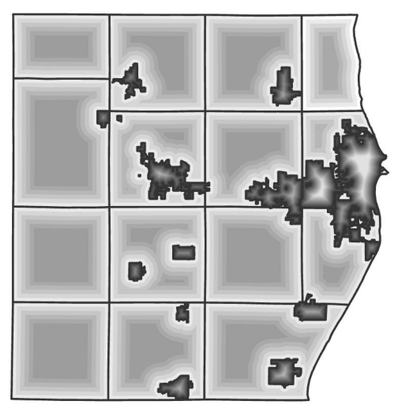
Transportation

Vital components of Sheboygan County's transportation infrastructure include Interstate 43, seven State Highways, and 44 County Trunk Highways; the Sheboygan County Airport; etc. A more detailed description of Sheboygan County's transportation infrastructure can be found in Chapter 2 of this plan.



- Less Than 1000 Animal Units
- Permitted Concetrated Animal Feeding Operation (CAFO)
- Interstate
- State Highway
- County Road
- Local Road
- Township Boundary
- Corporate Limits
- Major Waterways

If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.



Map 4.1
Sheboygan County Milk Producers Farmland Preservation Plan Map
Sheboygan County, WI

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- Updated January 16, 2023 -

Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department

CHAPTER 5:
FARMLAND PRESERVATION AREAS

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Farmland Preservation Area 5-1
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FARMLAND PRESERVATION MAP

The Sheboygan County Farmland Preservation Map is a product of cooperative efforts between Sheboygan County staff and town officials. In an effort to gather valuable local input during the planning process, town officials were requested to develop farmland preservation maps for their communities. Staff from the Sheboygan County Planning and Conservation Department, Sheboygan County UW-Extension, through a series of informational meetings. Once completed, the local maps were then compiled to form the county Farmland Preservation Map. Updates to the original maps are made by County staff after Towns share their changes periodically and during plan updates or renewals.

The Sheboygan County Farmland Preservation Map was developed for the majority of the county; however, the map is illustrated on a local level to display the details for each town (Maps 5.1 to 5.13). The Town of Sheboygan was not mapped as part of the county's Farmland Preservation Plan due to the land being mostly developed or planned for future non-agriculture growth. The Town of Wilson also requested that their town's map not be included as part of the Sheboygan County Farmland Preservation Plan.

Farmland Preservation Rationale

The Sheboygan County Planning and Conservation Department proposed rationale to develop a farmland preservation map that was to be applied consistently across the towns of the county and had to consider the following criteria:

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

The Sheboygan County Agriculture Planning Committee as well as town officials felt that the abovementioned rationale was similar criteria when agricultural areas were allocated during the local and county comprehensive plan processes. As a result, the Future Land Use Map of the *Sheboygan County Comprehensive Plan*, as well as locally adopted comprehensive plan maps, provided the foundation for creating the Sheboygan County Farmland Preservation Plan Map. The county Farmland Preservation Map (Maps 5.1 thru 5.13) identifies lands to be preserved for agriculture purposes and environmental reasons as classified by county and local officials. These areas are categorized on the Sheboygan County Farmland Preservation Map as "Farmland Preservation Areas".

Farmland Preservation Area

The County and local comprehensive plan maps were utilized to identify any land uses that were classified "agriculture" and "natural resources-related". These areas provided a template for parcels to be classified as "Farmland Preservation Areas". Agricultural uses and agriculture-related uses were categorized as "Farmland Preservation Areas". In addition, a minimal amount of non-farm land uses (e.g., transportation, utilities, communication, and nonmetallic mineral extraction) that support the agriculture industry, do not substantially impair or limit the current or

future agriculture uses, and comply with s. 91.46, Wis. Stats., were also identified as "Farmland Preservation Areas" on the map.

Significant environmental features were also classified as "Farmland Preservation Areas" to be preserved for their natural aesthetics and scenic values as well as their environmental attributes. These include floodways, wetlands, and woodlands. In Sheboygan County, some environmental areas are also protected through additional land use controls (see Chapter 6 of this Farmland Preservation Plan).

Parcels that were identified in comprehensive plans to change from agricultural to non-farm uses in the next 15 years were not included as "Farmland Preservation Areas". However, while utilizing the comprehensive plan, several towns felt that certain locations on their future land use map had illustrated more aggressive development scenarios than what had been, or will be, occurring in the near future. To permit agriculture to thrive in these areas, various towns classified parcels that they could foresee remaining in farmland, or used for agriculture-related activities, for the duration of this Farmland Preservation Plan. As a result, these lands were categorized as "Farmland Preservation Areas". Prior to finalizing the "Farmland Preservation Areas" classification on the map, communities confirmed that the land was, or historically had been, used for agriculture; and that the land consisted of stable, productive agricultural soils. Identifying parcels as "Farmland Preservation Areas" on the county's Farmland Preservation Map while the same land was planned for future development on the Comprehensive Plan map creates inconsistencies. However, in the event where there are conflicts between the Future Land Use Map of a Comprehensive Plan and the Farmland Preservation Plan Map, the Farmland Preservation Plan Map shall override all other future land use classifications.

Non-Farmland Preservation Area

Remaining areas not categorized as "Farmland Preservation Areas" are considered incompatible with agriculture. These areas include concentrations of residential, business, and industrial development primarily found in incorporated municipalities, subdivisions, and areas presently receiving and planned for sanitary sewer service. Future development will be encouraged in or adjacent to these areas, where nearby land uses are, or will be, compatible.

A variety of other land uses located in rural Sheboygan County e.g., wind energy systems, wireless communication facilities, golf courses, mineral extraction, etc.; were not included in the "Farmland Preservation Areas" unless they were predominantly used for agricultural purposes.

Various natural areas and recreation land owned by the State or county government were also removed from the "Farmland Preservation Areas" on the Sheboygan County Farmland Preservation Plan map. Some examples of lands not included as "Farmland Preservation Areas" are the Kettle Moraine State Forest, Sheboygan Marsh Wildlife Area, Kohler-Andrae State Park, and Nichols Creek Wildlife Area.

Map 5.1: Town of Greenbush Farmland Preservation Area Map
Map 5.2: Town of Herman Farmland Preservation Area Map
Map 5.3: Town of Holland Farmland Preservation Area Map
Map 5.4: Town of Lima Farmland Preservation Area Map
Map 5.5: Town of Lyndon Farmland Preservation Area Map
Map 5.6: Town of Mosel Farmland Preservation Area Map
Map 5.7: Town of Plymouth Farmland Preservation Area Map
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Map 5.10: Town of Sheboygan Falls Farmland Preservation Area Map
Map 5.11: Town of Sherman Farmland Preservation Area Map

CHAPTER 6:
IMPLEMENTATION

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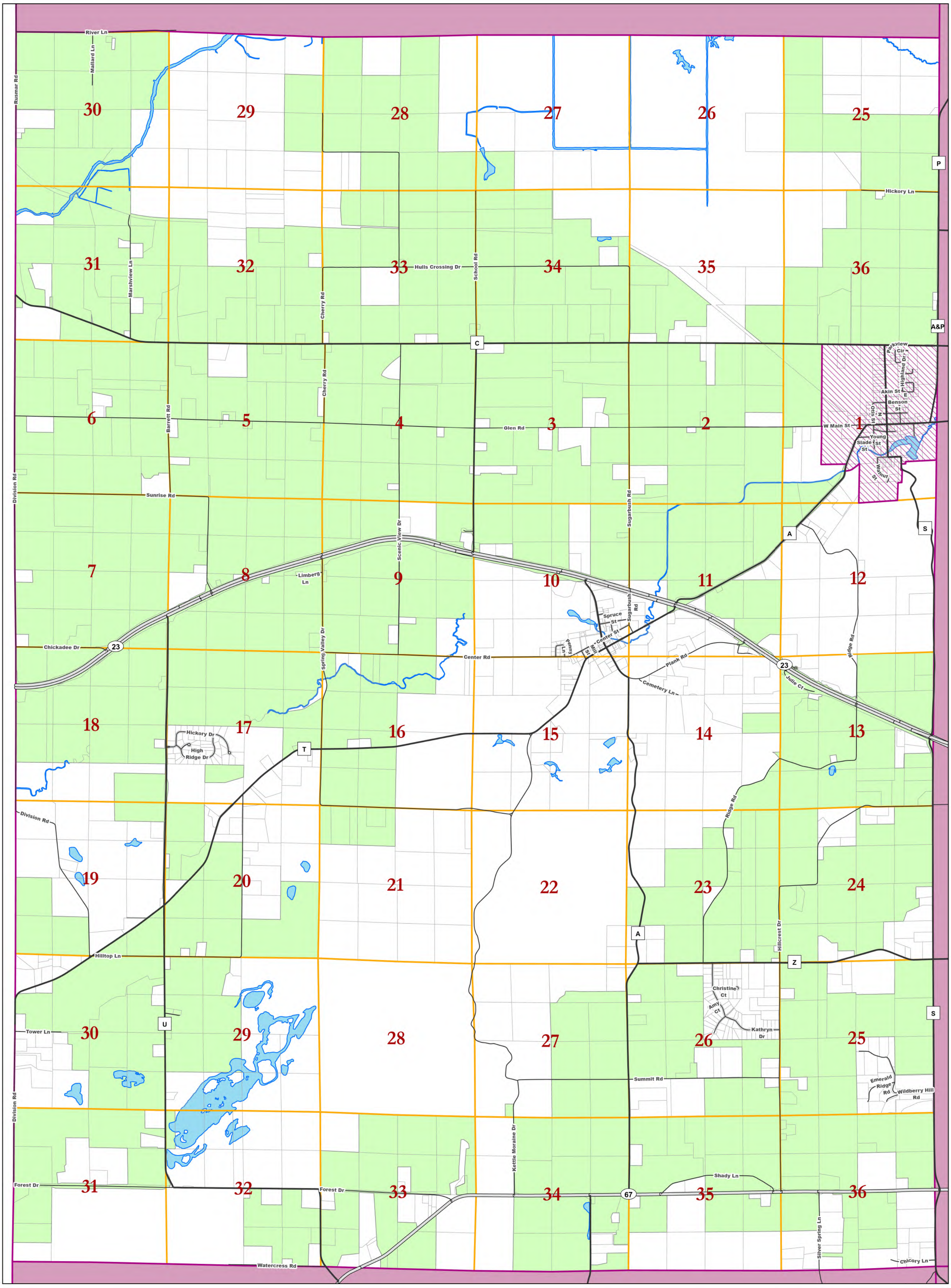
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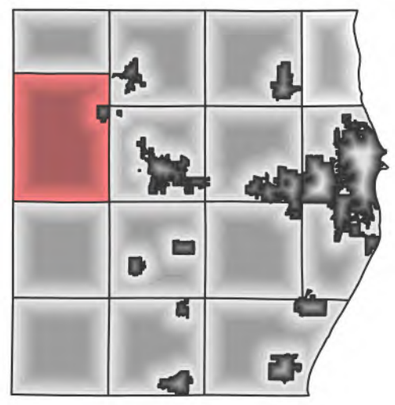
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Parcels Eligible for Farmland Preservation
Parcels Not Eligible for Farmland Preservation
State Highway
County Road
Local Road
Township Boundary
Corporate Limits
Section Lines
Major Waterways

If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.



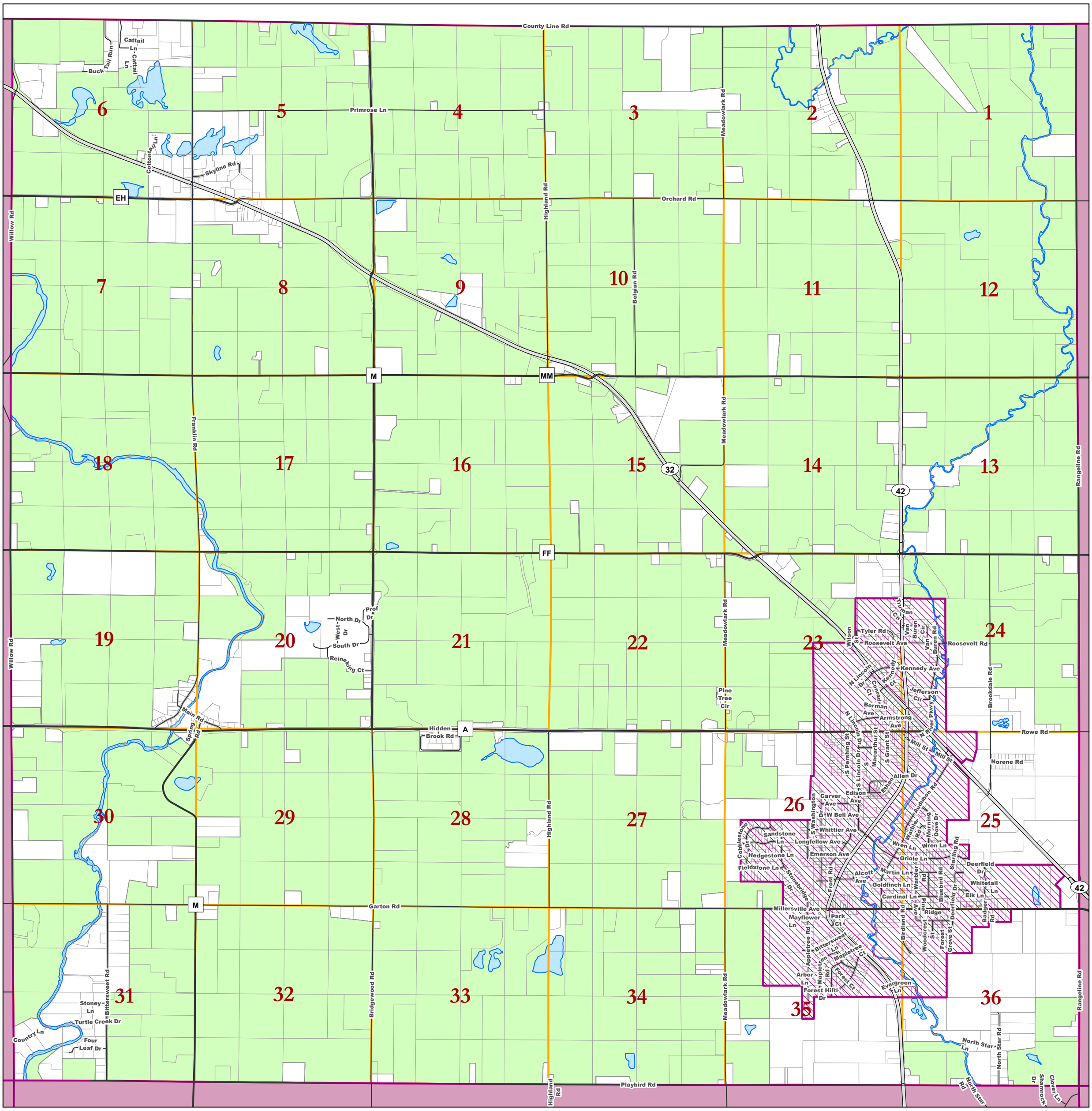
Map 5.1
Farmland Preservation Plan Map
Town of Greenbush,
Sheboygan County, WI

- Updated January 16, 2023 -

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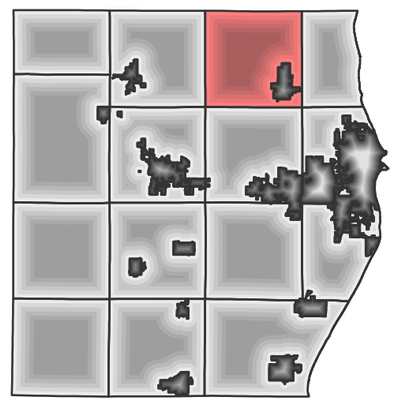
Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department



Parcels Eligible for Farmland Preservation
Parcels Not Eligible for Farmland Preservation
State Highway
County Road
Local Road
Township Boundary
Corporate Limits
Section Lines
Major Waterways

If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.



Map 5.2
Farmland Preservation Plan Map
Town of Herman,
Sheboygan County, WI

- Amended January 20, 2026 -

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Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department

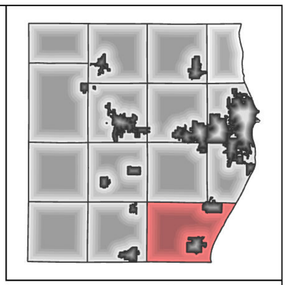
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If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.

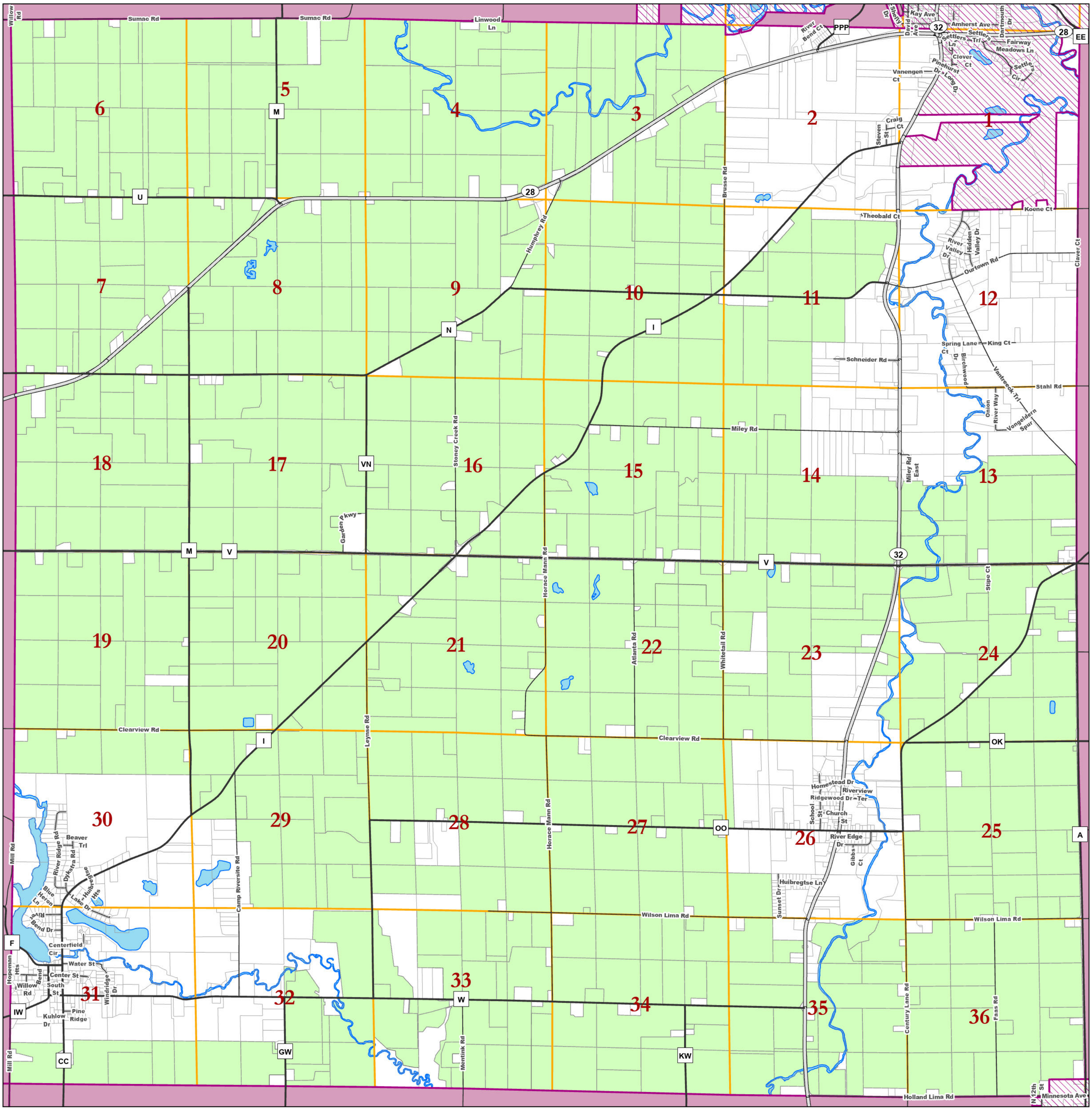
Map 5.3
Farmland Preservation Plan Map
Town of Holland,
Sheboygan County, WI

- Updated January 19, 2027 -



Sheboygan County, Wisconsin

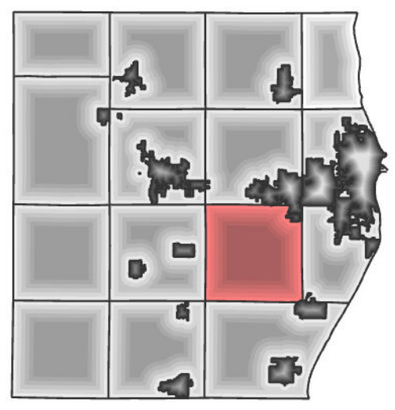
Map Created by: Sheboygan County Planning and Conservation Department



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TOWN OF LIMA,A-4
TOWN OF LIMA,A-PR

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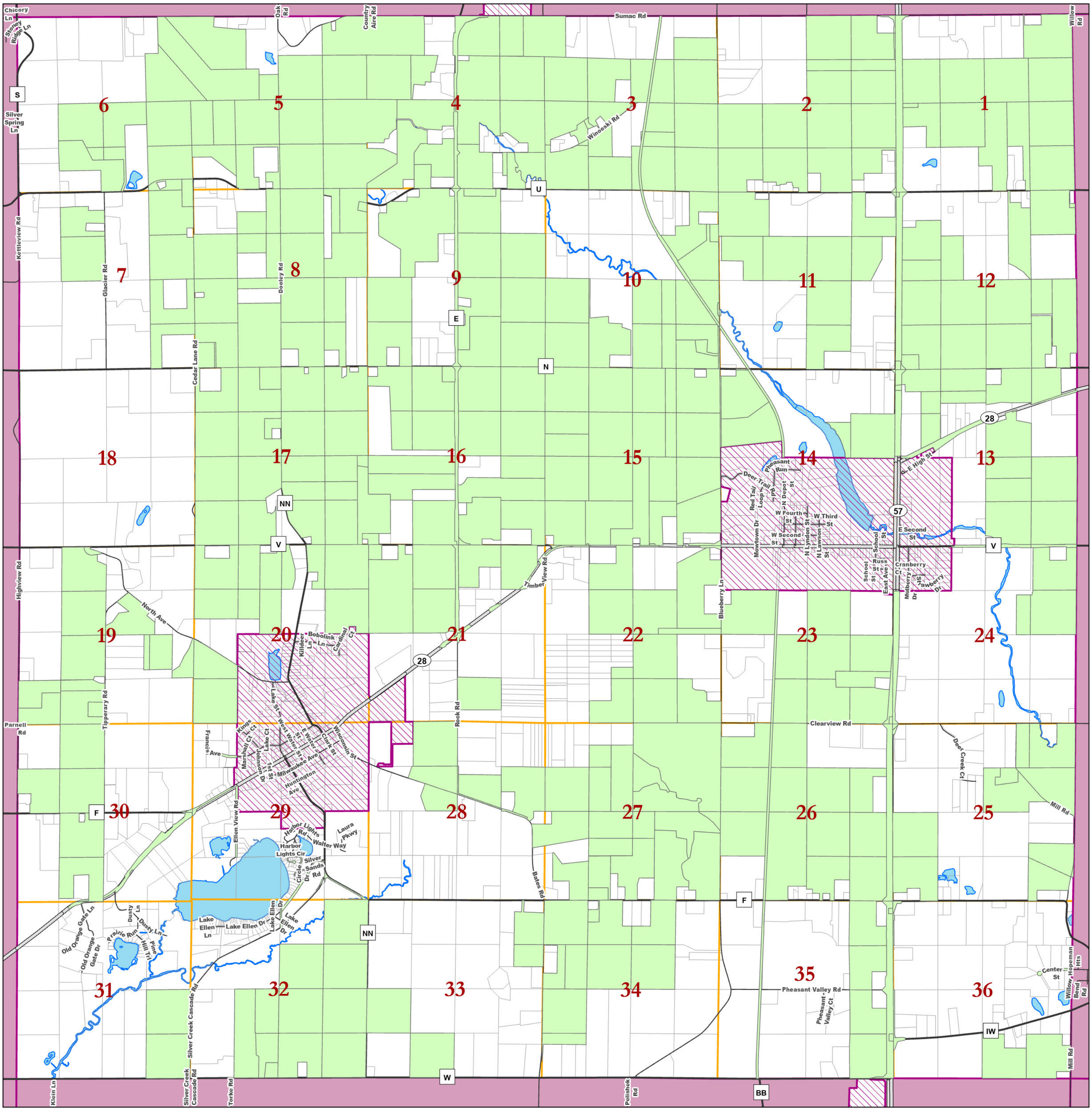


Map 5.4
Farmland Preservation Plan Map
Town of Lima,
Sheboygan County, WI

- Updated January 19, 2027 -

Sheboygan County, Wisconsin

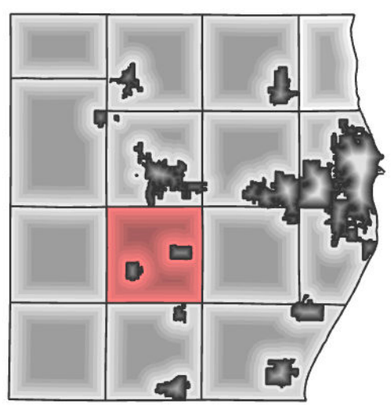
Map Created by: Sheboygan County Planning and Conservation Department



State Highway
County Road
Local Road
Township Boundary
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Section Lines
Major Waterways
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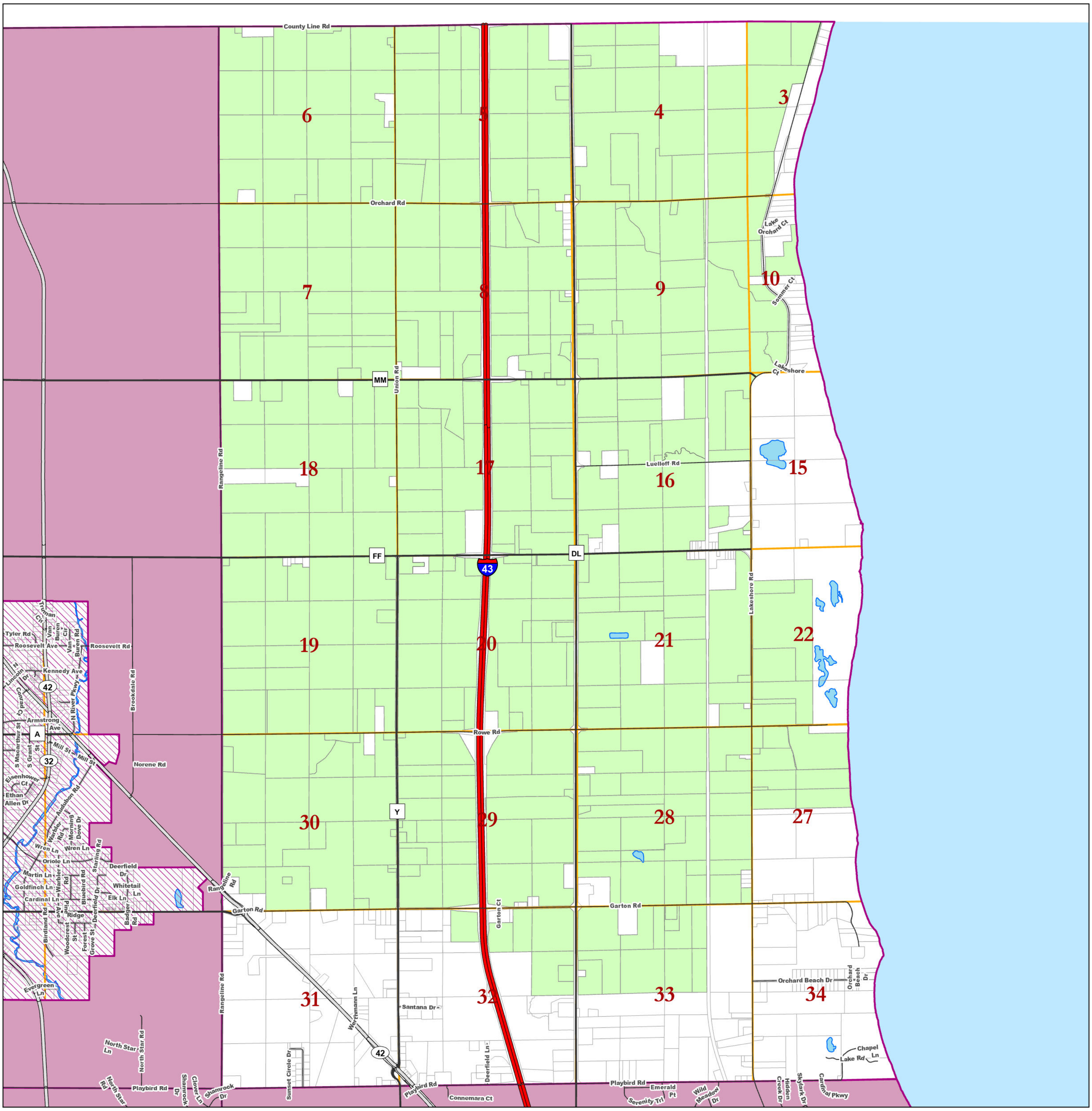


Map 5.5
Farmland Preservation Plan Map
Town of Lyndon,
Sheboygan County, WI

- Updated January 19, 2027-

Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department



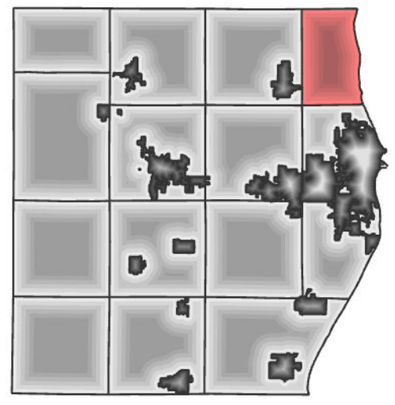
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- Section Lines
- Major Waterways
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- TOWN OF MOSEL,A-PR

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If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.

Map 5.6
Farmland Preservation Plan Map
Town of Mosel,
Sheboygan County, WI

- Updated January 19 2027 -



Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department

Parcels Eligible for Farmland Preservation
Parcels Not Eligible for Farmland Preservation
State Highway
County Road
Local Road
Township Boundary
Corporate Limits
Section Lines
Major Waterways

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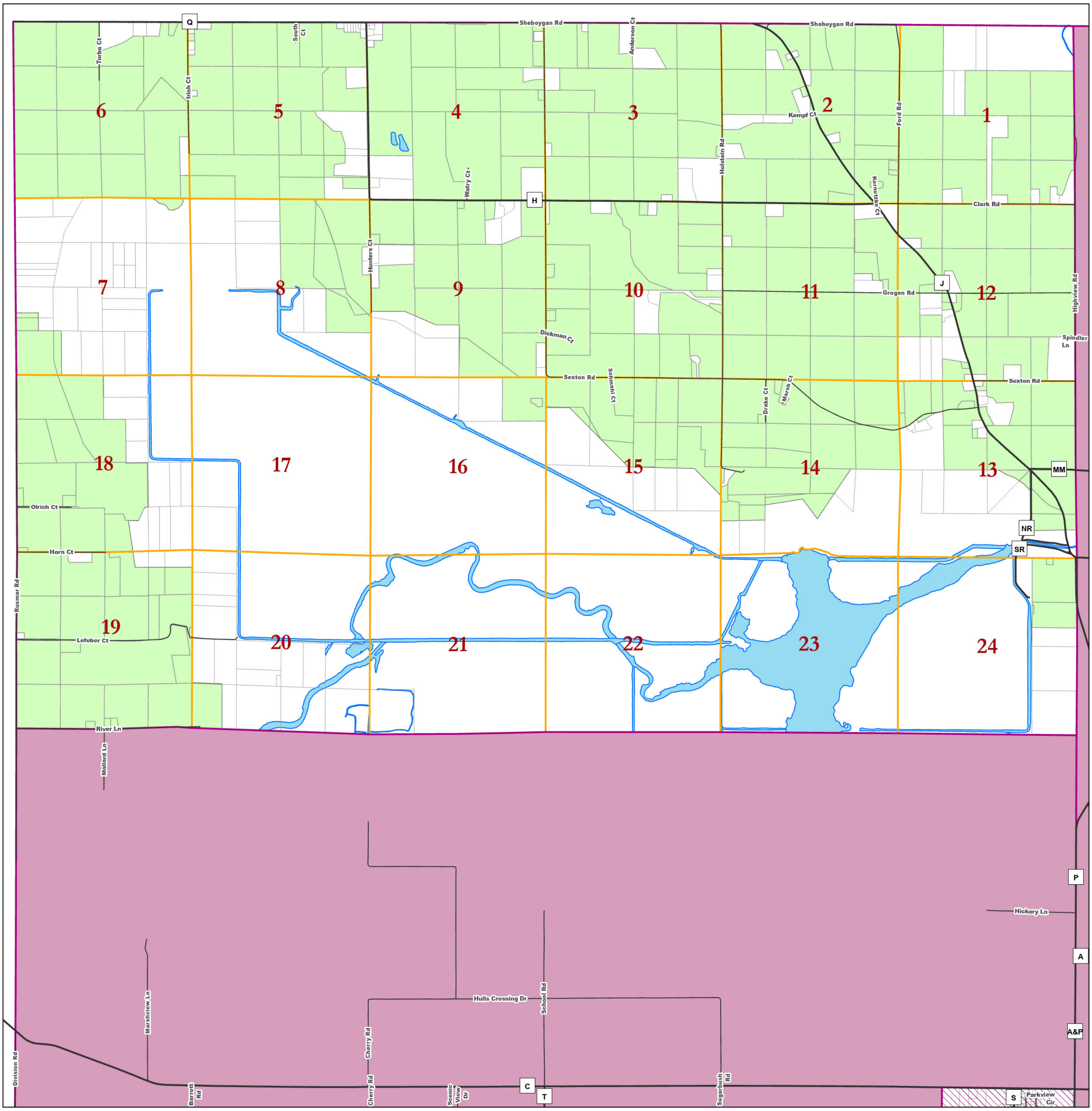
Map 5.7
Farmland Preservation Plan Map
Town of Plymouth,
Sheboygan County, WI

- Amended January 20, 2026 -

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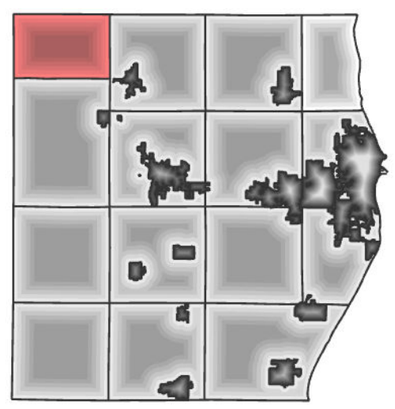
Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department



County Road
Local Road
Township Boundary
Corporate Limits
Section Lines
Major Waterways
TOWN OF RUSSELL,A-1

If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.



Map 5.8
Farmland Preservation Plan Map
Town of Russell,
Sheboygan County, WI

- Updated January 19, 2027 -

0 1,000 2,000
Feet

Sheboygan County, Wisconsin

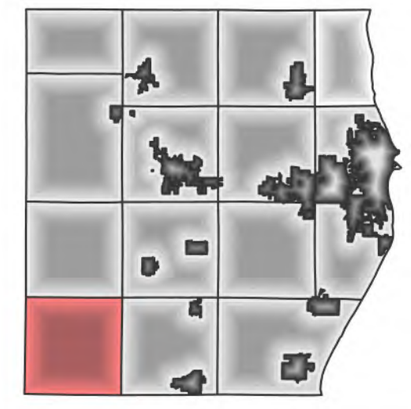
Map Created by: Sheboygan County Planning and Conservation Department

Parcels Eligible for Farmland Preservation
Parcels Not Eligible for Farmland Preservation
State Highway
County Road
Local Road
Township Boundary
Corporate Limits
Section Lines
Major Waterways

If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.

Map 5.9
Farmland Preservation Plan Map
Town of Scott,
Sheboygan County, WI

- Updated January 16, 2023 -



0 1,000 2,000
Feet

Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department

Parcels Eligible for Farmland Preservation
Parcels Not Eligible for Farmland Preservation
State Highway
County Road
Local Road
Township Boundary
Corporate Limits
Section Lines
Major Waterways

If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.

Map 5.10
Farmland Preservation Plan Map
Town of Sheboygan Falls, Sheboygan County, WI

- Updated January 16, 2023 -

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Feet

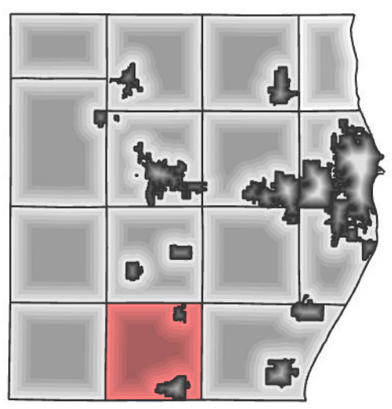
Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department

- State Highway
- County Road
- Local Road
- Township Boundary
- Corporate Limits
- Section Lines
- Major Waterways
- TOWN OF SHERMAN,A-1
- TOWN OF SHERMAN,A-1-PR
- TOWN OF SHERMAN,A-2

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Feet

If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the Farmland Preservation Plan maps shall supersede.



Map 5.11
Farmland Preservation Plan Map
Town of Sherman,
Sheboygan County, WI

- Amended January 19, 2027-

Sheboygan County, Wisconsin

Map Created by: Sheboygan County Planning and Conservation Department

KEY AGRICULTURAL LAND USE ISSUES AND

The following is a list of current land use issues related to preserving farmland and to promoting agricultural development in Sheboygan County.

- Preserve agricultural lands by encouraging towns to follow through on their "Smart Growth" plans.
- Promote agribusiness near production areas.
- Consider important agricultural areas when planning for development.
- Preserve rural character by encouraging towns to adhere to their "Smart Growth" plans.
- Preserve natural resources and public lands through good management for multiple uses.
- Protect groundwater resources through continued well testing.
- Improve nuisance complaints through the adoption of a livestock siting ordinance.
- Preserve, restore, and improve surface water quality (wetlands, lakes, rivers, and streams) through education, erosion control, buffer strips, easements, land use controls, flood controls, and nutrient/sediment reductions.
- Encourage the preservation of environmental corridors and other sensitive areas, such as waterfronts, streams, and wetlands.
- Continue to promote sustainable forestry.

ANTICIPATED CHANGES IN AGRICULTURAL PRODUCTION, PROCESSING, SUPPLY, AND DISTRIBUTION

Changes in population and housing and advances in technology are just several issues that will continue to alter Sheboygan County's agricultural industry. Therefore, an important piece of the development process for the county's Farmland Preservation Plan was anticipating changes in Sheboygan County's agriculture industry. Below is a list of potential changes that could impact the agriculture industry for Sheboygan County. This list will assist county and community officials as they make important planning decisions.

- Non-farm development pressures will continue to increase in the rural areas of the county, resulting in potential depletion of productive agricultural lands, particularly in the towns of Wilson and Sheboygan which will continue to urbanize.
- There will be an increase in large farming operations (corporate, partnerships, etc.), while individual family farms will encounter a decline, especially in the dairy industry. However, the number of individual family farms will continue to make up the majority of the farming ownership in the county.
- Dairy farming will continue to be the major agriculture industry in Sheboygan County. Even though the number of farms is decreasing, the number of dairy cows is remaining stable or increasing.
- Increasing prices for land and land rental, may force farmers to travel further distances to purchase and manage lands that would be necessary to manage/expand their farming operation. This is particularly true in the northern part of the county where competition from large CAFO (Concentrated Animal Feeding Operations) sized farms in southern Manitowoc County and northwestern Sheboygan County require large land base. This will also increase the competition for buying and renting cropland.

- Throughout Sheboygan County, communities and farmers will continue to encounter infrastructure challenges such as road deficiencies and deterioration as farm machinery and truck haulers (e.g., manure haulers) are getting larger and more farmers are willing to travel farther to grow their crops.
- The continued operation as well as the location of new agriculture-related businesses/farming infrastructure (e.g., veterinarians, feed, fuel, farm machinery dealers, barn builders, food/dairy processing, etc.) will be vital to help ensure a strong future for agriculture in the county.
- Agricultural processing will continue to be a significant part of the local economy. An expansion of cheese processing in Sheboygan County over the past couple of years serves as an example for a promising future for the county's agricultural processing facilities.
- Interest in cash cropping and specialty farming will continue to increase due to high commodity prices and demand. This is reflected in the loss of CRP (Conservation Reserve Program) land over the last decades.

AGRICULTURE STRATEGY

To address Sheboygan County's current and anticipated agriculture issues, a variety of goals and objectives have been developed by the Sheboygan County Agriculture Planning Committee. Several planning and implementation documents, discussed later in this chapter, are also in place to address agriculture-related issues.

Farmland Goals and Objectives

A listing of "Agricultural Resource" goals and objectives has been detailed in Chapter 2 of the *Sheboygan County Comprehensive Plan*. Although those comprehensive plan goals and objectives remain viable, the Sheboygan County Agriculture Planning Committee developed the following list of additional goals and objectives to further preserve and promote agricultural development in the county.

Goal 1: The local units of government in Sheboygan County promote a healthy climate for agriculture.

Objective 1.1: Identify all regulatory agencies that play a role in local farm operations and land use decisions including federal, state, county, and local to create a more streamlined process.

Policy/Program: Develop a matrix for governmental agencies to see what programs are currently being implemented at all levels.

Policy/Program: Develop an intergovernmental clearinghouse of information for land owners.

Objective 1.2: Inventory existing regulations and identify overlaps and inconsistencies.

Policy/Program: Act as an educational resource to local communities and other agencies on where overlaps and inconsistencies exist with recommendations on how to mitigate these conflicts.

Goal 2: Minimize the potential for conflicts between rural landowners.

Objective 2.1: Create awareness of local zoning and uses allowed on neighboring agricultural parcels.

Objective 2.2: Continue educational programs for realtors to better inform buyers of the processes involved with building/developing in the country and what to expect from the rural landscape.

Policy/Program: Implement a livestock siting ordinance.

Policy/Program: Work with local technical college to develop a curriculum for realtors.

Policy/Program: Host workshops for landowners regarding these issues.

Policy/Program: Develop an informational piece that can be handed out with the issuance of a sanitary permit or assignment or a driveway.

Objective 2.3: Inventory existing agricultural infrastructure and identify areas best suited for agriculture to create agriculture-only land use districts.

Policy/Program: Update countywide functional classification of roads.

Policy/Program: Provide educational opportunities for local units of government on existing infrastructure resources in the County.

Policy/Program: Act as a resource to local units of government interested in developing agriculture-only land use districts.

Objective 2.4: Locate intensive agricultural uses to minimize conflicts with neighbors.

Goal 3: Encourage and protect farming while providing for the orderly development of land that is currently or was historically in productive farm use for non-farm development.

Objective 3.1: Retain agricultural and open lands in the County as key components of the rural area and aesthetic character of the community.

Objective 3.2: Prevent the premature development of fringe lands in the County that could be incompatible with the long-term best use of the land.

Objective 3.3: Utilize local Comprehensive Planning, updated on a 10-year interval to identify areas targeted for future development.

Objective 3.4: Continue support of the Right-to-Farm law

Goal 4: Streamline the regulatory process.

Objective 4.1: Develop a broad, countywide strategy that promotes interagency cooperation.

Policy/Program: Identify potential opportunities for possible coordination efforts.

Policy/Program: Host annual conference with all agencies that work with agriculture-related regulation to open dialog between agencies.

Objective 4.2: Work with each Town to develop information sheets to be given to

potential buyers and current landowners when they meet with the Town Clerk that includes the overall approval process

Policy/Program: Develop a matrix or decision-tree that can be handed out to landowners either by the County or the Town to ensure that landowners know all of the steps with the process.

Goal 5: Provide a network of information to local governments to help react to changes in agriculture and land use.

Objective 5.1: Encourage training for all elected officials on current issues related to agriculture and land use law.

Objective 5.2: Support local "forums" for elected officials to provide education on agriculture and land use issues.

Objective 5.3: Continue to offer a "menu" or clearinghouse for educational materials that can be used by local officials.

Goal 6: Sustain the County's agricultural heritage and economy.

Objective 6.1: Encourage agribusinesses that provide service and support to local producers.

Objective 6.2: Protect productive and fallow farmland within the County.

Objective 6.3: Establish standards to protect existing agricultural land uses.

Policy/Program: Implementation of compliance requirements to meet Wisconsin's Agricultural Performance Standards.

Objective 6.4: Encourage sound agricultural and soil conservation methods to minimize soil erosion and ground water contamination.

Policy/Program: Continue to offer county levy dollars for the county's Buffer Strip Program.

Housing Density Goals and Objectives

Wisconsin Statutes 91.10 (c)(7m) requires a statement of policies, goals, strategies, and proposed actions to increase housing density in areas that are not identified as farmland preservation areas per Wisconsin Statutes 91.10(d).

As detailed in Chapter 2 of this Farmland Preservation Plan, projections illustrate the possible need for as many as 8,925 additional housing units in Sheboygan County by 2035. In an effort to accommodate future housing, while also preserving the county's valuable farmland and natural resources, the County has developed strategies in their comprehensive plan for higher housing density in areas where residential development is suitable. By implementing higher density housing strategies, the county and its communities would likely encounter fewer acres per housing unit and reduced utility costs as the distance for the provision of infrastructure and utility lines would be lessened.

The following is a listing of several housing density goals, objectives, policies, and programs that encourage higher housing density in growth areas, rather than identified agricultural areas. Also see the "Implementation" element (Chapter 9) of the Sheboygan County Comprehensive Plan for goals, objectives, policies, and programs that encourage sensible housing development.

Goal 1: Promote orderly and cost-effective development practices that make use of existing and planned services.

Objective 1.1: Encourage development in areas that provide adequate infrastructure.

Policy/Program: In communities with sewer service areas and other urban services, encourage the development of *infill* areas and areas contiguous to existing development be given priority before the development of noncontiguous areas.

Policy/Program: Promote the development of diverse neighborhoods in areas where sewer services are available, as opposed to stand-alone single-use developments.

Goal 2: Promote a range of housing and development choices that meet the needs and preferences of Sheboygan County residents.

Objective 2.1: Encourage local municipalities to have a variety of housing structure types including single-family, two-family, and multi-family, and a variety of ownership options (conventional home ownership, condominiums, and rental units).

Policy/Program: Promote higher density development to maximize available land use (for example: for the preservation of forestry and agricultural lands).

Goal 3: Sheboygan County offers assistance and resources for the preservation and protection of agricultural lands to ensure farming remains viable in Sheboygan County.

Objective 3.1: Protect the most productive and viable agricultural lands in the County for long-term agricultural use.

Program/Policy: Encourage more compact, dense development within sewer service areas to minimize the development of farmland for urban uses.

COMPREHENSIVE PLAN CONSISTENCY

To ensure consistency between the *Sheboygan County Comprehensive Plan* and the Farmland Preservation Plan update, the county adopted the Farmland Preservation Plan as a component to the Comprehensive Plan per s. 91.10(2), Wis. Stats. This consistency is also evident in the Farmland Preservation Plan through referencing tables and data, in addition to mapping that is found within the Sheboygan County Comprehensive Plan. The result is consistent data that is necessary to determine trends and needs of agriculture in the county.

In an effort to plan for the future while preserving agricultural land, it was also important to ensure the goals, objectives, and other strategies from the Comprehensive Plan were reiterated, or written to be consistent, within the Farmland Preservation Plan. These goals, objectives, and strategies from the Comprehensive Plan are mentioned earlier in this chapter as well as various locations within the Farmland Preservation Plan.

The County's Farmland Preservation Plan Map depicts local commitment to agricultural production, agriculture-related uses, and natural resource protection consistent with the Working Lands Initiative.

In the event there are conflicts between the language or interpretation of the Sheboygan County Comprehensive Plan and the language or interpretation of the 2023 Farmland Preservation Plan, the language or interpretation of the 2023 Plan and future amendments shall take precedence and Sheboygan County shall take affirmative steps to amend the language of the Sheboygan County Comprehensive Plan and/or the content of the future land use map to be consistent with the language of the 2023 Farmland Preservation Plan and/or the content of the

2023 Farmland Preservation Plan map.

SHEBOYGAN COUNTY AND LOCAL PLANS AND CONTROLS TO PRESERVE AGRICULTURE

In addition to the Sheboygan County and local Comprehensive Plans, this section of the chapter provides a list of additional land use plans and controls at the County and local level that can have a positive impact on Farmland Preservation. It is important to note that due to a mixture of county and local development regulations within the county, the Sheboygan County Planning and Conservation Department, Sheboygan County UW-Extension, worked diligently with the communities by attending multiple meetings with plan commissions and local boards, throughout the update of this Farmland Preservation Plan to ensure plan consistency. Members of the public had multiple opportunities to share input.

General Zoning Ordinances

Sheboygan County does not maintain a countywide general zoning ordinance. Rather, each city, village, and town in the County maintains and administers its own general zoning ordinance. Sheboygan County will advise towns to update and recertify their exclusive agriculture zoning ordinances following the certification and adoption of this Sheboygan County Farmland Preservation Plan. Refer to the general zoning ordinances of each community for detailed information on local zoning districts, regulations, and zoning maps.

Soil and Water Conservation Plans

Participants in the Farmland Preservation Program are required to implement soil and water conservation standards according to a schedule of compliance approved by the Conservation Division of the Sheboygan County Planning and Conservation Department. The standards to be implemented are those required under NR151 *Runoff Management* of the Wis. Adm. Code.

Sheboygan County Stewardship Program

In November of 2000, nearly 70% of the voters of Sheboygan County voted in favor of establishing a County Stewardship Fund to develop recreation opportunities and help conserve Sheboygan County's natural resources. The types of projects that the County will support include project development, purchase of development rights, land acquisition, and restoration.

Sheboygan County Plans and Ordinances

The Sheboygan County Planning and Conservation Department maintains and administers the following land use plans and ordinances that help ensure farmland and natural resources are preserved.

- Park and Open Space Plan (Planning Division).
- Marsh Management Plan (Planning Division).
- Land & Water Resource Management Plan (Conservation Division).
- Critical Areas and Natural Resources Plan (Planning Division).
- Nonmetallic Mining Ordinance – Chapter 78 of the Sheboygan County Code of Ordinances (Conservation Division).
- Sanitary Ordinance (Planning Division) – Chapter 70 of the Sheboygan County Code of Ordinances (Conservation Division).

- Shoreland & Floodplain Ordinances (Planning Division) – Chapters 72 and 73 of the Sheboygan County Code of Ordinances (Conservation Division).
- Subdivision Ordinance – Chapter 71 of the Sheboygan County Code of Ordinances (Planning Division).
- Animal Waste Storage Ordinance – Chapter 77 of the Sheboygan County Code of Ordinances (Conservation Division).
- Erosion Control and Stormwater Management Ordinance – Chapter 75 of the Sheboygan County Code of Ordinances (Conservation Division).

FARMLAND PRESERVATION PROGRAMS

Many farmland preservation and rural land preservation programs are available on county, state, and federal levels in an effort to implement agricultural conservation practices and natural resource protection. Below is a listing of a variety of these programs, some of which are currently being utilized in the Sheboygan County.

Landowners can get additional program information from the Sheboygan County Planning and Conservation Department, Natural Resource Conservation Service (NRCS), USDA Farm Service Agency (FSA), and the Wisconsin Department of Natural Resources (WDNR).

County Programs

Buffer and Pollinator Program

The purpose of this voluntary program is to promote water quality and soil health principles.

County Conservation staff offer technical advice and financial funding to landowners as they

implement permanent vegetative cover to protect surface water and encourage pollination.

Farmland Preservation Program

The purpose of this program is to preserve agricultural land and open spaces by promoting orderly land use planning and development and by promoting soil and water conservation. Landowners that participate in the program are eligible for state tax credits. In order to be eligible for the program, land must be located in a certified farmland preservation zoning district or in a designated agricultural enterprise area.

Land & Water Resource Management Plan Implementation

The purpose of this program is to control soil erosion and reduce nonpoint source water pollution. The program provides a cost share and technical assistance to landowners to install soil and water conservation practices. The following agricultural conservation practices may be utilized; grass waterways, diversions, critical area stabilization, terraces, grade stabilization structure, sediment basin, barnyard runoff control practices, rural well abandonment, manure storage abandonment and roof runoff system.

Animal Waste Management Regulations Ordinance

The purpose of this Ordinance is to assure the safe handling and spreading of animal waste as well as to regulate the location, design, construction, alteration, operations, and maintenance of all animal feeding operations and livestock waste storage facilities. The Sheboygan County Land and Water Conservation Department shall receive and review all permit applications. See the Sheboygan County Animal Waste Management Ordinance, Chapter 77 of Sheboygan County's Code

of Ordinances.

Nutrient Management Planning

This program provides technical and educational assistance to landowners for the preparation and implementation of a nutrient management plan. The plan details a strategy for obtaining the

maximum return from on and off farm fertilizer resources in a manner that protects environmentally sensitive areas and the quality of nearby water resources. Cost share/incentive funding is available for program participation.

Wisconsin Nonpoint Runoff Rule Implementation

This program provides technical and financial assistance to landowners that do not meet nonpoint pollution control rules. Farms are evaluated to determine if they are compliant with the rules. If they are found to be out of compliance, technical and financial assistance may be available.

State and Federal Conservation Programs

Agricultural Enterprise Areas (AEA)

The Agricultural Enterprise Area (AEA) concept was established in 2009 as part of the state's Working Lands Initiative. By definition an AEA is a contiguous land area devoted primarily to agricultural use and locally targeted for agricultural preservation and development.

If land is in an AEA, part of a Farmland Preservation Agreement, and meets eligibility and conservation requirements, the farmer can receive a tax credit of $5 per acre. Land in an AEA does not have to contain Exclusive Agricultural Zoning.

The designation of an AEA is voluntary and can be initiated by land owners or local governments by filing a petition with the State of Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP). Petitions filed with DATCP must meet minimum criteria, but additional evaluation criteria may be used to review competing petitions. As a minimum the land subject of the petition must be identified as being in a farmland preservation area in the county's Farmland Preservation Plan, be a contiguous land area, and primarily be used for agriculture.

Conservation Reserve Program (CRP) and Conservation Reserve Enhancement Program (CREP)

The purpose of these programs is to reduce erosion, increase wildlife habitat, improve water quality, and increase forestland. Landowners that set aside agricultural land to conduct program practices are eligible for annual land rental payments. Program practices may include tree planting, grass cover, small wetland restoration and prairie/oak savannah restoration.

Conservation Security Program (CSP)

The purpose of this program is to promote good land stewardship and implement conservation practices. Agricultural operations in select watersheds are eligible to receive payments for program participation. Payments to agricultural operations are based on the amount of participation and enhancements.

Environmental Quality Incentives Program (EQIP)

The purpose of EQIP is to provide technical and financial help to landowners that install or implement structural and management practices on agricultural lands. Landowners that participate in the program may be eligible for cost sharing.

Farmland and Ranch Lands Protection Program (FRPP)

The purpose of this program is to maintain prime farmland in agricultural uses through permanent agricultural easements. The program provides funding to state, tribal, or local government programs for the purchase of development rights on prime agricultural land. Program funds are used to pay for up to 50 percent of the permanent easement cost.

Managed Forest Law (MFL)

The purpose of this program is to promote good forest management; property tax incentives/reduction is available to participating landowners. In order to participate, a landowner must follow an approved management plan (plan is free) and must own 10 contiguous acres (80% must be capable of producing merchantable timber).

Targeted Runoff Management (TRM) Grants

The purpose of this program is to control polluted runoff from agricultural sites and urban areas. Grants are available to help fund various Best Management Practices, purchase of property, and property easements. Local units of government, special purpose districts, tribal commissions and regional planning agencies are eligible for grants.

Wisconsin Forest Landowner Grant Program (WFLGP)

The purpose of this program is to assist landowners in protecting and enhancing forest lands, prairies and waters. Program practices include forest stewardship plan development, reforestation, timber stand improvement, fish and wildlife habitat enhancement, fire hazard reduction, invasive species control, watershed protection and wetland restoration. Qualifying landowners may be eligible for cost sharing.

Wetland Reserve Program (WRP)

The purpose of this program is to restore wetlands that were previously altered for agricultural uses. Most private wetlands that were converted to agricultural uses prior to 1985 are eligible. Wetland restoration and wildlife habitat establishment/protection sites that are the most beneficial are selected for restoration.

State and Federal Financial Programs

Farm Service Agency (FSA): Beginning Farmer Loans and Guarantees

The purpose of this program is to make loans available for farmers to use towards farm ownership and operating costs. The FSA provides direct and guaranteed loans to beginning farmers and ranchers who are unable to obtain financing through commercial credit sources. This program is for farmers and ranchers who have operated for less than 10 years.

FSA: Direct Loans

Direct loans are made and serviced by FSA officials, who also provide borrowers with supervision

and credit counseling. Farm ownership and operating loans are the main types of loans available under the direct loan program. With a direct farm ownership loan, you can purchase farmland, construct or repair buildings and other fixtures. Operating loans may be used to purchase items such as livestock, farm equipment, feed, minor improvements to buildings, family subsistence, and to refinance debts under certain conditions.

FSA: Guaranteed Farm Loans

FSA guaranteed loans provide lenders (i.e. banks, farm credit system institutions, credit unions) with a guarantee of up to 95% of the loss of principal and interest on a loan. Farmers and ranchers apply to an agricultural lender, who then arranges for the guarantee. The FSA guarantee permits lenders to make agricultural credit available to farmers who do not meet the lender's normal underwriting criteria. With a direct farm ownership loan, you can purchase farmland, construct or repair buildings and other fixtures. Operating loans may be used to purchase items such as livestock, farm equipment, feed, minor improvements to buildings, family subsistence, and to refinance debts under certain conditions.

WHEDA: Beginning Farmer Bonds

The purpose of the Wisconsin Housing and Economic Development Authority (WHEDA) – Beginning Farmer Bond program, uses bond funds to be used for the purchase a first farm including land, equipment, livestock, or buildings. Bonds can be used for transactions between related persons.

WHEDA: Crop

The purpose of the Wisconsin Housing and Economic Development Authority (WHEDA) – Crop program is to make loans to farmers, which can be used to buy animal feed, seed, fertilizer, pesticides, or to pay land rent, custom hire, crop insurance, feeder animals, tillage services, equipment rental and repair, or utilities for commodity production.

WHEDA: Farm

The purpose of the Wisconsin Housing and Economic Development Authority (WHEDA) – Farm program is to make loans to farmers, which can be used for a farm expansion or for the modernize an existing operation. The loan can be used to purchase agricultural assets including

machinery, equipment, buildings, land, and livestock. The money can also be used to make improvements to farm buildings and land for agricultural purposes.

WHEDA: Agribusiness Guarantee Program

The purpose of the Wisconsin Housing and Economic Development Authority (WHEDA) – Agribusiness Guarantee program is to make loans to farmers for projects developing products, markets, method of processing or marketing for a Wisconsin-grown commodity. The maximum guarantee of 80% on loans can be used for equipment, land, buildings, working capital, inventory and marketing expenses.

State and Federal Technical Assistance Programs

AgrAbility of Wisconsin

The purpose of the AgrAbility program is to promote success in agriculture for people with disabilities through the development of a customized assistance plan based on the type of farm operation, type of disability, and the needs of the individual with a disability and their family. This plan could include: equipment and worksite modification, farm job restructuring, community and health care coordination, peer support involvement, etc. The Wisconsin AgrAbility Project is a cooperative effort of the University of Wisconsin Extension Service, University of Wisconsin Biological Systems Engineering and Easter Seals Wisconsin.

Center for Dairy Profitability

The purpose of the Center for Dairy Profitability is to develop, coordinate and conduct effective interdisciplinary educational and applied research programs, emphasizing business management, human resource management, production systems, and finance and marketing systems that enhance dairy profitability. In keeping with this mission statement, the Center's website has a variety of information available to improve production efficiency and profitability. The Center also has a real-time internet financial benchmarking site.

Dairy Business Innovation Alliance (DBIA)

The DBIC is a non-profit Wisconsin corporation offering technical assistance to dairy producers and cheese processors for product development, business planning, market development and other services. The Center boasts a team roster of more than 15 world-class dairy experts and is led by a stakeholder board.

Wisconsin Farm Center

The Wisconsin Farm Center from DATCP provides services to Wisconsin farmers and agribusinesses to

promote the vitality of the state's agricultural economy and rural communities. Also, they provide services in the areas of financial counseling and analysis, mediation, employment and training, farm succession and two-generation linking, legal information related to FSA programs and Rural Electric Power Services. They also provide a 24/7 Wisconsin Farmer Wellness helpline at (888) 901-2558 and have a regular schedule of a podcast episodes named "Rural Realities".

Wisconsin Beginning Farmer's Resource Guide

The Wisconsin Farmer's Resource Guide maintained by DATCP, is a directory for farmers and rural citizens to find helpful information and services offered by public and private agencies across the state. Whether you need legal aid or want to apply for a loan, seek job training or financial counseling, this guide provides links to help you find the right person to talk to.

Wisconsin Farm Bureau Federation Young Farmer and Agriculturist Program

This is a leadership program for farmers under the age of 35. and provides leadership and skills development opportunities, along with the chance for young farmers to meet and network with other young farmers.

State and Federal Environmental Assistance Programs

Discovery Farms

Discovery Farms is a University of Wisconsin program designed to address the environmental research needs of agricultural producers. Through addressing those needs, Discovery Farms is working to assure a healthy environment and a healthy farm economy. Discovery Farms is part of UW-Extension and the College of Agriculture and Life Sciences at UW-Madison, and has a relationship with the Wisconsin Agriculture Stewardship Initiative.

Wisconsin Business Environmental Assistance Partnership (WBEAP)

The WBEAP helps Wisconsin business and communities understand environmental regulations, prevent pollution, and establish continuous improvement. WBEAP is a working partnership between the Department of Commerce (Small Business Clean Air Assistance Program), Agriculture, Trade, & Consumer Protection (Agricultural Chemical Cleanup Program), and the UW Extension (Solid and Hazardous Waste Education Center). WBEAP can help with air pollution regulations, environmental innovation, environmental management systems, fertilizer & pesticide management, industrial & community recycling, renewable energy & energy conservation, stormwater control plans, and waste minimization.

Wisconsin Focus on Energy

Focus on Energy works with eligible Wisconsin residents and businesses to install cost effective energy efficiency and renewable energy projects. Focus information, resources, and financial incentives help to implement projects that otherwise would not be completed, or to complete projects sooner than scheduled. Its efforts help Wisconsin residents and businesses manage rising energy costs, promote in-state economic development, protect our environment, and control the State's growing demand for electricity and natural gas.

Wisconsin Public Service

The Wisconsin Public Service agency offers programs to increase the energy efficiency of farming operations.

Appendix A
AGRICULTURAL LAND USE AND PRESERVATION SURVEY RESULTS

2023 FPP Mailed Survey Results

500 Surveys sent to ag land owners of 20 acres or more | 183 returned | **36.6% response rate**

1. Where do you own your agricultural land? (Mark all that apply) Town(s) of: Many own land in multiple towns

Greenbush	Herman	Holland	Lima	Lyndon	Mitchell	Mosel	Plymouth	Rhine	Russell	Scott	Sheboygan
14	21	20	22	26	13	9	10	17	8	18	2
6.4%	**9.6%**	**9.1%**	**10.0%**	**11.9%**	**5.9%**	**4.1%**	**4.5%**	**7.7%**	**3.6%**	**8.2%**	**0.9%**

Sheboygan Falls	Sherman	Wilson
17	14	7
7.7%	**6.4%**	**3.2%**

2. What is your age? (check one)

18-34	35-54	55-64	65-74	75+	Didn't answer
10	31	48	63	30	1
5.4%	**16.9%**	**26.2%**	**34.4%**	**16.3%**	**0.5%**

3. What is your gender? (Check one)

Female	Male	Answered with spouce 1 M & 1 F	Didn't answer
33	147	2	1
18.0%	**80.3%**	**1.0%**	**0.5%**

4. Prior to this mailing, what was your familiarity with the Farmland Preservation Program and how it may apply to you as a land owner? (Check one)

I have no prior knowledge	I have only heard of the program	I am very familiar with the program
22	82	79
12.0%	**44.8%**	**43.1%**

5. Do you currently claim Farmland Preservation tax credits as part of your WI income tax return? (check one)

Yes	No	Not sure	Didn't answer
58	103	21	1
31.6%	**56.2%**	**11.4%**	**0.5%**

6. Would you like the town(s) where you own land to continue participating in Wisconsin's farmland preservation program (known as the Working Lands Initiative) so you might be eligible to receive tax credits (currently $7.50 per acre) in the future for preserving your agricultural land? (check all that apply)

Yes, but only if I receive federal cost-sharing dollars to help offset the cost of complying with the soil and water requirements			
66	36.0%	72.6%	Answered yes
Yes, but only if training is available locally that will allow me to complete at least some of the compliance activities myself			
40	21.8%		
Yes because:			
27	14.8%		
No, it's too costly to comply with the soil conservation and water quality requirements			
18	9.8%	26.0%	Answered No
No, it's too much extra work to comply with the soil and water requirements			
19	10.3%		
No, because			
11	6.0%		
I own ag land in a town that does not participate in Rhine, Mitchell, Sheboygan, & Wilson			
20	10.9%		
Didn't answer			
17	9.2%		

7. Generally speaking, what best describes your future plans for your land? (check all that apply)

Keep farming in Sheboygan County until retirement		Move outside the County in order to keep farming until retirement			
89	48.6%	1	0.5%		
Pass the farm on to your children or others in the next generation		Get out of farming as soon as practical			
111	60.6%	0	0.0%		
Increase the size of the farm		Decrease the size of the farm			
25	13.6%	0	0.0%		
Split off part of your farmland for development		Rent out all or part of your farmland			
3	1.6%	73	39.8%		
Rent additional farmland from other landowners		Didn't answer		Comment	
31	16.9%	4	2.1%	1	0.5%

8. How should residential and non-ag business development occur in your town? (check one) *Few answered more than once

Scattered throughout the town		Concentrated in a few already developed areas, like around cities and villages		Residential & non-ag business development should not occur in rural areas		Not sure		Didn't answer	
22	12.0%	77	42.0%	52	28.4%	27	14.7%	7	3.8%

9. Are you in favor of allowing ag-related business development in your town? Such as implement dealers, repair shops, seed suppliers, processing plants & so on. (check one & give your reasoning)

Yes		No		It depends		Didn't answer	
106	57.9%	19	10.3%	52	28.4%	6	3.2%

10. Please identify current issues you have, if any, with non-ag landowners: (check all that apply)

Traffic		Encroaching non-ag development pressures		Lack of tolerance for ag-related noises odors & activities		Loss of prime farmlands		Stormwater flow problems		Vandalism or other crimes		Change in fabric of rural community		Increased litter/trash		No significant issues		Other concern		Didn't answer	
60	32.7%	55	30.5%	96	52.4%	99	54.0%	25	13.6%	21	11.4%	50	27.3%	57	31.1%	28	15.3%	21	11.4%	5	2.7%

11. The role for local government with respect to development in rutal areas should be: (put an X in the box that best fits your opinin for each of the four horizontal rows)

	Strongly Agree	Agree	Nuetral	Disagree	Strongly Disagree	I am not impacted or have an opinion	Didn't Answer
Prevserving Farmland at all Costs	47	81	39	5	3	1	7
	25.6%	44.2%	21.3%	2.7%	1.6%	0.5%	3.8%
Protecting productive farmland, but allowing growth in areas not suitable for Ag use	37	98	26	7	5	1	9
	20.0%	53.5%	14.2%	3.8%	2.7%	0.5%	4.9%
Conservation by purchasing development rights of land	14	36	65	31	18	5	13
	7.6%	19.6%	35.5%	16.9%	9.8%	2.7%	7.1%
Not protecting farmland, let owners develop as they see fit	4	13	33	48	72	3	10
	2.1%	7.1%	18.0%	26.2%	39.3%	1.6%	5.4%

There was a total of 150 comments shared via the paper surveys. The major themes paraphrased included:

- Local support for agricultural related businesses to be located near the farming community
- Many feel the financial benefit from participating in the Farmland Preservation program is not enough to offset the cost of compliance, many would welcome coaching or financial support.
- A large majority of the landowners will continue farming until they retire then hope to pass the farm to the next generation.

Many took the opportunity to speak out against agricultural land being replaced with solar panels and/or wind turbines. (19 comments)

SHEBOYGAN COUNTY RESOLUTION NO. 21 (2023/24)

Re: **Approving Revisions to Farmland Preservation Plan**

WHEREAS, a County Farmland Preservation Agreement is a component part of the County's comprehensive plan under Wis. Stat. § 59.69(3), and

WHEREAS, one of the requirements necessary to enable farmland owners to enter into farmland preservation agreements is that the County adopt a Farmland Preservation Plan which is certified by the State as being compliant with Chapter 91 of the Wisconsin Statutes, and

WHEREAS, the Sheboygan County Planning & Conservation Department has developed a Farmland Preservation Plan for Sheboygan County which was first adopted by the Sheboygan County Board of Supervisors on November 1, 2005, as Resolution No. 25 (2005/06) which was certified, then revised on December 17, 2013, as Resolution No. 23 (2013/14) which was certified, and

WHEREAS, the Planning, Resources, Agriculture, and Extension Committee (PRAECom) has determined that the Farmland Preservation Plan requires revision of certain provisions in order to remain consistent with the County's comprehensive plan and eligible for state certification, and

WHEREAS, PRAECom has proposed a revision to the Farmland Preservation Plan, its text, and maps as set forth in the documents on file with the County Clerk and as submitted to the State of Wisconsin Department of Agriculture on September 15, 2023, for review, and

WHEREAS, the Department of Agriculture, by order dated October 17, 2023, has made a Finding of Fact, and Conclusions of Law providing that the 2023 Sheboygan County Farmland Preservation Plan, as revised, together with its text and maps is entitled to certification status through December 31, 2033, subject to the County Board approving the revisions thereto.

NOW, THEREFORE, BE IT RESOLVED that the Sheboygan County Board hereby approves the 2023 Sheboygan County Farmland Preservation Plan, in the manner reflected in the copy on file in the County Clerk's Office and made a part hereof by reference hereto and makes it a part of Sheboygan County's Comprehensive Plan.

BE IT FURTHER RESOLVED that the Planning & Conservation Director and Corporation Counsel be directed to undertake such further action as necessary to confirm the certification of the Plan.

Respectfully submitted this 19th day of December, 2023.

PLANNING, RESOURCES, AGRICULTURE, AND EXTENSION COMMITTEE*

Keith Abler, Chairperson

Rebecca Clarke, Vice-Chairperson

John Nelson, Secretary

Paul A. Gruber

Henry Nelson

STATE OF WISCONSIN)
COUNTY OF SHEBOYGAN)

I, Jon Dolson do hereby certify that the above is a true and correct copy of the original on file in the office of the County Clerk and that it was adopted by the County Board of Supervisors on this date.

Date: 01-16-2024
(Seal)

County Clerk

Agriculture



If it happens on a farm or in a field, the Extension Institute of Agriculture works with you to achieve better results. Our innovative dairy management programs range from genetics to farm and business management. Extension researchers work hand-in-hand with row crop, forage and fresh produce growers to provide best practices for every aspect of the growing phase. We also advise communities on using sustainable practices to create inviting spaces free from invasive species.

Dairy | *Manuel Peña, Regional Dairy Educator*

A corn silage dry-down event for dairy farmers and forage growers in the eastcentral region, where participants can submit corn silage samples for free to assess their dry matter content. This information helps them to determine the appropriate time to harvest their corn for silage maximizing forage quality. Farmers have only one chance to do it right every season, we want to support those decisions. (Manuel Pena)

- Dry matter (DM) data are important for determining the appropriate harvest timing for corn silage. Measuring whole-plant DM provides a more reliable indication of harvest readiness than using kernel milkline alone, since the relationship between kernel maturity and whole-plant moisture can vary among hybrids and growing conditions.Harvesting corn silage at the appropriate DM content for the storage structure helps support proper fermentation, minimize storage losses, and preserve the nutritive value of the crop. Corn harvested too wet can result in poor fermentation and nutrient losses through seepage, while overly dry silage can be more difficult to pack, increasing the risk of mold and other storage losses. Over three consecutive Wednesdays, from August 26 through September 9, we hosted a corn silage dry matter sampling event. Farmers had the opportunity to submit corn silage samples at no charge and receive DM results to help evaluate crop maturity and harvest timing. Providing timely DM information can help farmers make more informed harvest decisions based on actual whole-plant moisture conditions. These decisions can contribute to better preservation of nutrients and forage quality during storage and provide more consistent information for subsequent dairy diet formulation.

Community Development



Community Development provides educational programming to assist leaders, communities, and organizations realize their fullest potential. We work with communities to build the vitality that enhances their quality of life and enriches the lives of their residents. We educate in leadership development, organizational development, food systems, community economic development, local government education and much more. In short, the Community Development Institute plants and cultivates the seeds for thriving communities and organizations.

Kirtis Orendorff, Community Development Educator

This has been an ongoing effort to better understand the current state of educational materials, land use ordinance, and relevant state case law surrounding the emerging land use of data centers. The findings of these efforts will help better prepare local government officials to update their land use ordinances with the best understanding of the impacts of these data center developments. (Kirtis Orendorff)

- Officials from multiple municipalities in Sheboygan County have expressed educational needs regarding the new and emerging land use of data centers, especially in response to current developments in Port Washington and Beaver Dam. This educational need regarding land uses is concurrent with efforts to distribute materials regarding large scale solar developments. Officials are seeking education regarding regulatory powers regarding data center land uses, impacts on the community, and environmental and infrastructure concerns. Researching the land use requires multiple steps of inquiry. First, we needed to understand what concerns there were from community members. We also needed an understanding of what municipalities have in their zoning ordinances to address this land use at present. Then we began speaking to other educators and urban planning contacts to understand the current state of educational materials and efforts. We then compiled examples of other municipalities' efforts regarding land use ordinance updates. Karl Green, Community Development Specialist with UW-Extension, will be bringing a presentation regarding data center land use and community impacts to the December Wisconsin Towns Association meeting. Continuing efforts will be made to distribute materials to relevant municipal officials regarding ordinance updates and impacts will follow this presentation to municipalities in Sheboygan County.

Human Development and Relationships



The Extension Institute of Human Development & Relationships provides the tools Wisconsinites need to thrive as well-rounded, capable individuals and families. We support families in caring for each other in ways that promote growth and understanding. Our programs promote aging-friendly communities, coach effective parents and help families put technology, mindfulness and financial awareness to use.

Jace Purdy, Human Development & Relationship Educator

Meeting with community collaborators. The goal is to see how we can work together to better serve our target audiences.

- Starting a new role, in a new community, requires a lot of face to face meetings with the existing organizations that are serving the target audiences my role will also be serving. These introductory meetings take plenty of communication and footwork. So far communications have been ongoing in order to meet potential collaborators and have face to face meetings. At this point we continue to communicate, set up meeting times and places, and talk about how to best support each other.

Positive Youth Development



Positive Youth Development prepares the youth of today to become the effective, empathetic adults of tomorrow. Our research-based youth enrichment programs like teens in governance build youth and adult capacity and partnerships that help both sides grow. 4-H clubs, camps and after-school programs give young people the hands-on experiences they need to develop an understanding of themselves and the world.

4-H | *Sarah Feider, 4-H Program Educator*

A six-hour day camp for 18 youth in grades K–7, where participants built teamwork and communication skills through team-building activities, 4-H Bingo, art, LEGO sink-and-float challenges, S'mores, puppet and air-dry clay creations, and hands-on exploration of what 4-H has to offer. Through these experiences, youth developed new skills, connected with peers, and were introduced to the wide variety of opportunities available through 4-H.

- The program was developed in response to an ongoing partnership with the local library, which had invited 4-H to provide programming for youth for two consecutive years and expressed interest in continuing the partnership the following year. This created an opportunity to provide engaging, hands-on activities while increasing youth awareness of 4-H programs and the learning, leadership, and social opportunities available to them. I responded by collaborating with the library to provide a six-hour, hands-on 4-H day camp for 18 youth in grades K–7. Activities included team building and teamwork challenges, 4-H Bingo, art, LEGO sink-and-float challenges, S'mores, puppet and air-dry clay creations, and an introduction to the opportunities available through 4-H. This approach allowed youth to experience a variety of fun, educational activities while building connections with 4-H and learning about future opportunities to participate. The program supported the broader community by giving youth opportunities to build teamwork, communication, creativity, problem-solving, and social skills in a welcoming environment. By introducing youth and families to 4-H through the library partnership, the program helped increase awareness of local youth development opportunities and strengthened community connections between 4-H and the library. These experiences can help youth develop confidence, positive relationships, and skills that contribute to their success in school, their communities, and future leadership roles.

Positive Youth Development | *Diana Hammer, Youth Development Educator*

Life Skills Launchpad is a program designed to prepare young people for managing their finances and making big life decisions such as buying a vehicle, finding work, paying for education, navigating housing and paying their bills.

Young people in Wisconsin are facing increasingly complex financial decisions at an earlier age, yet many lack the knowledge and confidence needed to successfully navigate these choices. From selecting a financial institution and managing credit to understanding the costs of postsecondary education, transportation, housing, and everyday living expenses, youth are expected to make decisions that can have long-term impacts on their financial well-being and future opportunities. At the same time, employers, educators, and communities recognize the importance of equipping young people with practical life and money management skills that support successful transitions into adulthood.

To address these needs, Diana led a five-day series in Sheboygan County Juvenile Detention on August 24-28. **12 youth in grades 8-11** participated in lessons on buying a vehicle, career skills assessment (Holland's Code), career exploration, renting an apartment, and understanding money personalities. Diana set the tone for the class using inclusive group

processes to build trust, safety, and mutual respect. Additionally, state 4-H STEM Specialist Joanna Skluzacek led activities for social-emotional learning using Lego blocks.

Highlights from the **participant program evaluation** include:

- 7 felt it's important to be passionate about the work they do.
- 8 felt this program helped them explore future career options.
- 8 felt encouraged to plan for the future.
- 8 felt that adults in the program cared about them.
- 8 felt safe in the program.
- 8 felt liked by others in the program.
- 6 felt the program helped them explore future career options.

But **in their own words**, participants shared these take aways:

- Be careful who you rent from and the more expensive houses aren't better.
- Don't just look at one job or house. Look at more than one.
- It's a lot more to housing than face front
- What jobs would I like: Welding and mechanics
- house/rent: smaller houses are smart because of your budget
- look at rent and ask to get an estimate & price
- I learned I'm a stockpiler. I like to save my money and not spend.
- I learned my strengths and what I like to do

Value Added *-Sheboygan County Community members actively engage in UW -Madison Extension Regional and Statewide Program offerings. Highlights of these programs are shared in this section of the report.*

Natural Resources

An on-site, multi-day and overnight, face-to-face experience for youth participants from an organized group (school, 4-H club, scout, church, or other organization). The purpose of the activity is to build skills and competencies in teamwork & communication, knowledge of Upham Woods ecological resources, enhance participants' connections and relationships with nature, increase inspiration to learn and explore outside, improve use of critical thinking skills to engage with science and the environment, and increase scientific and environmental literacy. (Location type: Geography Served) Total Reach: A total of 1,704 youth and 477 adults from 41 groups

Jayna Hintz *Area Extension Director*	Sarah Feider *4-H Youth Educator*	Brandi Cha *Support Staff*
Manuel Peña *Regional Dairy Educator*	Diana Hammer *Positive Youth Development Educator*	Cassi Worster *Marketing Specialist*
Kirtis Orendorff *Community Development Educator*	Jace Purdy *Human Development and Relationships Educator*	

The University of Wisconsin–Madison Division of Extension provides equal opportunities in employment and programming in compliance with state and federal law.

Area Extension Director Facilitate Extension Community Needs Assessment Discussion

This effort is being undertaken in collaboration with the Wisconsin Counties Association and is intended to help Extension better understand local priorities, community needs, and the most effective use of available resources. Information gathered will help inform future discussions about Extension's educator model and programming at the county, regional, and state levels. No decisions are being made at this time. Rather, Extension is seeking input to ensure future planning reflects the needs of counties and communities.

To help prepare for our discussion, committee members may wish to review county strategic plans, community health assessments, or other planning documents that identify current and emerging community priorities.

The discussion will focus on the following questions:

- What are the most pressing issues or challenges facing our county today? What challenges do you anticipate over the next 3-5 years?
- What role should Extension play in helping address these issues?
- Which issues are best addressed locally at the county level, and which are better addressed through regional or statewide efforts?
- What do you see as the value of county-based Extension programming? What value do regional and statewide Extension programs provide?
- Your perspectives and insights are important and will help ensure Extension continues to provide relevant, high-impact educational programs that meet local needs.