

NOTICE OF MEETING

SHEBOYGAN COUNTY BOARD OF SUPERVISORS

Sheboygan County Courthouse
615 North 6th Street, 5th Floor
Sheboygan WI

To Observe the Meeting Remotely Dial:
(312) 626-6799
Enter Meeting ID: 875 2273 8720
Passcode: 586943

Join Zoom Meeting

<https://us06web.zoom.us/j/87522738720?pwd=7HMaJ4SDo4g2eq65bK0m0mqoigPiCN.1>

WSCS 24/7 live stream: (Subject to WSCS Availability)

<https://videoplayer.telvue.com/player/Q88UIDYmxPJcLEwBkva9uJNWQzIzRD2W/categories/1222/stream/441?autostart=false&showtabssearch=true&fullscreen=false>.

TUESDAY, December 16, 2025 at 6:00 P.M.

In compliance with Rule V under the Rules of Order of the Sheboygan County Board of Supervisors, as County Clerk of Sheboygan County, I herewith submit the following AGENDA.

AGENDA

CALL TO ORDER – Chairperson Keith Abler

CERTIFICATION OF COMPLIANCE WITH OPEN MEETING LAW

PLEDGE OF ALLEGIANCE

ROLL CALL

APPROVAL OF NOVEMBER 4, 2025 JOURNAL

**CONSIDERATION OF APPOINTMENT BY CHAIRPERSON
County Board**

Kurt Jensen, 627 Saint Clair Avenue, Sheboygan
(To fill the unexpired term of District #3 through April 2026)

ADMINISTRATION OF OATH OF OFFICE - County Clerk, Jon Dolson

Posted 12/12/2025 @ 3:00 PM

CONSIDERATION OF RE-APPOINTMENTS BY CHAIRPERSON

Monarch Library System Board

Tom Doane, W6320 HWY 144, Random Lake

(Representing - Participating Library Board)

Daniel Lamb, 2212 North 25th Street, Sheboygan

(Representing - Member at Large)

Veterans Service Commission

Allen Nohl, 797 Ethan Allen Drive, Howards Grove

PRESENTATIONS

Dr. Zils, Medical Director – Sheboygan County Emergency Communications Center
Recognized as Accredited Center of Excellence

PUBLIC ADDRESSES

As of the preparation of this Agenda no one has requested to speak. County Board rules allow interested persons to register to speak until 5:00 pm on the Monday before the County Board Meeting.

LETTERS, COMMUNICATIONS AND ANNOUNCEMENTS

Items introduced under this heading are either referred to a Committee for action, or received for information. No action is taken at this meeting.

COUNTY ADMINISTRATOR'S REPORT

The County Administrator's Report is a monthly report by the Administrator in which noteworthy activities of County government are highlighted. In addition, the Administrator's Report presents the Administrator's perspective on the Resolutions and Ordinances being considered or introduced at this meeting. The Administrator's Report is not an action item, and no debate or deliberation arises from the Report.

CONSIDERATION OF COMMITTEE REPORTS - EXECUTIVE COMMITTEE

Ordinance No. 13 (2025/26)

Re: Changing Supervisory District Boundaries to Reflect
Annexation Supervisory Districts 1, 5, 10, 17 and 21

Committee Recommendation: Enact

Signed in Opposition: None

CONSIDERATION OF COMMITTEE REPORTS - EXECUTIVE & FINANCE COMMITTEES

Committee Report

Joint County Library Service Plan 2026-2030

Committee Recommendation: Concur

Signed in Opposition: None

CONSIDERATION OF COMMITTEE REPORTS - FINANCE COMMITTEE

Resolution No. 15 (2025/26) Re: Approving Intention to Join the Statewide Public Safety Interoperable Communications System for Sheboygan County

Committee Recommendation: Adopt
Signed in Opposition: None

CONSIDERATION OF COMMITTEE REPORTS - TRANSPORTATION COMMITTEE

Ordinance No. 12 (2025/26) Re: Creating Section 64.19 Regarding a Permit Process for Certain Vendors at the Sheboygan County Memorial International Airport

Committee Recommendation: Enact
Signed in Opposition: None

RESOLUTIONS INTRODUCED

Items introduced under this heading are referred to a Committee for recommendation. No formal action is taken at this meeting unless noted.

Resolution No. 16 (2025/26) (From Planning, Resources, Agriculture, and Extension Committee)

Re: Approving 2026-2035 Sheboygan County Land and Water Resource Management Plan Update

Resolution No. 17 (2025/26) (From Planning, Resources, Agriculture, and Extension Committee)

Re: Authorizing Application for Department of Natural Resources Surface Water Grant

Resolution No. 18 (2025/26) (From Planning, Resources, Agriculture, and Extension Committee)

Re: Approving Revisions to Farmland Preservation Plan

ORDINANCES INTRODUCED - NONE

ADJOURNMENT

Respectfully submitted this 12th day of December, 2025.



JON DOLSON, COUNTY CLERK

* * * * *

NOTES:

Reminder: Expense sheets for the period ending December 15, 2025 are due in the County Clerk's Office no later than Tuesday, December 16, 2025. You may bring along to the meeting.

Persons with disabilities needing assistance to attend or participate are asked to notify the County Clerk's Office at 920.459.3003 prior to the meeting so that accommodations may be arranged.

JOURNAL OF THE MEETING OF THE SHEBOYGAN COUNTY BOARD OF SUPERVISORS

November 4, 2025

Pursuant to Wis. Stat. § 59.11, the November 4, 2025 session of the Sheboygan County Board was called to order by Chairperson Keith Abler at 6:00 p.m. Chairperson Abler noted that the notice of meeting was posted on October 31, 2025 at 2:00 p.m. in compliance with the open meeting law. The meeting opened with the Pledge of Allegiance by all present.

The roll call was taken and recorded with 23 Supervisors present; 1 Supervisor attended remotely: Supervisor Goehring; Absent: 1, Supervisor Smith

Supervisor Smith joined the meeting in person at 6:02 p.m.

Supervisor Wegner moved for approval of the October 21, 2025 and October 28, 2025 Journals, which were distributed to all supervisors prior to the meeting. The motion was seconded by Supervisor Koch and carried on unanimous roll call vote of the board.

PRESENTATIONS - NONE

LETTERS AND COMMUNICATIONS - NONE

COUNTY ADMINISTRATOR'S REPORT

County Administrator Alayne Krause gave a brief overview of Ordinance No. 11-Amending Chapter 24-Parks and Recreational Facilities, Resolution No. 11- Support of State Investment for Income Maintenance, and Resolution No. 12-Adoption of 401(a) Retirement Plan for Sheriff's Department Deputies that were being voted on at the meeting.

COMMITTEE REPORTS

The Clerk read the report of the Executive Committee regarding **Ordinance No. 11 (2025/26) Amending Chapter 24 - Parks and Recreational Facilities** recommending enactment.

Supervisor Otte moved to enact the ordinance. The motion was seconded by Supervisor Clarke and carried on unanimous roll call vote of the board.

The Clerk read the report of the Executive Committee regarding **Ordinance No. 12 (2025/26) Creating Section 64.19 Regarding a Permit Process for Certain Vendors at the Sheboygan County Memorial International Airport** recommending enactment

Chairperson Abler referred Ordinance No. 12 back to the Transportation Committee for further review.

The Clerk read the report of the Finance Committee regarding **Resolution No. 11 (2025/26) Support of State Investment for Income Maintenance** recommending adoption.

Supervisor Goehring moved to adopt the resolution. The motion was seconded by Supervisor Koch and carried on unanimous roll call vote of the board.

The County Board received for information correspondence from the Finance Committee regarding the Annual Report of Dog Listing Claims.

The Clerk read the report of the Law Committee regarding **Resolution No. 12 (2025/26) Adoption of 401(a) Retirement Plan for Sheriff's Department Deputies** recommending adoption.

Supervisor Gruber moved to adopt the resolution. Supervisor Wegner seconded the motion which carried on unanimous roll call vote of the board.

(Vice-Chairperson Brauer presiding)

Pursuant to Rule IV of the Rules of Order, the following resolutions and ordinances were introduced by the Clerk and referred by the Vice-Chairperson as indicated:

Resolution No. 13 (2025/26) Re: Approving 2026 Budget. Vice-Chairperson Brauer announced that pursuant to County Code of Ordinances Section 5.06(a)(6) and (9) this document is before the board for immediate action.

Supervisor Wegner moved to adopt the resolution. The motion was seconded by Supervisor H. Nelson and carried on unanimous roll call vote of the board.

Resolution No. 14 (2025/26) Re: Levying and Apportioning the Tax. Vice-Chairperson Brauer announced that pursuant to County Code of Ordinances Section 5.06(a)(6) and (9) this document is before the board for immediate action.

Supervisor Koch moved to adopt the resolution. Supervisor Ellis seconded the motion which carried on unanimous roll call vote of the board.

Resolution No. 15 (2025/26) Re: Approving Intention to Join the Statewide Public Safety Interoperable Communications System for Sheboygan County referred to the Finance Committee.

Ordinance No. 13 (2025/26) Re: Changing Supervisory District Boundaries to Reflect Annexation Supervisory Districts 1, 5, 10, 17 and 24 referred to the Executive Committee.

ADJOURNMENT

Supervisor Donovan moved to adjourn. Supervisor Koch seconded the motion which carried on unanimous roll call vote of the board. The meeting was adjourned at 6:15 p.m. **The next scheduled meeting is Tuesday, December 16, 2025 at 6:00 p.m.**



SHEBOYGAN COUNTY

Keith Abler
County Board Chairman

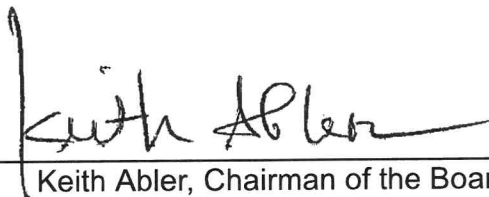
WISCONSIN

TO THE HONORABLE MEMBERS OF THE SHEBOYGAN COUNTY BOARD:

I, Keith Abler, Chairman of the Sheboygan County Board of Supervisors, submit for your confirmation the following appointment for County Board Supervisor of the 3rd Supervisory District to serve the remainder of the 2-year term expiring April 2026 as the result of Kathleen Donovan relocating out of the district:

Kurt Jensen, 627 Saint Clair Avenue, Sheboygan, WI 53081

Respectfully submitted this 16th day of December, 2025.



Keith Abler, Chairman of the Board

November 13th, 2025

Mr. Keith Abler
Sheboygan County Administration Building
508 New York Avenue, Room 308
Sheboygan, WI 53081

Dear Mr. Abler,

I am writing to express my interest in filling Kathleen Donovan's unexpired Sheboygan County Board of Supervisors term for District 3.

Except for my collegiate years spent at the University of Wisconsin Madison, I have lived in Sheboygan most of my life. I have gone through 3rd -12grade here. I have owned a small business for over 14 years in District 3. I currently live here in District 3 at 627 Saint Clair Ave. I am raising a family in District 3.

I adore Sheboygan. I appreciate Sheboygan County. I have camped, hiked, skied, foraged, spoke, gone antiquing, brewed beer, hosted gaming conventions, raised money for charities, participated on various boards, and much, much more throughout the county.

I interested in serving the with the County Supervisors in the best interests of my District, Sheboygan, and the County as a whole.

While, I may not be the best on talking myself up on paper, I would love a chance to sit with you and/ or the rest of the supervisors and see if I could be a good fit for this vacant position.

Thank you for your consideration.

Sincerely,

A handwritten signature in black ink, appearing to read 'Kurt Jensen', with a long horizontal flourish extending to the right.

Kurt Jensen
627 Saint Clair Ave
Sheboygan, WI 53081
608-225-0692



SHEBOYGAN COUNTY

Keith Abler
County Board Chairman

TO THE HONORABLE MEMBERS OF THE SHEBOYGAN COUNTY BOARD:

I, Keith Abler, Chairman of the Sheboygan County Board of Supervisors, pursuant to Section 43.05 and Ordinance No. 9 (2016/17) of the Sheboygan County Code, hereby submit for your confirmation the following re-appointments to the Monarch Library System Board:

Three-year term expiring December, 2028

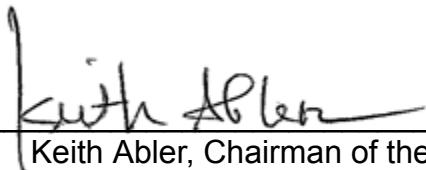
Tom Doane, W6320 HWY 144, Random Lake WI 53075

(Representing – Participating Library Board)

Daniel Lamb, 2212 North 25th Street, Sheboygan WI 53083

(Representing – Member at Large)

Respectfully submitted this 16th day of December, 2025.



Keith Abler, Chairman of the Board



SHEBOYGAN COUNTY

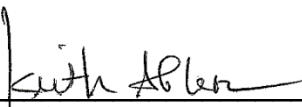
Keith Abler
County Board Chairman

TO THE HONORABLE MEMBERS OF THE SHEBOYGAN COUNTY BOARD:

I, Keith Abler, Chairman of the Sheboygan County Board of Supervisors, pursuant to Wisconsin Statute 45.81, do hereby submit for your confirmation the following re-appointment to the Veterans Service Commission to serve a three-year term expiring December 2028:

Allen Nohl, 797 Ethan Allen Drive, Howards Grove, WI 53083

Respectfully submitted this 16th day of December, 2025.



Keith Abler, Chairman of the Board

SHEBOYGAN COUNTY ORDINANCE NO. 13 (2025/26)

Re: **Changing Supervisory District Boundaries to Reflect Annexation Supervisory Districts 1, 5, 10, 17 and 21**

WHEREAS, the Sheboygan County Board established its current supervisory district boundaries by enactment of Ordinance No. 3 (2011/12) on September 20, 2011 and were subsequently amended thereafter; and

WHEREAS, on October 6, 2025, the City of Sheboygan Common Council adopted Gen. Ord. No. 16-25-26 annexing property in the Town of Sheboygan to the City of Sheboygan; and

WHEREAS, on February 5, 2024, the City of Sheboygan Common Council adopted Gen. Ord. No. 35-23-24 annexing property in the Town of Sheboygan to the City of Sheboygan; and

WHEREAS, on October 16, 2023, the City of Sheboygan Common Council adopted Gen. Ord. No. 24-23-24 annexing property in the Town of Wilson to the City of Sheboygan; and

WHEREAS, on March 10, 2025, the Village of Oostburg Common Council adopted Ord. No. 6-2025 annexing property in the Town of Holland to the Village of Oostburg; and

WHEREAS, on October 14, 2025, the City of Plymouth Common Council adopted Ord. No. 15 annexing property in the Town of Plymouth to the City of Plymouth; and

WHEREAS, Wis. Stat. § 59.10(3)(c) authorizes county boards to amend their supervisory district plans to reflect municipal annexations, and such an amendment to address these municipal annexations would be in the best interests of Sheboygan County.

NOW, THEREFORE, the County Board of Supervisors of the County of Sheboygan does ordain as follows:

Section 1. **Amending Supervisory Districts No. 1, 5, 10, 17 and 21.** Section 1.02 of the Sheboygan County Code of Ordinances is hereby amended as follows (additions indicated by shading; deletions by strikeouts):

SUPERVISORY DISTRICT NO. 1:

City of Sheboygan Wards 1 and 2 That portion of the City of Sheboygan North and West of the line commencing at the West City Limits at Saemann Avenue, East on Saemann Avenue to North 25th Street, North on North 25th Street to North Avenue, East on North Avenue to North 13th Street, North on North 13th Street to Eisner Avenue, West on Eisner Avenue to the City Limits, and that portion annexed by City Ordinance No. 16-25-26.

SUPERVISORY DISTRICT NO. 5:

City of Sheboygan Wards 9 and 10 That portion of the City of Sheboygan commencing at the City Limits at Saemann Avenue, East on Saemann Avenue to North 25th Street, North on North 25th Street to Cleveland Avenue, East on Cleveland Avenue to North 18th Street, South on North 18th Street to Saemann Avenue, East on Saemann Avenue to North 16th Street, South on North 16th Street to Superior Avenue, East on Superior Avenue to North 14th Street, South on North 14th Street to Michigan Avenue, West on Michigan Avenue to North 17th Street, South on North 17th Street to Erie Avenue, West on Erie Avenue to North 18th Street, South on North 18th Street to Wildwood Avenue, Southwest on Wildwood Avenue to New Jersey Avenue, West on New Jersey Avenue to South Taylor Drive, South on South Taylor Drive to the City of Sheboygan Limits, thence Northerly along the City Limits to Saemann Avenue and ~~that those~~ portions annexed by City Ordinance Nos. 38-21-22 and 35-23-24.

SUPERVISORY DISTRICT NO. 10:

City of Sheboygan Wards 19 and 20 That portion of the City of Sheboygan South of the line commencing at the West City Limits and Washington Avenue, East on Washington Avenue to South 18th Street, South on South 18th Street to Carmen Avenue, East on Carmen Avenue to South 12th Street, North on South 12th Street to Greenfield Avenue, East and Southeast on Greenfield Avenue to the East City Limits, and ~~that those portions~~ annexed by City Ordinance Nos. 10-22-23, and 24-23-24 and 34-23-24.

SUPERVISORY DISTRICT NO. 17:

City of Plymouth Wards 7-12 That portion of the City of Plymouth South of the line commencing at the Western boundary of the City of Plymouth and Summit Street, East on Summit Street to North Pleasant Street, North on North Pleasant Street to West / East Mill Street, East on Mill Street to Eastern Avenue, East on Eastern Avenue to South Pleasant View Road, South on South Pleasant View Road to Valley Road, East on Valley Road to the Eastern boundary of the City of Plymouth, and ~~that those portions~~ annexed by City Ordinance Nos. 3 of 2023 and 15 of 2025.

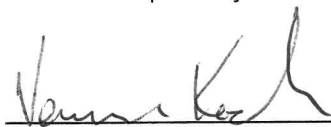
SUPERVISORY DISTRICT NO. 21:

Town of Wilson Wards 1 and 2 Those portions of the Town of Wilson West of Interstate 43 and South of Stahl Road and Stahl Road extended to Lake Michigan, including a Portion bounded by Stahl Road on the South, Moenning Road on the East, and the City of Sheboygan Limits on the North and West. The entire **Village of Oostburg** and that portion annexed by Village Ordinance No. 6 of 2025.

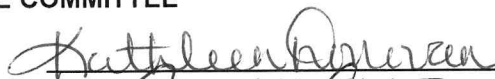
Section 2. **Effective Date.** The herein Ordinance shall take effect upon enactment.

Respectfully submitted this 4th day of November, 2025.

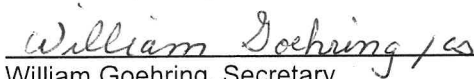
FINANCE COMMITTEE



Vern Koch, Chairperson



Kathleen Donovan, Vice-Chairperson



William Goehring, Secretary



Curt Brauer



Thomas Wegner

Opposed to Introduction:

Countersigned by:

Keith Abler, Chairperson

October 29, 2025, draft

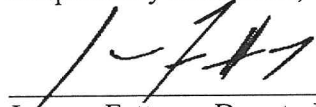
FISCAL NOTE
November 2025

Ordinance No. 13 (2025/26) RE: Changing Supervisory District Boundaries to Reflect Annexations in Supervisory Districts 1, 5, 10, 17, and 21

Funding:

No additional funding needs are anticipated as a result of the proposed changes to district boundaries.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read 'J. Fetterer', is written over a horizontal line.

Jeremy Fetterer, Deputy Finance Director
November 4, 2025

Joint County Library Service Plan Ozaukee and Sheboygan Counties 2026-2030

Proposed by the Joint County Library Planning Committee
Collaborated by Riti Grover, Director Monarch Library System
Approved by Committee, November 2025

Sheboygan County Libraries

Cedar Grove Public Library
Elkhart Lake Public Library
Kohler Public Library
Lakeview Community Library in Random Lake
Mead Public Library in Sheboygan
Oostburg Public Library
Plymouth Public Library
Sheboygan Falls Memorial Library
Monarch Library System Bookmobile

Ozaukee County Libraries

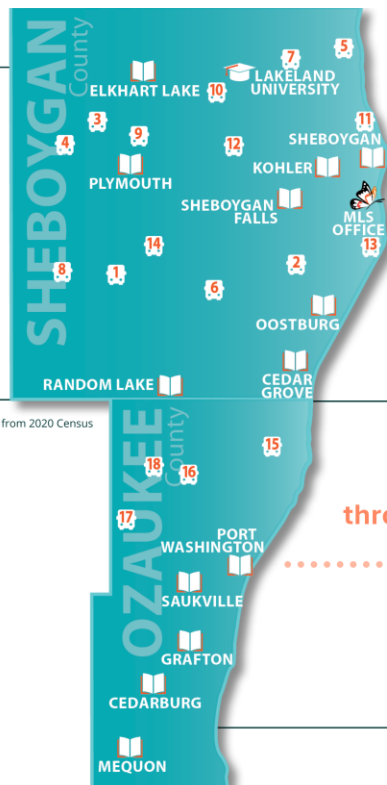
Cedarburg Public Library
Frank L. Weyenberg Library of Mequon-Thiensville
Oscar Grady Public Library in Saukville
U.S.S Liberty Memorial Public Library in Grafton
W.J. Niederkorn Library in Port Washington
Monarch Library System Bookmobile

Sheboygan County

117,029 Total
Population Served
throughout the County

8 Public Libraries
14 Areas visited by
the Bookmobile

Population data from 2020 Census



Ozaukee County

90,497 Total
Population Served
throughout the County

5 Public Libraries
4 Areas visited by
the Bookmobile

Wisconsin Statutes on Libraries: Chapter 43

- (1) The legislature recognizes:
 - (a) The importance of free access to knowledge, information and diversity of ideas by all residents of this state;
 - (b) The critical role played by public, school, special and academic libraries in providing that access;
 - (c) The major educational, cultural and economic asset that is represented in the collective knowledge and information resources of the state's libraries;
 - (d) The importance of public libraries to the democratic process; and
 - (e) That the most effective use of library resources in this state can occur only through interlibrary cooperation among all types of libraries and the effective use of technology.
- (2) The legislature declares that it is the policy of this state to provide laws for the development and improvement of public libraries, school libraries and interlibrary cooperation among all types of libraries.

Statutory Requirements

Chapter 43.11 specifically addresses the requirements for County Library Planning Committees - their creation and duties. The statutes require the County Library Plan to address the following issues:

- How public library service will be provided to residents of those municipalities in the county not maintaining a public library (hereafter referred to as non-librariad).
- The method and level of funding that will be provided by the county in order to implement services described in the plan, including the reimbursement to municipal libraries for providing library service to in-county and adjacent county residents. (Note: For purposes of this plan, Ozaukee and Sheboygan counties consider residents of either county as "in-county" residents and reimburse accordingly)
- A method for allocating county-membership on the regional Library System Board. (Note: The library system referred in this report is the Monarch Library System)

Chapter 43 of Wisconsin Statutes establishes the state's policy regarding libraries and the responsibilities for counties especially related to county residents living in municipalities without a home library. Wisconsin counties are responsible for providing library services to the county residents who reside within and outside of communities that maintain their own libraries. Each of Wisconsin's 72 counties is a member of one of the 15 Public Library Systems; and works with their Systems to develop library service plans that ensure all county residents have access to adequate library services.

In Ozaukee and Sheboygan Counties, a joint county library planning committee is created every five years to develop a joint county plan for library service. The committee works under the guiding principle that all Ozaukee and Sheboygan County residents should have convenient access to high quality library services and should be free to use any public library in the member counties of

the library system (Dodge, Ozaukee, Sheboygan, and Washington) and public libraries in most neighboring counties.

The committee considers the needs, resources and services provided to all county residents with special emphasis on those areas without local municipal libraries. The committee provides recommendations to both County Boards on making library services and resources available to all county residents by libraries, on improving the resources and services in the county and the method and level of county library tax to implement the plan.

2026-2030 Joint County Library Planning Committee members

Ozaukee County Members

Tom Bichler	County Board Member – Non-librariated
Justin Strom	County Board Member – Librariated
Donald Zank	Member at Large - Librariated
Melissa Alexander	Member at Large – Non-librariated
Wendy Sprenger (<i>Chairperson</i>)	Monarch Library System Board Member
Amanda Kloppmann	Public Librarian

Sheboygan County Members

Keith Abler	County Board Member – Non-librariated
William Goehring (<i>Vice Chair</i>)	Monarch Library System Board Member
Leah Hibl	Member at Large - Librariated
Rachel Montes	Public Librarian
Becky Kuszunski	Member at Large – Non-librariated
Thomas Wegner	County Board Member – Librariated

Advisory Participants

Riti Grover	Director, Monarch Library System
Jason Dzwinel	County Administrator, Ozaukee County
Emily Stewert	Deputy County Administrator, Sheboygan County

Overview of committee timeline:

Wednesday, July 9, 2025

- Organizational meeting of Joint County Library Planning Committee, Lakeview Community Library, Random Lake.

Tuesday, August 12, 2025

- Meeting at Frank L. Weyenberg Library of Mequon-Thiensville.

Monday, September 15, 2025

- Meeting at Oostburg Public Library

October 2025:

- Prepared draft of 2026-2030 County Library Plan
- Distributed draft of 2026-2030 County Library Plan to media, libraries, municipalities, county boards, and other interested parties

November 2025:

- Held public hearing in each county
- Review results of public hearings and revise report if necessary

December 2025

- Presentation to Ozaukee County Board & Sheboygan County Board

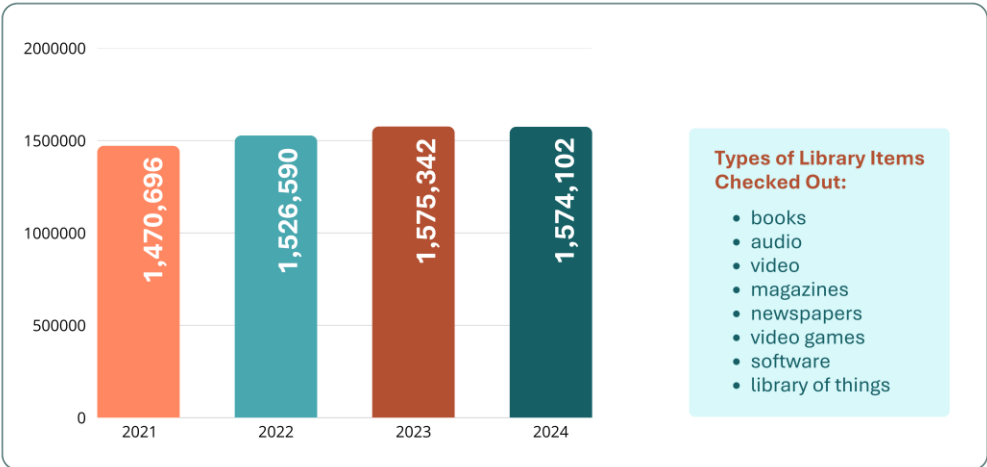
Reviewing Library Services under 2021-2025 Joint Sheboygan-Ozaukee County Library Plan

An approximate population of 117,029 residing in Sheboygan County within the libraried and non-libraried communities continue to be served by 8 public libraries and 14 bookmobile service locations. Whereas the libraried and non-libraried communities in Ozaukee County with 90,497 residents are being served by 5 public libraries and 4 bookmobile service locations.

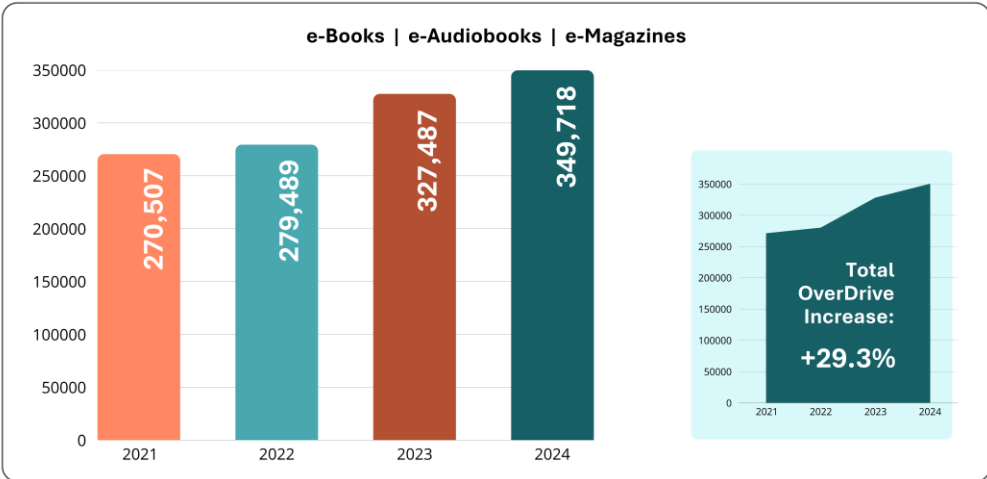
Both the Sheboygan and Ozaukee County libraries have witnessed a substantial increase in circulation of their collections, program attendance, and library visits in the past four years under the current 5-year plan 2021-2025.

Between 2021-2024, the circulation of physical items increased by 7.03% while that of digital content jumped by a substantial 29.3%. This trend indicates that libraries need to continue loaning out physical items but at the same time enhance their digital content to meet the increasing demand for e-Books, e-Audiobooks, and e-Magazines, etc.

Physical Circulation

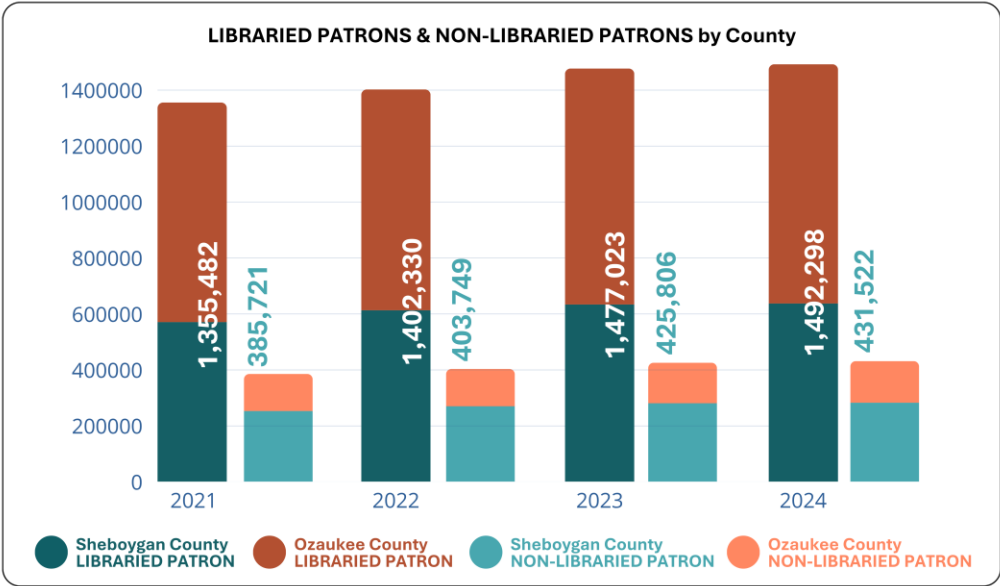


OverDrive Circulation



When considering all circulation of items in Sheboygan and Ozaukee County libraries, libraries witnessed an increase in usage by residents of the libraried (10.09%) as well as the non-libraried (11.87%) communities. The bar graphs below showcase the same. Usage by residents of non-libraried communities accounted for about 22.4% of the total circulation in 2024.

Physical & OverDrive Circulation

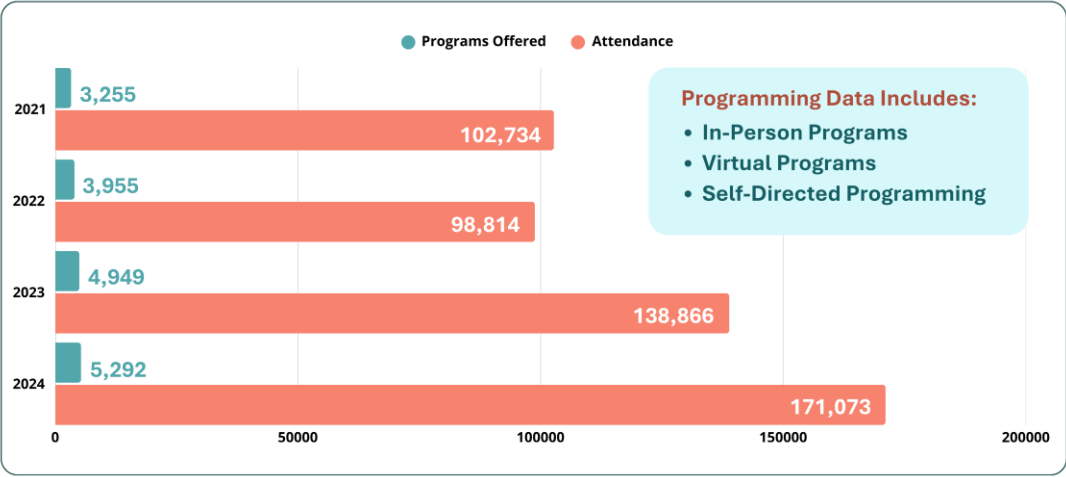


County Reimbursements for usage follow a formula designed to identify a unit cost for circulation of physical materials at each individual library in the two counties. The unit cost is multiplied by the total loans to non-libraried residents in the same year to determine total cost of service to non-libraried residents (county pays percentage of this total cost – Ozaukee: 100% and Sheboygan: 100%).

The Joint County Committee reviewed the substantial increase (29.3%) in the digital content circulation on the OverDrive Platform and proposed adding an additional non-libraried ‘Pass through’ fund to support the digital content usage. The non-libraried pass-through fund will be calculated by subtracting the above-mentioned county reimbursement for physical material from the total cost of service to non-libraried residents in both counties. The Monarch Library System (acting as fiscal agent) shall receive and use this amount to subscribe or purchase additional digital content on OverDrive (and/or any other platform) for its member libraries. By doing so, the Joint Committee hopes to decrease the amount of waiting time to get digital content by the residents in both counties. The committee will review the impact of this additional funding in 2030 before proposing the next plan.

The Joint Library Planning committee also reviewed the overall usage of library services. The libraries in both counties showed a noteworthy 66.52% increase in the programs/events offered to their communities between 2021 through 2024. Non-librariated residents are welcome, just like local residents, to participate in free programs offered by the libraries.

Programming Statistics



As the libraries in Sheboygan and Ozaukee counties expand the horizon of their services continuously, they are successfully becoming ‘Community Hubs’ for all residents. The library visits in the past 4 years 2021-2024 demonstrate the same, with a huge 56.4% increase.

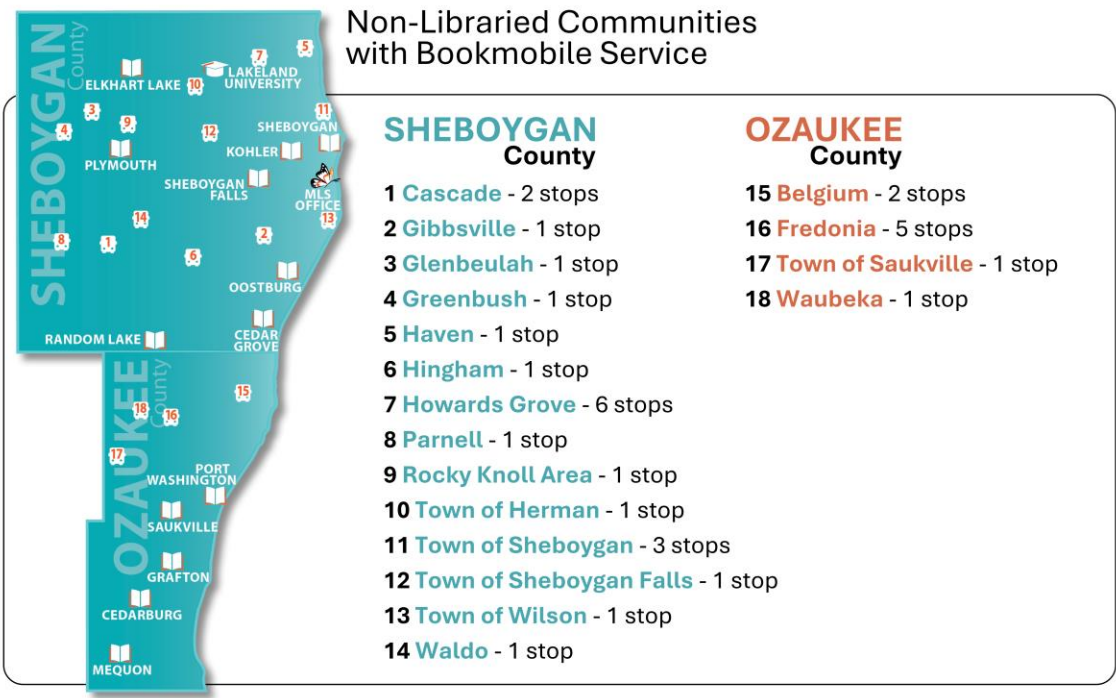
Library Visits



Review of the Bookmobile Services under the current 2021-2025 Library Plan

The Bookmobile service is funded by Sheboygan and Ozaukee Counties and operated by the Monarch Library System, serving the non-librariated residents of Ozaukee and Sheboygan counties. The bookmobile operations are overseen by a subcommittee of the Monarch Library System Board and managed by Monarch Library System administration and bookmobile staff. As of 2025, 2.35 staff FTE provide a variety of services including: access to local and system-wide collections, customized reserves and interlibrary loans, browsing collections for schools and residential communities (senior living, rehabilitation facilities), classroom curricular support, summer reading program for kids and teens, community event programming, and digital access etc.

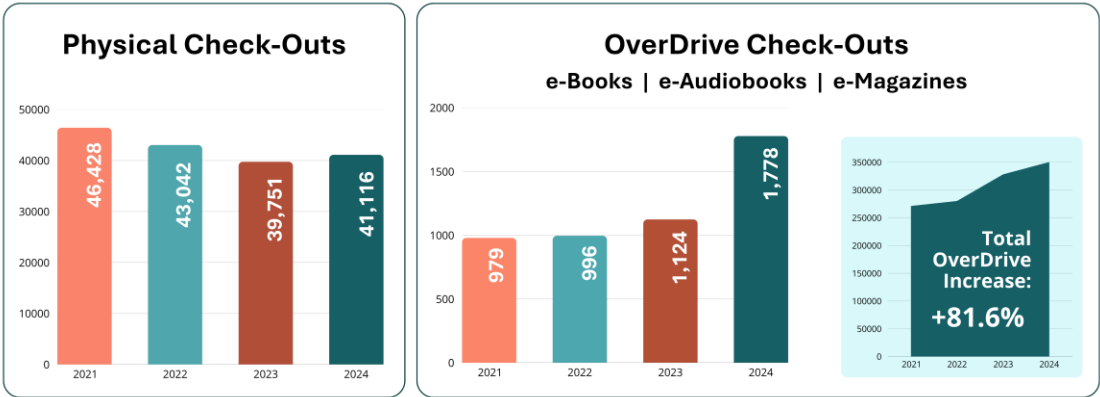
Monarch Bookmobile makes 775+ stops per year – 14 designated locations in Sheboygan and 4 locations in Ozaukee County respectively are visited each month. It serves as the major source of library services for the non-librariated communities in these counties. However, residents of librariated communities also frequently visit the bookmobile for its charm and convenience.



The bookmobile is equipped with storage for holds delivery, so patrons may request items from any library in the Monarch system or throughout the state to be delivered at their next local stop. Teachers at several elementary schools and daycares are able to request customized classroom collections to support their curricular needs. The bookmobile has Wi-Fi access so patrons can search digital content, download titles on their smartphone or tablets, or check out a mobile hotspot to use throughout the week in-between bookmobile visits.

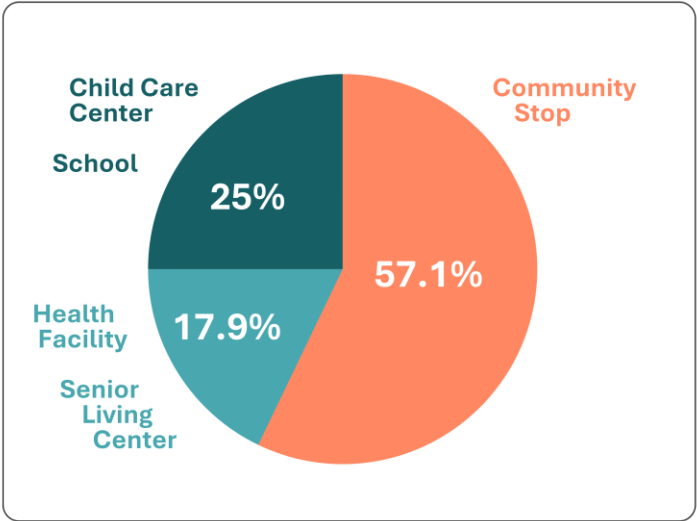
With 28,680 items in its physical circulating collection, bookmobile recorded a circulation count of 41,116 in 2024. You'll find our bookmobile driving through your neighborhood with approximately 3,000 items on board at any given time. Roughly 1/3 of the items circulated by the bookmobile are attributed to Ozaukee non-librariated residents, and 2/3 to those in Sheboygan County. The circulation for the physical material loaned by our bookmobile has fluctuated a bit during the past 4 years 2021-2024 but the digital circulation has witnessed a steady increase of about 81.6% in the same span of time.

Bookmobile Circulation



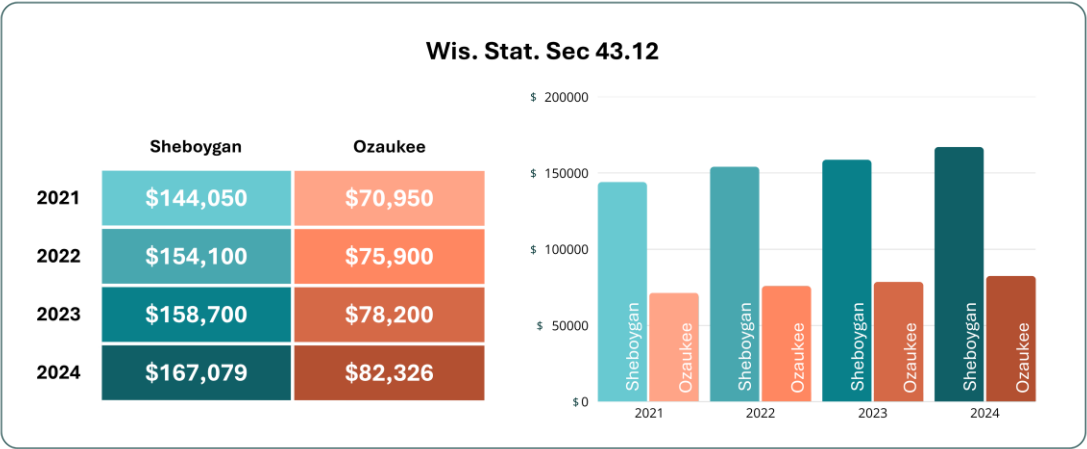
The bookmobile stops are split between local community stops that visit residential areas or community hubs, and institutional stops that visit schools, daycares, retirement facilities, and health rehabilitation facilities. Approximately 18,786 patrons per year visit bookmobile for various programs and events hosted for kids, teens and seniors throughout the year.

Types of Designated Stops



The bookmobile is financially supported by both counties through an additional allocation of county library tax levy dollars. Sheboygan County has traditionally funded more than the Ozaukee County based on the number of designated stops in non-librariated communities. A quick reference to the funds appropriated to run a bookmobile service in the past 4 years (2021-2024) is as follows:

Bookmobile Service Funds Appropriation



The planning committee discussed the future of bookmobile services in both counties. Members unanimously appreciated the current approach of constantly enriching its collection and services for continued services to the non-librariated communities in both counties.

Committee Recommendations for 2026-2030 Sheboygan-Ozaukee Joint County Library Service Plan

1. Reimbursements for ‘In-county’ and the Adjacent County Non-librariated Usage

The committee recommends that each county continue to maintain a 100% reimbursement of actual operational costs for non-librariated use of materials at libraries located in Sheboygan and Ozaukee counties. In Sheboygan County, the reimbursement level increased from 98% in 2020 to 100% in 2022, raising the level 1% each year and then holding at 100% through the duration of the previous five-year plan (2021-2025). In Ozaukee County, the reimbursement level of 100% was maintained for the full duration of the last five-year plan. Both counties should continue to reimburse libraries in the reciprocal county at ‘in-county’ funding levels of 100%. Adjacent counties to Ozaukee and Sheboygan will be reimbursed at the state mandated 70% reimbursement for service provided to Ozaukee or Sheboygan County residents.

Monarch Library System will continue to act as the fiscal agent, auditing non-librariated usage and coordinating the reimbursement requests and library payments on behalf of both counties.

2. Provide a Pass-through Payment for the Non-librariied Digital Usage

The committee recommends that libraries in both counties be reimbursed for the non-librariied usage of digital content at 100%. This payment will help meet a significant increase in the demand and consumption of digital content.

Monarch Library System will act as the fiscal agent for auditing the usage and coordinating the reimbursement requests and payments on behalf of both counties. The pass-through payment received by Monarch will be allocated to the System Advantage Account to purchase digital content on behalf of its members.

3. Bookmobile Services in Non-librariied Areas of both Counties

The committee recommends the continuation of the Bookmobile service to non-librariied areas of Ozaukee and Sheboygan Counties and specifies payment for this service on the basis of each county's share of the use of this service (currently 2/3 Sheboygan, 1/3 Ozaukee). The committee recognizes that there might be a future need to provide funding for replacement of the vehicle, which should be evaluated in the next planning year (2029).

4. System Library Board membership

The committee recommends that both counties continue to provide representative membership on the Monarch Library System Board. Consideration should include a mix of librariied and non-librariied members, as well as members serving on local public library boards and the county boards.

5. Library Operational Standards

The committee suggests Monarch Library System work in partnership with all libraries in Ozaukee and Sheboygan Counties to utilize the 2018 Public Library Standards as developed by Wisconsin's Department of Public Instruction as a toolkit to identify areas of excellence as well as areas for growth.

6. Plan Administration

The committee recommends that each county shall enter into an agreement with Monarch Library System to administer this Joint Ozaukee-Sheboygan County Library Service Plan or any county library service plan approved by either county for the 2026-2030 Plan and those that follow.

7. Communication

The committee recommends that each county shall encourage all municipal libraries in Ozaukee and Sheboygan Counties to regularly share information with their municipalities and county officials about library use by their constituents. Each county may consider inviting library representatives to present to the county board on an annual basis.

Next Plan Cycle

Before the end of 2029, a joint county library planning committee shall be established by each county board according to Wisconsin Stat. 43.11 to review and revise the county plan in 2025.

Committee Makeup

This Joint County Planning Committee should include sufficient members to represent the following demographic factors: library residents, non-library residents, urban, and rural residents. The committee should be representative of different geographic areas of the counties. The committee should also contain one or more librarians from both counties to provide valuable input on services and collections.

Committee Funding

Each county will appropriate sufficient funds in the 2029 budget to cover the expenses of the committee's work and to conduct surveys of libraries and system residents to gather input on library services.

Plan 2031-2035

A report to each county board shall be made of the next committee's findings and recommendations by December 2030.

Respectfully submitted on behalf of the committee,

Riti Grover
Director, Monarch Library System

Appendix A

History of County Library Service and Planning

Sheboygan County

The Sheboygan County Plan for Library Service was adopted in 1978 by the Sheboygan County Board. The plan is the work of a 1978 Sheboygan County Library Planning Committee, whose purpose was to establish county library service and to create a library system in Sheboygan County. The Committee reviewed the results of a federally funded countywide library service demonstration project in 1977 and 1978. The County's plan extended library services and bookmobile service for the first time to all residents of the County. Prior to this, libraries extended service through contracts to neighboring townships or through individual fees. In 1986, Sheboygan County amended its ordinance to establish Eastern Shores Library System as a joint agency of Ozaukee and Sheboygan Counties and entered into a new agreement with Eastern Shores Library System.

The 1979 Plan governed countywide library service through 2000. The 1979 Plan did not specify a method or level of funding beyond the first year for countywide library service. Beginning in 1981, the Library System used a method that reflected the use of the libraries by the 31,000+ residents and the operating expenses of the libraries. This method was funded at various percentages of full funding until 1992.

In 1993, a County Library Planning Committee looked at how the libraries were reimbursed for library services, how the county provided funds for county library service and how the library system functioned as the administrator of county library service funding. The Library System and Sheboygan County came to an agreement on funding for the countywide library service and the role the Library System plays in the disbursing county funds for countywide library service. This agreement replaced the countywide library service funding formula that includes library use and expenses as factors. In 1993, the county's funding was \$504,150. For each of the years 1994 to 1996, the County's funding would increase by the Consumer's Price Index (CPI) plus 1 percent. The agreement also affirmed that the Library System is a conduit of county funds to the libraries and only retains county funds for bookmobile service and liability insurance for board members.

In 1996, a County Library Planning Committee looked at how county library service should be funded, what library services should be provided to non-librarians, what should be the allocation of System Board membership and the role of the Library System in county library service. The Committee recommended county funding for library automation, discontinuing bookmobile service, revising the funding formula to reflect library use and library expenses and standards for receiving county library service funds and library system services. However, the County made few changes in county library services. The County increased its funding by 6% to \$600,000 for 1997 and then continued the indexing of the CPI plus 1% for the years 1998 to 2000. It did not support county funding for library automation. It made bookmobile service a responsibility of the library system and it also

attempted to establish standards for receiving county library service funds and library system services. The Library System could not carry out the last recommendation because it was contrary to Wisconsin Statutes.

In 2000, a County Library Planning Committee took a comprehensive approach to the county library service plan. Using guidelines from the recently enacted Act 150 of the Wisconsin Legislature, the Committee addressed all the statutory requirements for a county library service plan: membership on the Library System Board, reimbursement of public libraries serving non-librarians, library service to non-librarians, improvement of library service county-wide, and contracts for administering the library service plan. The 2001 - 2005 County Library Services Plan established a method to apportion the Library System board members between Ozaukee and Sheboygan Counties, increased the reimbursement of public libraries from 70% to 85%, provided the capital funding for the shared library automation network, increased awareness of library services to the homebound and among home-schooling parents, and contracted with Eastern Shores Library System to administer the County Library Service Plan. This Committee also recommended that in five years a new County Library Planning Committee review and revise the County Library Service Plan.

Meeting in 2004, the County Library Planning Committee made recommendations for a 2006-2010 plan on membership on the Library System, moving the reimbursement level from 85% to 90%, continuing bookmobile service to non-librarian municipalities, approved the role of the library system in the Sheboygan County Detention Center Inmate Libraries, continuing the administration of the plan by the Library System and that a joint county library planning committee be formed with Ozaukee County.

Sheboygan County levies a special county library tax on residents of seventeen towns and villages that do not operate public libraries. The money gathered from this tax is distributed to member libraries and the bookmobile for the library service they give to the 36,000+ non-librarian residents.

Ozaukee County

The Ozaukee County Plan for Library Service was adopted in 1986 by the Ozaukee County Board. The plan is the work of a 1984 - 1986 Ozaukee County Library Planning Committee that reviewed the results of a county library service demonstration project and demonstration of library system services. The plan extended library services and bookmobile service to residents of Ozaukee County municipalities that did not operate a library. The plan extended library system services to all libraries in Ozaukee County. Upon approval of the plan by the County Board and the Department of Public Instruction, Ozaukee County joined Sheboygan County in the establishment of the Eastern Shores Library System, and entered into an agreement with the Library System. This made it possible for municipalities that operated public libraries to authorize their libraries to join

the library system. The five public libraries in Ozaukee County became members of the Eastern Shores Library System.

The 1987 County Library Service Plan provided funding for reimbursing libraries that provided library service to residents of the county without a library. It recognized the autonomy of the public libraries in their operations. It stated that municipalities with libraries would be exempt from the county library tax if they met the exemption criteria. The plan allocated system board membership based upon population. The bookmobile service to non-librariated areas was part of the original plan.

The 2000 - 2005 County Library Services Plan recognized the potential for the efficient and effective use of technology to improve library services countywide. In addition to reimbursing libraries for serving non-librariated residents and bookmobile service, the 2000 Plan provided funding for the capital investment in a shared library automation project among the public libraries in Eastern Shores Library System. This project was implemented in 2001 and is now known as EasiCat. This investment spurred increased use of library services. It also created an increased level of cooperation and collaboration among the public libraries. EasiCat also attracted the interest of Lakeland College, who joined EasiCat in 2002.

In 2004, a County Library Services Planning Committee took a cautious approach in their recommendations for a 2006 - 2010 plan. They recommended maintaining the reimbursement at the 85% level, continuing the bookmobile service for the five year plan, establishing minimum requirements to establish a new public library in a non-librariated municipality, future studies on different county library service organizations, continuing the contract with the Library System to administer the Plan, support legislative efforts to modify the county library tax exemption method, and to create a county library planning committee in 2009. Subsequently, this plan was modified by the County Board which changed the method of reimbursement and created a commission that studied different county library service organizations and the exemption method.

Ozaukee County library service is funded by a county library tax levied on the residents of municipalities that do not operate a public library. Thus, those who receive the county library service pay for the county library service they use. Municipalities that operate public libraries may qualify for an exemption from that county library tax.

Joint Ozaukee & Sheboygan County Library Service Planning

A historic meeting took place on April 23, 2009. Appointees from Ozaukee and Sheboygan County met as a Joint County Library Service Planning Committee. As noted above, each county undertook county library service planning independently even though residents of both counties frequently used libraries in the other county. The purpose of the joint committee was to recognize this interaction and to coordinate the county library services

available to both counties' residents. It was especially important to coordinate the bookmobile service available to both counties' residents.

The result of the Joint County Library Service Planning Committee was a report to each County Board for a 2011-2015 County Library Service Plan that provided a coordinated approach to funding and providing county library services. The report requested that each county provide the same level of reimbursement to all libraries serving non-librarians residents. The Committee's recommendation was to set a goal of reimbursing the libraries for 100% of their costs, but to achieve that goal over a number of years. This report advocated for a 90% level of reimbursement over the first two years and then increase the level by 1% each year resulting in a 93% level by 2015. The report also included a proportional method for funding bookmobile service and for the replacement of the vehicle. It also recommended continuing the joint county library planning process in any subsequent county library service planning efforts.

Notwithstanding the Committee's recommendation that both counties adopt the report without substantial changes, Ozaukee County initially adopted a plan that did not provide the same level of reimbursement to libraries serving its non-librarian residents. However, at the end of 2011, the County Board approved a change in the plan to reimburse all libraries at the 85% level. Sheboygan County did adopt the recommendation for reimbursing Sheboygan County libraries at the higher levels of reimbursement, but reimbursed Ozaukee County libraries at the 85% level.

Both Counties adopted the bookmobile service recommendation for proportional funding of the service and replacement. They also adopted the recommendation to continue a joint county library planning process. This historic endeavor demonstrated the collaboration by both counties on services that are desired and needed by their residents.

In 2015, the second joint county library service plan 2016-2020 was developed. This plan continued to increase each county's commitment to reimbursing libraries within their two counties. By 2020, Sheboygan is reimbursing at 98% and Ozaukee has reached 100% reimbursement. Additionally, this plan recommended a reallocation of system board membership to replace two member-at-large positions with library board member positions. The committee considered but did not recommend operational standards for libraries as criteria for county tax exemption, and they did not recommend any crossover borrowing compensation. Bookmobile service continues to be a valuable service to non-librarian residents and the committee recommended that each county fund the program on a basis of each county's share of the use of the vehicle (number of stops in each county), averaging the use over the prior three years, and included funding for replacement of the vehicle.

In January 2017, Eastern Shores Library System merged with Mid-Wisconsin Federated Library System to create the state's first merged system: Monarch Library System.

Additionally, in spring of 2017, a new bookmobile was purchased. Patrons throughout all four counties have expanded access to collections through this merger.

Due to an unexpected vacancy within the Monarch Library System administration, the planning process for the 2021-2025 plan was delayed until the very end of 2019. The joint county library planning committee for the 2021-2025 plan built upon the success of the existing library services plan and was able to prepare the new plan in a compressed period of time. The 2021-2025 plan recommends the continuation of the existing funding model for bookmobile services and increasing Sheboygan County library reimbursements by 1% each year (99% in 2021, 100% in 2022) until 100% rate is reached, with both Ozaukee and Sheboygan counties holding at a 100% reimbursement rate for the duration of the plan. The committee discussed at length how the current reimbursement model tied to physical item circulation may become less representative of actual library use, as electronic content usage and program attendance continue to grow at rates faster than physical item circulation. However, since current e-content use by non-librarians is proportional to physical item usage, the current funding model is fair to county libraries. The committee recommended the next planning cycle look more deeply at e-content use. Additionally, the committee discussed the merits of operational standards, ultimately deciding to not recommend additional county library standards. Lastly, the committee recommended county boards consider inviting libraries to present updates on library services and trends throughout the planning cycle.

The discussions and presentations during 2025 for the next 5-year plan 2026-30 showcased primarily on the increased circulation of library materials by 7.03%; digital content by 29.3%; program attendance by 66.52% and overall library visits by 56.4%. All the statistics indicate a continued demand for library services in both counties. The libraries have continued to evolve their collections and programming throughout the duration of 2021-2025; and the committee appreciated their commitment to all residents. The committee assessed the financial need to support the libraries to subscribe or purchase digital content and recommended a pass-through payment for non-librarian usage of e-content. The committee also suggested that the next planning process should evaluate the impact of this additional funding and continue to support the libraries for additional needs that may arise during the next 5 years.

Appendix B

Wisconsin Library Law: Chapter 43 of the Wisconsin Statutes

43.001 Legislative findings and declaration of policy.

(1) The legislature recognizes:

- (a)** The importance of free access to knowledge, information and diversity of ideas by all residents of this state;
 - (b)** The critical role played by public, school, special and academic libraries in providing that access;
 - (c)** The major educational, cultural and economic asset that is represented in the collective knowledge and information resources of the state's libraries;
 - (d)** The importance of public libraries to the democratic process; and
 - (e)** That the most effective use of library resources in this state can occur only through interlibrary cooperation among all types of libraries and the effective use of technology.
- (2)** The legislature declares that it is the policy of this state to provide laws for the development and improvement of public libraries, school libraries and interlibrary cooperation among all types of libraries.

History: [1985 a. 177](#); [1997 a. 150](#).

Municipal libraries are a matter of statewide concern. Accordingly, home rule provisions will not justify local departures from the provisions of ch. 43. [76 Atty. Gen. 203](#).

43.11 County library planning committees.

(1) CREATION. Any county board may appoint a county library planning committee under this section. If a county board, in a county where all public library service is administered or coordinated by an existing county library board or where there is a single-county public library system board, determines to appoint a committee under this section, the existing library board may serve as the county library planning committee. The county board shall notify the division immediately upon appointment of the committee.

(3) DUTIES AND POWERS.

- (a)** The committee may prepare a new plan for the organization of a county or multicounty system, revise an existing plan or change the boundaries of a public library system. It shall conduct public hearings concerning these plans, revisions and changes to which representatives of all libraries in the county shall be invited.
- (b)** The committee's final report, including a new plan, revisions to an existing plan or changes to the boundaries of a public library system and copies of any written agreements necessary to implement the proposal, shall be filed with the county board and submitted to the division. Plans for multicounty systems shall include a method for allocating system board membership among the member counties.
- (c)** The plan of library service for a county, whether for a single county or a multicounty system, shall provide for library services to residents of those municipalities in the

county not maintaining a public library under this chapter. The services shall include full access to public libraries participating in the public library system and the plan shall provide for reimbursement for that access. Services may include books-by-mail service, bookmobile service, the establishment of additional libraries or other services deemed appropriate by the committee. Services may be provided by contracting with existing public libraries in the county or in adjacent counties or with the public library system or by creating a county library organization under this chapter. The plan of library service for a county may provide for improving public library service countywide and in municipalities that have libraries. The plan shall specify the method and level of funding to be provided by the county to implement the services described in the plan, including the reimbursement of public libraries for access by residents of those municipalities in the county not maintaining a public library.

- (d) The plan of library services for a county may include minimum standards of operation for public libraries in the county. The county shall hold a public hearing on any standards proposed under this paragraph. The standards shall take effect if they are approved by the county and the public library boards of at least 50 percent of the participating municipalities in the county that contain, according to the most recent estimate prepared under s. [16.96](#), at least 80 percent of the population of participating municipalities in the county.
- (e) The plan of library services for a county may require that a municipality located in whole or in part within the county that operates a public library compensate another municipality located in whole or in part within the county that operates a public library whenever the latter public library provides library services to residents of the municipality that operates the former public library. The plan's compensation for each loan may not exceed the actual cost of the loan, as defined by the department by rule.

History: [1971 c. 152](#); [1981 c. 20](#); [1985 a. 29](#), [177](#); [1993 a. 184](#); [1997 a. 150](#); [2005 a. 420](#).

43.12 County payment for library services.

(1)

- (a) By March 1 of each year, each of the following payments of not less than the minimum amount calculated under par. (b) shall be made:
 - 1. Except as provided in subd. [2.](#), by a county that does not maintain a consolidated public library for the county under s. [43.57](#) and that contains residents who are not residents of a municipality that maintains a public library under s. [43.52](#) or [43.53](#), to each public library in the county and to each public library in an adjacent county, other than a county with a population of at least 750,000 or a county that maintains a consolidated public library for the county.
 - 2. If the adjacent county maintains a consolidated public library and provides the notice under sub. [\(1m\)](#), by a county that does not maintain a consolidated public library for the county under s. [43.57](#) and that contains residents who are not residents of a municipality that maintains a public library under s. [43.52](#) or [43.53](#), to the consolidated public library for the adjacent county providing the notice under sub. [\(1m\)](#).

- 3.** If a county maintains a consolidated public library and provides a notice under sub. (1m), by that county to each public library in an adjacent county, other than a county with a population of at least 750,000, that provides a statement to the county under sub. (2).
- (b)** The minimum amount under par. (a) shall be calculated to equal 70 percent of the amount computed by multiplying the number of loans of material made by the library during the prior calendar year, for par. (a) 1. or 3., to residents of the county who are not residents of a municipality that maintains a public library under s. 43.52 or 43.53, or, for par. (a) 2., to residents of the county who are not residents of a municipality that contains a branch of the consolidated library, as reported under sub. (2), by the amount that results from dividing the total operational expenditures of the library during the calendar year for which the number of loans are reported, not including capital expenditures or expenditures of federal funds, by the total number of loans of material made by the public library during the calendar year for which the loans are reported.
- (c)** The library board of the public library entitled to a payment under this subsection may direct the county to credit all or a portion of the payment to a county library service or library system for shared services.
- (1m)** If a county maintains a consolidated public library, the library shall provide a notice not later than April 1 to any public library from which it requests payment under sub. (1).
- (2)** By July 1 of each year, each public library lying in whole or in part in a county shall provide a statement to the county clerk of that county and to the county clerk of each adjacent county, other than a county with a population of at least 750,000, that reports all of the following:
- (a)** The number of loans of material made by that library during the prior calendar year to residents of the county, or adjacent county, who are not residents of a municipality that maintains a public library under s. 43.52 or 43.53.
- (b)** If the library is in a county that is adjacent to a county with a consolidated library system, the number of loans of material made by that library during the prior calendar year to residents of the adjacent county who are not residents of a municipality that contains a branch of the consolidated library.
- (c)** The total number of loans of material made by that library during the previous calendar year.
- (3)** A county may enter into an agreement with its participating municipalities or with a public library system to pay no less than the amounts determined under sub. (1) to the public library system for distribution to the public libraries that participate in that system.
- (4)** Upon request of a county clerk, a public library shall provide access to all books and records used to determine the amount computed under sub. (2).
- (5m)** Nothing in this section prohibits a county from providing funding for capital expenditures.
- (6)** The county library board or, if no county library board exists, the county itself, shall either distribute the aid provided by the county to the public libraries, as provided in the plan

prepared under s. [43.11](#), or shall transfer the aid for distribution to the public library system in which it participates.

(7) This section does not apply to a county having a population of 750,000 or more.

~~43.12(8)~~(8) For the purposes of this section, a county that provides library service solely under s. [43.57 \(2m\)](#) is a county that maintains a consolidated public library, and a tribal college-county joint library under s. [43.57 \(2m\)](#) is a branch of the consolidated library.

History: [1997 a. 150](#); [2005 a. 226, 420](#); [2007 a. 97](#); [2013 a. 157](#); [2015 a. 306](#); [2017 a. 207](#) s.

SHEBOYGAN COUNTY RESOLUTION NO. 15 (2025/26)

Re: **Approving Intention to Join the Statewide Public Safety Interoperable Communications System for Sheboygan County**

WHEREAS, Wisconsin Statute § 323.29(5) requires the Wisconsin Department of Military Affairs to provide grants to local units of government for public safety interoperable communication system upgrades; and

WHEREAS, the Wisconsin Department of Military Affairs refers to the statewide public safety interoperable communication system as "WISCOM" and the upgraded 7/800 MHz system as "WISCOM 800"; and

WHEREAS, Wisconsin Statute § 323.29(5)(b)2, requires that, to be eligible for a grant, the local unit of government's governing body submit a resolution or other written commitment indicating its intent to join the replacement statewide public safety interoperable communication system when it becomes available.

WHEREAS, Wisconsin Statute § 323.29(5)(b)2 requires that, to be eligible for a grant, the local unit of government's governing body submit a resolution or other written commitment indicating the local unit of government's intent to spend, of its own funds, an amount equal to 20 percent of the total grant awarded on the public safety interoperable communication system upgrades.

NOW, THEREFORE, BE IT RESOLVED, by the Sheboygan County Board of Supervisors, that the Sheboygan County Sheriff's Department is hereby committed to joining the replacement statewide public safety interoperable communication system as a daily user when it becomes available and will spend its own funds for 20 percent of the total of any grant awarded.

Respectfully submitted this 4th day of November, 2025.

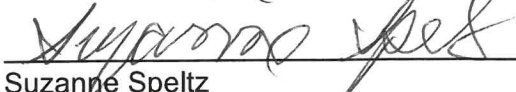
LAW COMMITTEE


Gerald Jorgensen, Chairperson


Wendy Schobert, Secretary


Paul Gruber, Vice-Chairperson


Charlette Nennig


Suzanne Speltz

Opposed to Introduction:

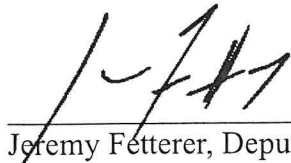
FISCAL NOTE
November 2025

Resolution No. 15 (2025/26) RE: Approving Intention to Join the Statewide Public Safety Interoperable Communications System for Sheboygan County

Funding:

The County's required matching funds may be made available with a budget adjustment from the 2026 General Fund Incidentals account in the amount of \$7,986.37.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read 'J. Fetterer', is written over a horizontal line.

Jeremy Fetterer, Deputy Finance Director
November 4, 2025

1 SHEBOYGAN COUNTY ORDINANCE NO. 12 (2025/26)

2
3 Re: **Creating Section 64.19 Regarding a Permit Process for Certain**
4 **Vendors at the Sheboygan County Memorial International Airport**

5
6
7 **WHEREAS**, there are a wide variety of vendors who provide aeronautical services to
8 aircraft owners and the general public at the Sheboygan County Memorial International Airport;
9 and

10
11 **WHEREAS**, current airport hangar owners who request aeronautical services from
12 vendors assume responsibility for the activities of those individuals through the aircraft hangar
13 lease agreements between the owners and Sheboygan County; and

14
15 **WHEREAS**, the Transportation committee deems it in the best interest of the County
16 and airport users to require vendors who advertise and provide service to the general public to
17 meet certain requirements and obtain an Independent Operator permit from the Transportation
18 Committee.

19
20 **NOW, THEREFORE**, the County Board of Supervisors of the County of Sheboygan does
21 ordain as follows:

22
23 Section 1. **Creating Code.** Section 64.19 Independent Operators-Other, of
24 the Sheboygan County Code of Ordinances is hereby created as follows:

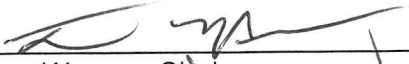
25
26 64.19 INDEPENDENT OPERATORS-OTHER

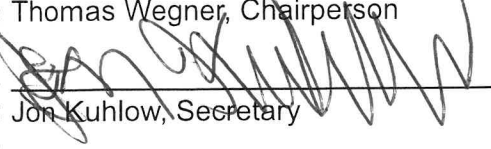
- 27
28 A. Minimum Standards: For purposes of this section, an "Independent
29 Operator" is a person or persons, firm, or corporation who provides or
30 wishes to provide aeronautical services at the Airport to individuals,
31 other than current individual or corporate hangar owners, who do not
32 meet the minimum standards for the service as provided in this
33 Chapter 64. "Aeronautical services" are activities required or desired
34 for the operation and safety of aircraft, including ground operations,
35 flight operations, provision of information and other support services
36 for air travel. Aeronautical services include but are not limited to
37 aircraft maintenance, parts sales or replacement, detailing and
38 washing services, and rental car providers.
- 39
40 B. Permit Required: An Independent Operator shall be required to apply
41 for and receive an Independent Operator permit prior to providing
42 aeronautical services at the Airport. The Independent Operator shall
43 provide to the Airport Superintendent the information in Section 64.18
44 B.2.-4. and shall complete the commercial operating permit
45 application. The permit fee shall be fifty (\$50.00) dollars.
- 46
47 C. Independent Operators receiving a permit under this section are
48 subject to the provisions of 64.18 C. and D. related to permit validity
49 and violations.

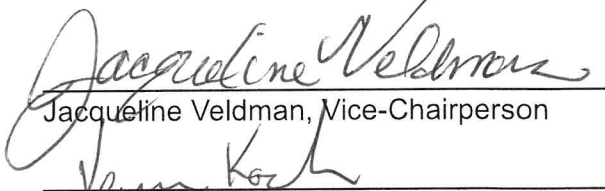
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51 Section 2. **Effective Date.** The herein Ordinance shall take effect upon
52 enactment.
53

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55 Respectfully submitted this 21st day of October, 2025.
56


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58 **TRANSPORTATION COMMITTEE**

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62 Thomas Wegner, Chairperson

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65 Jon Kuhlow, Secretary

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68 Jacqueline Veldman, Vice-Chairperson

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71 Vern Koch

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74 Jay Vander Weele

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77 Opposed to Introduction:
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82 Countersigned by:

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September 12, 2025, draft

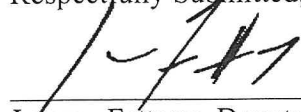
FISCAL NOTE
October 2025

**Ordinance No. 12 (2025/26) RE: Creating Section 64.19 Regarding a Permit Process
for Certain Vendors at the Sheboygan County
Memorial International Airport**

Funding:

No additional funding is required for this ordinance creation.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read 'J. Fetterer', is written over a horizontal line.

Jeremy Fetterer, Deputy Finance Director
October 21, 2025

SHEBOYGAN COUNTY RESOLUTION NO. 16 (2025/26)

Re: **Approving 2026-2035 Sheboygan County Land and Water Resource Management Plan Update**

WHEREAS, as required by Wis. Stat. § 92.10, the Planning & Conservation Department developed a Land and Water Resource Management Plan (the "Plan") which was adopted by the County Board by Resolution No. 26 (2004/05); and

WHEREAS, the Planning & Conservation Department has reviewed, revised, and updated the Plan, with input from the Planning, Resources, Agriculture, and Extension Committee and a citizens' advisory committee; and

WHEREAS, the Plan inventories the current water quality and soil erosion conditions and identifies objectives, strategies, enforcement mechanisms, and practices and procedures to address the current conditions; and

WHEREAS, the Plan was the subject of a public hearing on October 14, 2025, and was approved on December 2, 2025, by the Wisconsin Land and Water Conservation Board; and

WHEREAS, the adoption of the revised Plan would make Sheboygan County eligible to receive state funding for water quality improvement and soil erosion abatement grants.

NOW, THEREFORE, BE IT RESOLVED by the Sheboygan County Board of Supervisors that the Sheboygan County Land and Water Resources Management Plan dated October 2025 on file with the Sheboygan County Clerk is hereby approved.

Respectfully submitted this 16th day of December, 2025.

PLANNING, RESOURCES, AGRICULTURE, AND EXTENSION COMMITTEE*

Rebecca Clarke, Chairperson

Henry Nelson, Vice-Chairperson

John Nelson, Secretary

Joe Liebau

David Otte

Opposed to Introduction:

*County Board members signing only

FISCAL NOTE
December 2025

**Resolution No. 16 (2025/26) RE: Land & Water Resource Management Plan Update
(2026–2035)**

Funding:

Adoption of the Plan does not by itself appropriate additional County funds or increase the tax levy.

Respectfully Submitted,

A handwritten signature in blue ink, appearing to read 'J. Fetterer', is written over a horizontal line.

Jeremy Fetterer, Deputy Finance Director
December 16, 2025

SHEBOYGAN COUNTY RESOLUTION NO. 17 (2025/26)

Re: **Authorizing Application for Department of Natural Resources Surface Water Grant**

WHEREAS, the Sheboygan County Planning & Conservation Department is interested in obtaining a grant from the Wisconsin Department of Natural Resources (WDNR) for the purpose of the annual Clean Boats Clean Waters Program and/or Lake Monitoring and Protection Network Grants; and

WHEREAS, the applicant attests to the validity and veracity of the statements and representations contained in the grant application; and

WHEREAS, a grant agreement is requested to carry out the project.

NOW, THEREFORE, BE IT RESOLVED that the Sheboygan County Planning & Conservation Department will meet the obligations necessary to fully and satisfactorily complete the project and hereby authorizes and empowers the Planning & Conservation Director to submit and sign the grant application, enter into a grant agreement with the WDNR, submit necessary reports, and submit appropriate reimbursement requests to the WDNR, and to sign and submit other required documentation.

BE IT FURTHER RESOLVED that the Sheboygan County Planning & Conservation Department will comply with all local, state, and federal rules, regulations and ordinances relating to this project and the agreement.

Respectfully submitted this 16th day of December, 2025.

PLANNING, RESOURCES, AGRICULTURE, AND EXTENSION COMMITTEE*

Rebecca Clarke, Chairperson

Henry Nelson, Vice-Chairperson

John Nelson, Secretary

Joe Liebau

David Otte

Opposed to Introduction:

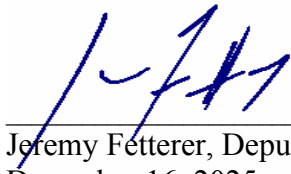
FISCAL NOTE
December 2025

Resolution No. 17 (2025/26) RE: DNR Surface Water Grant (Clean Boats / Lake Monitoring)

Funding:

No additional County levy is required by this action.

Respectfully Submitted,

A handwritten signature in blue ink, appearing to read 'J. Fetterer', is written over a horizontal line.

Jeremy Fetterer, Deputy Finance Director
December 16, 2025

SHEBOYGAN COUNTY RESOLUTION NO. 18 (2025/26)

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

WHEREAS, a County Farmland Preservation Agreement is a component part of the County's development plan under Wis. Stat. § 59.89(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 last adopted by the Sheboygan County Board of Supervisors on January 16, 2024 as Resolution No. 21 (2023/24), which Plan was certified and certified by the Wisconsin Department of Agriculture; and

WHEREAS, the Planning, Resources, Agriculture, and Extension Committee (PRAECom) has determined that the Plan requires revision of certain provisions in light of changes that were made to the Town of Herman's Zoning Ordinance and/or Comprehensive Plan in order to remain consistent with the County's development plan and remain eligible for state certification; and

WHEREAS, the Planning, Resources, Agriculture, and Extension Committee (PRAECom) has determined that the Plan requires revision of certain provisions in light of changes that were made to the Town of Plymouth's Zoning Ordinance with the creation of the Town of Plymouth Agricultural Enterprise Area (AEA) and the County Boards' subsequent action on September 16, 2025 approving such AEA through Resolution No. 10 (2025/2026).

NOW, THEREFORE, BE IT RESOLVED that the Sheboygan County Board hereby approves the revisions to the 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 Development 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 16th day of December, 2025

PLANNING, RESOURCES, AGRICULTURE, AND EXTENSION COMMITTEE*

Rebecca Clarke, Chairperson

Henry Nelson, Vice-Chairperson

John Nelson, Secretary

Joe Liebau

David Otte

Opposed to Introduction:


FISCAL NOTE
December 2025

Resolution No. 18 (2025/26) RE: Farmland Preservation Plan – Revisions (Herman & Plymouth)

Funding:

The revisions do not require additional County appropriations or increase the tax levy.

Respectfully Submitted,

A handwritten signature in blue ink, appearing to read 'J. Fetterer', is written over a horizontal line.

Jeremy Fetterer, Deputy Finance Director
December 16, 2025