Town of Lessor
Comprehensive Plan Update 2040

East Central Wisconsin
Regional Planning Commission
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Comprehensive Plan Update 2040

Town of Lessor

Shawano County, WI

2021-2022

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Prepared by the Town of Lessor Planning Commission and the
East Central Wisconsin Regional Planning Commission

ABSTRACT

TITLE:	Town of Lessor Comprehensive Plan Update 2040
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This report describes existing conditions, projects future growth, and offers recommendations to guide future development in the Town of Lessor.

MISSION STATEMENT

The Town of Lessor is a place where neighbors still trust and count upon each other, even as they respect individual rights. It is a place where families can have "space" for living, but without having too many homes spread over the landscape. Townspeople have fast and easy access to larger communities for services and employment, but sleep easy knowing they are in a safe and watchful community.

As citizens of Lessor, we value our quality natural environment and wish to protect its clean air and water. Land, water and wildlife bring joy to our lives. We value learning and take pride in our schools. A respect for God is evident in our religious values and in commitment to our churches.

We cherish our rural lifestyle and small community atmosphere. We are the Town of Lessor.

TOWN OF LESSOR GOVERNING BOARD MEMBERS

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Craig Rekoske – Supervisor

David Owen - Supervisor #2

Katie Sprangers - Town Clerk

Lisa Clauss - Treasurer

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TABLE OF CONTENTS
Town of Lessor Comprehensive Plan 2040

CHAPTERS

Chapter 1: Issues and Opportunities 1-1
Chapter 2: Housing 2-1
Chapter 3: Transportation 3-1
Chapter 4: Utilities and Community Facilities 4-1
Chapter 5: Agricultural, Natural and Cultural Resources 5-1
Chapter 6: Economic Development 6-1
Chapter 7: Intergovernmental Cooperation 7-1
Chapter 8: Land Use 8-1
Chapter 9: Implementation 9-1

TABLES

Table 1-1: Goals, Strategies, & Implementation 1-3
Table 1-2: Town of Lessor Population Trends 1-11
Table 1-3: Town of Lessor Population Projections 1-11
Table 1-4: Lessor Age and Sex Distribution, 2015-2019 1-12
Table 1-5: Town of Lessor Racial Characteristics, 2000-2019 1-12
Table 1-6: Town of Lessor Employment Characteristics 1-13
Table 1-7: Lessor Age & Sex Distribution, 2015-2019 1-15
Table 1-8: Town of Lessor Educational Attainment, Population 25 Years and Over 1-16
Table 1-9: Household Income Distribution Comparison 1-16
Table 2-1: Town of Lessor Age Distribution of Housing Units 2-1
Table 2-2: Number of Units by Structural Type, 2015-2019 2-2
Table 2-3: Town of Lessor Occupancy & Vacancy Characteristics 2-2
Table 2-4: Town of Lessor Annual Residential Building Permits, 2010-2019 2-4
Table 2-5: Comparative Income Characteristics, 2006-2010 and 2015-2019 2-6
Table 3-1: Town of Lessor PASER Ratings 3-1
Table 6-1: Employment by Occupation, 2015-2019 6-1
Table 6-2: Employment by Industry, 2015-2019 6-2
Table 6-3: Travel Time to Work, 2015-2019 6-3
Table 8-1: Historic Land Use, 1999 8-2
Table 8-2: Existing Land Use, 2018 8-3
Table 8-3: Future Land Use Acres 8-4
Table 8-4: Consumption Acres by Population 8-5

FIGURES

Figure 2-1: Median Value of Owner-Occupied Homes, 2015-2019 2-5
Figure 6-1: Employment by Occupation, 2015-2019 6-2

APPENDICES

Appendix A: Plan Summary A-1
Appendix B: Comprehensive Plan Distribution List..... B-1
Appendix C: Public Participation Plan C-1
Appendix D: Plan Adoption D-1

MAPS

Map 1-1: Town of Lessor Municipal Boundary 1-19
Map 3-1: Transportation Facilities 3-7
Map 3-2: 2019 PASER Ratings..... 3-8
Map 3-3: Trucking and Freight 3-9
Map 3-4: Crash Analysis 3-10
Map 4-1: Utilities 4-5
Map 4-2: Community Facilities 4-6
Map 5-1: Groundwater Resources 5-6
Map 5-2: Groundwater Contamination Susceptibility..... 5-7
Map 5-3: Conservation..... 5-8
Map 5-4: Prime Farmland 5-9
Map 5-5: Surface Water Resources 5-10
Map 5-6: Geologic Resources..... 5-11
Map 5-7: Soil Limitations for Building Development 5-12
Map 5-8: Soil Limitations for On-Site Waste Disposal 5-13
Map 5-9: Soil Limitations for Septage Spreading..... 5-14
Map 5-10: Soil Classifications 5-15
Map 9-1: Existing Land Use 9-7
Map 9-2: Future Land Use 9-8
Map 9-3: Town of Lessor Zoning..... 9-9

INTRODUCTION

WHERE IS THE TOWN OF LESSOR?

The Town of Lessor is located in southeastern Shawano County, Wisconsin, approximately 30 miles north of the Fox Cities and 25 miles northwest of Green Bay. Lessor is predominately a rural, agricultural area with no incorporated villages within its borders. There are three unincorporated areas residing in the Town of Lessor: Landstad, Frazer Corners, and Briarton. The Town is roughly 36 square miles in area and had a population of 1,226 in 2020.

The Town of Lessor shares borders with the Town of Navarino to the west, the Town of Hartland to the north, and the Town of Maple Grove to the east, all of which are in Shawano County. Lessor shares its southern border with the Town of Cicero in Outagamie County. Lessor also shares corners with the Town of Waukechon and Town of Angelica in Shawano County and the towns of Seymour and Maine in Outagamie County.

History

The Town of Lessor was organized on December 6, 1870, from the Town of Waukechon. The first town meeting was held in 1871 at the residence of Thomas J. Lessor, whom it was named after. Lumbering was the first business in the town. After the land was cleared farming was the major occupation.

The first settlers in the Landstad area were the Bergsbaken, Brecken, Reitan, and Oien families. All were from Norway. Early Frazer Corner settlers were the Frazer, Erickson, and Olson families. Early Elm Lawn settlers were Clark, Wickbom, Bermiester, Irish, Mueller, and Kitchenmaster families. Early settlers of the largest hamlet in the town, Briarton, were the Hoeff, Gear, Wagster, Mielke, Ruechel, Bergmister, and Becker families.

Our Savior Lutheran Church was organized in 1872. The Elm Dale Creamery was operating in about 1880. The first Post Offices were at Landstad in 1875 and Frazer Corner before Wellhaven in 1885. The first School was built in Wellhaven in 1870. The first Town Hall was built about 1882. A sawmill was operating at Briarton in 1880. Andrew Wagner had the first blacksmith shop near Elm Dale. Briarton also had the first hotel and dance hall. The Ganschow Cheese Factory opened in Landstad in 1900. Telephone service came in 1909 and electricity came to the town in 1936[1].

Comprehensive Planning in the Town of Lessor

An unsuccessful effort was made in 2000 to obtain an intergovernmental planning grant from the State of Wisconsin with the Towns of Angelica and Green Valley to fund a comprehensive plan, with the help of a consultant. While the Towns of Lessor and Green Valley were willing to continue working together to develop a group plan, the subsequent withdrawal of the Town of Angelica (the connecting link between the two Towns) determined that the Town of Lessor would have to either continue with Shawano County's efforts or to develop a plan on its own.

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[1] *Ray Bruskey "History of The Town of Lessor", 1996.*

The delay of the Shawano County effort to obtain a grant for the county plan encouraged the Town of Lessor to develop a Comprehensive Plan alone. The Town of Lessor adopted its first Comprehensive Plan in 2007. An update to the Town of Lessor's Comprehensive Plan was prepared by the East Central Wisconsin Regional Planning Commission from 2020-2022 and was subsequently adopted on April 12, 2022.

Town of Lessor Geography

In addition to the municipalities mentioned above, this comprehensive Plan will address the following overlapping or neighboring jurisdictions:

The Town of Lessor is within the service region of the Housing Authority of Shawano County, Shawano County Historical Society (Bonduel Archives), Shawano County Highway Department, East Central Regional Planning Commission, Wisconsin Department of Natural Resources, Northeast Region, and the Wisconsin Department of Transportation, Region #3.

The closest villages are Bonduel, Pulaski, and Nichols. The closest cities are Shawano and Seymour. Northeast Wisconsin Technical College, Fox Valley Technical College, and the school districts of Bonduel, Pulaski and Seymour are part of this Town's plan.

The Town of Lessor's Land Use Plan was adopted on March 9, 1999. It adopted Shawano County Zoning in 1971. Village Powers were adopted on April 15, 1995.

One railroad track, owned by the Canadian National Railway, passes through the southwestern corner of the town. Two state highways transverse the town; Highway 47 runs through the town from south to north, and Highway 156 runs from east to west along the southern part of the town. County Highways S and X also provide traffic routes through the Town of Lessor.

Four streams are present in the Town of Lessor: Mink Creek, Herman Creek, the West Branch of the Shioc River, and the East Branch of the Shioc River. The Shioc River was named in honor of a Menominee War Chief, Chief Shioc. It means "force of the wind." The Navarino Wildlife Area resides along the western border of the town and the White Lake Association is on the northern edge of the town.

To be used as a guide for development needs, this comprehensive plan will assist in decision-making concerning changes in land use in the Town of Lessor. The plan provides a framework of recommendations and actions in development that respects the rights of landowners while preserving or enhancing those qualities that make the Town a special place to live and work. As such, it reflects the values and shared intentions of the Town Board and the citizens of Lessor at the time of its adoption in 2022. The plan is to be used in conjunction with applicable ordinances in the Town of Lessor, Shawano County, and the State of Wisconsin and the federal laws as they relate to land use, environmental protection, and building issues.

CHAPTER 1

ISSUES & OPPORTUNITIES

CHAPTER 1: ISSUES AND OPPORTUNITIES

A. BACKGROUND INFORMATION ON THE TOWN OF LESSOR

The Town of Lessor sits amid a diverse landscape of farms, woodlands and growing residential developments as well as wetlands and floodplain areas. The Town of Lessor also contains two distinct unincorporated communities, Landstad and Briarton. The Town is located in the southeastern Shawano County, lies west of Green Bay, and north of the Fox Cities. State Highway 47 runs north to south through the Town, and State Highway 156 runs east to west across the southern portion of the town. The Town experienced fluctuating population growth between 1950 and 1990, but in the 1990's, the Town experienced population growth.

Strengths, Weaknesses, Opportunities and Threats

At the first meeting of this planning process, the Town identified issues and opportunities for the community over the planning period. The Issues and Opportunities were addressed throughout the planning process and were used in the development of the goals and objectives. The following statements are the strengths, weaknesses, opportunities and threats (S.W.O.T. analysis) identified by the Town of Lessor.

Town Plan Commission (9/22/2020)

Statements

STRENGTHS	WEAKNESSES
• Beautiful county	• Access to dependable high-speed internet
• Rural Character	• Garbage pickup every other week
• Farming	• STH 47 excessive speed
• No manufacturing	• Town road conditions and cost to repair
• Close to major metro areas	• No posted speed limits
• Quick access to major markets	• Lack of public engagement with Town leadership
• Small Town Hospitality	
• Quiet	
• Family Friendly	

OPPORTUNITIES	THREATS
• Agriculture preservation	• Rural (large scale) subdivision development
• Gas/convenience store	• Future overcrowding
• Designated areas for future single-family development	• Farmland loss
• Plan for areas for future residential development as a bedroom community to the Fox Cities and Green Bay	• Concentrated animal feeding operations (CAFOs)
• Promote/allow in-home business	• Old school mentality (opposed to change because: "this is the way we've done it" mentality
• Development of a Town business guide	

B. GOALS, STRATEGIES, AND ACTIONS

The goals of the Town of Lessor will be consistent with the elements of this plan and pursuant to sections 62.23 (2) and (3) of the Wisconsin Statutes, in which the Town is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.[1] The goals, strategies, and actions herein reflect the needs of the Town of Lessor for the next twenty years. This plan will be reviewed following State guidelines and updated as needed. The plan may be subject to change and revision as the need arises over the years to keep it current or should an amendment be required.

This implementation structure will determine the short and long-term plans of the Town as well as the correlation of elements required by statute. The development of policies and programs will help determine how the goals, strategies, and actions might be best achieved. This plan is intended to serve as a guide for future development of the Town of Lessor.

[1] *Wisconsin State Statutes https://docs.legis.wisconsin.gov/statutes/statutes/66/X/1001*

Table 1-1: Goals, Strategies, & Implementation	
HOUSING **Goal 1: Provide a variety of housing while minimizing land use conflicts and environmental impacts.**	
Strategies	***Implementation Action***
Strategy 1A: Provide adequate supply of affordable single-family housing and minimize land use conflicts.	**Action 1:** Regulate density levels and the location of new residential development.
	Action 2: Utilize the future land use map to protect residential areas from incompatible land uses.
	Action 3: Adopt and maintain subdivision development standards that protect the rural character of the Town.
	Action 4: Participate in State and County rural development programs.
	Action 5: Encourage general maintenance of all housing units by utilizing State and County programs.
Strategy 1B: Provide adequate supply of affordable multi-family housing and minimize land use conflicts.	**Action 1:** Establish/approve smaller minimum lot sizes for new housing within the unincorporated communities or in possible cluster development areas.
	Action 2: Encourage multi-family and/or mixed used developments located within the unincorporated communities.
	Action 3: Coordinate with Shawano County to provide housing related services.
Strategy 1C: Provide adequate supply of affordable low-income housing and minimize land use conflicts.	**Action 1:** Generally speaking low-income housing are dependent on a variety of other services that the Town does not offer. Because of this, the Town will coordinate with Shawano County to identify needs and provide a mix of low-income housing.

Strategy 1D: Provide adequate supply of housing that accommodates Lessor's aging population.	**Action 1:** Cooperate with Shawano County Department of Aging to develop services that the Town of Lessor's population can utilize.
	Action 2: Identify locations that are best suited for senior living developments and/or assisted living developments.

Table 1-1: Goals, Strategies, & Implementation	
TRANSPORTATION **Goal 2: Maintain the existing transportation system in a cost-effective manner.**	
Strategies	***Implementation Activities***
Strategy 2A: Maintain town roads.	**Action 1:** Review inventory of road conditions annually using WISLR data.
	Action 2: Maintain the annual Town budget above current spending levels for Town road maintenance.
	Action 3: Coordinate with the County and State on State and County road projects.
	Action 4: Establish truck routes and designate heavy use (farm equipment) Class B routes.
	Action 5: Develop a construction standard for town roads when upgrading to four lane roads as the opportunity arises.
Strategy 2B: Encourage alternative forms of transportation.	**Action 1:** Coordinate with the Wisconsin Department of Transportation when traffic improvements are scheduled to add bicycle and/or walking lanes to some of the town roads.

	Action 2: The Town will encourage donations of additional land for trails and lanes.
	Action 3: The Town will explore grant funding for bicycle and walking trails.

Table 1-1: Goals, Strategies, & Implementation	
UTILITIES AND COMMUNITY FACILITIES **Goal 3: Provide adequate community facilities.**	
Strategies	***Implementation Activities***
Strategy 3A: Maintain Town Hall.	**Action 1:** Maintain Town Hall as a central equipment and records resource.
	Action 2: Encourage the use of the Town hall for citizen use.
	Action 3: Encourage the use of the Town's green spaces.
Strategy 3B: Improve broadband services and facilities.	**Action 1:** Coordinate with State and County programs to increase the speed and availability of broadband.
Strategy 3C: Maintain Town electrical and gas service.	**Action 1:** Coordinate with the Town's private utility providers to help inform the public of upgrades, changes, interruption in services, etc.
Strategy 3D: Add public green space, parks, public access, and trails.	**Action 1:** Identify State and/or County funding programs to help plan and implement new parks.
	Action 2: Inventory Town owned lands to identify areas that can become new green spaces, open spaces, trail connections, etc.
	Action 3: Require green spaces, trails, and/or parks as part of new subdivision

	developments with a possible park impact fee for developers.
	Action 4: Identify opportunities for trails in areas near the Navarino Wildlife Area.
Strategy 3E: Provide a Little Free Library.	**Action 1:** Work with volunteers to develop and implement a Little Free Library located at the Town Hall.

Table 1-1: Goals, Strategies, & Implementation	
AGRICULTURE, NATURAL AND CULTURAL RESOURCES **Goal 4: Protect Natural Resources.**	
Strategies	***Implementation Activities***
Strategy 4A: Protect threatened and endangered species.	**Action 1:** Cooperate with the State on programs that preserve wildlife habitat.
	Action 2: Enforce buffer strips along stream corridors.
	Action 3: Develop a subdivision ordinance that helps dedicate funding to park creation, natural area preservation, and/or protect critical habitat buffers.
Strategy 4B: Protect surface and groundwater resources.	**Action 1:** Coordinate with the Fox-Wolf Watershed Alliance to explore agricultural best management practices that protect surface and ground water quality.
	Action 2: Maintain stream buffers.
	Action 3: Develop a program that lowers the amount of road salt use during the winter months.

Strategy 4C: Encourage the preservation of productive farmland.	**Action 1:** Preserve the farmer's right to farm initiative.

Table 1-1: Goals, Strategies, & Implementation	
ECONOMIC DEVELOPMENT **Goal 5: Focus on Economic Development of the Town of Lessor.**	
Strategies	***Implementation Activities***
Strategy 5A: Promote agriculture and agricultural support businesses.	**Action 1:** Review development proposals to make sure land use conflicts do not occur.
	Action 2: Work with the County to preserve prime agriculture land.
	Action 3: Provide opportunities for agriculture supporting businesses to thrive in the Town.
	Action 4: Provide clear tractor traffic routes to avoid transportation conflicts.
Strategy 5B: Discourage CAFOs. (In Wisconsin, CAFOs are defined as livestock and poultry feeding operations with at least 1,000 animal units, roughly equal to 1,000 beef cattle, 700 milking cows or 125,000 broiler chickens.) https://dnr.wisconsin.gov/topic/cafo	**Action 1:** Work with the County to develop strong relationships with family farm owners.
	Action 2: Provide incentives to maintain family run farms to maintain the Town's rural feel.
Strategy 5C: Encourage commercial development and/or light industrial development.	**Action 1:** Identify locations for a future gas station/convenience store.
	Action 2: Work with State and County economic development programs to provide incentives to locate within the Town's identified priority areas.
	Action 3: Encourage commercial and industrial development in appropriate locations along the State Highway 47 and 156 corridors.

Strategy 5D: Promote existing local businesses.	**Action 1:** Develop and maintain a Town business (including home businesses) directory
Strategy 5E: Develop a Town Economic Development Committee.	**Action 1:** Establish an economic development committee to oversee commercial development opportunities, location siting, promotion, etc.
	Action 2: Coordinate with the Shawano County Economic Progress Inc. to assist with new business locations and incentives.
	Action 3: Participate in state and federal programs, especially the grant programs that are offered to municipalities for Economic Development.
	Action 4: Develop an Economic Development Plan.

Table 1-1: Goals, Strategies, & Implementation	
INTERGOVERNMENTAL COOPERATION **Goal 6: Partner with surrounding municipalities and other entities.**	
Strategies	***Implementation Activities***
Strategy 6A: Town Board and Town Plan Commission intergovernmental meetings.	**Action 1:** Host or attend annual joint Town Board and Commission meetings with neighboring communities.
	Action 2: Coordinate with County Board representatives to keep current on Town and County opportunities, needs, challenges, etc.
	Action 3: Coordinate with the area School Districts to invite students to Town meetings to participate and be visionary long-term Town citizens.
	Action 4: Identify shared service and/or budgetary agreements that benefit the Town and region. Examples of possible goals and policies are: • Road maintenance, shared recreational ATV trail, connected pedestrian trails; • Shared concentrated County housing resources; • Multi-jurisdictional economic development committee; • Tourism promotion and potential farmers markets; Etc.
	Action 5: Review the Town's intergovernmental agreements annually and update them as needed.
Strategy 6B: Coordination with School Districts.	**Action 1:** Identify school routes (bus, vehicle, ATV) and address safety issues.
	Action 2: Identify and correct any conflicts with the Town agricultural traffic use patterns.

Table 1-1: Goals, Strategies, & Implementation	
LAND USE **Goal 7: Discourage the location of conflicting land uses adjacent to one another.**	
Strategies	***Implementation Activities***
Strategy 7A: Minimize land use conflicts.	**Action 1:** Use zoning ordinances to discourage the location of corporate farms and industrial development adjacent to designated residential areas.
	Action 2: Plan separate areas of multi-family (4 or more units) and mobile homes in separate areas as opposed to adjacent to single family dwellings or duplex/triplex units.
Strategy 7B: Direct commercial and industrial development to the most appropriate locations.	**Action 1:** Encourage well-planned commercial development, or light industrial development which will serve the needs of the Town and area residents.
	Action 2: Provide standards for all new commercial and industrial areas so as to minimized conflict with adjacent land uses and adverse environmental impacts.
	Action 3: Encourage commercial and industrial development inappropriate locations along the State Highway 47 and 156 corridors.

C. POPULATION

Over the past 70 years, the Town of Lessor has experienced fluctuating population trends. The Town's population declined during the 1950's, followed by a small population gain in the 1960's and 1970's, During the 1980's population declined before increasing during the 1990's. Since 1990, the Town has experienced population gains albeit losing population slightly between 2010 and 2020.

Table 1-2: Town of Lessor Population Trends

Year	Town of Lessor	Shawano County
1950	961	32,596
1960	900	32,006
1970	911	32,650
1980	955	35,928
1990	892	37,157
2000	1,112	40,664
2010	1,263	41,949
2020	1,226	40,881

Source: U.S. Census 2020

According to the 2020 Census, the Town of Lessor's projected population of 1,226 is below what was predicted in the 2013 Wisconsin Household Projections from the State of Wisconsin. The 2103 Projects predicts a Town population of 1,618 by the year 2040. Note that at the time of writing, full 2020 Census data was not available, which may impact the following tables.

Table 1-3: Town of Lessor Population Projections

Town of Lessor				Shawano County			
Year	No. HH	Persons per HH	Population	Year	No. HH	Persons per HH	Population
2010 Census	442	2.9	1,281	2010 Census	17,019	2.4	40,845
2020 Projection	504	2.74	1,380	2020 Projection	18,417	2.32	42,727
2025 Projection	544	2.7	1,468	2025 Projection	19,264	2.29	44,114
2030 Projection	582	2.67	1,553	2030 Projection	19,970	2.27	45,331
2035 Projection	606	2.64	1,599	2035 Projection	20,243	2.24	45,344
2040 Projection	620	2.61	1,618	2040 Projection	20,129	2.22	44,686

Source: WI DOA Household Projections, 2013 Vintage

Table 1-4: Lessor Age & Sex Distribution, 2015-2019

Age Category	Town of Lessor
Under 5	59
5 - 19 Years	232
20 - 64 Years	729
65 + Years	153
Total	1,173
Sources: ACS 2015-2019 B01001	*Median Age 45*

Population by Race and Ethnicity

The Town of Lessor's ancestries are made up of 52% German, 18% Polish, 7.8% Norwegian, 7.4% Dutch, 4% French Canadian and 3.8 % French. The 2010 Census showed a gradual increase in the rate of diverse racial and ethnicity in the Town of Lessor but predominately the population is mostly one race, White.

Table 1-5: Town of Lessor Racial Characteristics, 2000-2019

Subject	Town of Lessor			Shawano County		
	2000	2010	2015-2019	2000	2010	2015-2019
RACE				40,664	41,949	40,904
Total population	1,112	1,263	1,173	40,169	41,128	39,834
One race	1,108	1,253	1,173	37,251	37,254	36,288
White	1,099	1,224	1,147	91	143	164
Black or African American	0	1	0	2,545	3,172	3,143
American Indian and Alaska Native	8	13	26	136	180	164
Asian	1	7	0	18	13	7
Native Hawaiian and Other Pacific Islander	0	0	0	128	366	68
Some Other Race	0	8	0	495	821	1,070
Two or More Races	4	10	0			
HISPANIC OR LATINO				407	905	1,146
Hispanic or Latino (of any race)	4	18	2	265	688	663
Mexican	1	15	2	55	97	175
Puerto Rican	-	1	6	8	11	129
Cuban	2	1	-	79	109	179
Other Hispanic or Latino	1	1	-	40,257	41,044	39,758
Not Hispanic or Latino	1,108	1,245	1,171	40,664	41,949	40,904

Source: U.S. Census 2000/2010 (P3,P4,PCT11) and ACS 2015-2019 B02001 and B03001

The Town's population projections predict a small increase despite a recent small decrease in population. The Town continues to be an attractive place to live for people in search of land, privacy, a safe place to raise children, and a sense of community. Families are leaving the cities to live in the more rural settings. People may be willing to commute to Green Bay, Appleton and Shawano in order to return to a peaceful living area. Many families have previous connections to the Town and may have grown up in the area.

D. EMPLOYMENT FORECAST

The Town of Lessor has limited commercial establishments along with several home-based businesses and self-employment occupations. Future commercial developments are welcomed along key transportation corridors.

The majority of residents work outside the home, with manufacturing and Educational services, and health care and social assistance being listed on the American Community Survey 2019 5-Year estimates as the leading sectors. There are still many farmers in the Town of Lessor, but these have decreased in the last decade. Most of those employed outside the home travel to Green Bay, Appleton, or Shawano. The mean commute time traveling to work is 30.5 minutes.

Employment opportunities exist within driving distance for residents employed outside the Town, with easy access to State Highways 47and 156. A commute time to State Highway 29 is 10 - 15 minutes and commute times of 30 - 45 minutes will get one to Highway 41/141. Public transportation is non-existent in the Town of Lessor, although it can be found in the City of Shawano, which is nearby.

Approximately 9% of the Town's workforce remains in agriculture. It is unlikely major industry will be coming to the Town of Lessor in the near future, but it is possible the Town could add several smaller businesses and/or industries, perhaps with more home-based businesses. The Town will continue to encourage that possibility. A gas station/convenience store would be a great asset to the Town. A restaurant or two would be appreciated and the Town encourages childcare facilities.

Table 1-6: Town of Lessor Employment Characteristics

Employment Status	**#**	**%**
Population 16 and over	893	100.0%
In labor force	681	76.3%
Civilian labor force	676	75.7%
Employed	649	72.7%
Unemployed	27	3.0%
Armed Forces	5	0.6%
Not in labor force	212	23.7%
Sources: ACS 2006-2010 B23001		
Commuting to Work	**#**	**%**
Total	692	100%
Car, truck, or van	597	86.3%
Drove alone	563	81.4%

Carpooled	34	4.9%
In 2-person carpool	16	2.3%
In 3-person carpool	0	0.0%
In 4-or-more person carpool	18	2.6%
Workers per car, truck, or van	7	1.0%
Public transportation (excluding taxicab)	8	1.2%
Walked	14	2.0%
Bicycle	0	0.0%
Taxicab, motorcycle, or other means	2	0.3%
Worked from home	71	10.3%
ACS 2019 5-Year Subject Tables (Table ID S0802)		
Occupation	**#**	**%**
Civilian employed population 16 years and over	704	100%
Agriculture, forestry, fishing and hunting, and mining:	63	9%
Construction	85	12%
Manufacturing	128	18%
Wholesale trade	17	2%
Retail trade	68	10%
Transportation and warehousing, and utilities:	38	5%
Information	6	1%
Finance and insurance, and real estate and rental and leasing:	40	6%
Professional, scientific, and management, and administrative and waste management services:	48	7%
Educational services, and health care and social assistance:	114	16%
Arts, entertainment, and recreation, and accommodation and food services:	33	5%
Other services, except public administration	50	7%
Public administration	14	2%
Source: American Community Survey - 2019: ACS 5-Year Estimates Subject Tables (Table ID: S2403)		
Class of Worker	**#**	**%**
Civilian employed population 16 years and over	704	100%
Private for-profit wage and salary workers:	505	72%
Private not-for-profit wage and salary workers	31	4%
Local government workers	48	7%
State government workers	2	0%
Federal government workers	6	1%
Self-employed in own not incorporated business workers and unpaid family workers	112	16%
Source: ACS 2019 5-Year Subject Tables (Table ID S2408)		

E. AGE DISTRIBUTION

Population in the Town of Lessor indicates ages from elderly to the very young. Many of the families residing in the Town have ancestors that have been in this area from the beginnings of the Town. There are families that have grown through the years and have land passed down to them or has been divided for grandchildren. Many times, after the younger people experience education, and larger metropolitan areas, they move back to the serene rural areas of where they grew up to raise their own families.

Table 1-7: Lessor Age & Sex Distribution, 2015-2019

	Total		Male		Female	
	Estimate	**Percent**	**Estimate**	**Percent**	**Estimate**	**Percent**
Total population	**1,173**	**100.00%**	**613**	**52.26%**	**560**	**47.74%**
Under 5 years	59	5.03%	39	3.32%	20	1.71%
5 to 9 years	91	7.76%	49	4.18%	42	3.58%
10 to 14 years	62	5.29%	20	1.71%	42	3.58%
15 to 19 years	79	6.73%	55	4.69%	24	2.05%
20 to 24 years	50	4.26%	19	1.62%	31	2.64%
25 to 29 years	60	5.12%	32	2.73%	28	2.39%
30 to 34 years	54	4.60%	20	1.71%	34	2.90%
35 to 39 years	72	6.14%	44	3.75%	28	2.39%
40 to 44 years	60	5.12%	31	2.64%	29	2.47%
45 to 49 years	105	8.95%	58	4.94%	47	4.01%
50 to 54 years	136	11.59%	59	5.03%	77	6.56%
55 to 59 years	114	9.72%	70	5.97%	44	3.75%
60 to 64 years	78	6.65%	43	3.67%	35	2.98%
65 to 69 years	38	3.24%	26	2.22%	12	1.02%
70 to 74 years	47	4.01%	17	1.45%	30	2.56%
75 to 79 years	36	3.07%	20	1.71%	16	1.36%
80 to 84 years	15	1.28%	5	0.43%	10	0.85%
85 years and over	17	1.45%	6	0.51%	11	0.94%

Green shaded cells represent highest three results within column
Red shaded cells represent lowest three results within column

Sources: ACS 2015-2019 B01001

F. EDUCATION LEVELS

Currently, the Town of Lessor has three school districts: Bonduel, Seymour, and Pulaski. There are also excellent private religious schools available in the Bonduel and Pulaski areas. There is some home schooling, but it is felt this is not prevalent in the area, probably due to the quality of the schools available.

Information from the American Community Survey (ACS) shows that 50% of the Town population over the age of 25-years have a high school diploma and approximately 28% hold an Associates, Bachelor's, or a Graduate degree.

Table 1-8: Town of Lessor Educational Attainment, Population 25 Years and Over

	Lessor		Shawano County	
	Estimate	%	Estimate	%
Population 25 years and over	832	100.0%	29,287	100.0%
Less than 9th grade	19	2.3%	605	2.1%
9th to 12th grade, no diploma	25	3.0%	1,913	6.5%
High school graduate (includes equivalency)	422	50.7%	13,120	44.8%
Some college, no degree	127	15.3%	5,448	18.6%
Associate degree	102	12.3%	3,601	12.3%
Bachelor's degree	101	12.1%	2,995	10.2%
Graduate or professional degree	36	4.3%	1,605	5.5%

Sources: ACS 2015-2019 B15003

The Town is near Northeast Wisconsin Technical College in Green Bay and the Fox Valley Technical College in Appleton for vocational training and continuing education. Both schools offer many associate degrees plus continuing education and recreational classes.

G. INCOME LEVELS

According to the ACS 2015-2019 data, figures show the income for the average family in the Town of Lessor is a bit higher than the State's median family income figures. The Town's median family income is $81,964, compared to Shawano County's median family income of $68,720 and the State's median income of $78,679.

Table 1-9: Household Income Distribution Comparison

Income Brackets	Lessor	Shawano	Wisconsin
Less Than $10,000	20	914	131,000
$10,000-$15,000	44	1,022	116,000
$15,000-$20,000	22	939	117,000
$20,000-$25,000	18	1,010	123,000
$25,000-$30,000	20	1,054	116,000
$30,000-$35,000	34	917	123,000
$35,000-$40,000	58	1,002	111,000
$40,000-$45,000	30	1,014	113,000
$45,000-$50,000	44	809	103,000
$55,000-$60,000	50	1,620	199,000
$60,000-$75,000	74	2,119	252,000
$75,000-$100,000	140	2,216	315,000
$100,000-$125,000	120	1,057	201,000
$125,000-$150,000	56	555	110,000
$150,000-$200,000	66	387	96,000
Greater Than $200,000	34	305	82,500
Median Income	**$ 77,841**	**$ 56,531**	**$ 61,747**

Sources: ACS 2006-2010 & 2015-2019 B19013, B19113, and B19301

H. CONCLUSIONS/SUMMARY

The Town of Lessor is expected to continue is expected to grow slowly over the next twenty years. The Town will attempt to direct the location and amount of future residential development through the following methods:

- Regulate density levels and the location of new residential development;
- Utilize the future land use map to protect residential areas from non-compatible land uses;
- Adopt and maintain subdivision development standards that preserve the Town's rural character; and
- Where/when needed participate ins State and County development programs.

It is expected the employment statistics will remain steady over the next twenty years and agriculture and agriculture supporting businesses will continue to grow. The Town will focus on economic development by:

- Promoting agriculture and agricultural support business;
- Discouraging CAFOs to retain the smaller family run farms;
- Developing and maintaining a Town business directory; and
- Encouraging commercial development in designated areas of the Town to avoid conflicting land uses;

The Town of Lessor knows this Comprehensive Plan is a living document and will make the necessary adjustments as situations warrant. The Town will strive to be consistent with implementing the elements of this plan. The Comprehensive Plan will be reviewed regularly to keep it current.

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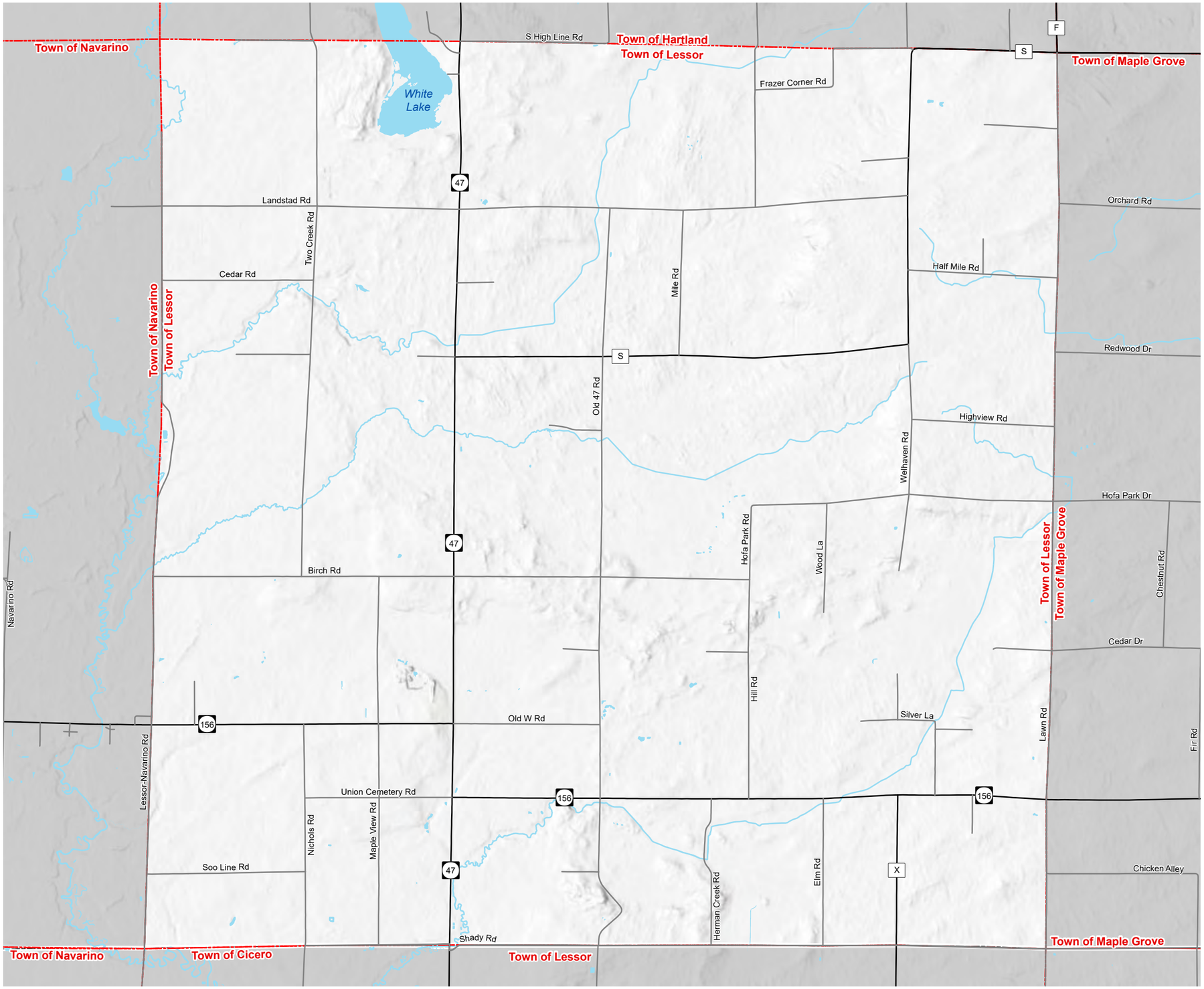
Map 1-1
Town of Lessor
Municipal Boundary



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Scale in Miles

Source:
Base data provided by Regional Counties 2021

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CHAPTER 2

HOUSING

CHAPTER 2: HOUSING

In addressing this element, the Town of Lessor used information from the 2010 U.S. Census, 2015-2019 5-year American Community Survey), and the latest information available from Shawano County Housing Administration, State of Wisconsin Department of Administration, and State of Wisconsin Department of Commerce websites.

INVENTORY OF HOUSING STOCK

The 2010 U.S. Census figures indicate most of the residences in the Town are single-family and are owner occupied homes. The median year built for most homes was 1985 with a median value of $197,100.

AGE OF STRUCTURES

Table 2-1: Town of Lessor Age Distribution of Housing Units

Year	Number	Percent
1939 or earlier	138	30.0%
1940 - 1949	21	4.6%
1950 - 1959	14	3.0%
1960 - 1969	14	3.0%
1970 - 1979	29	6.3%
1980 - 1989	26	5.7%
1990 - 1999	109	23.7%
2000 - 2009	102	22.2%
2010 - 2013	7	1.5%
2014 or later	12	2.6%
Total	460	100.0%

Sources: ACS 2015-2019 B25034 and B25035

HOUSEHOLD FORECAST

Farmland and woodland continue to dominate the landscape of the Town of Lessor with slow residential growth. Housing permits for the Town between 2010 and 2019 was listed at 12 single-family permits.[1] Residential growth in the next twenty years is expected to continue to grow at a relatively slow rate. The 2010 Census shows that there were 460 housing units, with 435 of those being occupied, as depicted further in Table 2-3.

[1] *Source: WDOA, 2020*

HOUSING UNITS BY TYPE

Table 2-2: Number of Units by Structural Type, 2015-2019

	Lessor		Shawano County	
	Estimate	**%**	Estimate	%
1 - Unit, Detached	454	98.7%	16,684	79.9%
1 - Unit, Attached	-	0.0%	251	1.2%
2 Units	3	0.7%	669	3.2%
3 or 4 Units	-	0.0%	331	1.6%
5 to 9 Units	-	0.0%	629	3.0%
10 to 19 Units	-	0.0%	483	2.3%
20 to 49 Units	-	0.0%	207	1.0%
50 or More Units	-	0.0%	77	0.4%
Mobile Home	3	0.7%	1,551	7.4%
Boat RV Van etc.	-	0.0%	8	0.0%
Total Housing Units	460	100.0%	20,890	100.0%

Sources: ACS 2015-2019 B25024

HOUSING OCCUPANCY

Table 2-3: Town of Lessor Occupancy & Vacancy Characteristics

	Town of Lessor		Shawano County	
	Estimate	%	Estimate	%
Total Housing Units	460	100.0%	20,890	100.0%
Occupied Housing Units	435	94.6%	17,004	81.4%
Owner Occupied	402	87.4%	13,137	62.9%
Renter Occupied	33	7.2%	3,867	18.5%
Vacant Housing Units	25	5.4%	3,886	18.6%
For Rent	-	0.0%	92	0.4%
Rented not occupied	-	0.0%	12	0.1%
For Sale Only	-	0.0%	162	0.8%
Sold Not Occupied	-	0.0%	72	0.3%
Seasonal Use	15	3.3%	2,513	12.0%
Migrant Workers	-	0.0%	-	0.0%
Other Vacant	10	2.2%	1,035	5.0%
Homeowner Vacancy Rate	0.0%		1.2%	
Rental Vacancy Rate	0.0%		2.3%	

Sources: ACS 2015-2019 B25001, B25002, B25003, and B25004

CONDITION OF HOUSING STOCK

Many of the single-family units in the Town of Lessor are older buildings and some need considerable maintenance. There has been an average of 10 building permits per year (2016 through 2020) involving home improvements.

There is no written inventory on the condition of houses and other buildings located in the Town of Lessor. The Town of Lessor will make a concerted effort to encourage general maintenance of all housing units rated as below average in all areas of the Town. In general, the overall condition of dwellings in the Town is classified as good to excellent.

MULTI-FAMILY HOUSING

The Town of Lessor currently has no multi-family housing of 3 or more units. The Town does not expect this to change in the foreseeable future.

The Town of Lessor has no apartment buildings with a capacity of 3 or more families. While the Town is just a short drive from areas offering employment, it is unlikely that multi-family (more than 3 units) will develop soon. Since anything offering more than three units would require a zoning change from Shawano County, it remains an unlikely event.

While the Town of Lessor Town Board will not forbid multi-family dwelling units, should a request come in for them, the Town Board will discourage these units in areas near single family residential areas and agricultural practices in order to avoid conflict. A possible area for future multi-family units would be in the unincorporated communities.

Current building standards for modular and doublewide units are basically the same for ‘stick-built' residential units, and the Town of Lessor will not discriminate against these units. The Town will try to continue to follow the guidelines offered in the Shawano County Zoning ordinance.

RENTAL UNITS

The housing units in Lessor are mainly single-family residential units, usually owner-occupied. The Town of Lessor currently does not have rental housing for special needs residents.

OTHER HOUSING UNITS

The Town of Lessor has no institutionalized population at this time. There are no nursing homes, no dormitories, and no correctional facilities. While it is unlikely that we will have any of these within the near future, the Town Board will consider a proposal on a case by case basis.

It is unknown if we have any housing that has been subsidized by the federal government, although there is a short listing for Shawano County that is on the WHEDA listing. The Town is unaware of any homeless persons living in Lessor. If any do exist, the Town will try to offer support to those individuals and families.

ELDERLY AND AFFORDABLE HOUSING

Senior housing and/or assisted living housing will likely be needed in the future. The best location of such housing would be within the unincorporated communities of the Town where there is greater interaction with Town residents.

The Town could explore, if a request is presented, allowing private individuals some way of setting up an elderly housing unit, perhaps with financial assistance. However, help for our area of Shawano County is not readily available, possibly due to the limited service facilities at this end of the County. It is the Town's view that expansion of senior services needs to be encouraged for the benefit of our citizens. Our residents should not have to move out of this area into more populated areas of the county to get services, unless they wish to.

SUBDIVISIONS

We anticipate, with the continued exodus from larger cities, the Town of Lessor will continue to develop. The potential development of small subdivisions in appropriate areas of the town may help make home ownership a reality and, in some cases, present affordable housing.

The Town enforces a driveway ordinance that new developments need to adhere to. In the future, the Town may need to develop a subdivision ordinance. This Comprehensive Plan and input from the public will be considered in the development of this ordinance.

PERMITS

As mentioned above, development pressure in the Town is slow. Building permits averaged 2.3 permits per year from years 2010 to 2019. This growth pattern is expected to continue town wide.

Table 2-4 Town of Lessor Annual Residential Building Permits, 2010 - 2019

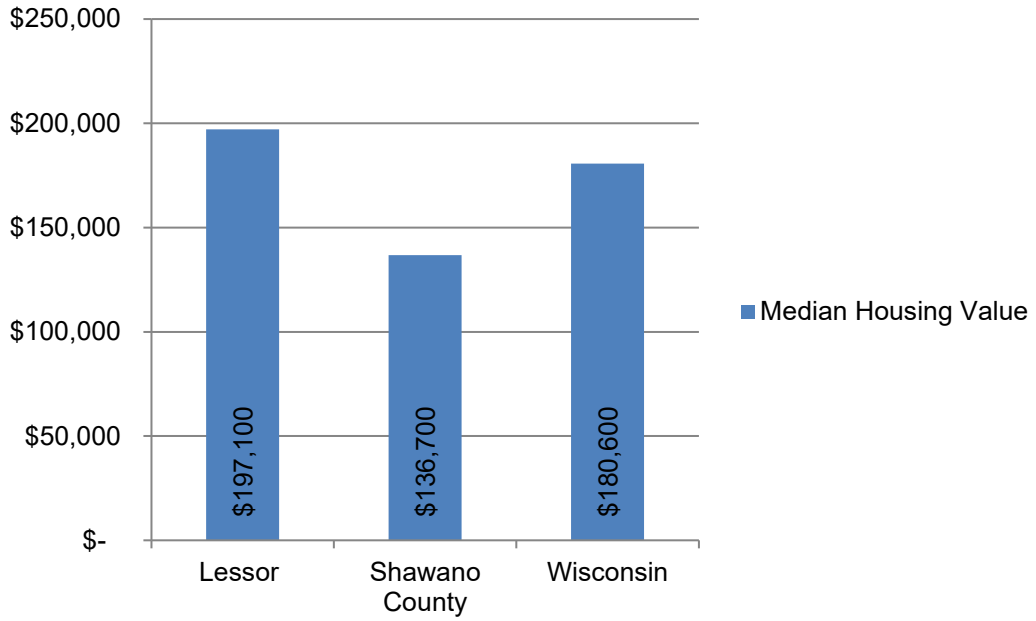
Year	Additions			
	Single-Family Units	Two-Family Units	Multi-Family Units	Mobile Homes
2010	4	0	0	0
2011	0	0	0	0
2012	3	0	0	0
2013	4	0	0	0
2014	3	0	0	0
2015	1	0	0	0
2016	3	0	0	0
2017	0	0	0	0
2018	1	0	0	0
2019	4	0	0	0

Source: WDOA, 2020

HOUSING VALUES

U.S. Census American Community Survey figures show the median value of housing for the Town from 2015 to 2019 is $197,100, which is considerably higher in comparison to Shawano County at $136,700. Although development pressure is predicted to be slow, the Town still needs to be prepared for growth. It is anticipated that the Town will experience growth because of the continued trend and desirability of the Town's area for country living.

Figure 2-1: Median Value of Owner Occupied Homes, 2015-2019



SETBACK

The Town of Lessor currently requires structures to be built within the 290-foot setback for residential buildings (if parcel is 35 acres or more, this requirement does not apply). The required setbacks will be reviewed as necessary to determine if this should be changed. As residents become more involved, it is possible the desire for this requirement could change.

SURVEYS

As indicated in the public survey, a portion of the Goals and Objectives for the Town of Lessor is to direct the location and amount of future residential development. The Town will encourage and direct any future residential developments into appropriate areas of the town to avoid conflict with the remaining agricultural operations. Per Town zoning, the minimum rural lot size required is 2-acres. The requirements for the more populated areas within the unincorporated communities will be established in a future Town subdivision ordinance.

INCOME/COSTS

While it is difficult to determine a housing trend, it is felt the Town can safely forecast that there will be continued residential development in the Town of Lessor. Currently the cost of living in the Town of Lessor is less than in larger municipalities, and the highways entering and leaving the Town make for an acceptable commute for employment. As the population increases, the demand for affordable housing will continue. Income drives the type of housing that people can afford and with the Town's lower property taxes compared to larger communities, people will continue to move into the Town of Lessor.

Median household income for the town from 2015-2019 was $81,964 compared to a median household income of $68,720 for Shawano County. Low income is figured at 50-80% of the median income with moderate at 80-95%.

Table 2-5: Comparative Income Characteristics, 2006-2010 and 2015-2019

	Median Family Income			Per Capita Income		
	2006-2010	2015-2019	% change	2006-2010	2015-2019	% change
	Estimate	Estimate	Estimate	Estimate	Estimate	Estimate
Lessor	**$62,708**	**$81,964**	**30.7%**	**$21,102**	**$33,493**	**58.7%**
Shawano County	$53,337	$68,720	28.8%	$22,539	$29,338	30.2%
Wisconsin	$64,869	$78,679	21.3%	$26,624	$33,375	25.4%

Sources: ACS 2006-2010 & 2015-2019 B19013, B19113, and B19301

CONCLUSIONS

Even with the limited opportunity for local employment, the need for housing will continue to grow. With the influx of people from larger cities looking for a good place to raise their families and an affordable place to live, it is expected that the Town's population will continue to grow. People are willing to commute to work and with access to the state and county highway system, the Town is a probable location for future growth. With population growth comes the need for affordable housing.

It is important that the Town of Lessor promotes programs that encourage the availability of land for development or redevelopment, addresses the needs of low and moderate-income residents and establishes policies and programs to maintain or rehabilitate the existing housing stock. Being under town zoning, the Town Board of Supervisors usually learns about potential new residences upon application for a Driveway Permit.

This Plan updates the Town's future land use mapping. Future land use development decisions will be based on this map. There also must be a greater understanding of Plan components with respect to Town residents. In the past, applicants for Driveway Permits have not tried to pursue a building site that is not appropriate for housing. With adoption of the Uniform Dwelling Code by the Town and with the addition of a Town Building Inspector, the Town now requires that new homes be built to state code.

CHAPTER 3

TRANSPORTATION

CHAPTER 3: TRANSPORTATION

The Town of Lessor's transportation system consists of local streets, major collector streets, and a principal arterial. Streets and highways are classified according to their primary function, to move vehicles or serve adjacent land. Arterials accommodate the efficient movement of vehicles, while local roads are designed to provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterial and local roads. Facilities classified under the Federal Aids Secondary System (county trunks and state highways) qualify for federal aid for capital projects involving construction, reconstruction, or repair. State highway aids are available to all communities for construction and maintenance on the basis of lane mileage.

The Town of Lessor uses the Paser and WISLR systems to classify its roads. The Town of Lessor controls approximately 54 miles of roads located throughout the Town. There are also state and county roads in the Town of Lessor. The Town will continue systematic maintenance through crack seal, seal coat, etc., annually, with needs determined through the annual road inspection by the Town Board of Supervisors, using the Paser or WISLR systems as the checking point.

The Town Board will continue to attempt to project road needs and try to schedule roadwork accordingly, using available funds. This funding is set at the annual budget meeting in the fall of each year. Table 3-1 provides a summary of the total miles of local roads in the Town by PASER rating.

Table 3-1: Town of Lessor PASER Ratings

PASER Rating	Town Miles*
Not Rated	25.1
Fail to Fair	30.4
Fair to Good	75.3
Very Good to Excellent	17.5

Source: ECWRPC, 2019
**Table 3-1 included roads controlled by the Town, County and State.*

STATE HIGHWAYS

There is one principal arterial in the Town of Lessor, State Highway 47, which reaches from Bonduel where it intersects with State Highway 29 and continues south to the Fox Valley. State Highway 47 serves mainly through traffic and provides a major truck route through the Town of Lessor. State Highway 156 also provides mobility for through traffic but is a minor arterial. It extends east to west across the Town of Lessor and intersects with State Highway 47.

COUNTY HIGHWAYS

County Highway S runs mostly east to west in a small northeastern portion of the town. County Highway X runs north to south and connects with State Highway 156.

TOWN ROADS

A. Major Roads:

a. Landstad Road
b. Lawn Road

B. Minor Roads

a. Birch Road
b. Half Mile Road
c. Hill Road
d. Hofa Park Road
e. Nicholas Road
f. Old 47 Road
g. Shady Road
h. Two Creek Road
i. Welhaven Road

C. Local Roads

a. Cedar Road
b. Cliff Moser Lane
c. Elm Road
d. Frazer Corner Road
e. Herman Creek Road
f. Highview Road
g. Lake Shore Drive
h. Lessor-Navarino Road
i. Mapleview Road
j. Old W Road
k. Silver Lane
l. SooLine Road
m. South Lane
n. Union Cemetery Road
o. Wood Lane

D. Low Use Roads

a. Apple Lane
b. Conservation Road
c. Dead End Lane
d. East Branch Lane
e. Half Mile Road
f. Hidden Lane
g. Hill Lane
h. Hilly Lane
i. Maple Lane
j. Lake Road
k. Maple View Lane
l. Mile Road
m. Oak Lane
n. Short Lane

o. Silver Lane
p. Sunset Lane
q. Willow Lane

There are approximately 48.6 miles of paved roads, and 5.1 miles of unpaved roads in the Town of Lessor, with a total of approximately 53.7 miles of roads.

AIR TRANSPORTATION

There are small airports in close proximity to the Town of Lessor. These include Shiocton Airport, Clintonville Airport, Pulaski, and Shawano Airport, which also has one of the few seaplane facilities in Northern Wisconsin, adjacent to the southwest shore of Shawano Lake, Airport.

The nearest major air facility is Green Bay's Austin Straubel International Airport and Appleton International Airport (formally known as Outagamie County Regional Airport) is also nearby. There are no current plans to construct an airport in the Town of Lessor, and the Town does not expect this to change in the next 20 years.

RAILROADS

The Canadian National Railroad runs through the southwestern corner of the Town of Lessor, which consists of 1 1/4 mile of track. The crossing types are cross bucks and stop signs. The rail system is not a passenger carrier, but mostly carries freight trains. Maximum speeds are between 30-40 mph. There are no current plans, nor can it be foreseen in the future, for a railroad depot in the Town of Lessor.

WATER

There are no public docking facilities or freight waterways in the Town of Lessor. The closest Harbor is in Green Bay (Green Bay Harbor), which is located at the southern portion of Lake Michigan's western shore and extends to the Lower Fox River to a location just downstream of the De Pere lock and dam.

TRANSPORTATION FOR DISABLED & ELDERLY

There is currently no form of public transportation in the Town of Lessor, including for the disabled. Shawano County does provide scheduled trips throughout the City of Shawano and throughout the county for the elderly and the disabled. A mini-bus is wheelchair accessible. Reservations are required to be made one day in advance, through the Shawano County Aging and Disability Center.

The fee and route schedules are available upon request. There is also a subsidized taxi service available for elderly and disabled persons through the City of Shawano for rural residents. Private medical transportation is also available.

The Shawano County Volunteer Driver Escort program is available to Town residents. The program utilizes volunteers who use their own vehicles and provide transportation for medical or health related appointments in the state. Fees are based on a minimal retaining fee plus total miles traveled and are billed as co-payment to the rider.

ALTERNATIVE FORMS OF TRANSPORTATION

Walking and Bicycling

Walking and Bicycling are permitted on all streets and roads in the Town of Lessor. The local and low use roads are lightly traveled by motor vehicles and are considered of minimal danger to walkers and bicyclists.

Trails

The Town's Moeller Ridge Park provides wooded walking trails for leisure walks in a quiet county setting. The nearby Navarino Nature Center contains 14 miles of trails for hiking, bird watching, walking trails, and nature exploring. Trails are groomed for cross-country skiing and snowshoeing in the winter. Free exhibits and seasonal events are planned each year. Snowmobile Clubs have marked trails running through the Town of Lessor. Users must stay on the trails, since most of the trails run through private property.

Horseback Riding

Horseback riding occurs in the Town to take advantage of the Town's rural setting, mostly along Town roads. Minimal motorists provide a safe route of passage for these enthusiasts.

All-Terrain Vehicle (ATV)

All-Terrain Vehicles (ATV) are allowed on all Town roads unless otherwise noted. The ATV speed limit on Town roads are 35 miles per hour.

Trucking

There are a number of private haulers in the Town of Lessor. There are also trucking lines nearby in Green Bay, Shawano, Appleton, Bonduel, Pulaski, and DePere that serve the Town of Lessor. The use of trucks by the agricultural industry is continuing and expected to grow as farms become larger. The trucking industry greatly impacts Town road conditions.

While some roads have weight restriction, The Town of Lessor may consider establishing additional seasonal and/or permanent weight restrictions.

CONCLUSIONS

The Town of Lessor does not expect large changes in the layouts of County or Town roads at this time. It is possible that State Highway 47 might be changed to a 4-lane highway in the future. Some local roads are to be upgraded to 4-road standard (66 feet) as they come up for roadwork and as funding permits.

The Town of Lessor will pursue a subdivision ordinance as a way of balancing residential development and agricultural use. It is possible that the Town of Lessor may see subdivisions as more and more land is becoming developed. Developers will be responsible for constructing the roads to meet the Town's standards. The Town will discourage the use or making of any dead end roads. The Town of Lessor retains the right to reject roads not up to the Town's standards.

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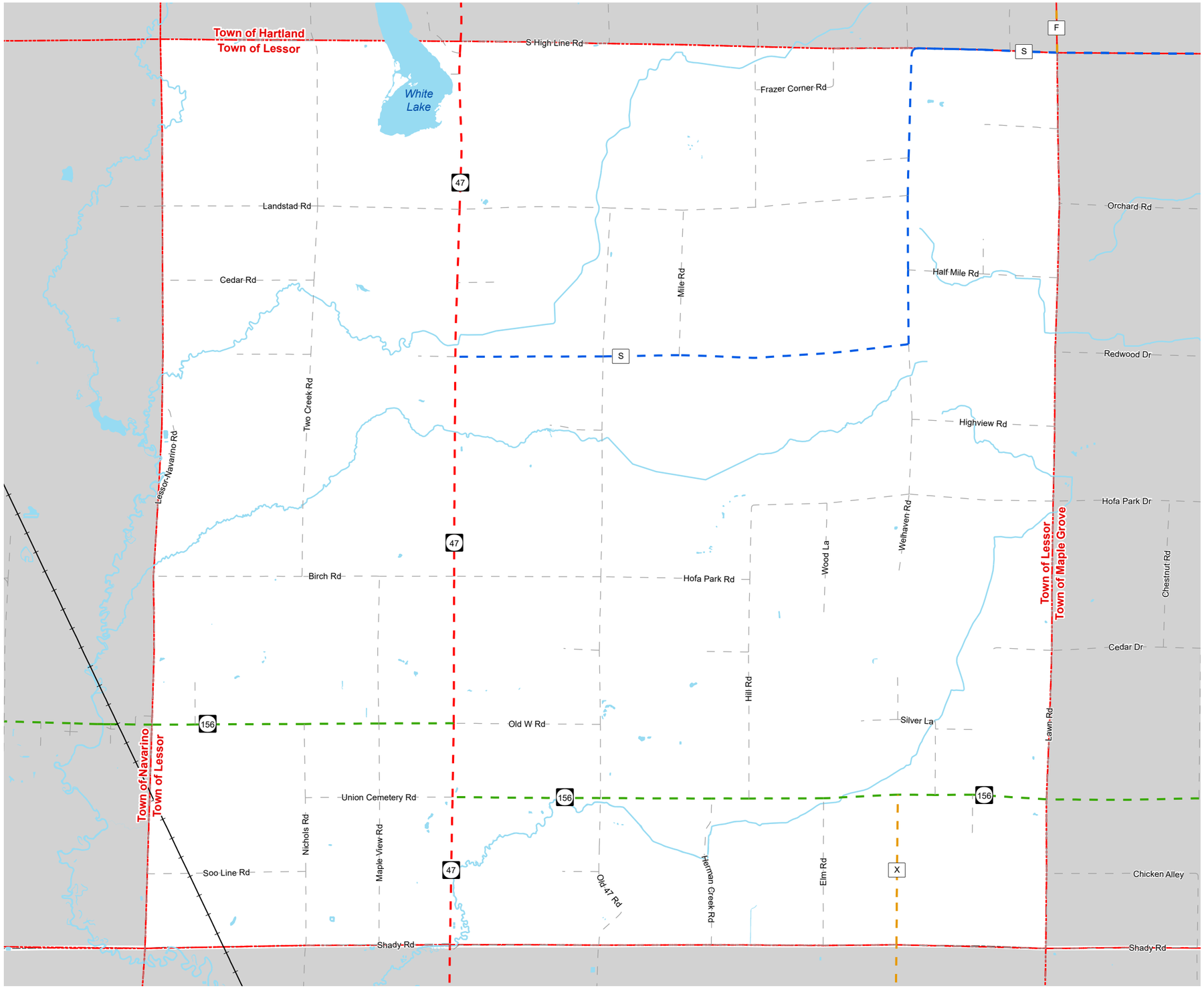
Map 3-1
Town of Lessor Transportation Facilities



Rural Principal Arterial
Rural Major Collector
Rural Minor Arterial
Rural Minor Collector
Rural Local

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Scale in Miles

Source:
Traffic Count data from WisDOT 2019
Base data provided by Regional Counties 2021

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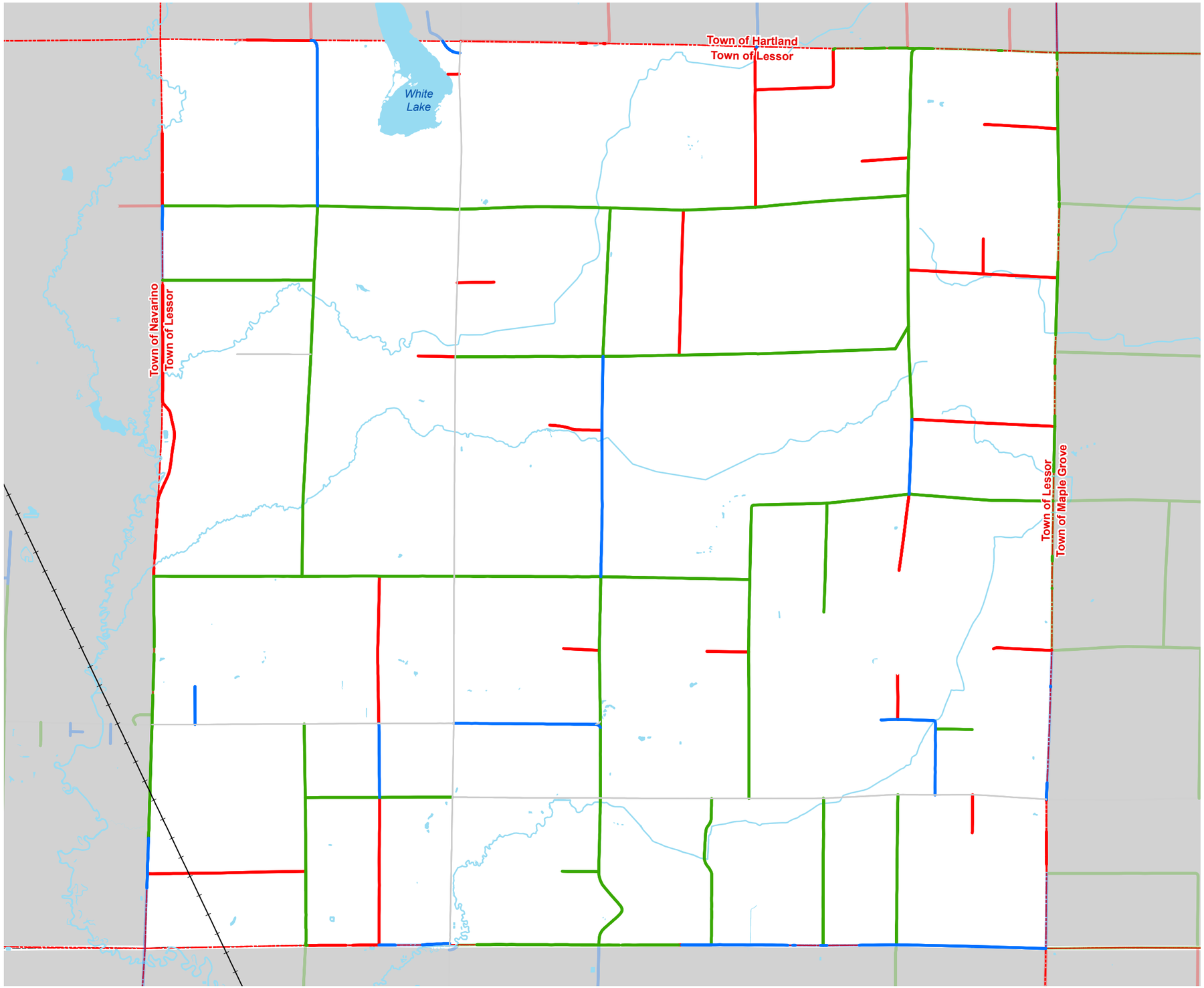
Map 3-2
Town of Lessor
2019 PASER Ratings



Fail to Fair (1 - 4)

Fair to Good (5 - 7)

Very Good to Excellent (8 - 10)

Not Rated

Railroad

N
W E
S

0 1
Scale in Miles

Source:
PASER data from WisDOT 2018
Base data provided by Regional Counties 2021

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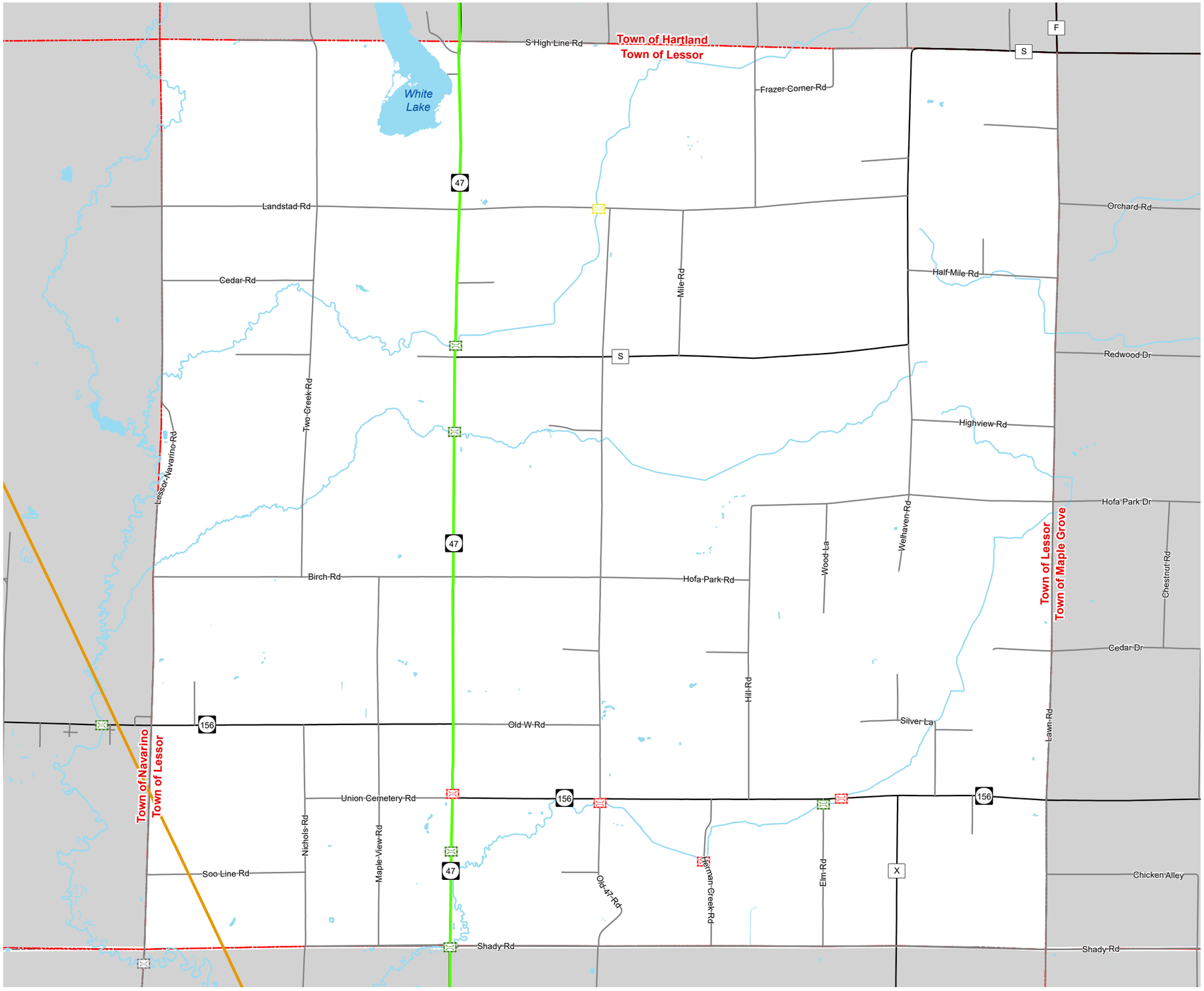
Map 3-3
Town of Lessor
Trucking & Freight



263,000 Pound Rail Cart Limit

Designated Long Truck Route

Bridge Sufficiency Ratings

- Replacement Funding Eligible
- Rehabilitation Funding Eligible
- Sufficient
- Not Eligible

N
W E
S

0 1
Scale in Miles

Source:
Bridge Sufficiency and Railroad data provided by WisDOT 2017
Base data provided by Regional Counties 2021

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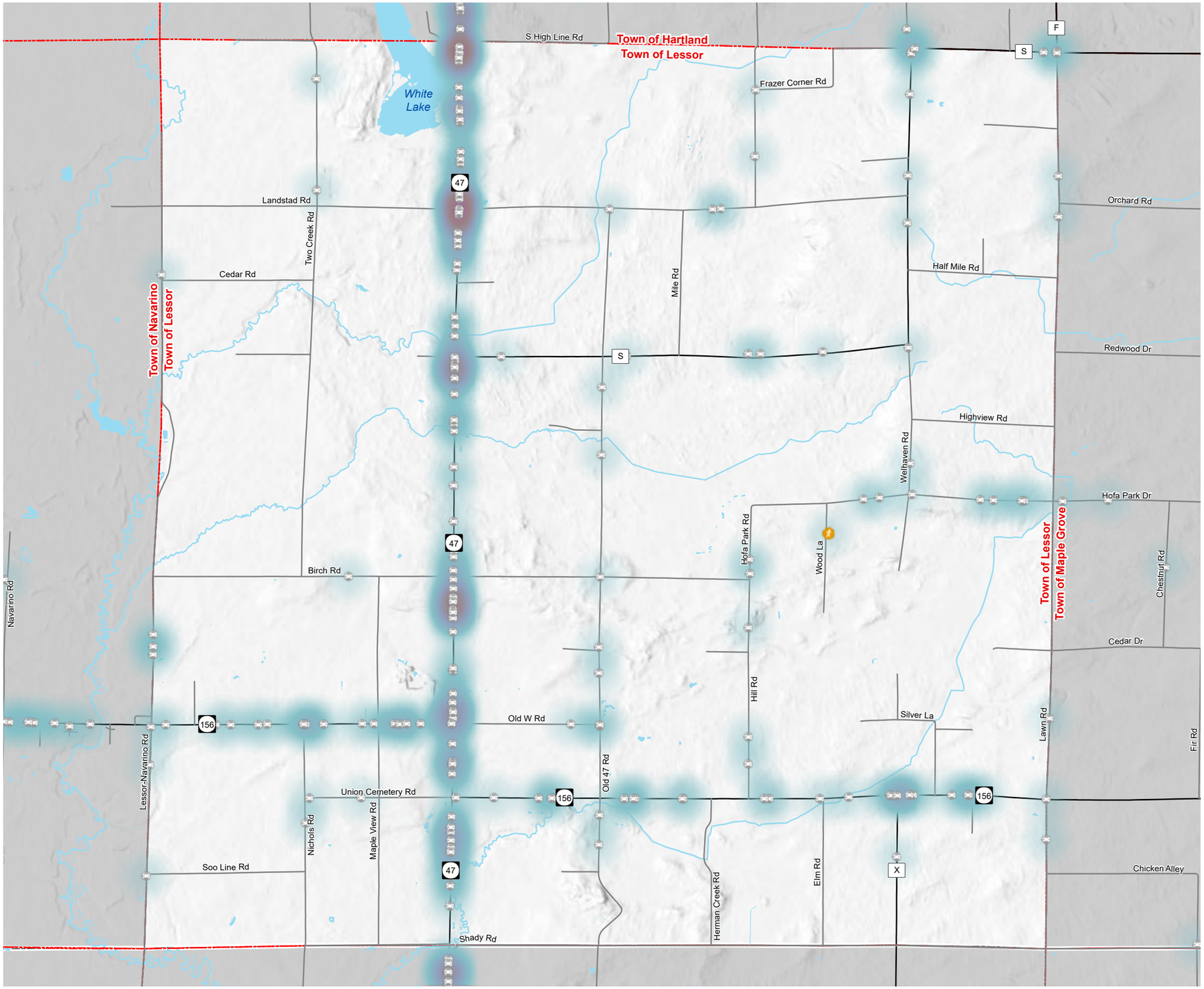
Map 3-4
Town of Lessor
Crash Analysis
2017 - 2020



Bicyclist (0)

Pedestrian (1)

Motorist (179)

Crashes Heat Map

Sparse

Dense

N
W E
S

0 1

Scale in Miles

Source:
Crash data provided by Wisconsin Traffic Operations and Safety Laboratory 2020. Base data provided by Regional Counties 2021

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CHAPTER 4

UTILITIES & COMMUNITY FACILITIES

CHAPTER 4: UTILITIES & COMMUNITY FACILITIES

Natural Gas

Natural gas is supplied by Wisconsin Public Service (WPS) for some sections of the Town. The natural gas line follows Highway 156 to Navarino and runs along parts of Old Highway 47.

Electricity

Electricity came to the Town about 1936. Currently, WE Energies supplies power within the Town.

In early 2004, American Transmission Company proposed a project for high voltage transmission lines that would run through the Town of Lessor. It was required to submit at least two routes to the Public Service Commission (PSC) of Wisconsin, and both those routes could have the Town of Lessor within its corridors. The two projects going through Shawano County are Gardner Park Central Wisconsin Transmission Line, and the Morgan Central Wisconsin Werner West Line, Map 4-1. These proposed routes were submitted to the Wisconsin Public Service Commission in early 2005.

Telephone and Internet

Telephone service came to the Town around 1909. Currently either TDS Telecom, out of Bonduel, Northeast Telephone out of Pulaski, or CenturyTel out of Seymour serves the Town of Lessor. The Bonduel service is area code 715, and the Seymour, Nichols, and Pulaski services are 920 area codes. It is possible that one may have a 715-area code and their neighbor may have a 920. Internet connections are available. DSL is not available yet in this area, but high-speed Internet is available with a Dish network or Direct TV setup. Improved broadband facilities and services are desired by the Town.

Cable Television

There are no known cable television lines in the Town of Lessor at this time. Satellite dishes are the most popular form of expanding reception and the number of channels to be received in the Town. Due to the lack of dense populated areas, this is not expected to change in the near future.

Community Facilities

The present Town Hall is located on a two-acre parcel east of the intersection of Highway 47 and Landstad Road. The Town hall was constructed in 1983. The facility is available to all town residents for meetings or social events. There is a small swing set in the back with greenspace for outside gatherings. The Town Clerk is in charge of the rental reservations.

Public Water & Sewer

At this time, there is no public water and sewer, or sanitary district in the Town of Lessor. The Town is served by private, individual on-site wastewater systems. The water supply is served by private wells. The Town is not expected to need municipal water service or wastewater systems in the near future; but as the Town grows, this issue will be addressed and monitored as needed.

Police and Fire Service/Rescue Service

The Shawano County Sheriff's Department, as well as the Wisconsin State Patrol, provide police services. There are currently no plans to hire local enforcement officers.

Fire services are provided by the Navarino/Lessor Volunteer Fire Department, and is located approximately 50' from the Town Line on Highway 156, east of Navarino Lessor Road. N.E.W. Paramedic Rescue in located in the Village of Pulaski and provides ambulance service.

Solid Waste Disposal

The Town of Lessor had its own Town Dump years ago, and the residents were allowed to bring their garbage and dispose of refuse here. The Town and the DNR monitor the wells at the old dump on a regular basis. Currently, the Town contracts for garbage and recyclable collection. The hauler picks up garbage and recyclables on a bi-weekly basis, curbside. The fee for this service is collected on the annual property tax bills. The Town holds tire collections about once per year.

Schools

The Town of Lessor is served by three school districts. These districts are Bonduel, Pulaski, and Seymour. There are also private religious schools available in the Bonduel and Pulaski area. There is also some home schooling in the Town of Lessor.

The Town is also near Northeast Wisconsin Technical College, the University of Wisconsin Green Bay, and Fox Valley Technical College in Appleton. While there were schools in the Town of Lessor in the past, there are currently no schools located within the Town. Children are bussed to their location and it is not expected to change in the foreseeable future.

Moeller Ridge Nature Park

Parks and Recreation

At this time, the Town of Lessor has a ball field and play equipment at the Town Hall location on Landstad Road. There is currently a public landing to White Lake for small boating and fishing excursions, but there is no park area on White Lake at this time. In 2005, the Town of lessor received a generous donation of land from Eileen Moeller. The donated land is now known as the Moeller Ridge Nature Park located on STH 156 and CTH X. The park offers walking trails, picnic areas, playground equipment, restrooms, a rentable pavilion, and limited overnight camping.

The Town received a donation of 80 acres located on State Highway 156 and County Highway X. This is in the planning and development stages for recreation trails, park and public areas. This is a welcome addition to the Town of Lessor and residents look forward to its development. A Park Commission has been established and is at work on a plan for the future development of our parks.

Cemeteries

The Town of Lessor has several local cemeteries in the community. These are as follows:

- Landstad Cemetery;
- Landstad Lutheran Cemetery;
- Our Saviors Lutheran Church Cemetery; and
- Union Cemetery on Union Cemetery Road.

There may be at least one private family burial site in the Town. Wisconsin State Law provides protection and property tax exemption for all human burial sites in the state. When human remains are located anywhere in the state, preservation of the remains, as well as of the site, is required. The preferred preservation approach would be to take the initiative and not react as if in a crisis mode. Officials are encouraged to remain aware of any human burial sites within their municipality.

Under state law, if a private cemetery is abandoned, it becomes the responsibility of the Town to take over the maintenance of it. Should there be a time when human remains were to be found outside the boundaries of maintained, well-marked cemeteries within the Town of Lessor, the Town will preserve the area to the best of its ability and notify the Burial Sites Office accordingly. Once the family or friends are no longer caring for a family burial site within the Town, the Town of Lessor would take over the ownership of that burial site to protect it, as is required by law.

Library

The Town of Lessor falls within the Nicolet Federated Library System. However, there are no libraries currently located in the Town of Lessor. There are libraries located nearby in the City of Shawano, Village of Pulaski, City of Seymour, and Village of Bonduel. While the Bookmobile out of the Shawano County/City Library System does not stop within the Town of Lessor, it does stop in several of the surrounding areas and Town residents can get books through the Bookmobile at these locations.

Postal Service

There was a Post Office in the past in Briarton [1883-1904] and in Landstad [1882-1902]. Other records indicate there were also the Welhaven Post Office, Frasier Corners Post Office, and the Grunewald Post Office.

There currently is no Post-Office located in the Town of Lessor. This is not expected to change in the foreseeable future.

Mail delivery comes out of the Pulaski, Black Creek, Seymour, and Bonduel Post Offices via rural routes. Federal Express and other carriers currently service the Town for parcel delivery. Pickup and delivery is available through area Post Offices; and UPS does deliver in the rural area, but normally does not pick up parcels unless by prior arrangement for an additional charge.

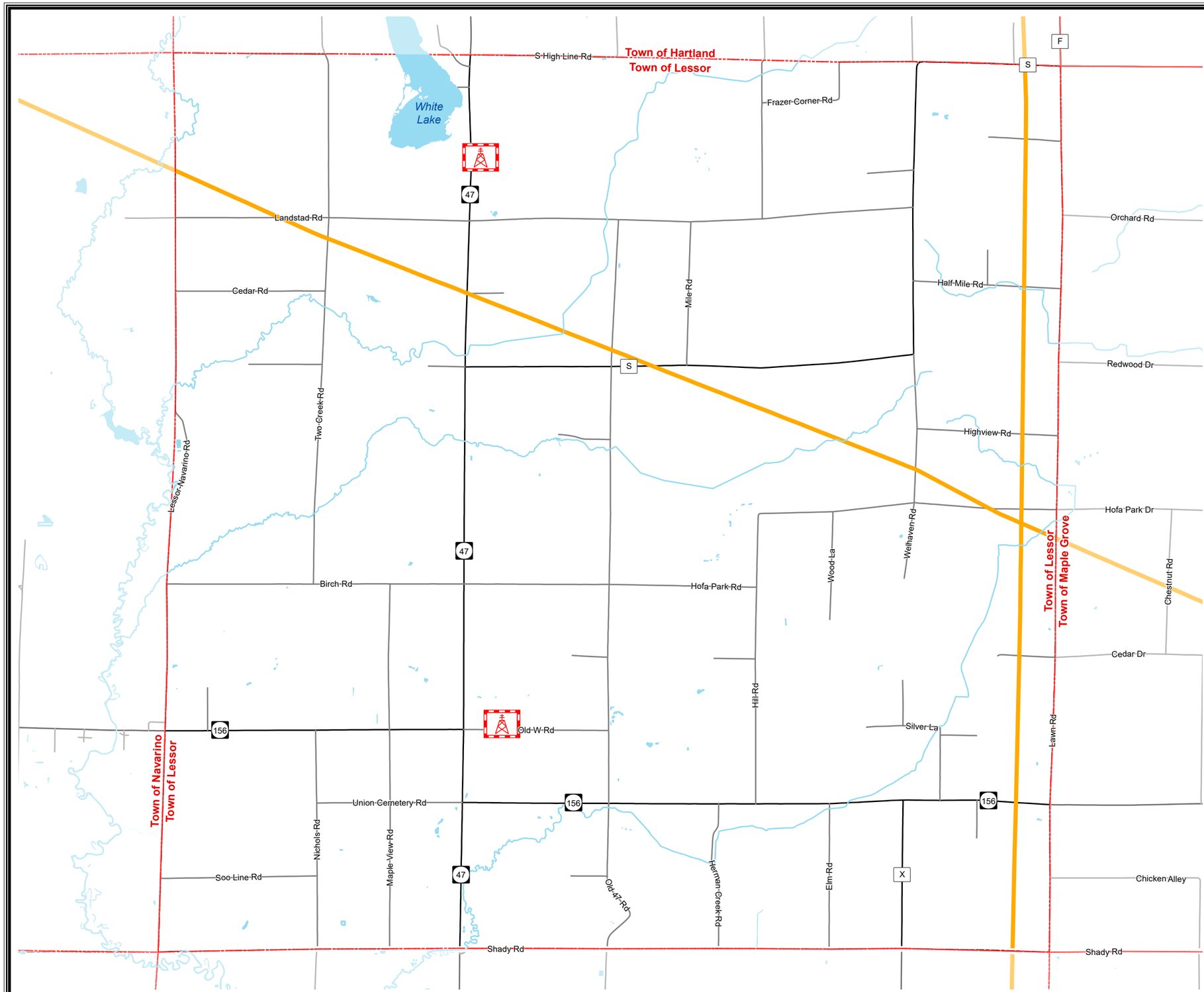
Banks

The Town of Lessor currently has no banks. Banking is available in the Green Bay area, as well as Bonduel, Black Creek, Cecil, Pulaski, Seymour and Shawano. Most residents do their banking while commuting to and from work, and with online banking services. The Town does not expect a physical presence of any bank within the next twenty years.

Cultural Site and Facilities

The Town of Lessor has no cultural or historic facilities listed with the National or State Registry within its borders. The Appleton Performing Arts Center is 35 minutes to the south, as well as the Weidner Center and Resch Center in Green Bay. The residents of the Town of Lessor can and do attend cultural events without a long commute.

Map 4-1
Town of Lessor
Utilities



FCC Towers

138 Kilovolt Transmission Line

N
W E
S

0 1
Scale in Miles

Source:
Utility data provided by ATC & Public Service Commission, 2018. FCC data provided by FCC, 2017.
Base data provided by Regional Counties 2021

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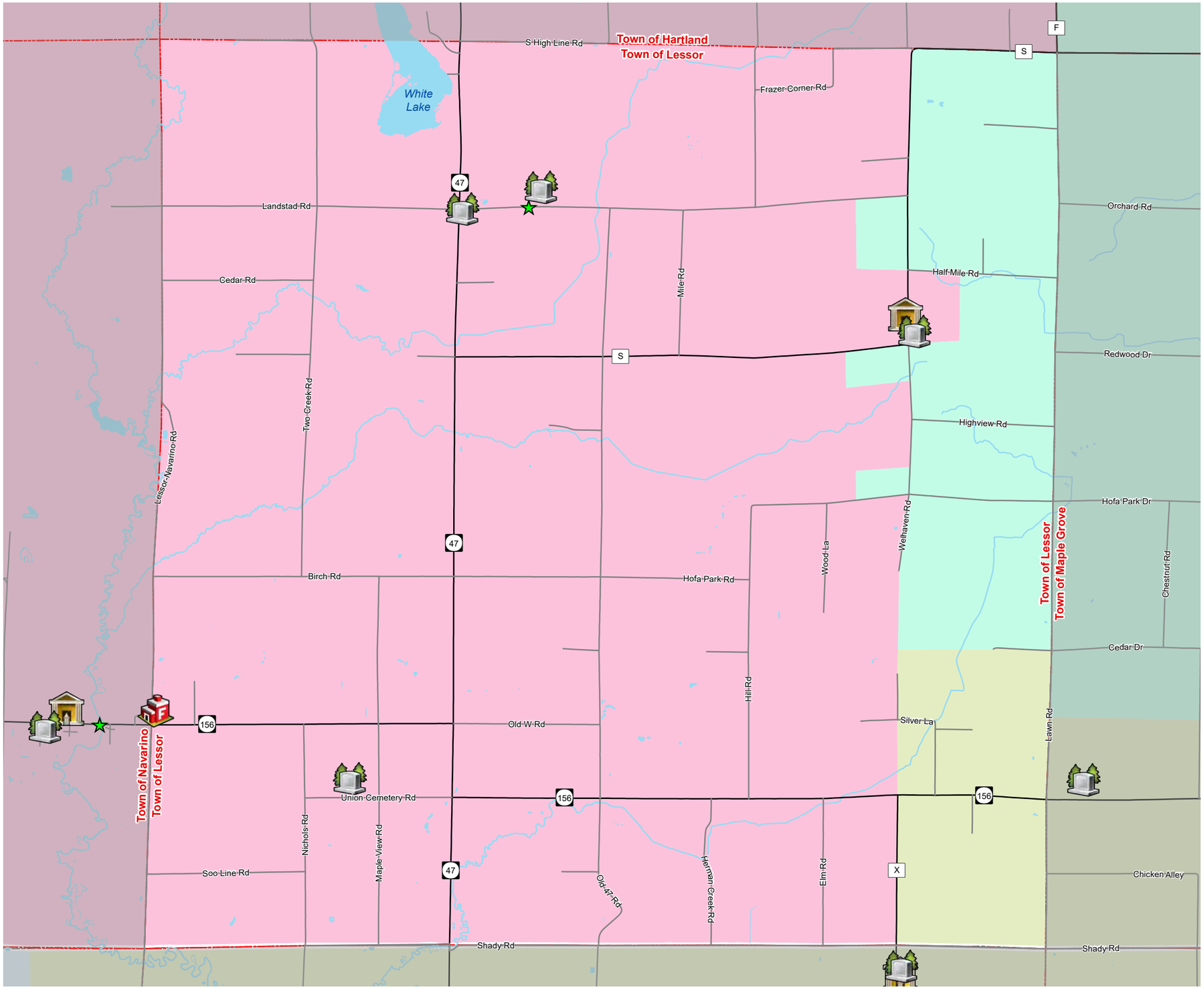
Map 4-2
Town of Lessor
Community Facilities



City/Town/Village Hall

Fire Department

Cemetery

Church

Bonduel School District

Pulaski Community School District

Seymour Community School District

Shiocton School District

N
W E
S

0 1

Scale in Miles

Source:
Community data provided by ECWRPC 2018.
Base data provided by Regional Counties 2021.

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CHAPTER 5

AGRICULTURAL, NATURAL & CULTURAL RESOURCES

CHAPTER 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

The Town of Lessor has significant areas of natural resources, which help to define the community. Environmentally sensitive areas occur throughout the town, particularly near the White Lake area, as well as the Eastern and Western Branches of the Shioc River, Mink Creek, and Herman Creek. These areas include wetlands, flood plains, and intermittent streams, which serve hunting, fishing, and other activities for many people within the immediate area. The Town of Lessor residents shall be encouraged to preserve the areas for recreational activities and for the general aesthetic qualities these areas provide.

The natural resource base is a major determinant of potential physical and economic uses of the land. Management and preservation of these resources is important in sustaining the quality of life and aesthetic beauty enjoyed by the Town's residents. Certain environmental characteristics indicate the suitability of the community's land to support various types of development and land uses. Topography, drainage patterns, flood plains, soil characteristics, woodlands, wetlands, and groundwater are some of the features that determine if an area is physically suitable for a specific type of development. Development in these areas can negatively impact the function of the resource and degrade the visual quality of the community.

GROUNDWATER

The Town of Lessor’s topography is generally rolling. Water soaks rapidly through the soils. This draws concern over the potential of contamination of groundwater. Failing on-site waste disposal systems, abandoned and active landfills, agricultural practices, and other land uses can impact upon shallow and superficial aquifers.

The bedrock aquifer is the major source of groundwater in the eastern quarter of Shawano County. The Cambrian sandstones, the Prairie du Chien Group, and the St. Peter sandstone from the principal bedrock aquifer. They are connected and act as one aquifer to produce well yields of 100 to 500 gallons per minute.

The Town of Lessor recommends annual well water testing. Since all town residents rely on individual wells, and therefore groundwater for potable uses such as, drinking water, cooking, etc., the threat of contamination of the groundwater is a major concern. Careful land use planning and requiring subdivisions to be located within areas which have suitable soils for on-site systems will help greatly decrease the contamination potential. The Town will review on a case by case basis all areas of dense development for any type of municipal wastewater system during the planning period.

FORESTS

According to the Town of Lessor's 2021 existing land use, there is a total of approximately 5,104 acres of woodlands and a total of 606 planted woodlands within the Town.

PRODUCTIVE AGRICULTURAL AREAS

According to the Town of Lessor's 2021 existing land use, there is a total of approximately 13,460 acres of non-irrigated crop lands within the Town of Lessor. Agriculture remains the primary use of land in the Town of Lessor, even though the number of farms in the Town

continues to decrease. The Town has a variety of types of farms, some dairy, corn, hay, tree farms, and some cash cropping. Much of the current agriculture includes the “family" farm operations. The Town is in support of preserving the family farm vs. encouraging larger scale concentrated animal feeding operations (CAFOs).

The Town of Lessor is expected to continue to advocate the farmer's right to farm, (Wisconsin Statute #823.08). People that purchase land in the Town must remember that agricultural odors and noises will likely remain. As stated in the Town’s goals and objectives, the Town expects to discourage the location of larger CAFOs within the township. By specifying where the Town encourages residential development, the Town hopes to minimize the effect of the large farms on Town citizens. Commuters, on their way to work, will continue to share Town roads with the slow-moving farm equipment.

While agricultural lands usually only require a minimum of local government services, the tax revenue from these lands continues to decrease, based on current Land Use Valuation methods of taxation. While helping the farmers, this has an impact on the remaining property owners in the Town, as costs to provide services continue to rise and the tax base has been lowered. Fortunately, in the Town of Lessor we have experienced enough residential growth to offset this lower farmland valuation.

ENVIRONMENTALLY SENSITIVE AREAS

The Town of Lessor has significant areas of natural resources, which help to define the community. Environmentally sensitive areas occur throughout the town, particularly near the White Lake area as well as the Eastern and Western Branches of the Shioc River, Mink Creek, and Herman Creek. Hunting, fishing, and other activities are important pastimes for many people within the immediate. area. These areas include floodplains, wetlands, and intermittent streams.

Certain environmental characteristics indicate the suitability of the community’s land to support various types of development and land uses. Topography, drainage patterns, floodplains, soil characteristics, woodlands, wetlands, and groundwater are some of the features that determine if an area is physically suitable for a specific type of development. Development in these areas can negatively impact the function of the resources and degrade the visual quality of the community. The Town of Lessor will encourage land uses that will lead to preservation of our natural resources.

SURFACE WATER AND STREAM CORRIDORS

The Eastern and Western Branches of the Shioc River are located within the Town of Lessor. The main stream of the Shioc river is formed when the west and east branches join north of Navarino, where the river extends for 28 miles. The Town is located within the 3,690 square mile Wolf River Basin which is part of the Lake Michigan drainage system. The Town of Lessor is contained primarily within the Shioc River (WR-13) Sub-watershed. Drainage generally flows directly or indirectly into the Wolf River system via existing ditches, wetlands, and stream corridors. The Wolf River flows into Lake Poygan (part of the Winnebago Pool Lakes).

Mink Creek is a tributary to the Shioc River, flowing through mainly agricultural areas at low flows; the stream becomes intermittent with standing pools. Herman Creek is a tributary to the Shioc River. Most of the watershed area associated with Herman Creek is devoted to agriculture. The only known fishery consists of forage species and bullheads.

White Lake is a 163-acre hard water seepage lake that has experienced development along the Town of Lessor and Hartland's banks. A lake management plan has been completed to address potential environmental impacts from development.

Upper Fox-Wolf River Total Daily Maximum Load (TMDL)

The Town of Lessor falls within the Upper-Fox-Wolf River Total Daily Maximum Load (TMDL) requirements.[1]. The Wisconsin Department of Natural Resources has developed the TMDL to improve water quality with the Upper Fox and Wolf River basin's surface waters.

SHORELAND

The White Lake shoreline is located in the northwestern border of the Town of Lessor. The Town of Lessor falls under the jurisdiction of Shawano County Shoreland/Wetland Ordinance that regulates uses and development within 300 feet of navigable streams and lakes. The Department of Natural Resources (DNR) regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes. The Army Corps of Engineers has federal authority over the placement of fill materials in all wetlands. Prior to placing fill or altering wetland resources, the appropriate local, state, and federal agencies should be contacted for project review and authorization.

FLOODPLAINS AND WETLANDS

Areas susceptible to flooding are considered unsuitable for any type of development due to the potential health risks and property damage. Map 5-5 shows the locations of 100-year floodplains areas along the East Branch of the Shioc River, Mink Creek, and Herman Creek. Approximately 1,171.6 acres of land are classified floodplains.

Wetlands and stream corridors, found throughout the entire town, are essential environmental features for providing wildlife habitat, scenic open spaces, floodwater retention, and groundwater discharge areas. There is a total of 4,574.1 acres of wetland within the Town. Wetlands act as a natural buffer zone protecting shorelines and stream banks. Protection of wetlands within the Town is especially important for stormwater management purposes, habitat, and open space planning. The amount and variety of wetlands may put limitations on future growth. Lessor defaults to county and state guidance regarding wetland buffers.

WILDLIFE HABITAT (THREATENED AND ENDANGERED SPECIES)

The Wisconsin Department of Natural Resources maintains a database of rare, threatened and endangered species and natural communities in Shawano County. In order to protect these species and communities, the exact location is not available to the public; however, Shawano

[1] *https://dnr.wisconsin.gov/topic/TMDLs/FoxWolf/index.html#:~:text=The%20UFW%20TMDL%20study%20area,10%20percent%20of%20the%20state*.

County does have a copy of this database. Whenever a request comes into the County for development, this database is consulted prior to granting approval.

The Wisconsin DNR Natural Heritage Inventory (NHI) maintains an online database which provides a statewide inventory of known locations and conditions of rare and endangered species, searchable by Township. There are two plant (Snow Trillium and Hooker's Orchid) and four communities (Emergent Marsh, Lake-shallow, hard, seepage, Northern mesic forest, and Northern wet-mesic forest) listed for the Township of Lessor. The State of Wisconsin has the Wildlife Damage Abatement and Claims Program (WDACP), which provide damage prevention assistance and partial compensation to farmers when deer, bear, geese, turkeys, and sand hill cranes damage their agricultural crops.

METALLIC AND NONMETALLIC MINERAL RESOURCES

The East Central Regional Planning Commission manages the NR-135 Non-Metallic Mining Reclamation program for Shawano County (through a cooperative agreement signed in July 2001. The NR-135 Non-Metallic Mining Reclamation program is a state-mandated rule (Chapter NR-135 Wis. Adm. Code) passed in December 2000. The Commission's program includes: reclamation plan reviews, permit approvals, site inspections, operator and WDNR annual reporting, operator financial assurance requirements and certifying completed reclamation activities. East Central records indicates that there is one active quarry with in the Town owned by Northeast Asphalt located to the north of STH 156 and to the west of STH 47.

HISTORICAL AND CULTURAL RESOURCES

The Town of Lessor was organized on December 6, 1870, from the Town of Waukechon. The first town meeting was held in 1871 at the residence of Thomas J. Lessor. Lumbering was the first business and farming was the major occupation of the time.

Records show the Elm Dale Creamery was operating in about 1880. Our Savior Lutheran Church was organized in 1872. The first Post Offices were the Landstad Post Office in 1875 and Frazer Corner Post Office in 1885. We are not sure how long these Post Offices were operational. The first school was built in Welhaven in 1870; with the first Town Hall built in 1882. A sawmill was operating in Briarton·by 1880, and Briarton also had the first hotel and dance hall. The building that housed the Hotel is still standing and is a residence today.

The Ganschow Cheese Factory opened in Landstad in 1900 and telephone service came to parts of the Town in 1909 with electricity in 1939. At one time, Briarton had the largest Ford dealer north of Milwaukee. Sadly, most of these operations are no longer running.

There are many pictures of these buildings and more in the Town Hall, and the Town Board encourages anyone who may have any old pictures to donate them to the collection that is growing steadily. The Town of Lessor participates in the historical displays at the yearly Shawano County Fair and displays those pictures in the Town Hall once the fair is over.
The Wisconsin Historical Society Architecture and Historic Inventory lists nine properties within the Town of Lessor.[2].

[2] *https://www.wisconsinhistory.org/Records?&terms=shawano&facets=County%3a%22Shawano%22%2cCommunity%3a%22Lessor%22&more=Community*

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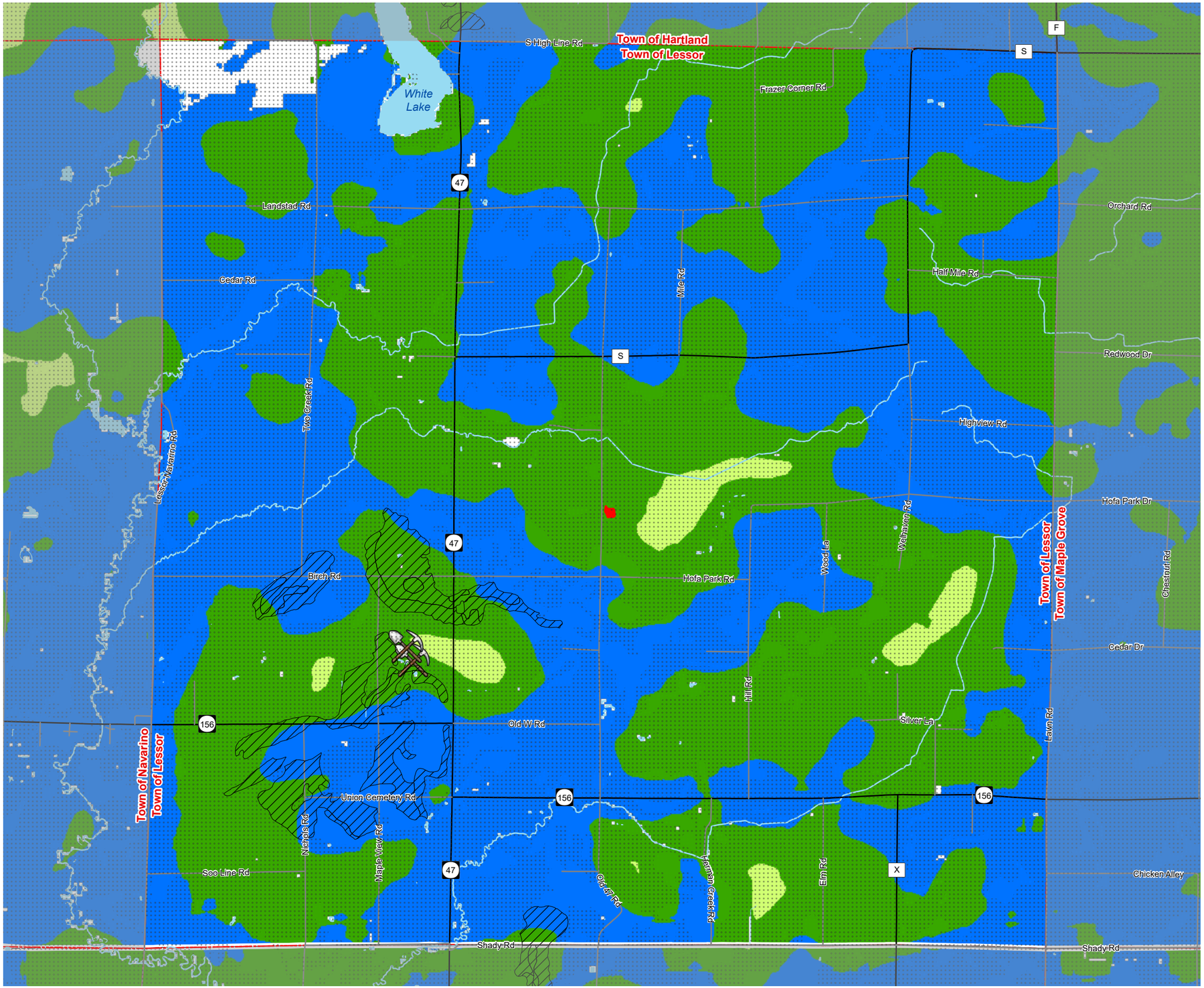

Map 5-1
Town of Lessor Groundwater Resources

- Quarries
- Groundwater less than 2 ft
- High Bedrock (< 5 feet)
- Low
- Medium
- High
- Very High
- Solid Waste Sites and Historic Landfills

N
W E
S

0 1
Scale in Miles

Source:
Recharge data provided by Wisconsin Geological and Natural History Survey, 2012-2014.
Base data provided by Regional Counties 2021.

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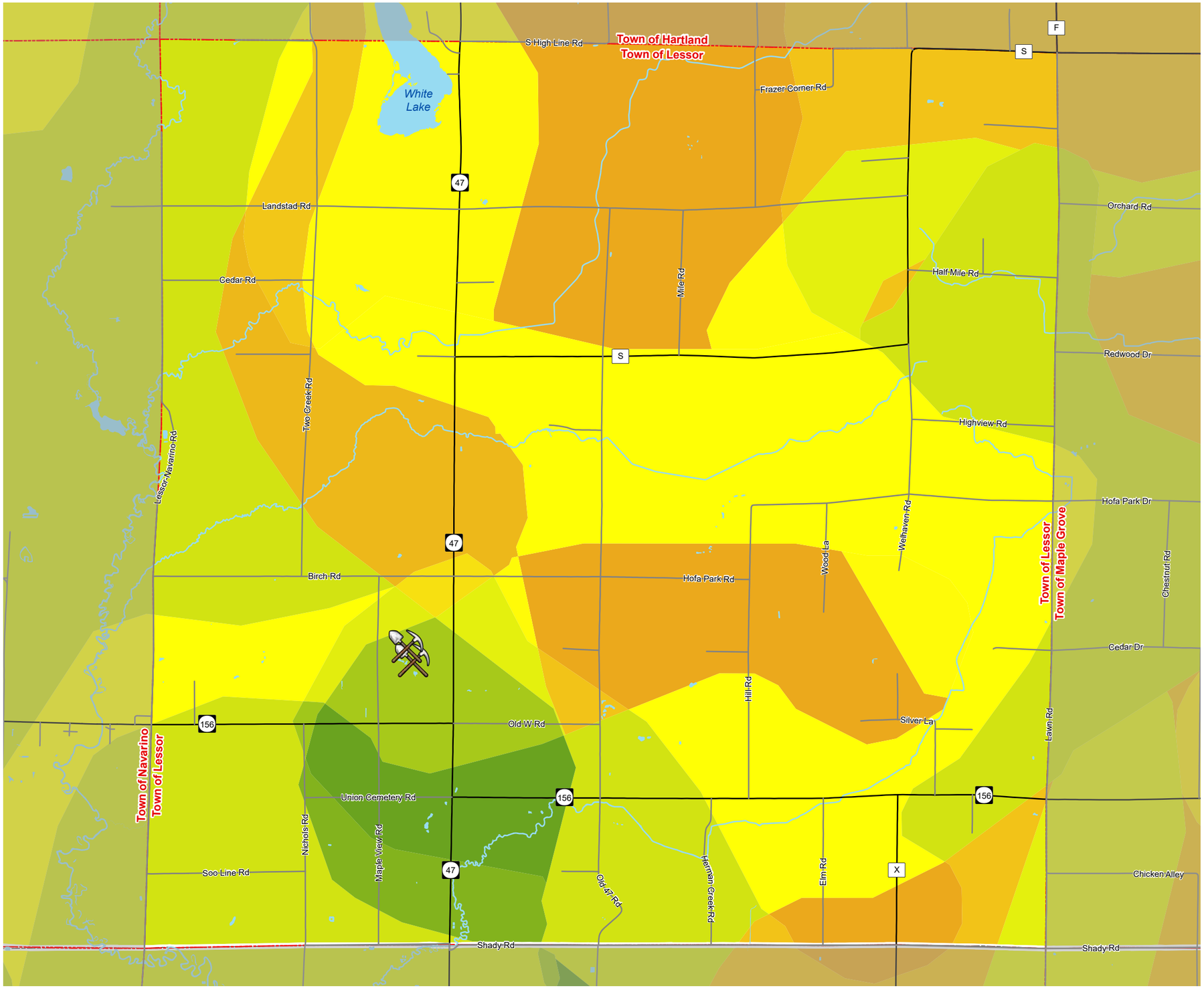
Map 5-2
Town of Lessor Groundwater Contamination Susceptibility



Quarries

More Susceptible to Groundwater Contamination

Less Susceptible to Groundwater Contamination

N
W E
S

0 1
Scale in Miles

Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.
Base data provided by Regional Counties 2021.

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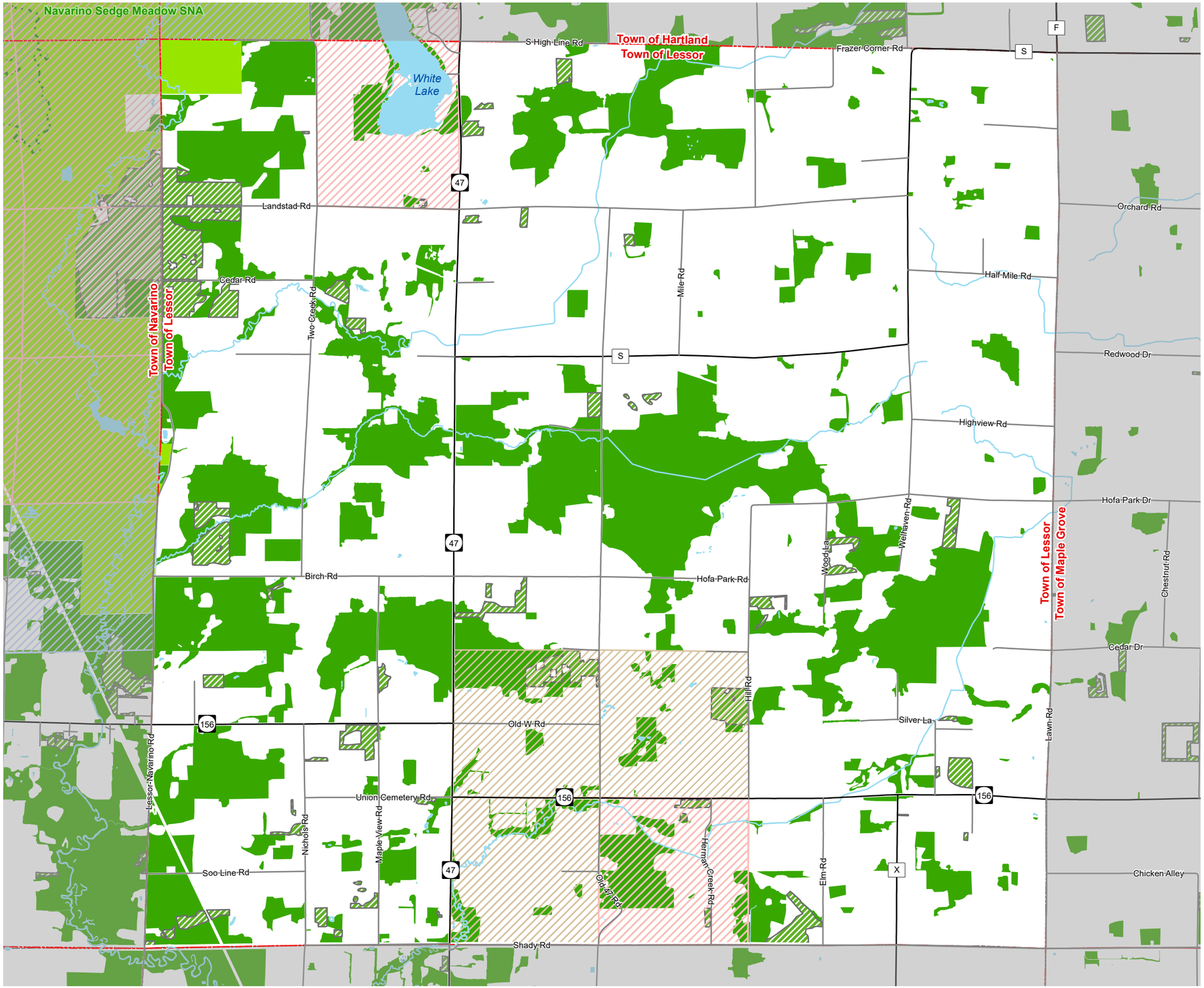
Map 5-3
Town of Lessor
Conservation



State Natural Areas

US Fish & Wildlife Service Areas

DNR Managed Lands

Woodlands - General

Woodlands - Planted

DNR Endangered Species Areas

Aquatic Habitat

Terrestrial Habitat

Wetland Habitat

N
W E
S

0 1

Scale in Miles

Source:
DNR Managed Lands data WDNR 2019
Endangered Species data WDNR 2016
US Fish & Wildlife Service Lands data USFWS 2019
Woodland data ECWRPC 2017
Base data provided by Regional Counties 2021

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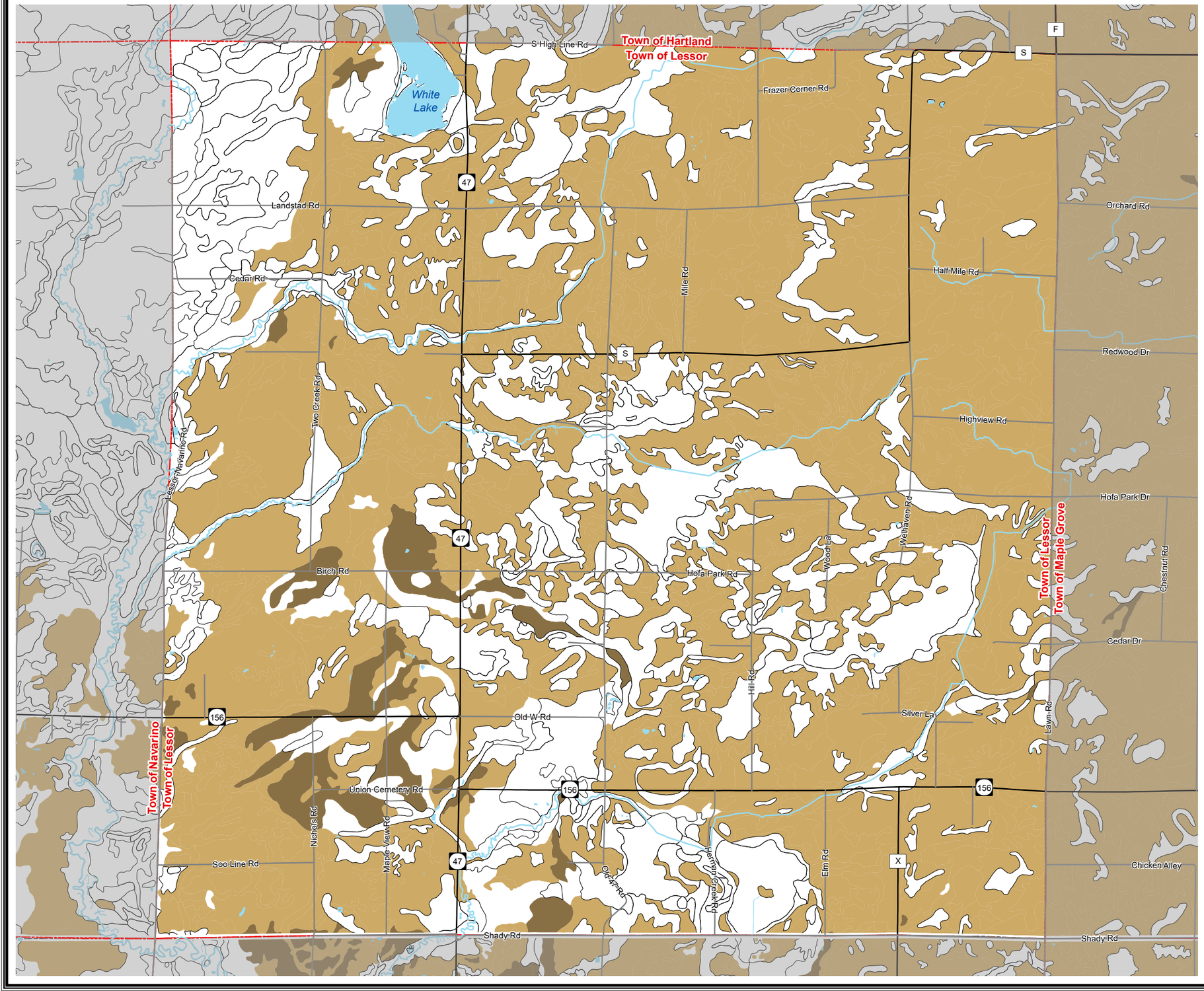
Map 5-4
Town of Lessor
Prime Farmland



All areas are prime farmland

Prime farmland if drained

Not prime farmland

N
W E
S

0 1

Scale in Miles

Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2017.
Base data provided by Regional Counties 2021

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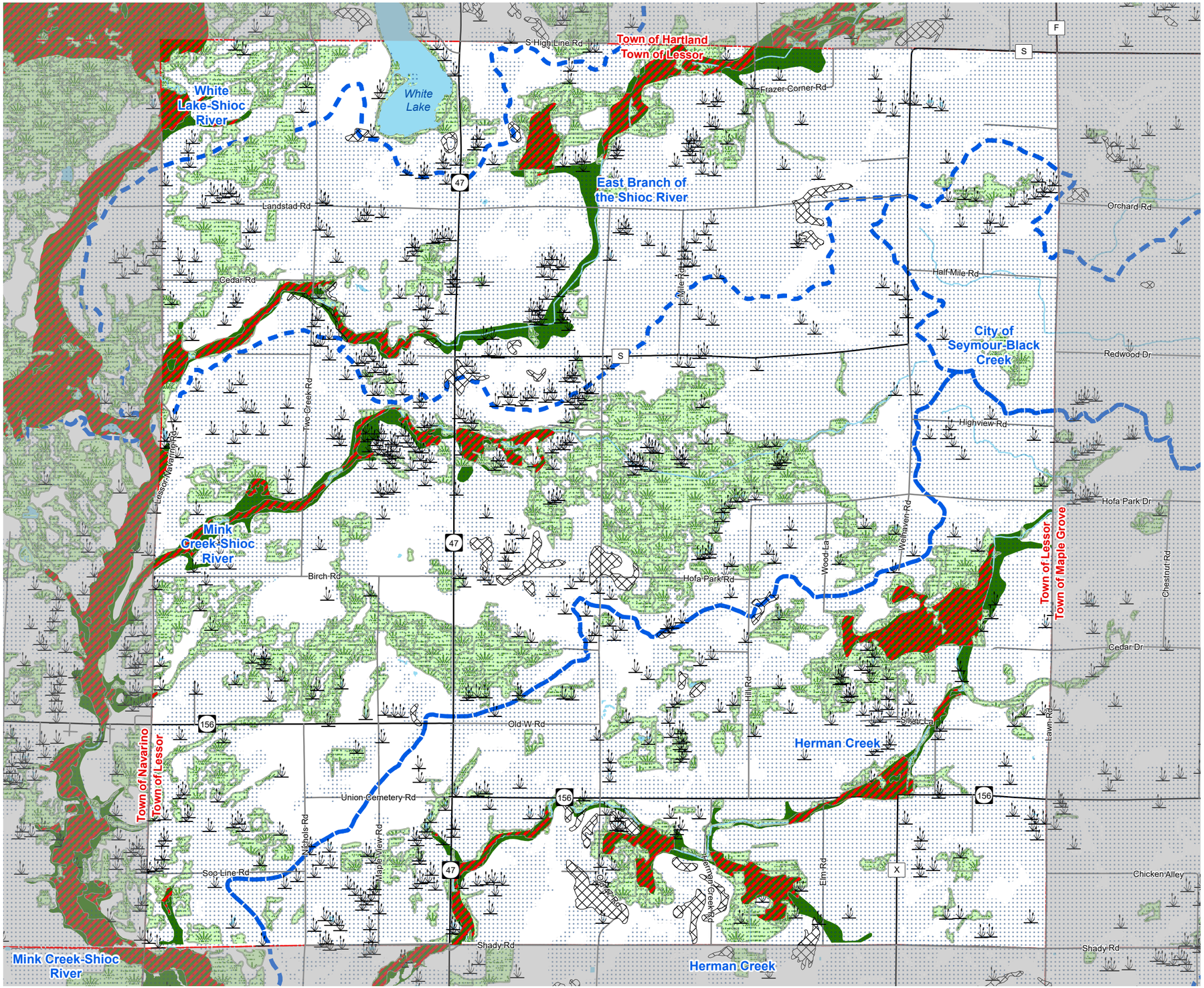
Map 5-5
Town of Lessor
Surface Water Resources



Wetlands (< 5 Acres)

Subwatershed Boundary

Groundwater less than 2 ft

Steep Slope (>12%)

Wetlands (> 5 Acres)

100 Year Floodplain

Floodplain and Wetlands

N
W E
S

0 1

Scale in Miles

Source:
Wetland Data, WDNR 2015. Floodplain Data, FEMA 2017. Watershed Data, USDA - NRCS 2017.
Base data provided by Regional Counties 2021.

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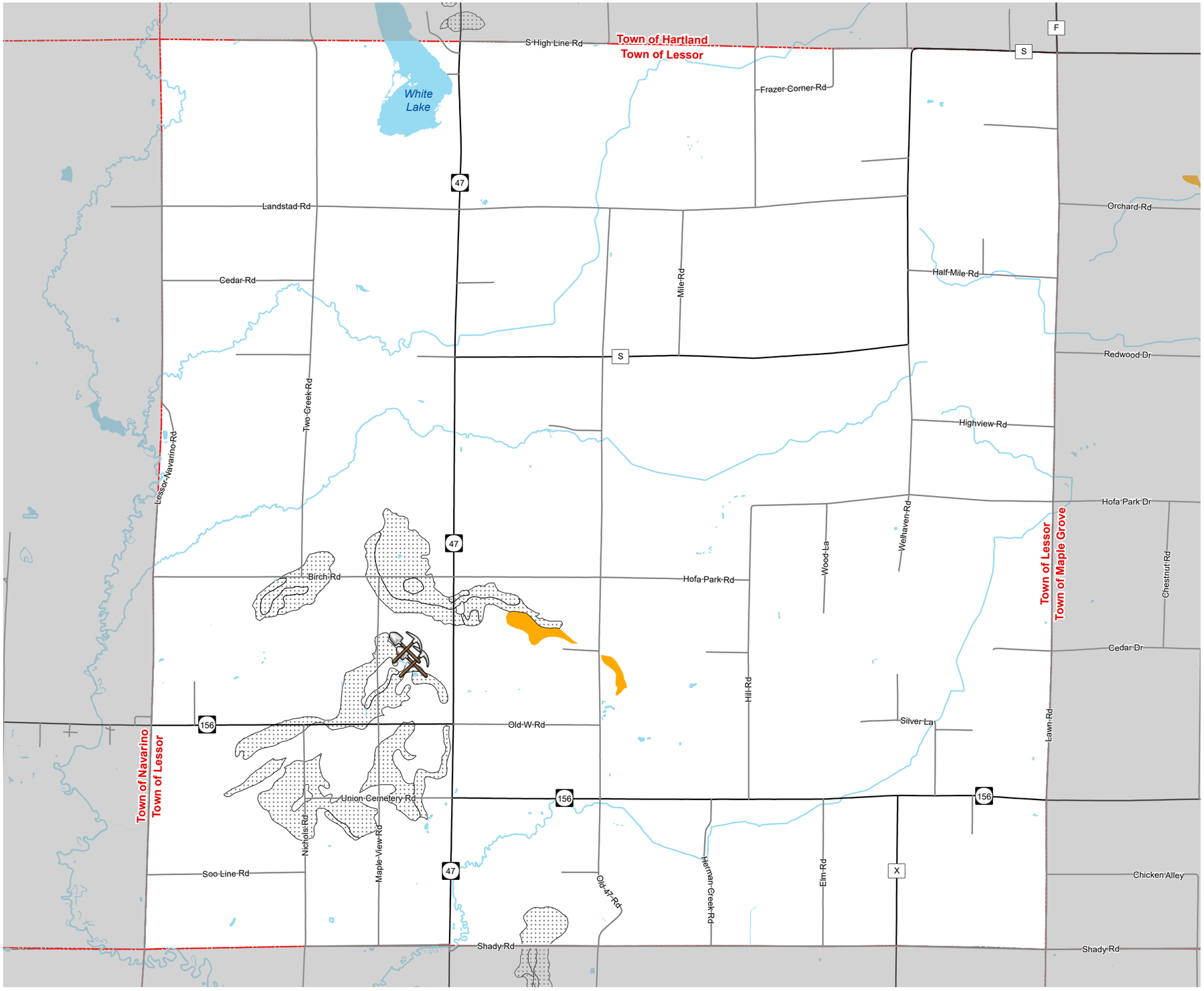
Map 5-6
Town of Lessor
Geologic Resources



Quarries

High Bedrock (< 5 feet)

Sand and Gravel Suitability (>5 Acres)

N
W E
S

0 1
Scale in Miles

Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.
Base data provided by Regional Counties 2021.

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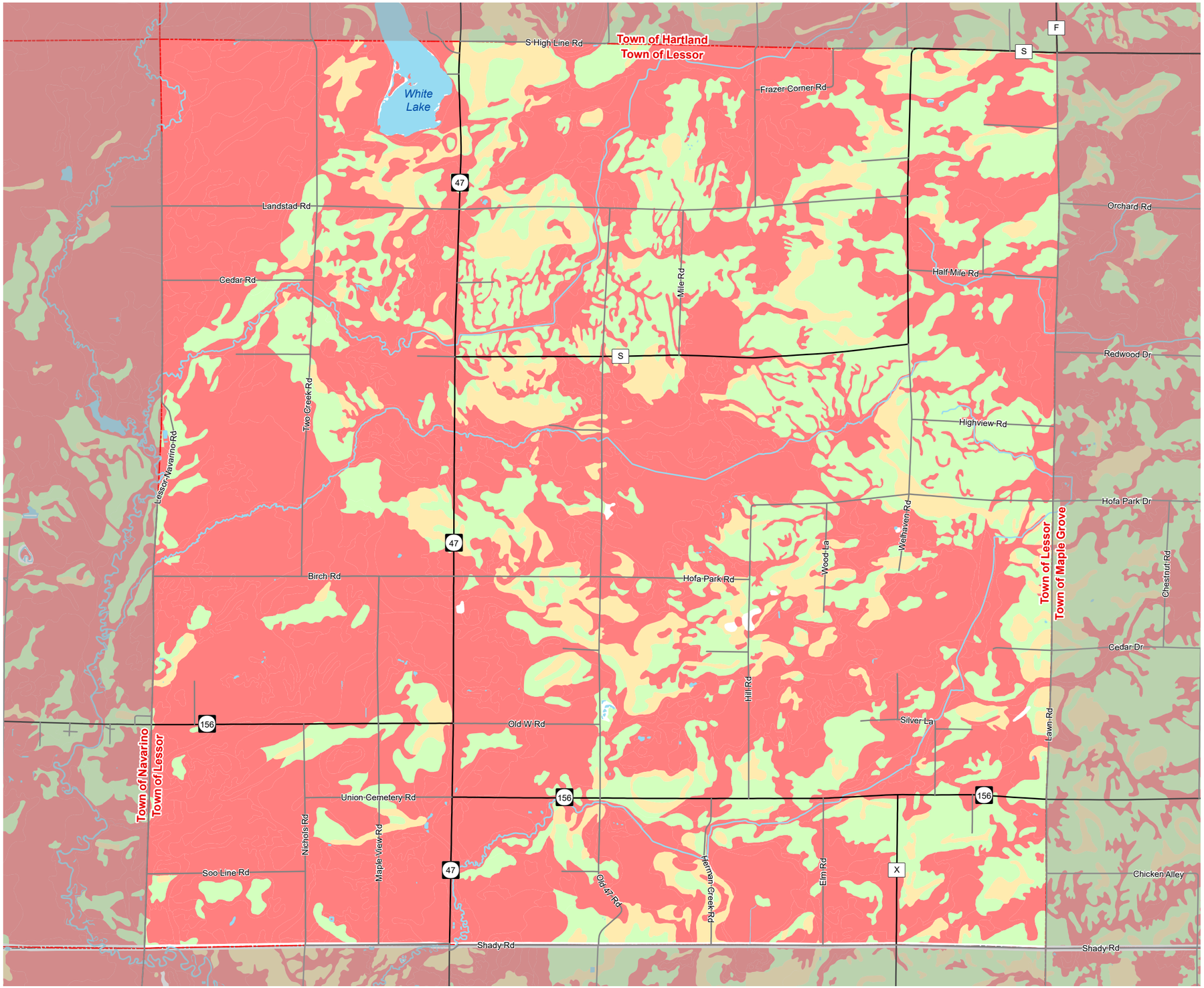
Map 5-7
Town of Lessor
Soil Limitations For Building Development



Not limited

Somewhat limited

Very limited

N
W E
S

0 1
Scale in Miles

Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.
Base data provided by Regional Counties 2021.

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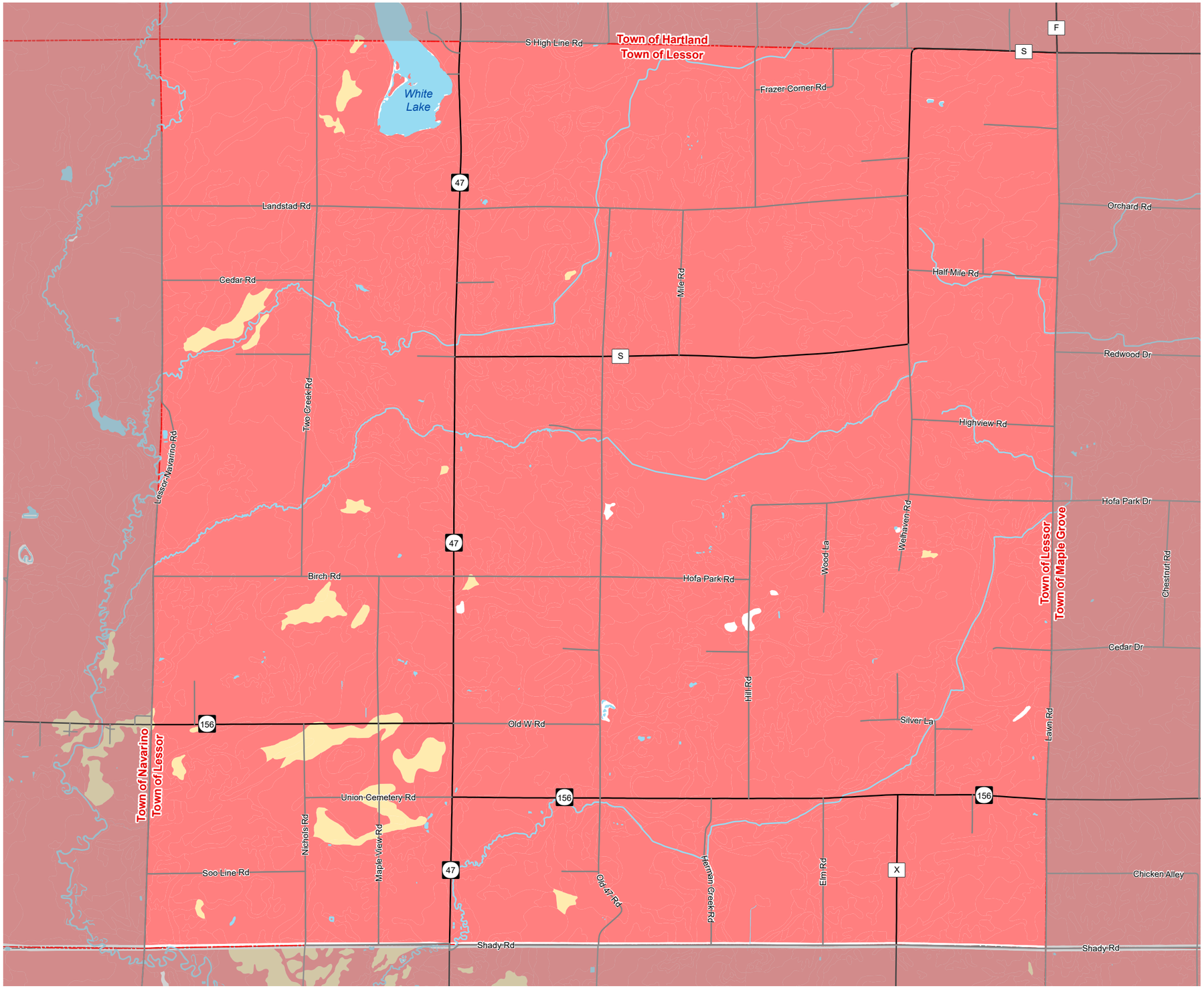

Map 5-8
Town of Lessor
Soil Limitations For On-Site Waste Disposal

Not limited

Somewhat limited

Very limited

N
W E
S

0 1
Scale in Miles

Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.
Base data provided by Regional Counties 2021.

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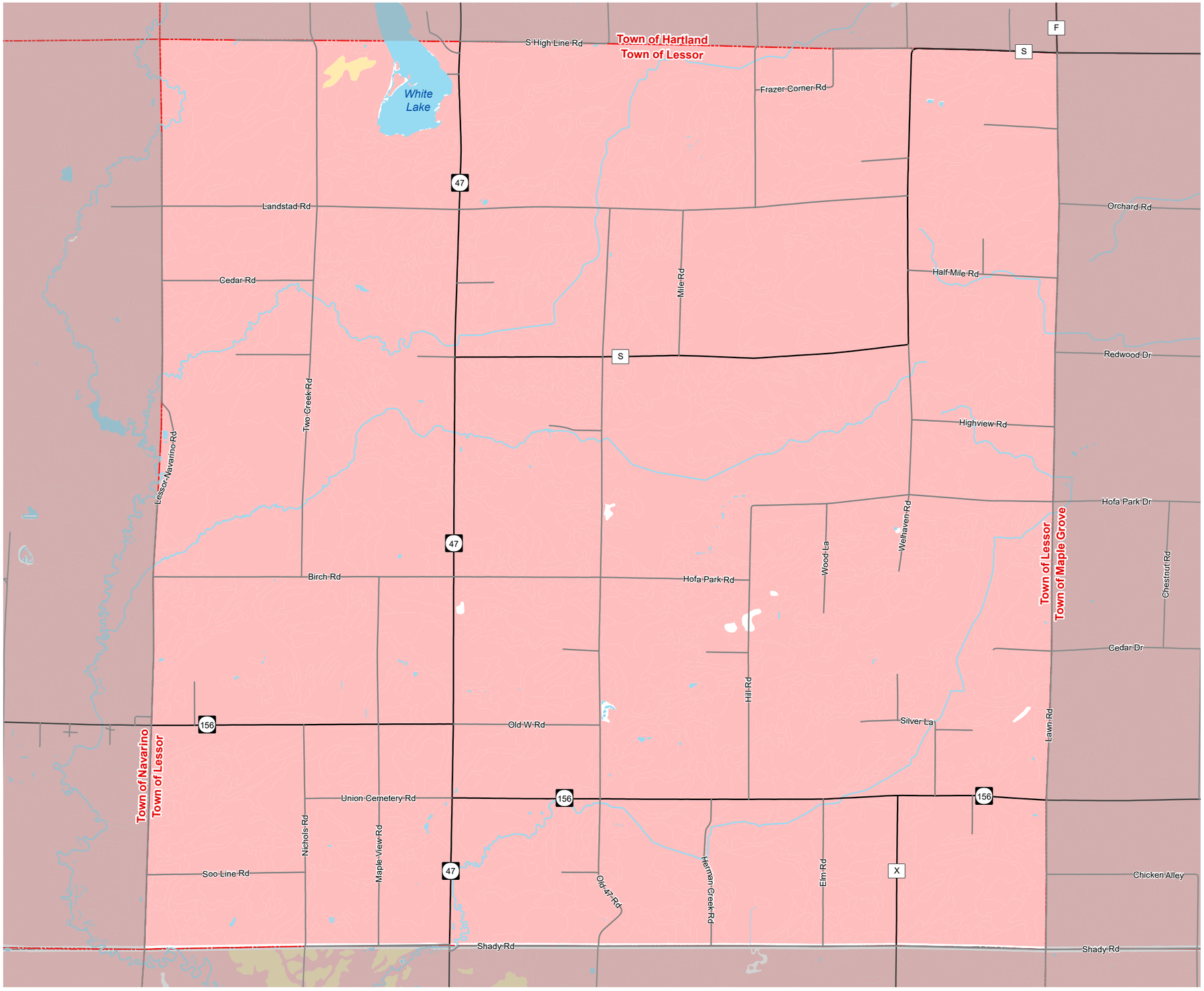
Map 5-9
Town of Lessor
Soil Limitations For Septage Spreading



Not limited

Somewhat limited

Very limited

N
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Scale in Miles

Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.
Base data provided by Regional Counties 2021.

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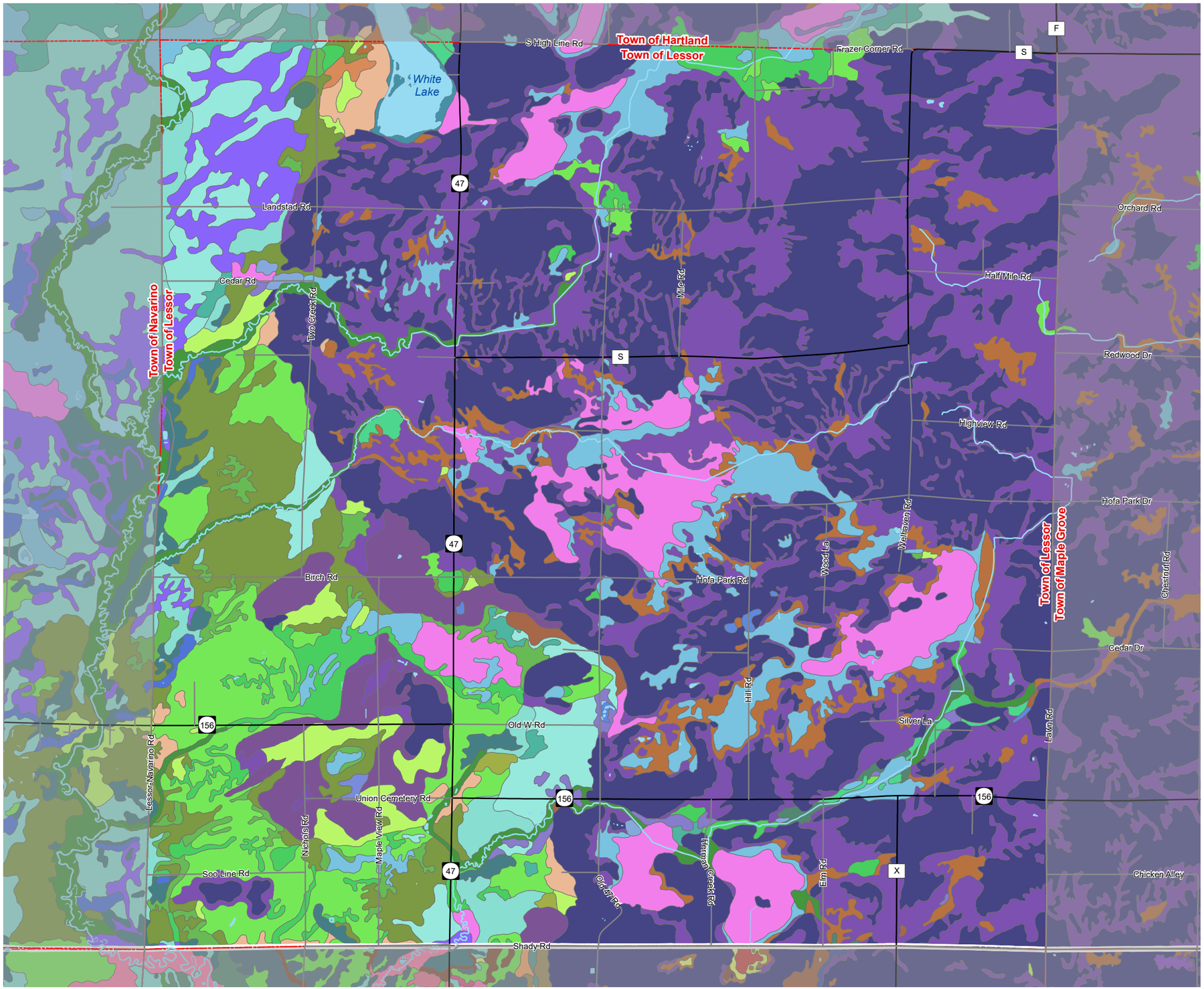
Map 5-10
Town of Lessor
Soil Classifications



- Allendale sand
- Angelica silt loam
- Au Gres loamy sand
- Bach silt loam
- Boyer loam
- Brevort mucky loamy sand
- Briggsville loam
- Carbondale muck
- Cathro muck
- Channahon loam
- Cormant sand
- Croswell loamy sand
- Deford loamy fine sand
- Dumps
- Fairport fine sandy loam
- Fluvaquents
- Fordum loam
- Iosco loamy sand
- Keowns silt loam
- Kolberg loam
- Lorenzo loam
- Mahtomedi-Menahga loamy sands
- Markey and Cathro mucks
- Markey muck
- Menahga sand
- Menominee loamy sand
- Minocqua silt loam
- Mundelein loam
- Namur silt loam
- Nichols very fine sandy loam
- Oesterle loam
- Onaway loam
- Pits, quarries
- Rondeau muck
- Rousseau sand
- Salter loam
- Saprists
- Seelyeville muck
- Shawano sand
- Shiocton loam
- Solona loam
- Suamico muck
- Wainola sand
- Wheatley loamy fine sand
- Will silt loam
- Water

N
W E
S

0 1
Scale in Miles

Source:
Soil data provided by NRCS-USDA Web Soil Survey (WSS), accessed 2013.
Base data provided by Regional Counties 2021.

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CHAPTER 6

ECONOMIC DEVELOPMENT

CHAPTER 6: ECONOMIC DEVELOPMENT

The Town of Lessor currently has limited commercial facilities within its borders: one tavern, one greenhouse, a steel dealer, landscaper, cement company, barber, upholstery firm, and several independent truckers and a few home-based businesses. Cash crop farmers, such as for berries, pumpkins, and miscellaneous vegetables, also bring people into the Town.

While there is a section of Lessor that has been designated as the desired location for industrial and commercial land use, it remains unlikely that there will be widespread industrial development in the foreseeable future. The unincorporated community of Landstad offers a feasible site for location of retail expansion. A vision for the future could see development in this area within the next twenty years. Safe road access off of STH 47 would have to be established.

Lessor should encourage the elimination of the blight areas along State Highway 47, perhaps with the offer of assistance in cleanup. Some of the old buildings along this stretch of highway are historically interesting and offer a tempting variety of possibilities, perhaps including some small retail establishments, such as antique shops, art shops, craft shops, fishing and outdoor shops. To help improve the local economy, the Town supports future economic developments such as a local family restaurant, campground, gas station and/or convenience store, small grocery, hardware store and tourist shops capitalizing on the STH 47 corridor.

Due to the rural character of the area, it is unlikely that there would be widespread development of an industrial base. Scattered residential development is more likely to occur.

CURRENT EMPLOYMENT OPPORTUNITIES

As of 2021, the Town of Lessor had no major employer. A majority of residents work outside the home, and work in jobs related to business, sales, and service area fields (Table 6-1).

Table 6-1: Employment by Occupation, 2015-2019

	Lessor		Shawano County		Wisconsin	
	Estimate	**%**	**Estimate**	**%**	**Estimate**	**%**
Employed civilian population 16 years and over	**704**	**100%**	20,016	100%	2,982,359	100%
Management, business, science, and arts occupations	**216**	**30.7%**	5,724	28.6%	1,090,763	36.6%
Service occupations	**123**	**17.5%**	3,383	16.9%	491,842	16.5%
Sales and office occupations	**131**	**18.6%**	3,776	18.9%	617,112	20.7%
Natural resources, construction, and maintenance occupations	**110**	**15.6%**	2,608	13.0%	255,493	8.6%
Production, transportation, and material moving occupations	**124**	**17.6%**	4,525	22.6%	527,149	17.7%

Source: ACS 2015-2019 C24010, B24011

Many employment opportunities exist within driving distance for residents employed outside of the Town. With easy access to State Highways 47, 29, and 156, and just a short distance to connect with U. S. Highways 41 and 141, commute times of 30 minutes to an hour or more each direction are acceptable to many. According to ACS 2015-2019 data, the Town's mean travel time for work is approximately 30 minutes.

While it is unlikely that any major industry will locate to the Town of Lessor, it is possible to add several smaller businesses and/or industries, with possibly of more home-based units as well. The Town will continue working to encourage that possibility.

Figure 6-1: Employment by Occupation, 2015-2019

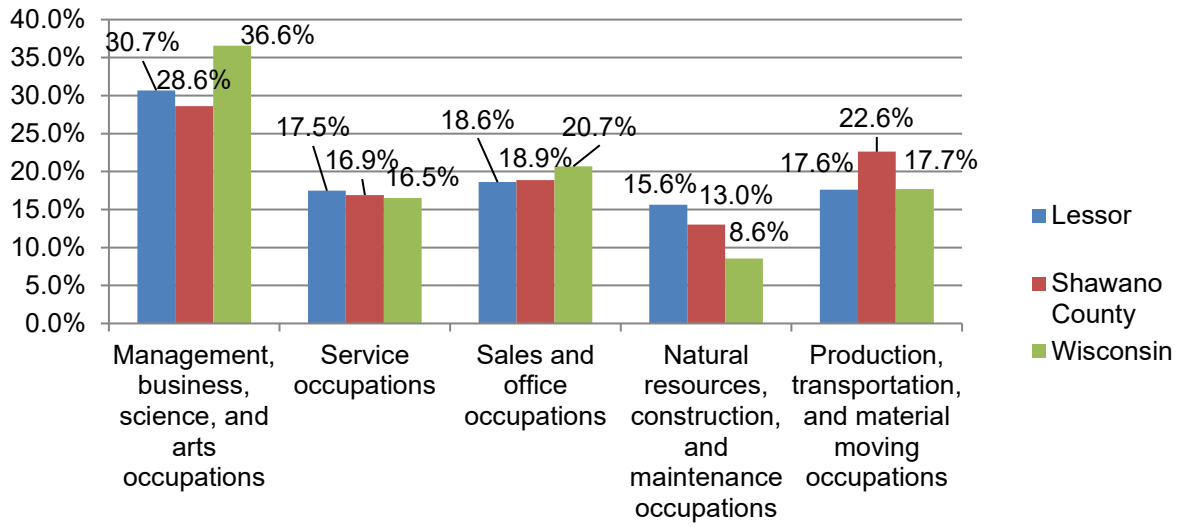

Table 6-2: Employment by Industry, 2015-2019

	Lessor		Shawano County		Wisconsin	
	Estimate	**%**	**Estimate**	**%**	**Estimate**	**%**
Civilian employed population 16 years and over	704	100%	20,016	100%	2,982,359	100%
Agriculture, forestry, fishing and hunting, and mining	63	8.9%	1,475	7.4%	66,179	2.2%
Construction	85	12.1%	1,290	6.4%	172,389	5.8%
Manufacturing	128	18.2%	4,085	20.4%	543,309	18.2%
Wholesale trade	17	2.4%	579	2.9%	79,069	2.7%
Retail trade	68	9.7%	2,009	10.0%	329,313	11.0%
Transportation and warehousing, and utilities	38	5.4%	1,032	5.2%	135,231	4.5%
Information	6	0.9%	217	1.1%	47,499	1.6%
Finance, insurance, real estate, and rental and leasing	40	5.7%	860	4.3%	181,084	6.1%

Professional, scientific, management, administrative, and waste management services	48	6.8%	963	4.8%	250,422	8.4%
Educational, health and social services	114	16.2%	4,205	21.0%	698,568	23.4%
Arts, entertainment, recreation, accommodation and food services	33	4.7%	1,704	8.5%	252,805	8.5%
Other services (except public administration)	50	7.1%	771	3.9%	124,066	4.2%
Public administration	14	2.0%	826	4.1%	102,425	3.4%

Source: ACS 2015-2019 C24030, B24031

Civilian Labor Force population of 16 years and over employed = 704
Unemployment Rate, November 2020 = 4.3%, State of Wisconsin 4.5%[1]

Table 6-3: Travel Time to Work, 2015-2019

Travel Time	**Lessor**		**Shawano County**		**Wisconsin**	
	Estimate	**%**	**Estimate**	**%**	**Estimate**	**%**
Workers 16 years +	**692**	**100%**	**19,744**	**100%**	**2,939,118**	**100%**
Workers 16 years + and who did not work at home	**621**	**89.7%**	**18,362**	**93.0%**	**2,801,051**	**95.3%**
Less than 10 minutes	42	6.8%	4,122	22.4%	498,804	17.8%
10 to 14 minutes	52	8.4%	2,754	15.0%	458,711	16.4%
15 to 19 minutes	78	12.6%	2,421	13.2%	468,136	16.7%
20 to 24 minutes	94	15.1%	1,854	10.1%	409,107	14.6%
25 to 29 minutes	46	7.4%	1,078	5.9%	195,420	7.0%
30 to 34 minutes	110	17.7%	2,006	10.9%	306,318	10.9%
35 to 44 minutes	100	16.1%	1,452	7.9%	171,898	6.1%
45 to 59 minutes	67	10.8%	1,480	8.1%	159,133	5.7%
60 or more minutes	32	5.2%	1,195	6.5%	133,524	4.8%
Workers 16 years + and worked at home	**71**	**10.3%**	**1,382**	**7.0%**	**138,067**	**4.7%**
Mean travel time (Min.)	**30.5**		**23.6**		**22.2**	

Source: ACS 2015-2019, B08006, B08012, B08013

[1] *http://www.city-data.com/city/Lessor-Wisconsin.html#map11*

REGIONAL INITIATIVE

The Shawano County Economic Progress Inc. (SCEPI), located in Shawano, was developed to:

- Provide services that help create new jobs
- Assist area businesses with expansion needs
- Attract highly skilled talent to businesses
- Attract new businesses
- Support entrepreneurs and startup businesses
- Be a partner with the local area and county development leaders and organizations.

Business and worker retention is a concern as young people, after they have completed their education, take their knowledge and work ethics away from this area. This appears to be a problem for all of the rural areas that SCEPI is trying to assist in.

EMPLOYMENT FORECAST

While expansion of the commercial base within the Town of Lessor is possible, it is unlikely without substantial residential growth within the Town in the next 20 years. Education, health, trade, transportation, and utility employment along with manufacturing are the top sectors for 2024 projected jobs in Shawano County.[2]

Instead of concentrating on a major expansion of the small commercial base currently existing in the Town, it is felt the Town Board should look at the encouragement of a recreational venue for the Town. The Town should consider using the parks and encouraging small retail establishments desired by the motoring public, such as those mentioned above.

The Town Board should encourage participation with neighboring communities to bring tourism dollars into the area, perhaps offering trails and the small retail businesses as an incentive, and working towards a cooperative effort for this purpose. Having unique types of shops and activities, even on a small scale, can expand on the traffic through the neighboring communities, if the Town can get the word out that these things are available. An ordinance was passed to allow UTV's/ATV's on Town roads. By having these recreational options, it could assist in bringing people to the area.

SUMMARY

The Town of Lessor's strengths in the area of the economy include the work ethic of its residents and the close proximity of good highways - State Highway 29 and 47, as well as the County Highways that run through the Town. Commuting is not a problem. These highways must also be considered a positive thing when planning for any influx of commercial business or industry. Some of the major weaknesses of the Town of Lessor for economic development include the condition of local roads, lack of municipal water and sewer, and lack of a concentrated population base.

[2] *WI DWD, Labor Market Information, U.S. Department of Labor*

The Town encourages tourists to visit any future potential commercial establishments or home-based businesses while they are in the area. Many rural based options exist such as bed and breakfasts, Porter's Pumpkin Patch, seasonal events, apple orchards, small seasonal produce stands, and the Shawano County Barn Quilt route.

The Town Board of Supervisors and many of our residents individually can encourage small businesses to consider settling in this area. In an improved economic climate, the Town could offer tax incentives as encouragement to settle here.

This will serve to expand on our tax base and will offer another reason for visitors to come to the Lessor area. By offering a place for the people coming to town for the recreational opportunities to spend their money, the Town is also providing these people with a reason to return and bring their friends. One result could be a way to encourage our small businesses to remain or grow.

While the Town of Lessor will not be the first choice for any new major economic development, the Town can hope to attract small enterprises because of its location. The Town does not expect this outlook to change within the next twenty years.

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CHAPTER 7

INTERGOVERNMENTAL COOPERATION

CHAPTER 7: INTERGOVERNMENTAL COOPERATION

BACKGROUND

The Town of Lessor has a long history of cooperating with bordering Towns. Highway agreements with the Towns of Navarino, Hartland, Maple Grove and Cicero, date back to the early years. These were usually verbal agreements with the Town Boards and have mutually agreed to continue them. Some of these agreements equal an exchange of road maintenance as funding is tight. Some include a bill back arrangement, such as for snow plowing. It is expected that these agreements will continue or expand in the next few years, when they are mutually beneficial for all the municipalities involved. Some of these agreements are written agreements, although most of them are verbal agreements. In the winter, the Town contracts out its plowing of its local roads.

The Town of Lessor Planning Commission members have participated in helping some neighboring communities as they have worked on their comprehensive plans. Presently, the Town of Lessor is part of the eastern cluster of communities within Shawano County.

These communities include the Towns of Angelica, Hartland, Green Valley, Maple Grove, and Navarino, as well as the Village of Bonduel and the Town of Lessor. This cluster was involved in the early discussion and grant application preparation of Shawano County's Comprehensive Plan. An update of the County's Plan was completed in 2013.[1]

To encourage continuing intergovernmental cooperation, area meetings with adjacent municipalities, either at the Town of Lessor or on a rotating basis within the area is suggested. The envisioned purpose is to communicate visions, coordinate plans, policies, and programs that would affect us all. These meetings could include issues of mutual interest and shared concerns regarding the future such as the possibility of shared resources, joint services, and avoiding the duplication of other services. In addition, these meetings could provide for the following:

- Early identification of intergovernmental issues;
- Work with the various jurisdictions to identify and resolve possible conflicts early, before any rigid positions have been established and before issues become conflicts or crises;
- Continue to encourage yearly sessions;
- Communication from these can help outcomes to issues and save money, time, and opportunities;
- Promote understanding and increase the possible services to our citizens and theirs.

SCHOOLS AND OTHER GOVERNMENTS

The various units that have an interest in the Town of Lessor are as follows: University of Wisconsin; Shawano County Board; the Shawano County Land Planning Department; Outagamie County Board and Planning Department; the Towns of Angelica, Hartland, Maple Grove, Navarino, and Waukechon in Shawano County; the Towns of Cicero, Seymour, and Maine in Outagamie County and the cities of Seymour and Pulaski; the Village of Bonduel; East Central Wisconsin Regional Planning Commission; Northeastern Wisconsin Technical

[1] https://www.co.shawano.wi.us/departments/planning-and-development/county-planning/forms_and_documents/

College;·Fox Valley Technical College; School Districts of Bonduel, Pulaski and Seymour; as well as CESA 8; Wisconsin Public Service; WE Energies; American Transmission Company; Northeastern Telephone Company; the Seymour Telephone Company; TDS Telecom; Navarino-Lessor Fire Department; NEW Area Ambulance Service; the libraries in Bonduel and Shawano; the Shawano County bookmobile; and the Shawano County Sheriff's Department.

OTHER PLANS, ORDINANCES AND POLICIES OF THE TOWN

- The Town of Lessor adopted its own Zoning Ordinances in 2012, opting out of County Zoning.
- A Town Code of Ordinances was created in 1995 with amendments made through the years
- Town Land Management Plan, May, 1999.
- White Lake Management Plan, November, 1996

County Plans

- Shawano County Comprehensive Plan, Adopted January 29, 2009, Updated in 2013.
- Shawano County Comprehensive Outdoor Recreation Plan 2020-2024
- Shawano County Bicycle and Pedestrian Master Plan, April 2013
- Solid Waste Management Plan, June 26, 2014

Prior to establishment of the Town of Lessor Planning Commission, few ordinances had been adopted. The Town realizes that additional ordinances will be required to keep this comprehensive plan effective and compliant. It is acknowledged these will have to be reviewed on a regular basis to remain current.

The Town of Lessor will continue to keep adjoining Town's comprehensive plans in mind as building permits are issued and proceed with future development, to try to avoid conflicting land uses across borders. Lessor has established as a goal the encouragement of a balanced mix of economic development. Identification of a regional development goal will be encouraged with the possibility to review some revenue sharing ideas.

Lessor encourages discussion about the possible creation of a multi-jurisdictional economic development group for the area. The hope is to provide opportunities and develop a joint effort to encourage possible economic development. This could be handled with the cooperation of the surrounding municipalities, Shawano County Economic Progress, Inc. (SCEPI), and the Shawano Chamber of Commerce. By creating a regional economic advisory committee, utilizing members from all of the above, we hope to encourage this type of development in eastern Shawano County. We feel it is important to bring a regional perspective to this issue.

With few local job opportunities within the Town of Lessor, and the majority of residents commuting, it would be very helpful to encourage minimal services, such as a local gas station, eating establishments, etc. It is important to keep in mind the potential impact any of these ideas will have on the transportation and housing areas of the Town of Lessor. It is not expected to have public transportation in this area, so it is very important to keep the goals and objectives listed in the Transportation Element in mind.

The Town of Lessor borders eight townships and have made efforts in making sure the Town's future land use is not in conflict. How local land requirements are encouraging or discouraging development is an important issue for all of our municipalities. This is another reason to communicate on a regular basis with each of these municipalities.

Shawano County:
Townships - Angelica, Harland, Waukechon, Navarino, Maple Grove
Villages – Bonduel and Pulaski

Outagamie County:
Townships – Maine, Cicero, and Seymour
Village of Nichols
City of Seymour

There is some property in the Town of Lessor that is owned by State of Wisconsin, Shawano County, the DNR, churches, and cemeteries. This property, while within the Town, is not taxed by the Town and is not under the control of the Town. It is important for the Town to remain aware of the plans these entities have for these properties.

The Town of Lessor will encourage the eastern cluster to meet regularly to discuss various regional issues and/or county actions. An example would be the wind farm discussions that Maple Grove and Lessor have dealt with or the Shawano County Shoreland Zoning Ordinance. Working together keeps the lines of communication open in order to arrive at a satisfactory conclusion of these and other issues that will be beneficial to all. The result could be more input to the County on the development of ordinances. Issues to address include roads, fire departments, personnel, supplies, sewer, equipment, economic development, recreation, etc.

The Town of Lessor will request that our County Board representatives come to periodic meetings to report on county actions and issues or perhaps put an article in our quarterly newsletter. The only way for the county representatives to know how the Town feels about these issues is to talk with the Town Board or to hold regular listening sessions, similar to what some of our national representatives do. The Town Board members also attend the Town's Association meetings to encourage communication.

CURRENT BOUNDARY AGREEMENTS/PLANS

The Town of Lessor has agreements with the Towns of Navarino, Hartland, Maple Grove, and Cicero, as well as with Shawano and Outagamie Counties, some dating back to the beginning years of the Town.

The Navarino-Lessor Volunteer Fire Department is an effort to provide service to the Town of Lessor as well as the surrounding areas. First Responders are also included. Funding is by agreement and the Town of Lessor's responsibility is 50/50 for equipment and 75/25 for support costs Bills are also sent out to various users of the Department. Charges are based on property valuations. The NEW Area Ambulance Service and EMS out of Pulaski, contracts with the various surrounding municipalities and a portion of Lessor's tax dollars help fund them. Costs are based on population. The building is divided between participating municipalities with the equipment costs based on population figures. *(formulas are subject to change with revisions to the contracts)*

CONFLICTS WITH OTHER GOVERNMENTS

The Town of Lessor feels that the main way to identify, avoid or resolve potential conflicts with other municipalities is to keep the lines of communication open. Because of this, the Town of Lessor will encourage the use of the meetings to address various ideas and problems. The Town of Lessor will do its best to notify the other municipalities that may be affected by issues, as soon as problems arise.

Intergovernmental conflicts can exist from time to time between the Town of Lessor and neighboring municipalities. It is hoped that any that arise in the future can be dealt with in a positive manner. A compromise is sometimes needed based on the needs of these communities.

Shawano County provides information to the various clerks regarding items that affect the municipalities. The Town applauds this effort by the County and will encourage the timely flow of information to continue.

In an effort for the Town of Lessor to keep its citizens involved and informed, the Town will pursue the idea of providing notification via email to those that wish to be included in this type of mailing. The value of this effort will depend on how many people wish to be included in this service.

The Town of Lessor continues to view our Shawano County Board representatives as direct links to the Shawano County Board. It is important to remain proactive rather than reactive regarding the Shawano County Board's decisions on the issues that affect our Town. If our representative is to truly represent Lessor, it is important that that representative be aware of concerns. For this reason, it is requested that the County Board representatives from our area make periodic reports to the Town Board of Supervisors regarding Shawano County Board actions and concerns. This remains one of the few ways for the Town of Lessor to be kept current on the actions of the Shawano County Board. An article written by the County Board representatives in our quarterly newsletter to update the Town might be an idea worth exploring.

SUMMARY

The Town of Lessor should continue to keep the dialogue open between the surrounding municipalities and Shawano County. While the community must be aware of our citizens' needs and desires, it is equally important to be aware of other municipalities' cares and concerns. These sessions could be held on a rotating basis between municipalities.

FINALIZATION

The Town of Lessor has considered the involvement of many entities during the creation of this comprehensive plan. In particular, the Town of Lessor Plan Commission has kept in mind the Shawano County Board and the Shawano County Land Planning Department. The Outagamie County Board and Plan Commission; the Towns of Angelica, Navarino, Hartland, Maple Grove, Waukechon in Shawano County; and the Towns of Cicero, Seymour, and Maine in Outagamie County have been considered. All of these entities were included in invitations to the Intergovernmental Meeting and 30-day public review as the plan reached finalization. In addition, invitations were sent to quarry operators per State Statues requirements, the Cities of

Pulaski and Seymour, the Village of Bonduel, NWTC, and the Bonduel School District. Utility companies of Wisconsin Public Service, WE Energies and American Transmission Company, and the telephone companies that service this area, which are TDS Telecom, Seymour Telephone and Northeast Telephone Company were included. The Navarino-Lessor Fire Department and the NEW Area Ambulance Service out of Pulaski also serve the Town of Lessor, and were included.

The Intergovernmental Meeting, the 30-day public review, and the Public Hearing notices sent to the various surrounding municipalities and Green Bay area television stations and the newspapers that service this area including: Shawano Leader, Green Bay Press Gazette, Appleton Post Crescent, and the Pulaski News, and were published in the Town of Lessor's quarterly newsletter to provide public service announcements regarding this meeting. Notices were posted on the Town of Lessor’s website and posters were put up in commercial establishments within the Town of Lessor and the surrounding communities.

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CHAPTER 8

LAND USE

CHAPTER 8: LAND USE

Elements of each chapter within this plan directly influences land use. Housing type, location, and development density, transportation routes, recreational facility use, employment locations, and natural resource areas are all interwoven into land use. The future land use map should be used as a guide to help future development proposals to locate in areas that do not create land use conflicts within the Town.

The Town of Lessor is 36 square miles and consists of a mixture of farmland, residential development, woodlands, and areas of wetland/floodplains. It has significant areas of natural resources, which define the community. The Town of Lessor is located in southeastern Shawano County between Green Bay and the Fox Cities.

After a period of declining population between 1950 and 1990, the Town of Lessor has been on a slow but steady population increase through 2010. Population dipped slightly as recorded in the 2020 Census. Given the proximity to State Highway 47 and State Highway 156, continued growth can be expected and planned. Population growth of 320 people is projected into 2040.

Land Use Categories

Residential. Residential land is classified as land used primarily for human habitation. Residential land can be divided into single family, two-family (duplex), multi-family, farmstead and mobile home parks.

Commercial. Commercial land uses represent the sale of goods and services including: retail, wholesale (vehicle dealers, furniture, electronics, gasoline stations, grocery, garden supply, etc.) service (financial institution, real estate, insurances agencies, waste management, etc.) and other facilities (warehousing, auto salvage, junk yards, etc.)

Industrial. Industrial land uses represent a broad category of the production of goods. These include: manufacturing (factory or mill operation), construction, mining operations, and other industrial facilities.

Agricultural. Agricultural land is classified as land used for crop production. These include: farming, dairying, pastures, apiculture (bees), aquaculture (fish), cropland, horticulture, floriculture, viticulture, silviculture, and animal and poultry. Agricultural land use is divided into two categories (irrigated and non-irrigated).

Transportation. Transportation includes land uses directly focused on moving people, goods and services from one location to another. These include: highways, local streets, right of ways, bike and walking facilities, wayside facilities, public transit facilities, and rail related facilities.

Utilities/Communications. Utilities and communications are classified as any land use which aids in the generation, distribution, and storage of electric power, natural gas, and telecommunications. It also includes facilities that distributes and treats water, landfills, and recycling facilities.

Institutional Facilities. Institutional land uses are defined as land used for public and private facilities dedicated to public services. These include government buildings, schools, hospitals, assemblies, cemeteries, post office, and municipal offices.

Recreational Facilities. Recreational facilities are defined as land uses which provide leisure activity (both active and passive) for citizens. These areas include: parks, designated hunting and fishing areas, natural areas, playgrounds, parks, etc.

Water Features. Water features consist of surface water including lakes, streams, rivers, ponds, and intermittent waterways.

Woodland. Woodlands are forested areas characterized by a predominance of tree cover including general woodlands and planted woodlands.

Open Other Land. This land category includes lands that are currently vacant and not developed in a manner similar to the other land use categories. These areas may include areas that are wet, rocky, or outcrop areas.

1999 Land Use Plan

During the 1990's, the Town of Lessor was one of the fastest growing areas of Shawano County, as well as of the state of Wisconsin. During that decade, the Town grew by 7.4%. In 1999, as is the case today, the loss of agricultural land to other uses was a major concern, along with urban sprawl, a lack of concern over local road conditions, enforcement of a sanitary code, zoning enforcement and maintaining local control over the Town. In 1999, there was a desire to improve the appearance of the Town by encouraging the citizens to take pride in their properties and to improve and maintain their properties, and to eliminate junk.

Table 8-1: Historic Land Use, 1999

1999 Land Use Plan	Acres	% of Developed Area	% of Town Total Acres
Single Family Residential	425.95	**38.9%**	**1.87%**
Multi-Family Residential	-	0.0%	0.00%
Commercial	18.32	**1.7%**	0.08%
Industrial	8.37	**0.8%**	0.04%
Public / Institutional	7.02	0.6%	0.03%
Parks/Open Spaces	1.33	0.1%	0.01%
Transportation / Public Utilities	4.32	0.4%	0.02%
Right-of-Ways	630.55	57.5%	2.76%
Total Developed	**1,095.86**	**100.0%**	**4.80%**
Agriculture	15,366.00	70.7%	67.35%
Woodlands	5,495.04	25.3%	24.08%
Quarries	34.76	0.2%	0.15%
Vacant / Undeveloped	640.58	2.9%	2.81%
Water Areas	183.91	0.8%	0.81%
Total Undeveloped	**21,720.29**	**100.0%**	**95.20%**
Total Acreage	**22,816.15**		**100.0%**

Source: 1999 ECWRPC Land Use Data Calculations.

The 1999 Land Use Plan, indicated that of the town's roughly 23,000 acres, roughly five percent or 1,096 acres were developed. The principal uses of the remaining acreage were agricultural land, comprising 67% of the total and woodland comprising 24% of the total.

Current Land Use

Table 8-2: Existing Land Use, 2018

2018 Land Use	Total Acres	% of Developed Area	% of Total
Single Family Residential	*631.88*	*33.73%*	*2.73%*
Farmsteads	*437.32*	*23.35%*	*1.89%*
Mobile Home Parks	*0.00*	*0.00%*	*0.00%*
Total Single Family Residential	1,069.20	*57.08%*	4.63%
Multi-Family Residential	0.00	*0.00%*	0.00%
Commercial	14.00	*0.75%*	0.06%
Industrial	4.81	*0.26%*	0.02%
Recreational Facilities	131.64	*7.03%*	0.57%
Institutional Facilities	6.11	*0.33%*	0.03%
Utilities/Communications	2.45	*0.13%*	0.01%
Transportation	644.89	*34.43%*	2.79%
Total Developed	**1,873.10**	**100%**	**8.11%**
Irrigated Cropland	*0.00*		*0.00%*
Non-Irrigated Cropland	*13,459.03*		*58.24%*
Cropland	13,459.03		58.24%
Planted Woodlands	*605.70*		*2.62%*
General Woodlands	*5,102.18*		*22.08%*
Woodlands	5,707.88		24.70%
Open Other Land	1,825.16		7.90%
Quarry	29.29		0.13%
Water	215.25		0.93%
Total Undeveloped	**21,236.61**		**91.89%**
Total Acres	**23,109.72**		**100.00%**

Source: 2018, ECWRPC Land Use Data Calculations.

Land use consumption acreage change from 1999 to 2018 gives a good picture of where the Town of Lessor is today in development patterns. The majority of the Town has grown in single family residential houses as farmland is sold. Commercial businesses and industrial plants do not have a significant presence in the area. Land use is determined by what exists at the time of inventory, not parcel ownership.

- Single-Family Residential has increased by 1.13%
- Commercial has decreased by -.88%
- Industrial areas have decreased by -.51%
- Land loss in agriculture production was -9.12%

FUTURE LAND USE: COMMUNITY DESIGN

The population base for the Town of Lessor contains two unincorporated communities, Landstad and Briarton. A specific design for these communities is unlikely to occur in the foreseeable future. Widespread development on an industrial sort is unlikely; but commercial development may occur as State Highways 47 and 156 are major corridors for travelers. It is likely that other development would be rural residential, as there is currently no sanitary district in the Town; and it is unlikely that one will be formed in the foreseeable future.

As the donation of land continues, it creates the possibilities for recreational areas or large-sized parks and perhaps a conservation area. The Town has noted interest for commercial and retail development. The White Lake area has experienced some growth and a lake association been established. Wind power is also being looked into for this area.

Future Land Use Categories

Proposed Single Family Residential. Single Family Residential is classified as land used primarily for occupancy. Residential land is divided into single family, two-family (duplex), farmstead and mobile homes.

Proposed Mixed Use. Mixed-use is any development, or even a single building, that blends a combination of residential, commercial, cultural, institutional, or industrial uses, where those uses are physically and functionally integrated.

Proposed Commercial. Commercial land uses represent the sale of goods and services including: retail, wholesale (vehicle dealers, furniture, electronics, gasoline stations, grocery, garden supply, etc.) service (financial institution, real estate, insurances agencies, waste management, etc.) and other facilities (warehousing, auto salvage, junk yards, etc.)

Table 8-3: Future Land Use Acres

Future Land Use	Total Acres
Proposed Single Family Residential	402.14
Proposed Commercial	245.66
Proposed Mixed Use	31.8

Source: Town of Lessor and ECWRPC acre calculations from Future Land Use map data. These are different then the consumption rates.

2040 Land Use Consumption Rates

'Intensity' refers to the percentage of acreage within each type of land use classification. It can also refer to the type of land use or to lot size. 'Net density' commonly refers to how many houses or structures there are per acre. In Lessor, from 2010 to 2019, there has only been 23 new building permits. The total number of units in the Town is 460. If each home was on one acre of land, the net density would be 0.66 structures per acre. (2018, 692.17 Residential Land Use Acres) The amount of land needed for the projected population growth to the year 2040 is depicted in Table 8-4. Commercial and industrial land utilizes a 15% infrastructure factor along with an added 20% market value. The need for agricultural land remains steady until 2040 as well as residential, commercial, and industrial development.

Table 8-4: Consumption Acres by Population

Population	1,300	1,226	1,470	1,555	1,600	1,620	Acres Needed by 2040
2018 Land Use Acres	**2015**	**Projected 2020**	**Projected 2025**	**Projected 2030**	**Projected 2035**	**Projected 2040**	
S.F. Residential (includes mobile homes and duplexes)	475.17	555.17	645.17	730.17	775.17	795.17	**103.00**
Agriculture	13,458.31	13,468.06	13,467.47	13,466.96	13,466.72	13,466.62	**8.31**
Commercial	15.00	15.74	16.48	17.21	17.95	18.69	**3.69**
Industrial	4.81	5.42	6.03	6.65	7.26	7.87	**3.06**
Total	**13,953.29**	**14,044.39**	**14,135.15**	**14,221.00**	**14,267.10**	**14,288.35**	**118.06**

Source: ECWRPC Land Use calculations, DOA population Projections, 2013.

LAND USE TOOLS AND POLICIES

Agricultural Forest Land

The State of Wisconsin has reduced tax benefits for agricultural woodlands. Under the Wisconsin Forest Landowner Grant Program (WFLGP), the provision adds agricultural forestland as a new classification of property and specifies that it be assessed at 50% of market value for both property taxation and equalization purposes.

The State noted that the "focus should be on forest land owned by farmers." As a result, only land that is producing or capable of producing commercial forest products that is contiguous to a parcel owned by the same person that is classified 'in whole' as agricultural land will be included in this new category. Land that is on a parcel that is 'in part' agricultural land and land contiguous to a parcel that is 'in part' agricultural land will be excluded from the definition. The Legislature's definition of agricultural forestland was broad.

Zoning

Wisconsin allows for using zoning as a major tool, especially in unincorporated areas, to regulate land uses and implement plans. Zoning regulates the use and intensity of land. A zoning ordinance typically includes text that describes the land uses permitted within various zoning districts and a map that shows the application of these districts to the community. Zoning can apply to incorporated areas (cities and villages) and also to unincorporated areas (towns).

The Town of Lessor has its own zoning ordinances. These regulate permitting, conditional use permits, variances, signs, fences, building provisions, and more. The ordinances were last updated in 2013.

Department of Natural Resources (DNR)

How we use the land and the land use decisions we make today are perhaps the most important, long-term environmental issues facing Wisconsin. The vast majority of land in Wisconsin is and will remain privately-owned. As a result, individual landowners, developers and local governments are the principal land use decision-makers.

In order to be successful in addressing environmental concerns, the DNR has expressed an interest in trying to work with others to help guide development patterns that maintain Wisconsin's character and minimize negative environmental effects.

In addition, the Wisconsin DNR has, by law, the responsibility and authority to address land use issues in all areas of the State of Wisconsin. The agency is authorized to directly purchase and manage land for purposes of resource conservation, environmental protection, or recreation. Sections 30.26, 30.27, and 30.275, Wisconsin Statutes give the DNR the responsibility to preserve, protect, and enhance urban and wild and scenic rivers. Activities carried out under these chapters have land use implications. The DNR has the responsibility to oversee shoreland, shoreland-wetland, and floodplain zoning. The DNR, like other state agencies, has a responsibility under the Wisconsin Environmental Policy Act to consider the environmental effects, including land use impacts, of its proposed actions. The department can also consider land use issues in its financial assistance programs. Numerous Wisconsin Administrative Codes created to implement state and federal laws have land use elements.

The Town of Lessor will continue to work with the DNR in the area of development, particularly in areas designated as wetlands, floodplains, and shoreland. While this is important, it is also important for the DNR to consider the impact their decisions have on local governments. The DNR does offer some Land Use programs to help local governments in the following areas:

Brownfield Redevelopment: Brownfields are abandoned or underutilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination. The Town of Lessor currently has no open contaminated sites.

Shoreland Management: Wisconsin's Shoreland Management Program is a partnership between state and local governments. The program requires adoption of county shoreland zoning ordinances to regulate development near navigable lakes and streams, in compliance with statewide minimum standards. These minimum statewide standards, found in Wisconsin's Administrative Code, seek to create a balance between private rights and public responsibilities of landowners. Shawano County recently updated their Shoreland Zoning Ordinance in 2016.[1]

Urban Forestry: An urban forest includes all of the trees and other vegetation in and around a town, village, or city. Traditionally, the term urban forest has referred to tree-lined streets, but an urban forest also includes trees in home landscapes, school yards, parks, and anywhere else trees can grow in and around a community. Shrubs, flowers, vines, ground covers, grass, and a variety of wild plants, and animals also are part of the classification of an urban forest. Streets, sidewalks, buildings, utilities, soil, topography, and, most importantly, people are an integral part of the urban forest. The mission of the DNR's urban forestry program is "To encourage and enable sound management of Wisconsin's urban forest ecosystems."

[1] https://www.co.shawano.wi.us/i_shawano/pu/1-24-18_shoreland_zoning_ordinance.pdf

The Town of Lessor is aware of the importance of standing trees, shrubs, flowers, grass, wild plants, and animals within the Town and encourages property owners to leave their trees up or plant new ones if they have to replace damaged ones, making sure the planting is not in the road right-of-way and does not obstruct the vision requirement on Town roads. The Town of Lessor will consider a planned green space requirement in any new subdivision approvals. Wildlife within the Town of Lessor are considered an asset for the Town and their habitat. These animals add to the recreational aspect of the Town as long as they do not threaten the safety of residents.

Floodplain Management Program

Under this program, Wisconsin's municipalities zone their flood prone areas. The state has set minimum standards for local regulations, but local governments can set more restrictive standards. Floodplain zoning regulates how development can actually occur within floodplains. The program's main goal is to protect people and their property from unwise development, as well as to protect society from the costs associated with flooded areas. The Town of Lessor is currently using Shawano County's requirement for Floodplain Management.

Sanitary Service Area Planning

Sanitary service area planning is a process designed to anticipate a community's future needs for wastewater treatment. This planning helps protect communities from adverse water quality impacts through development of cost-effective and environmentally sound 20-year sewerage system plans. A sanitary service area plan identifies existing areas that have access to sanitary service, as well as the adjacent land most suitable for new development. This planning also identifies areas where sanitary district lines should not go: environmentally sensitive areas where development could have an adverse impact upon water quality.

The Town of Lessor does not have municipal sanitary service available. While it is likely that the State of Wisconsin or the DNR will someday require the unincorporated communities or lake areas in the Town to plan for some type of sanitary service; at this time, the Town of Lessor has no plans to develop a municipal sanitary program.

Wellhead Protection Planning

The groundwater that supplies community wells comes from rain and snow. This water seeps into the ground and moves toward community wells. Sometimes, pollutants can also seep into the ground and threaten the wells. Wellhead protection planning is a preventive program that helps ensure communities have a long-term source of clean water. The goal of the DNR and of the Town of Lessor is to prevent contaminants from entering water supply wells by managing the land that contributes water to the wells.

The Town of Lessor does have concerns about the possibility of groundwater contamination due to some land use practices. The DNR is responsible for monitoring some forms of land use, but they remain short staffed and it would be difficult for them to be at the 'right place at the right time'. The Town of Lessor Town Board of Supervisors and the residents of the Town will continue to be vigilant in watching for problems.

The Town of Lessor has no plans to develop a municipal water supply for the Town. The Town of Lessor has scheduled and subsidized private well testing in the Town in the past and will consider doing so in the future, especially in any areas near known contaminated properties. In the past, this testing was coordinated through University Extension office in Shawano.

Nonmetallic Mining Reclamation

Nonmetallic mining is a widespread activity in Wisconsin, with an estimated 2,000 mines in operation. Wisconsin Statutes require the DNR to establish rules to implement a nonmetallic mining reclamation program. The rules establish uniform reclamation standards and set up a locally administered reclamation permit program. Counties are required to adopt ordinances establishing reclamation programs capable of ensuring compliance with the state standards. The DNR is also required to provide a model ordinance for use/adoption by counties and interested municipal governments.

The State of Wisconsin has strong rules regarding reclamation of the land once the mining operation is completed (Department of Natural Resources - Chapter NR 135). These rules are regulated and enforced by Shawano County, East Central Wisconsin Regional Planning Commission, and the DNR, according to the law.

According to State Statutes, Shawano County is required to have and enforce an ordinance regarding the regulation of the reclamation of Nonmetallic Mining Operations. The County's ordinance is administered by the East Central Wisconsin Regional Planning Commission. The Town of Lessor will continue to abide by the regulations established by the DNR and Shawano County. There are DNR permits required for operating nonmetallic sites, as well as permits required for reclamation. The Town of Lessor will request information regarding these permits as they are renewed or are issued in the future.

Correlation of Elements

Transportation and Land Use

Transportation impacts land use. The planning, design, and construction of local roads and county and state highways can both directly and indirectly impact existing and future land uses. How land is used and further developed can also change how the transportation system functions. One of the major challenges of this relationship can be the multiple layer of influence.

Local governments plan and make land use decisions (such as zoning changes), private interests primarily develop land (such as industry, housing subdivisions and retail shops), and Wisconsin Department of Transportation (WisDOT) plans, designs and constructs facilities to support traveling needs of the public and commerce. The goals of each participant sometimes conflict with each other. Because the relationship between land use and transportation is critically important to economic health and livability of Wisconsin's communities, WisDOT is working to improve the coordination of these issues. One key way would be to foster cooperation with their customers, including private landowners and local governments.

WisDOT does have district staff available across the state to work with individuals and communities to provide important transportation data and project information, to provide technical assistance when making land use decisions, to assist the community as it prepares

and implements its local comprehensive plan, and to help the community to prepare for any potential transportation projects that might affect them in the future. Coordinated and cooperative approaches offer an important opportunity to prevent highway congestion, traffic and safety problems and to help improve opportunities for multi-modal transportation.

Concerns

The loss of agricultural land to other uses was a major concern in the 1999 Land Use Plan, along with urban sprawl, a lack of concern over local road conditions, zoning enforcement and maintaining local control over the Town. Most of these concerns continue today, with the addition of the large farms and the challenges they present and how they will affect the quality of life for their neighbors.

There was also a desire in 1999 to improve the appearance of the Town by encouraging the citizens to improve and maintain their properties, eliminate junk, and encourage pride in the Town. These concerns continue today.

Under Shawano County Nuisance Ordinance #13-97,[2] junk is described as tires, scrap of all kinds, junked motor vehicles, unused appliances, parts of dismantled buildings, farm equipment not in use, abandoned mobile homes, or parts thereof. This ordinance also includes public nuisances and there are regulations about what type and how much residents can have visible on their property. The lack of enforcement of this ordinance in the past has caused some difficulties, and it is hoped that with the County Land Development & Planning Office's citation authority this issue will improve.

Groundwater quality is of extreme concern due to the manure spreading that is being done year-round by some of our larger farmers. The run-off caused by the spring rains and melting snows is a concern for the entire Town. Once groundwater is contaminated, it could spread throughout the Town.

Unsuitable Areas for Development

The Town of Lessor will continue to discourage development in unsuitable areas. While Com 83 rules from the State of Wisconsin do allow building in areas that are not consider suitable, zoning will have to reflect this issue. Development of wetlands and floodplains is regulated by many federal and state agencies. Shawano County requires a land use permit for any building in the Town and expect the County to assist in any building that is planned. The Planning Commission will continue to work with Shawano County to verify that unsuitable development is discouraged.

Residential development

Residential development will continue to be encouraged in areas served by existing infrastructure. These areas include the unincorporated communities. Basic services that are offered in the Town of Lessor include roads and police, ambulance, and fire protection, garbage and recycling pickup. A spring 'cleanup' is offered to residents. It is more cost effective to have development within the confines of the unincorporated communities instead of in the

[2] https://www.co.shawano.wi.us/i/f/Nuisance%20Ordinace.pdf

countryside, as the roads are already in place. Potential subdivisions will be encouraged adjacent to the communities and along established roadways. Minimum lot sizes will remain at current levels except within the unincorporated communities. Any new roads that are to serve new subdivisions will be at the expense of the developer, and will have to be constructed to Town of Lessor road standards before acceptance as Town roads.

Single-family residential development will be allowed inside and outside of the unincorporated communities in the Town. The areas within this type of development will be required to have a 2- acre minimum lot size, except in areas within the one of the unincorporated communities.

Multi-family residential development will be encouraged in the unincorporated communities.

Manufactured and Mobile Homes

Wisconsin Statute #409.102(1)(n) states that a *Manufactured Home means a structure, transportable in one or more sections, which, in the traveling mode, is 8 body feet or more in width or 40 body feet or more in length, or, when erected on site, is 320 or more square feet, and which is built on a permanent chassis and designed to be used as a dwelling with or without a permanent foundation when connected to the required utilities, and includes the plumbing, heating, air-conditioning, and electrical systems contained therein. The term includes any structure that meets all of the requirements of this paragraph except the size requirements and with respect to which the manufacturer voluntarily files a certification required by the US. secretary of housing and urban development and complies with the standards established under title 42 of the US. code.*

Single Mobile Homes

Wisconsin Statute #30.40(6) defines Mobile Home as follows: *a prefabricated unit with walls of rigid construction that is designed to be towed as a single unit or in sections upon a highway by a motor vehicle and that is used or is intended to be used for human habitation.* While Wisconsin Statute #340.01(29) describes it as *a vehicle designed to be towed as a single unit or in sections upon a highway by a motor vehicle and equipped and used or intended to be used, primarily for human habitation, with walls of rigid non-collapsible construction.*

A nondependent mobile home means a mobile home equipped with complete bath and toilet facilities, all furniture, cooking, heating, appliances and complete year-round facilities.

Wisconsin Statute #66.0435(1)(d) describes a mobile home as *'that which* is, *or was as originally constructed, designed to be transported by any motor vehicle upon a public highway and designed, equipped and used primarily for sleeping, eating and living quarters, or is intended to be so used; and includes any additions, attachments, annexes, foundations and appurtenances'.*

Mobile Home Parks

Under Wisconsin Statute #66.0435(1)(e) and (48r), *a Mobile Home Park is described as any plot or plots of ground upon which 2 or more units, occupied for dwelling or sleeping purposes are located, regardless of whether a charge is made for the accommodation.* This statute goes

on to describe parks for recreational vehicles as well (see Recreational Vehicle Sites of this element for that description).

There is no area designated by the Town of Lessor as a Mobile Home/Manufactured Home Park. If a Mobile Home Park would be developed, these homes should be anchored as a safety measure. The Town of Lessor will take this into consideration should a request be made for a Manufactured Home Park in the future. Anyone wanting to operate or maintain a Mobile Home Park within the Town of Lessor is required to obtain a license from the Town for this park, as permitted by WI Statute 66.0435(2)(a).

Per Wisconsin Statute #66.0435(2), the Town of Lessor, in order to protect and promote the public health, morals and welfare and to equitably defray the cost of municipal and educational services required by persons and families using or occupying trailers, mobile homes, trailer camps or mobile home parks for living, dwelling or sleeping purposes, a city council, village board and town board may do any of the following:

A. Establish and enforce by ordinance reasonable standards and regulations for every trailer and trailer camp and every mobile home and mobile home park.

1. Require an annual license fee to operate a trailer and trailer camp or mobile home and mobile home park and levy and collect special assessments to defray the cost of municipal and educational services furnished to the trailer and trailer camp, or mobile home and mobile home park.

2. Limit the number of units, trailers or mobile homes that may be parked or kept in any one camp or park.

3. Limit the number of licenses for trailer camps or parks in any common school district, if the mobile housing development would cause the school costs to increase above the state average or if an exceedingly difficult or impossible situation exists with regard to providing adequate and proper sewage disposal in the particular area.

Once the Town of Lessor enacts an ordinance regulating trailers under Wisconsin Statute #66.0435(2)(c) and, if it has also enacted and approved a county zoning ordinance under the provisions of st. 59.69, the provisions of the ordinance which is most restrictive will apply with respect to the establishment and operation of a trailer camp in the Town.

A license granted under this section is subject to revocation or suspension for cause by the licensing authority that issued the license upon complaint filed with the clerk of the licensing authority, if the complaint is signed by a law enforcement officer, local health officer, or building inspector, after a public hearing upon the complaint. The holder of the license shall be given 10 days' written notice of the hearing, and is entitled to appear and be heard as to why the license should not be revoked. A holder of a license that is revoked or suspended by the licensing authority may within 20 days of the date of the revocation or suspension appeal the decision to the circuit court of the county in which the trailer camp or mobile home park is located by filing a written notice of appeal with the clerk of the licensing authority, together with a bond executed to the licensing authority, in the sum of $500 with 2 sureties or a bonding company approved by the clerk, conditioned for the faithful prosecution of the appeal and the payment of costs adjudged against the license holder.

Under Wisconsin Statute 66.0435(3), the Town of Lessor or other licensing authority shall collect from the licensee an annual license fee of not less than $25 and nor more than $100 for each 50 spaces or fraction of 50 spaces within each mobile home park within its limits. If the park lies in more than one municipality the amount of the license fee shall be determined by multiplying the gross fee by a fraction the numerator of which is the number of spaces in the park in a municipality and the denominator of which is the entire number of spaces in the park. The Town will take into consideration any request that comes before it regarding mobile home parks.

Under **Shawano County Zoning Ordinance #102,** Single- and Two-Family Dwellings must have a minimum livable all-weather floor area of every dwelling unit shall be 960 square feet, excluding the area of garage or carport. Minimum width shall be 20 feet measured from the narrowest part of the dwelling. The Foundation of all dwellings shall have a properly engineered, permanently attached means of support meeting the manufacturers installation requirements and in accordance with 70.043(1) Wisconsin Statutes and subchapter III, IV, & V of Chapter ILHR 21 Wisconsin Administrative Code. Any open space between ground level and siding shall be enclosed with concrete or masonry, having a foundation-like appearance, except that mobile or manufactured type homes may use a vinyl skirting providing it is color coordinated with the siding of the home.

Commercial Sites

The Town of Lessor will review and set standards for potential commercial sites. Smaller commercial sites will be encouraged within the unincorporated communities and will include a variety of requirements, including but not limited to landscaping, architectural control, and ease of access.

Recreational Vehicles (RV) and Campsites

Shawano County Ordinance #3-02 establishes the rules and regulations for parks, campgrounds, boat landings, recreational trails and lands within Shawano County. Wisconsin Statute #66.0435(1)(a) talks about a "Dependent mobile home" meaning a mobile home, which does not have complete bathroom facilities. This is included in the classification of RV's.

The Town of Lessor will explore the creation of campsites and Recreational Vehicle Campsites in accord with its desire to promote a recreation venue for the Town as a whole. In accordance with this, the Town of Lessor will use the definition as offered in Wisconsin State Statutes: Recreational vehicle means a mobile home that does not exceed the statutory size under Statute #348.07(2). [Forty-five feet for mobile homes and motorbuses]

The Town of Lessor will follow Shawano County Ordinance #3-02 until such time as the Town creates its own ordinance. It is considered necessary to create a Town Ordinance regarding these issues prior to the establishment of a Trail through the Town of Lessor, or prior to the establishment of a campground or RV park within the Town.

Shawano County Zoning Ordinance #102 states the following regarding recreational vehicles: No recreational vehicle shall be parked, used, stored or otherwise placed upon any lot or parcel of land which is zoned Residential as defined in Sections 11, 12, 12A, 13, 14, 15, 16, and 36 of

the Ordinance excepting as provided in Subsection (2) and (5) herein. The ordinance continues by indicating a conditional use permit may be considered. Units may be parked or stored on property zoned Residential providing no living quarters or business use is provided in the unit. Wheels shall not be removed except for repairs, nor shall any recreational vehicle be fixed to the ground in any manner to prevent ready removal. Units may not be permanently attached or hooked up to a private sewage system. Recreational vehicles are permitted in those mobile-manufactured homes, parks, or campgrounds, which are licensed, even if located within an area of residential zoning.

Summary

The land in the Town of Lessor exists in many diverse forms with varying zoning and usages. It would seem that there is plenty of land for individual use. The many uses of the land, for homes, for industry, for transportation, for food, means that land use decisions can be very complex and important.

It is the responsibility of the Town of Lessor, in cooperation with the DNR to protect the natural areas of the Town. The Town of Lessor will continue to encourage our citizens to practice good stewardship in their use of the land.

Land use decisions can become a very 'hot' topic as they involve the rights of ownership, human needs and social controls - individual property rights versus the rights and needs of the community. The property along the state highway corridors, in and around the unincorporated communities, particularly along Class A roads, will be an area where commercial and industrial development is encouraged.

Lessor supports residential development within or near the established unincorporated communities of the Town in an effort to concentrate services and keep cost to a minimum. Required lot sizes in areas of sparse development will continue to have a minimum requirement. The Town of Lessor will also consider individual requests to reduce the lot size requirements in areas of dense development, particularly within the Lake District.

Conclusions

The Town of Lessor will continue to protect the environment by establishing various land use ordinances to direct future growth and density into areas able to handle the development. By doing this, potential land use conflicts adjacent to each other can be avoided, both within the Town and with neighboring municipalities.

In addition to, the Town of Lessor will:

- Encourage the State of Wisconsin to reconsider how they handle zoning classifications with regard to property taxes.
- Encourage the location of commercial and industrial development, whether corporate farms, manufacturing, or industrial, along the Class A highways that go through the Town, to avoid damage to our roadways and away from residential areas of the Town.
- Promote the location of commercial development or light industrial within the unincorporated communities of Town or where there is existing infrastructure.
- The location of multi-family (4 or more units) will be directed into the unincorporated

communities.
- Discourage building in wetland areas in compliance with DNR regulations.

The Town will encourage parks and open space including:

- Continue to encourage the development of a recreational trail by working with the DOT and the DNR, and encourage our property owners to communicate with them regarding their concerns and issues regarding the establishment of this trail. The Town will keep in mind that farmland can be considered 'open space'.
- Continue to maintain and/or expand existing town parks, including the equipment in these parks. A green space requirement in new developments and /or subdivisions may be considered in the form of an ordinance to direct the location and requirements of that area.
- Continue to encourage our property owners to work with their neighbors in their land use decisions. The Town is aware that a variety of ordinances will be required to direct the placement of future development. While Lessor does not want to restrict the rights of property owners in the use of their land, it also wants to be sure that one party's land use does not infringe on the rights of another. By directing the location of large farms, multi-family housing and commercial or industrial development, the Town of Lessor hopes to keep conflicts to a minimum.
- Continue to work with the DNR in the area of development, particularly in areas designated as wetlands, floodplains, and shoreland.
- Be vigilant in following the progress of any potential land use in the future for any contaminated properties within the Town.
- Request a yearly update on the status of any contaminated properties in the Town.
- Include a planned green space requirement in its subdivision approvals and encourage the wild animals be allowed to remain, as long as doing so does not threaten the safety of our residents.
- Proceed with subsidized private well testing in the Town, especially in the areas near any contaminated properties.
- Monitor any nonmetallic mining sites within the Town to make sure that state guidelines on their reclamation are followed.
- Continue to encourage our citizens to practice good stewardship in their use of the land.
- Support the UTV/ATV ordinance from the County on Town Roads for use.

The property in and around the unincorporated communities, particularly along Class A roads, will be areas where commercial and industrial development is encouraged.

Residential development within or near the unincorporated communities will be encouraged, in an effort to concentrate services and keep costs to a minimum. Required lot sizes in area of sparse development will continue to have to build within a 290-foot building setback on parcels less than 35 acres, with the two-acre minimum requirement. The 2004 survey indicates there may be some interest in reducing the current lot size minimum. The Town of Lessor will review this requirement in the future to determine what is best for the Town. The Town of Lessor will consider individual requests to reduce the lot size requirement in areas of dense development. The Town of Lessor will balance individual property rights with community interests and goals.

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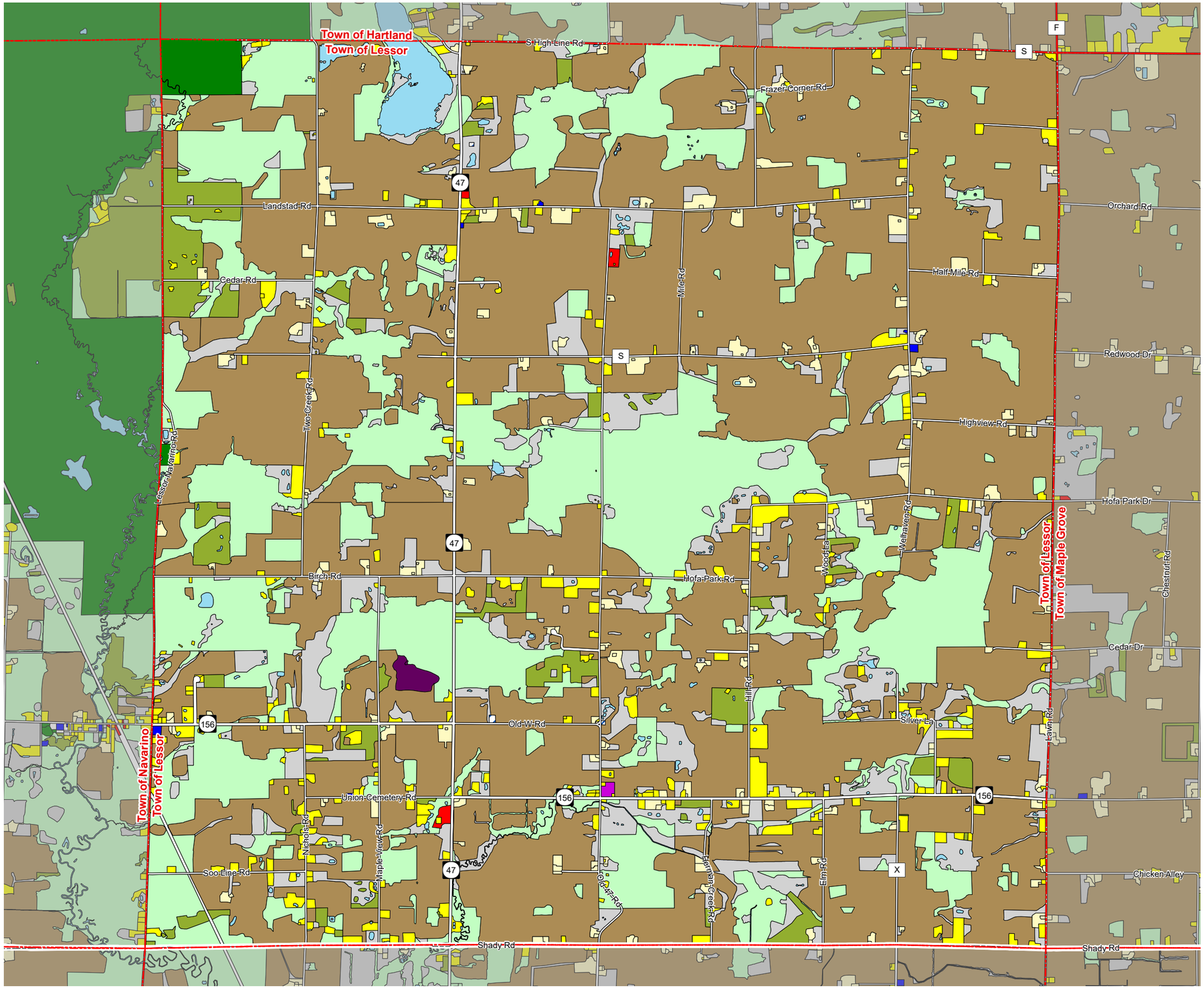

Map 8-1
Town of Lessor
Existing Land Use

- Single Family Residential
- Farmsteads
- Multi-Family
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

N
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Scale in Miles

Source:
Base data provided by Regional Counties 2021.
Land Use provided by ECWRPC 2015/2021.

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

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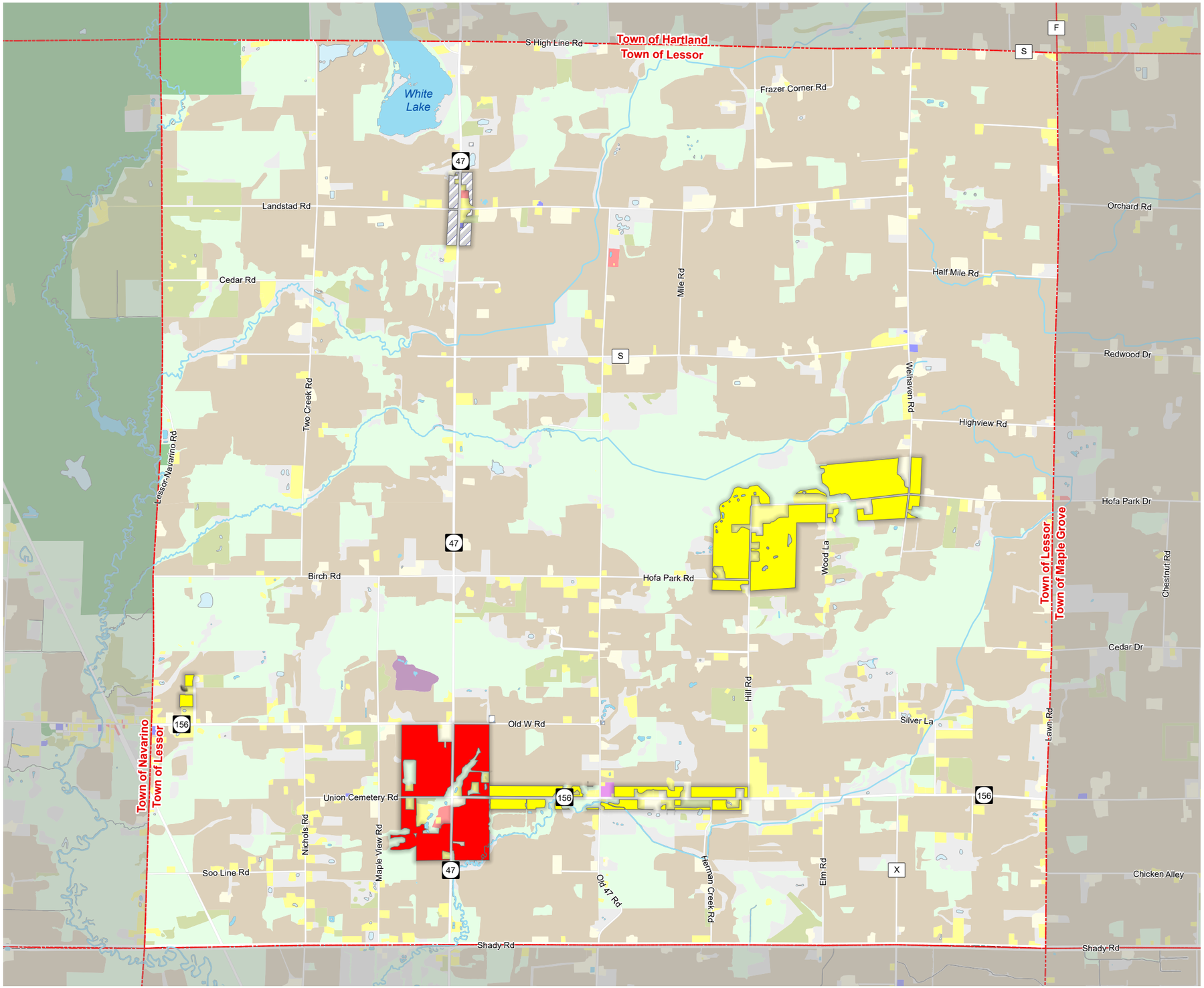

Map 8-2
Town of Lessor
2040 Land Use

Future Land Use

- Proposed Commercial
- Proposed Mixed Use
- Proposed Single Family Residential

Existing Landuse

- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

N W E S

0 1

Scale in Miles

Source:
Future Land Use provided by ECWRPC 2021.
Base data provided by Regional Counties 2019.

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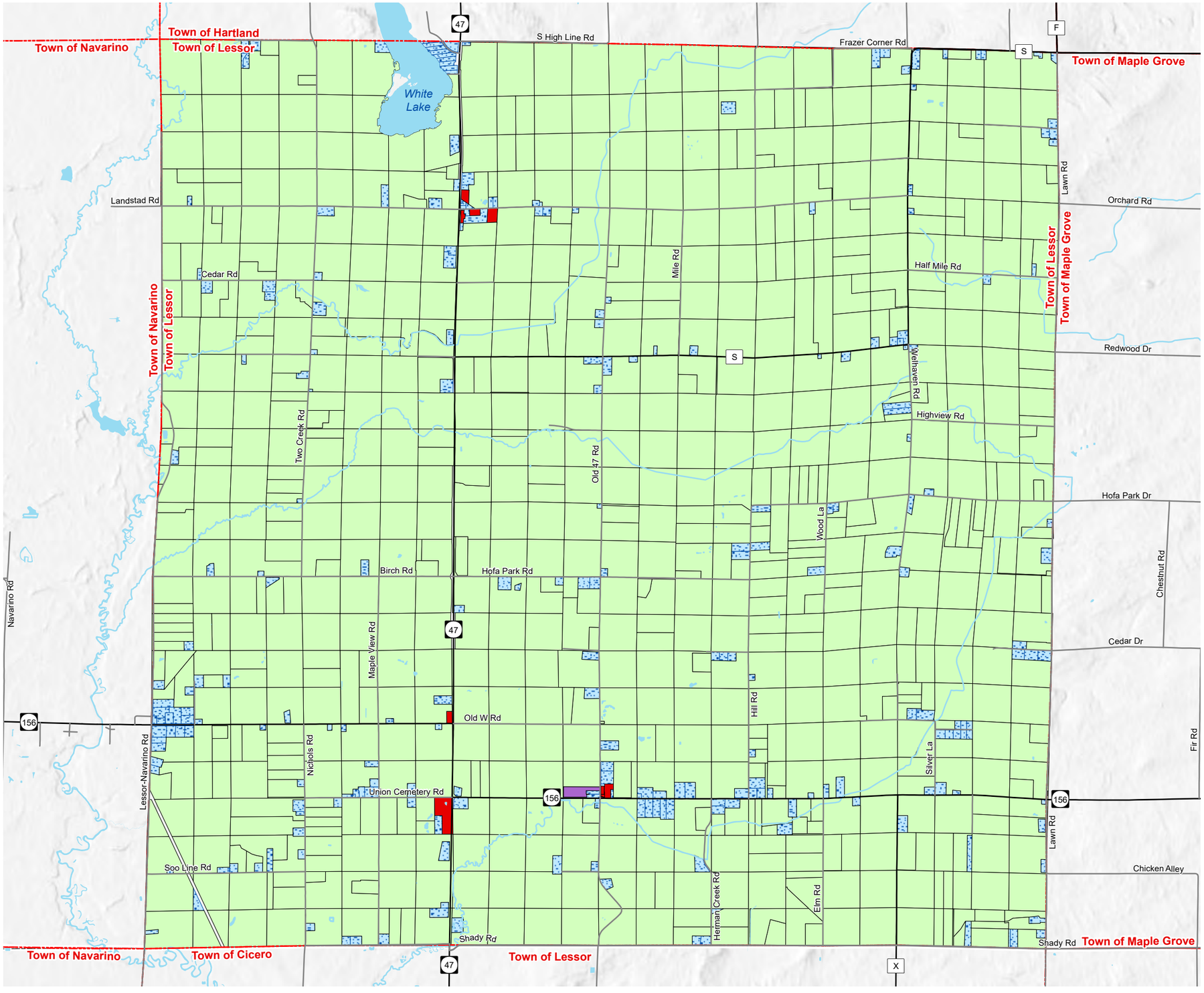
Map 8-3
Town of Lessor
Zoning



A-R Agricultural Residential

C-G Commercial General

M Manufacturing

OAR Open Lands, Agricultural and Residential

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Scale in Miles

Source:
Zoning data provided by Shawano County 2012. Base data provided by Regional Counties 2021.

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CHAPTER 9

IMPLEMENTATION

CHAPTER 9: IMPLEMENTATION

This section of the plan explains citizen notification methods used and outlines a course of future action for the Town of Lessor officials to follow and implement over the next several years. There are a number of methods available to implement the recommendations of the Town of Lessor Comprehensive Plan and the plan is a key tool for implementation of zoning regulations. Goals, strategies and implementation actions are included within Chapter 1: Issues and Opportunities.

Zoning ordinances regulate which land use activities are permitted in the various areas of the Town. Zoning regulations also set forth standards for development (such as setbacks, height, density, etc.), which are designed to promote efficient and attractive developments and preserve green space. A zoning code of ordinances is comprised of two parts: the ordinance text, which spells out the regulations, and the zoning district map, which identifies the boundaries for each zoning district (residential, commercial, industrial, etc.) Zoning ordinances are derived from the powers granted to local municipalities by Wisconsin State Statutes #62.23, 60.61 and 60.62 pertaining to Town zoning powers. It must be emphasized that zoning is intended to carry out the land use portion of the comprehensive plan. In addition to the Land Use Element in the comprehensive plan, consideration must be given to Shawano County. Sound community planning and good communication with Shawano County are to be encouraged for the positive future of Lessor.

The Town of Lessor utilizes Zoning Ordinance Section 11, adopted on March 2, 2012 as their main land use regulatory tool. A formal update was done on May 22, 2013. The Town will continue to work with Shawano County in an effort to have the Town Zoning Map reflect the comprehensive plan. In the process, the Town of Lessor may consider encouraging the development of new zoning districts to reflect better compliance with the plan. Additional ordinances can help direct the development in the Town and help preserve some of the existing farmland. The availability of a current copy of the zoning map of the Town from Shawano County is important.

In 1999, the Town of Lessor adopted a Land Division Ordinance (#105) and a Land Management Strategy for making land use decisions. The strategy was a precursor to the Town's Comprehensive Plan for 2007. This included conservation and cluster type developments to reduce the negative impact on agricultural areas, to maintain open spaces and scenic vistas within the Town and encourage the preservation of green space by encouraging any developers to establish areas of green or park space.

Other implementation tools include official mapping, capital improvement programs, taxing and spending power, intergovernmental agreements, (boundary and service agreements), mutual aids, state laws, and special districts within the Town.

Wisconsin State Statute #62.23 provides that the Plan Commission shall maintain an official map of the municipality, which shows both present and proposed future roads, parks, and public facilities. The law limits compensation to private property owners who may construct buildings on designated future streets or public areas.

- The Town of Lessor is encouraged to adopt an Official Map Ordinance to identify future collector and arterial type road corridors and to secure access at key points on existing

streets as is shown on the Town's 'Proposed Land Use Map'.

- The Town is expected to continue joint maintenance of roads with neighboring Towns.
- The Town of Lessor should encourage intergovernmental meetings to keep the lines of communication open with neighboring municipalities.
- The Town of Lessor will ensure that the comprehensive plan elements are integrated and implemented upon passage of this plan, as prescribed by statute.
- The Town of Lessor Plan Commission and Town Board of Supervisors are encouraged to schedule a regular review to update this comprehensive plan so that it remains a useful tool for growth and development decisions. Minimum schedule of every ten years is recommended.

Notification

The establishment of a timeline has allowed a tentative agenda for the comprehensive planning meetings. Postings have been done for these meetings as required. It was felt that if the people knew about the upcoming meetings, they would be able to plan to come and get further involved in this process. With the meeting postings, it had been the hope that more citizens would become actively involved in this process. Updates of the comprehensive plan monthly meetings were also given at the Town Board of Supervisors meetings. The public also provided their vision of the Town in the next twenty years for future land use.

Forecasts

It is anticipated that residential growth within the Town of Lessor will continue. It is logical to forecast people moving to rural areas coming out of the Green Bay and Appleton areas. Looking at the growth in neighboring Towns, it is essential that the Town of Lessor stay ahead of the process and does not have to play 'catch-up'. The Town will continue to review and enact the necessary ordinances to 'stay ahead' of the growth.

If economic development expands within the Town, the growth could very well increase drastically. Even if the growth strictly occurs as a 'bedroom' community, it will become an important issue in the next twenty years.

CONSISTENCY

Internal Consistencies

The comprehensive plan was developed sequentially with supportive goals, objectives and actions. Utilizing the Town's public participation process and information contained in the background chapters as a basis, key issues were identified for each of the nine elements of the plan. Using these issues, along with factual information regarding natural features, historical population and housing data, population and housing projections, and an analysis of existing infrastructure, goals, objectives and actions for each comprehensive planning element were developed. The identified goals, objective and actions expressed in this plan were used to prepare the Future Land Use Map (Map 8-2). To maintain internal consistency, any

amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, objectives and recommendations.

Beginning on January 1, 2010,[1] if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan:[2]

- Official mapping ordinances enacted or amended under Wisconsin State Statutes 62.23 (6).
- Local subdivision ordinances enacted or amended under Wisconsin State Statutes 236.45 or 236.46.
- County zoning ordinances enacted or amended under Wisconsin State Statutes 59.69.
- Town or county zoning ordinances enacted or amended under Wisconsin State Statutes 62.23 (7).
- Town zoning ordinances enacted or amended under Wisconsin State Statutes 60.61 or 60.62.
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under Wisconsin State Statutes 59.692, 61.351 or 62.231.

External Consistencies

Not only is it important to maintain internal consistencies, but the Town should also be aware of other planning documents and their relevance to the Town's comprehensive plan. An attempt should be made to maintain consistency with these plans if possible.

UPDATING THE PLAN

A comprehensive plan must be updated at least once every ten years.[3] However, it is strongly recommended that the Plan Commission annually review both the implementation schedule and current planning decisions to ensure compliance with the overall goals of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a "major" plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that the Town may experience. Other elements are less likely to need updates. Furthermore, as community values change, some goals, objectives and actions may no longer be relevant. The update to a plan should take less time than the full comprehensive planning process, but should include public participation.

[1] Wisconsin Act 372 delays the consistency requirement until January 1, 2012 for local governments who applied for but not received a comprehensive planning grant from the WDOA. It also gives WDOA discretionary authority to grant consistency extensions to grant local governments who have received a comprehensive planning grant.
[2] Wisconsin State Statutes 66.1001(3).
[3] *Wisconsin State Statutes 66.1001(2)(i).*

PLAN COMMISSION TOOLS

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several key tools which can be utilized to ensure that new development occurs in an organized and desired fashion. While working with the county, the Town may wish to modify existing or establish new ordinances which regulate new development. This is also true when it comes to the issuing of conditional use permits in making changes to the preferred land use map after the use is approved.

Future Land Use and Zoning are NOT the same. The primary difference between future land use and zoning is a matter of **timing**. The future land use map shows the intended use of land at the end of the planning period, which could be many years in the future. The zoning map shows land as it is intended to be used today. Accordingly, the two maps will not be identical in every respect.

Summary

When the draft of this plan was completed, an open house for a public viewing, as well as a public hearing on this draft was held. Area municipalities, as well as citizens and property owners were invited to this meeting. Subsequently, the Town Board adopted the plan adopted and will implement the necessary land use regulatory ordinances and policies to implement this comprehensive plan.

- The Town of Lessor will consider the adoption of a subdivision ordinance, possibly including conservation and cluster type developments.

- Other implementation tools may include official mapping, capital improvement programs, taxing and spending power, intergovernmental agreements, (boundary and service agreements), mutual aids, park impact fees, state laws, and special districts within the Town.

- The Town Board Supervisors and the Plan Commission realize that future decisions made on land use are to be governed by this plan, with its accompanying ordinances.

- The Town of Lessor Plan Commission will regularly refer to this plan and will use the plan as one of the primary guides for the recommendations and decisions it forwards to the Town Board of Supervisors. A complete review of the plan should be done at least once every ten years of the goals, strategies and actions that have been completed.

- The Town of Lessor Plan Commission will review Town of Lessor ordinances and how they relate to the implementation of this plan. Ordinances will be written or revised at the direction of the Town Board of Supervisors to bring this plan into compliance by Town ordinances.

- The Plan Commission will encourage discussion with the Shawano County regarding the updates of the Shawano County Zoning Ordinance #102 and the Town's Chapter 11 Zoning Ordinance to be consistent with the future land use map and plan text.

- The Town of Lessor should utilize its official Town map to designate current and future

rights of way, parks, and community facilities and land use.

- The Town of Lessor will hold informational meetings and open houses to present the draft of this comprehensive plan to the public and neighboring municipalities.
- The adopted comprehensive plan will be presented to all neighboring governments, Shawano County, East Central Wisconsin Regional Planning Commission, and the schools, as described within the elements of this plan.
- The Town of Lessor will encourage cooperation and communication between all units of government in implementing this plan.
- A copy of the adopted comprehensive plan will be open for public viewing at the Town Clerk's office. A notice in the quarterly newsletter will explain the process to the public and explain that the copies are available for their review.
- A copy of the adopted comprehensive plan will be given to the area libraries for the convenience of Lessor citizens.

All units of government, before making any decision regarding land use and land use policies, will consult this plan.

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APPENDIX A

PLAN SUMMARY

PLAN SUMMARY

From the beginning, a group effort was used to write this Comprehensive Plan for the Town of Lessor. Members of the Town Planning Commission, with input from the Town Board of Supervisors and residents of the Town, have compiled the elements of this plan in compliance with the Wisconsin State Statute #66.1001 and in an effort to provide a guide for the future of the Town over the coming years.

Using many of the ideas and comments from the community survey and from the 1999 Land Use Plan, this plan has identified the goals and objectives for the Town of Lessor for the next twenty years. It is the intention of the Plan Commission and Town Board to utilize the elements in this plan to direct the location of future development and land use within the Town of Lessor in a consistent manner.

With the use of the input from the Intergovernmental Meeting and the Public Hearing that were held on this Comprehensive Plan and the continuing efforts to involve the public and keep them informed through use of the quarterly newsletter, it is the hope that the public input and notification processes have reached the majority of the residents and property owners in the Town. Public participation was encouraged throughout the process of writing this plan.

As directed through Wisconsin State Statute 66.1001, the Town of Lessor Planning Commission is authorized to recommend adoption of this Comprehensive Plan by use of a Resolution, presented to the Town of Lessor Board of Supervisors. The Town Board of Supervisors shall adopt the Comprehensive Plan by use of a Comprehensive Plan Ordinance.

The Town of Lessor will attempt to safeguard the public from foreseeable hazards whenever possible and to keep the dialogue open between the surrounding municipalities, the eastern cluster of municipalities and with Shawano County. In addition, the Town will attempt to expand on how information is distributed to our property owners and residents.

It is understood that once the Comprehensive Plan Ordinance is enacted and is utilized, the Town Board of Supervisors or the Town Plan Commission may discover that certain parts of this plan may not be as intended, due to an error in the wording or phrasing of that portion or an error in our mapping. If this problem becomes evident, the Town of Lessor Plan Commission may amend this plan as necessary following the steps outlined in the statute, and with the assistance and direction of the Town Board of Supervisors.

The Town of Lessor knows that this Comprehensive Plan is a living document and will make the necessary adjustments as situations warrant. The Town of Lessor will be consistent with implementing the elements of this plan. This Comprehensive Plan will be reviewed a minimum of every five years to keep it current and applicable.

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APPENDIX B

DISTRIBUTION LIST

TOWN OF LESSOR COMPREHENSIVE PLAN DISTRIBUTION LIST

1. *Shawano County Board*
2. *Shawano County Land Planning Office*
3. *Shawano County Economic Progress, Inc. (SCEPI)*
4. *Housing Authority of Shawano County*
5. *Shawano County Historical Society (Bonduel Archives)*
6. *Shawano County Highway Department*
7. *Shawano County Sheriff's Department*
8. *Shawano County Park Department*
9. *Outagamie County Board & Planning Office*
10. *Town of Angelica*
11. *Town of Hartland*
12. *Town of Maple Grove*
13. *Town of Navarino*
14. *Town of Cicero*
15. *Town of Seymour*
16. *Town of Maine*
17. *Town of Waukechon*
18. *Wisconsin Department of Natural Resources, Northeast Region*
19. *Wisconsin Department of Transportation, Region #3.*
20. *Northeast Wisconsin Technical College (NWTC)*
21. *Fox Valley Technical College*
22. *Bonduel School District*
23. *Pulaski School District*
24. *Seymour School District*
25. *CESA8*
26. *University of Wisconsin*
27. *Bonduel Community Library*
28. *Shawano Library*
29. *Pulaski Library*
30. *Seymour Library*
31. *City of Seymour*
32. *Village of Pulaski*
33. *Town Board Chairperson, and Supervisors*
34. *Town Clerk*
35. *Plan Commission*
36. *UW Extension- Shawano County officer*
37. *Secretary of the Wisconsin Department of Administration*
38. *Wisconsin Land Council, in care of the Office of Land Information in the Wisconsin Department of Administration*
39. *Fire Department*

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APPENDIX C

PUBLIC PARTICIPATION PLAN

Resolution No. 2021-01

ESTABLISHING PUBLIC PARTICIPATION PROCEDURES FOR COMPREHENSIVE PLANNING FOR THE TOWN OF LESSOR

WHEREAS, pursuant to Section 66.1001 of the Wisconsin Statutes, any program or action of a local governmental unit that affects land use, including but not limited to zoning, subdivision regulation and official mapping, shall be consistent with that local governmental unit's adopted comprehensive plan beginning January 1, 2010, and such plan must address the nine elements as required by Wisconsin Statutes Section 66.1001(2); and

WHEREAS, the Town of Lessor has prepared the *Town of Lessor – Year 2030 Comprehensive Plan*, originally adopted in July, 2007 that will be amended to comply with the authority and procedures established by Section 66.1001 and Section 62.23 of the Wisconsin Statutes; and

WHEREAS, Section 66.1001(4)(a) of the Wisconsin Statutes requires that the Town Board adopt written procedures designed to foster public participation at every stage of comprehensive plan preparation including open discussion, communication programs, information services and public meetings for which advance notice has been provided, and that such written procedures shall also provide for wide distribution of draft plan materials, an opportunity for the public to submit written comments on the plan materials, and a process for the governing body to respond to such comments; and

WHEREAS, the Town Board of the Town of Lessor believes that regular, meaningful public involvement in the comprehensive planning process is important to assure that the resulting comprehensive plan reflects the desires and expectations of the public; and

WHEREAS, the Plan Commission has reviewed the *Public Participation Plan for Comprehensive Planning* and has recommended approval; and

WHEREAS, the attached Public Participation Plan developed for the *Town of Lessor Comprehensive Plan Update 2040* includes written procedures designed to foster public participation, ensure wide distribution of draft plan materials, provide opportunities for written comments on such materials, and provide mechanisms to respond to such comments.

NOW, THEREFORE, BE IT RESOLVED that the Town Board of the Town of Lessor hereby adopts the *Public Participation Plan for Comprehensive Planning* as its public participation procedures to fulfill the requirements of Wis. Stats. Section 66.1001 (4)(a).

This resolution was adopted by the Town of Lessor Board on the 9 th day of March, 2021:

TOWN BOARD OF THE TOWN OF LESSOR, WISCONSIN

ATTEST: Katie Sprangers
Katie Sprangers, Clerk

By: Delmar Zernicke
Delmar Zernicke, Chair

By:
Craig Rekoske, Supervisor I

By:
David Owen, Supervisor II

PUBLIC PARTICIPATION PLAN FOR COMPREHENSIVE PLANNING

TOWN OF LESSOR, SHAWANO COUNTY, WI

INTRODUCTION

The Town of Lessor recognizing the need for comprehensive planning in accordance with the Wisconsin "Comprehensive Planning" legislation has created a Comprehensive Plan consistent with Section 66.1001 of Wisconsin Statutes. Per the Wisconsin Statutes, the Town will provide updates to its comprehensive plan at a minimum of every ten (10) years. The Town Board or its appointed designee administers the Public Participation Plan.

In order to facilitate public knowledge and involvement in the Comprehensive Planning process the Town of Lessor has prepared the following public participation plan. The plan was prepared in conformance with Section 66.1001(4)(a) of Wisconsin Statutes which states: "The governing body of a local government unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alterative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

GOALS OF PUBLIC PARTICIPATION PLAN

The major goals of the public participation plan are as follows:

- Provide a range of opportunities and venues for the residents of the Town of Lessor to participate in the Comprehensive Planning Process.
- Meet the standards set forth in Section 66.1001(4)(a), Wisconsin Statutes.
- Establish a formalized and recorded framework for public participation.
- Work with the Town of Lessor Board of Supervisors or its appointed designee and the Town Plan Commission to create a thorough plan that can implement the goals and vision of the Town.

PUBLIC PARTICIPATION STRATEGY AND METHODS

An update of all factual information contained within the existing Town of Lessor Comprehensive Plan will be completed and shared with community leaders and the general public to ensure that the updated comprehensive plan is current and well-connected to short- and long-term trends and challenges. Public participation and engagement will be generally sought in five basic forms:

1) Traditional, yet well publicized, public comment opportunities will be provided at regular Plan Commission meetings during the process; Such meetings will be posted publicly as required by the Town;

2) Through the timely posting of draft and final Comprehensive Plan Update materials to a publicly accessible website, accessed through the Town's existing website;

3) Through the potential addition of suitable citizens as “ad hoc” members (no voting rights) of the Plan Commission for the purpose of providing additional perspective during the comprehensive plan update.

4) Upon completion of the initial draft Comprehensive Plan, the Plan Commission will schedule an Intergovernmental Meeting that will be held prior to the required public hearing. Notification of this meeting will be sent to all adjacent and overlapping governmental jurisdictions with an invitation to attend and participate in a review and discussion about the draft plan, with an opportunity to voice any initial concerns, or opportunities for collaboration. The Town will also post this public meeting as required in four locations: online on the Town’s website, on an outdoor glass-enclosed board directly in front of the Town Hall, Navarino-Lessor fire department (WI-156, Bonduel, WI 54107), and Our Saviour’s Lutheran Church (N1731 County Rd S, Pulaski, WI 54162).

Timeline

The project timeline is project specific. It provides an approximate timeframe and a description of the key events and opportunities for public participation. The project will initiate on September 22, 2020 and be completed over a 18 month period ending with delivery of the final documents by December, 2021 as shown in Figure 1. Significant alterations to this schedule, if any, will be made known to the public to the Town’s best ability.

Figure 1 – Tasks & Timeframes for Town of Lessor Comprehensive Plan Update

Phase	Timeframe (Approximate)	Description/Key Events
Organization	September, 2020	• Creation & Adoption of Public Participation Plan • Establishment of Comprehensive Plan Update Webpage • Appoint Ad Hoc Members to Plan Commission • Prepare Prelim. Demographic Info
Plan Kickoff Meeting & Visioning	September 2020	• **Kickoff Meeting with the Plan Commission** ▪ Review Process & Responsibilities ▪ Present Prelim. Demographic Info ▪ SWOT Exercise
Inventory/Analysis & Issue Identification/Vision	Oct. 2020 – May 2021	• Update Background/inventory Elements using current plan format • Develop updated background maps • **Meet with Plan Commission (Nov. 2020 – Jan. 2021)** ▪ Identify and prioritize issues (needs) and opportunities ▪ Review & develop vision statement ▪ Issues & Opportunities/Housing/Economic Dev. Elem. • **Meet with Plan Commission (Feb. – March 2021)** ▪ Transport. /Utilities & CF/Ag., Nat., Cult. Res. Elements

		• **Meet with Plan Commission (April – May 2021)** ▪ LU/Intergovernmental Coop./Implementation Elements
Framing Concepts Development	June 2021 - July, 2021	• Develop draft plan goals, policies, strategies & actions • Develop draft future land use plan map • **Meet with Town Plan Commission (June – July 2021)** ▪ Review draft goals, strategies & future land use map
Final Plan Development	Aug., 2021 – Sept., 2021	• Final plan writing & recommendations • Final future land use map • **Meet with Plan Commission (Sept. 2021)** ▪ Review future land use map • **Hold Intergovernmental Meeting with Plan Commission (Sept. 2021)** ▪
Plan Review, Public Hearing & Adoption	Oct.2021. – Nov., 2021	• **Meet with Town Plan Commission (Sept. or Oct. 2021)** • Approve Public Review Develop press release • Publish 30 day public notice • **Plan Commission Meeting (Oct. – Nov. 2021)** ▪ Hold Public Hearing / Recommendation to Board by Resolution • **Town Board adoption of plan update (amendment) by ordinance (Nov. 2021)**
Plan Printing & Distribution Activities	Dec., 2021	• Plan printing and delivery

Program Oversight

The Town Board or its appointed designee shall work with the Plan Commission to develop a comprehensive plan and/or update to the existing comprehensive plan. Local residents and interested parties are encouraged to attend and provide input at Plan Commission meetings throughout the comprehensive planning process. Once the draft plan is complete, the Plan Commission shall recommend adoption of the plan to the Town Board.

Notification Methods

All meetings on the comprehensive plan and/or amendment shall be open to the public and the Town of Lessor shall post a notice of all meetings in accordance with Chapter 985.02(2) of the Wisconsin Statutes. A meeting agenda shall, at a minimum, be posted in four locations: online on the Town's website (https://townoflessor.com/), on an outdoor glass-enclosed board directly in front of the Town Hall, Navarino-Lessor fire department (WI-156, Bonduel, WI 54107), and Our Saviour's Lutheran Church (N1731 County Rd S, Pulaski, WI 54162. Press releases will be

provided at key points in the planning process to the Shawano Leader, a print and online publication. Notice of the comprehensive planning process will be sent to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract non-metallic mineral resources in or on a property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan and/or amendment (Chapter 66.1001 (4)(a) of the Wisconsin State Statutes). Notification to these individuals will be sent at the beginning of the process and during public comment and review prior to the plan adoption.

Written Comments

Written comments will be collected both electronically and on paper throughout the comprehensive planning process. Electronic comments should be emailed to the Town of Lessor Clerk at town.lessor@gmail.com. Written comments should be directed to Lois Selle at W3150 County Road S Pulaski, WI 54162 Copies of the comments will be routed to the Town of Lessor Plan Commission, Town of Lessor Chair and project consultant. The Town Clerk will respond to the written comments by acknowledging receipt of the document and that the comments have been shared with those noted above for consideration in the final plan and/or amendment.

Website and Technology

The planning process will utilize a website page created by the ECWRPC and linked to the existing Town of Lessor website: https://townoflessor.com/. The Town of Lessor Comprehensive Plan Update website page will contain all documents and maps produced as part of the comprehensive planning process. The website will contain all documents and maps produced as part of the Comprehensive Planning process and will be updated periodically to reflect new draft plan materials. The website will also contain links to meeting notices and upcoming comprehensive plan events, as deemed appropriate.

PLAN ADOPTION PROCEDURES

A draft plan and/or amendments, when complete, shall be available at a minimum, at the Lessor Town Hall by appointment with the Town Clerk and on the Town of Lessor's website. At least 30 days before the public hearing, written notice of when and where the comprehensive plan and/or amendment can be inspected and how a copy of the plan and/ or amendment can be obtained shall be sent to all of the following as specified in Chapter 66.1001(4) of the Wisconsin Statutes: An operator who has registered, obtained, made application for or received a permit for a non-metallic mining deposit; Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing. A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed ordinance, for the adoption of a comprehensive plan or amendment, which affects the allowable use of the property owned by the person. Written notice and the proposed ordinance shall be provided, either by mail or in any reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person. Additionally, written notice shall be sent to every governmental body that is located in whole or part within the boundaries of the Town of Lessor and the clerk of every local governmental unit that is adjacent to the Town of Lessor.

The Town will publish a class one notice at least 30 days prior to the public hearing. The notice shall include the date, time, and place of the public hearing; a summary, which may include a map of the comprehensive plan or amendment to such a plan; the name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance; information relating to where and when the comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

The Town of Lessor Plan Commission will adopt a resolution to recommend the draft plan and/or amendment to the Town Board, after the public hearing. A public hearing will be held in accordance with Wisconsin Statues 66.1001(4)(d) prior to Town Board approval of the comprehensive plan and/or amendment. Subsequent to the public hearing and on the recommendation from the Plan Commission, the Town Board shall enact an ordinance adopting the Town of Lessor Comprehensive Plan and/or amendment. The Town of Lessor shall send a letter with a link to the comprehensive plan update to all of the following: every governmental body that is located in whole or part within the boundaries of the Town of Lessor, the clerk of every local governmental unit that is adjacent to the Town of Lessor, the Wisconsin Department of Administration, East Central Wisconsin Regional Planning Commission and the local public libraries serving the Town of Lessor.

APPENDIX D

PLAN ADOPTION

RESOLUTION NO 02-22.

A RESOLUTION APPROVING THE UPDATE TO THE COMPREHENSIVE PLAN OF THE TOWN OF LESSOR, WISCONSIN

WHEREAS, pursuant to section 62.23 (2) and (3) of the Wisconsin Statutes, the Town of LESSOR is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, according to the general purposes set forth in section 66.1001 of the *Wisconsin Statutes*, the Town Board adopted said Comprehensive Plan for the Town of LESSOR, Wisconsin in June 9, 2007; and

WHEREAS, section 66.1001, of the Wisconsin Statutes provides that a comprehensive plan shall be updated no less than once every 10 years, and

WHEREAS, the Plan Commission has prepared an update to that 2007 plan, titled the *Town of LESSOR Comprehensive Plan Update 2040,* and

WHEREAS, the Plan Commission finds that the *Town of LESSOR Comprehensive Plan Update 2040,* contains all the required elements specified in Section 66.1001(2) of the *Wisconsin Statutes*; and

WHEREAS, the Town has duly noticed and held a public hearing on the draft plan, following the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes and the public participation procedures adopted by the Town Board.

NOW, THEREFORE, BE IT RESOLVED, that ~~the that~~ pursuit to Section 66.1001(4)(b) of the Wisconsin Statutes, the Town of LESSOR Plan Commission hereby approves the *Town of LESSOR Comprehensive Plan Update 2040.*

BE IT FURTHER RESOLVED that the Plan Commission does hereby recommend that the Town Board enact an Ordinance adopting the *Town of LESSOR Comprehensive Plan Update 2040.*

Adopted this __12th__ day of _April_, 2022
Ayes 3 Nays 0 Absent 0

Delmar Zernicke
Delmar Zernicke, Town Board Chair

ATTEST:

Katie Sprangers
Katie Sprangers, Town Clerk

EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

Jeff Nooyen, Chair
Alice Connors, Vice-Chair
Melissa Kraemer Badtke, Secretary-Treasurer

COMMISSION MEMBERS

CALUMET COUNTY

Alice Connors
Nicholas Kesler
Merlin Gentz
Tom Reinl
(David DeTroye, Alt.)

FOND DU LAC COUNTY

Martin Farrell
Brenda Schneider
Kay Miller
Allen Buechel
Charles Hornung

MENOMINEE COUNTY

Ruth Winter
Elizabeth Moses
(Jeremy Johnson, Alt.)
James Lowey

OUTAGAMIE COUNTY

Thomas Nelson
(Kara Homan, Alt.)
Lee Hammen
Jake Woodford
Jeff Nooyen
Michael Thomas
Nadine Miller

SHAWANO COUNTY

Thomas Kautza
Steve Gueths
VACANT

WAUPACA COUNTY

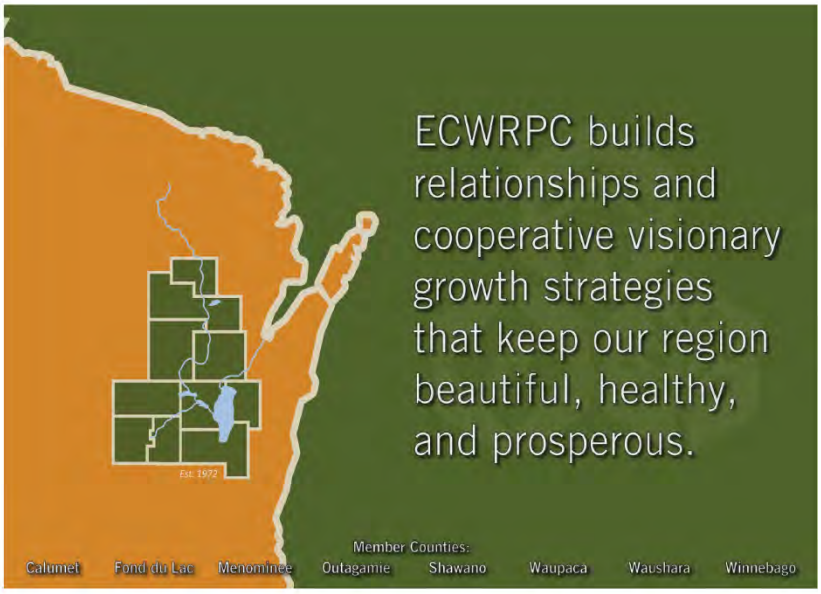
Dick Koeppen
VACANT
Brian Smith
DuWayne Federwitz

WAUSHARA COUNTY

Donna Kalata
Larry Timm
VACANT

WINNEBAGO COUNTY

Jon Doemel
(Jerry Bougie, Alt.)
Shiloh Ramos
(David Albrecht, Alt.)
VACANT
Lori Palmeri
Robert Keller
Robert Schmeichel

EX-OFFICIO MEMBERS

Scott Nelson
Ronald McDonald