

# Addendum

*to*

## *20-Year Comprehensive Plan*



## **10-Year Update**

Prepared by the Village of Adell and UW-Extension Sheboygan County

**Adopted March 14, 2018**



**VILLAGE OF ADELL  
SHEBOYGAN COUNTY, WISCONSIN**

<b>PRESIDENT:</b>	Andy Schmitt
<b>CLERK/TREASURER:</b>	Kelly Rathke
<b>TRUSTEES:</b>	Brian Parr
	Jane Schneider
	Kim Peterson
	Leighton Holtz
	Jim Jentsch
	Arush Chahal

<b>VILLAGE PLAN COMMISSION:</b>	Andy Schmitt
	Jim Jentsch
	Leighton Holtz
	Jamie Ahrens
	Arlo Neumann
	Rupinder Chahal
	Andy Birenbaum



RESOLUTION No. 2018-1

**RESOLUTION APPROVING AN AMENDMENT (ADDENDUM / 10-YEAR UPDATE) TO THE COMPREHENSIVE PLAN FOR THE VILLAGE OF ADELL**

**WHEREAS**, the Village of Adell, pursuant to the provisions of Section 62.23 of the *Wisconsin Statutes*, has created a Village Plan Commission; and

**WHEREAS**, the Village Board adopted a comprehensive plan on March 14, 2007 (subsequently amended on May 14, 2008), following extensive public participation; and

**WHEREAS**, the Village of Adell has proposed a comprehensive plan addendum that will 1) update basic demographic data per the 2010 U.S. Census and similar sources; and 2) provide updated information regarding housing, economic development, transportation, and land use; and

**WHEREAS**, the Plan Commission confirms that the comprehensive plan, with the proposed addendum, contains all of the required elements specified in Section 66.1001(2) of the *Wisconsin Statutes* and that if there be any discrepancies between the comprehensive plan and the addendum, that the addendum, being newer, shall take precedence; and

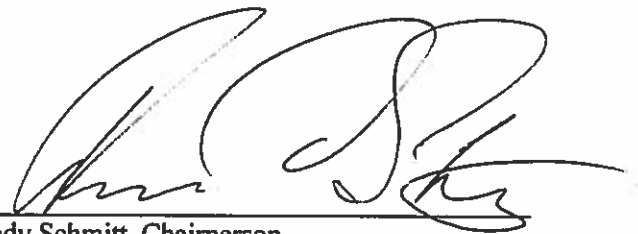
**WHEREAS**, the Village has duly noticed and held a public hearing on the proposed amendment, following the procedures in Section 66.1001(4)(d) of the *Wisconsin Statutes* and the public participation procedures for comprehensive plan amendments adopted by the Village Board.

**NOW, THEREFORE, BE IT RESOLVED**, that pursuant to Section 66.1001(4)(b) of the *Wisconsin Statutes*, the Village of Adell Plan Commission hereby approves the amendment to the comprehensive plan in the form of an addendum to said comprehensive plan.

**BE IT FURTHER RESOLVED** that the Plan Commission does hereby recommend that the Village Board enact an Ordinance adopting the comprehensive plan amendment.

Adopted this 14 day of MARCH, 2018.

Ayes 7 Noes 0 Absent 0

  
Andy Schmitt, Chairperson

ATTEST:

  
Kelly Rathke, Clerk/Treasurer



Ordinance No. 2018-1

**AN ORDINANCE TO AMEND THE COMPREHENSIVE PLAN OF THE VILLAGE OF ADELL, SHEBOYGAN COUNTY, WISCONSIN.**

The Village Board of the Village of Adell, Sheboygan County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 62.23(2) and (3) of the Wisconsin Statutes, the Village of Adell is authorized to prepare, adopt, and amend a comprehensive plan as defined in sections 66.1001(1)(a), 66.1001(2), and 66.1001(4) of the Wisconsin Statutes.

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

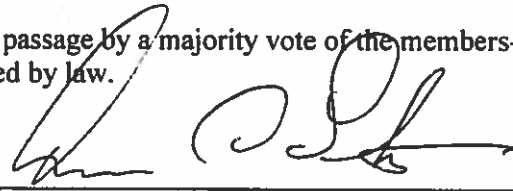
SECTION 3. The Plan Commission of the Village of Adell, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Village Board an amendment to the document entitled "ADELL 20-YEAR COMPREHENSIVE PLAN." Said amendment is entitled "ADDENDUM, 10-YEAR UPDATE, 2018" and is consistent with all of the elements of the aforementioned PLAN, as specified in section 66.1001(2) of the Wisconsin Statutes, and with the actions and procedures specified in section 66.1001(3) of the Wisconsin Statutes. Where there are discrepancies between said ADDENDUM and the PLAN, the ADDENDUM, being newer, shall take precedence.

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

SECTION 5. The Village Board of the Village of Adell, Wisconsin, does, by the enactment of this ordinance, formally amend the document entitled "ADELL 20-YEAR COMPREHENSIVE PLAN," pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication/posting as required by law.

ADOPTED this 14 day of March, 2018.

  
\_\_\_\_\_  
Village President

(Published/Posted): \_\_\_\_\_

(Approved, Vetoed):

Attest: Kelly Rathke  
Village Clerk/Treasurer





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## **INTRODUCTION**

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### **PURPOSE OF 10-YEAR UPDATE**

The *Village of Adell 20-Year Comprehensive Plan* was adopted as an ordinance on March 14, 2007 by the Adell Village Board, **and amended in April 2008**. For the majority of the years since, growth and development was slowed by the “Great Recession” of 2007 - 2009. Consequently, changes in population and land use have been slight. Nevertheless, during the period there has been a new U.S. Census (2010), Wisconsin Street was reconstructed, and the Village added infrastructure as a result of a Sheboygan County Non-Motorized Transportation Pilot Program project.

The purpose of this 10-year update, therefore, is to 1) acknowledge the Plan implementation accomplishments of the past 10 years, 2) add new data to the Plan document, and 3) fulfill the statutory requirement stated below.

### **State Planning Law**

Wisconsin State Statute 66.1001(2)(i) states: *Implementation element*. A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. **A comprehensive plan under this subsection shall be updated no less than once every 10 years.** [emphasis added]

### **WHY AN ADDENDUM FORMAT?**

One of the standard methods of updating a plan involves updating the entire document, from the first page to the last. For the Village of Adell that would entail making changes to dates, wording, typos, references, and graphics within the text. Approximately 40 tables and figures would have to be updated with more recent Census data or other data. Roughly a half-dozen maps would need revisions. Most notably, 99 goals, objectives, policies, and programs would have to be reviewed to determine whether they are still relevant.

Many of the items listed above were included in the Plan to satisfy statutory requirements rather than because they were related to critical issues. A substantial amount of time was spent compiling and reviewing this non-critical information. The Village believes its limited resources are now better spent on focusing solely on the highest current and emerging priorities. A separate addendum concentrates this focus better than a large comprehensive plan document.

Further, a separate addendum allows interested parties to access information regarding the Village's current and emerging priorities in a concise and stand-alone format.

### **Comprehensive Plan Internal Consistency**

If any inconsistency between this Addendum and the *Village of Adell 20-Year Comprehensive Plan (2007)* is found in the future, this Addendum shall take precedence.

## **PUBLIC PARTICIPATION**

The Village adopted a Public Participation Plan by resolution on June 11, 2003 that specified that some of the same activities used for the original Comprehensive Plan adoption could be used for amendments.

The Village Board delegated to the Village Plan Commission the role of overseeing the creation of the 10-year update to the Comprehensive Plan, to be known as the *20-Year Comprehensive Plan 2018 Addendum*.

## **VISION STATEMENT**

*“We envision Adell as a small village surrounded by a predominantly open space/agricultural area. Adell residents value a small town, neighborly atmosphere. We seek continued quality basic services, partnering with surrounding communities when beneficial.”*

## 20-YEAR COMPREHENSIVE PLAN IMPLEMENTATION RECAP

At the very least, the following have been worked on since the adoption of the Plan in 2007:

Recommendations	Tasks Accomplished
<p>Work with Sheboygan County in submitting appropriate materials for the County’s five-year updates to its <i>Outdoor Recreation and Open Space Plan</i>.</p>	<p>✓</p>
<p>Regularly monitor the quality and quantity of water pumped by the Village’s two high capacity wells.</p>	<p>✓ Consumer Confidence Reports and Certification forms have been prepared and distributed to water consumers and the DNR by July 1 of each year.</p>
<p>The Village will strive to work with state, regional, and county officials for the betterment of the area’s transportation system.</p>	<p>✓ Reconstruction of Wisconsin Street involved cooperation with Sheboygan County Transportation Department.                  ✓ Sidewalks were added due to cooperating with Sheboygan County and its Non-Motorized Transportation Pilot Project.</p>
<p>The Village will investigate funding mechanisms to help defray the cost of installation of sidewalks.                  - and -                  Consider following the spring 2005 plan commission recommendation regarding new sidewalks, and investigate funding mechanisms to help defray the cost of installation.</p>	<p>✓ The Village applied for and received funding from the NMTTP.</p>
<p>Vision triangles at intersections should be kept clear and the vision clearance regulations should be upheld per Section 13.1.90 of the Village’s Zoning Ordinance.</p>	<p>✓</p>
<p>The dislocation of households, businesses, industries, and institutional buildings as caused by the construction or reconstruction of transportation facilities should be minimized.</p>	<p>✓</p>
<p>Village officials will continue to urge residents to document problems and report them to Village Board members. The Village president will continue to communicate with local businesses and industries, and WDNR, to work toward satisfactory solutions.</p>	<p>✓</p>

<p>Adell will foster a strategy that serves to improve and revitalize the Wisconsin Street corridor and downtown area.</p>	<p>✓ Wisconsin Street was reconstructed in 2016.</p>
<p>Keep the Towns of Sherman and Lyndon apprised of any significant development proposals or changes to the Village’s future land use map.</p>	<p>✓ The Town of Sherman was notified of the 2008 amendment to the Village’s 10-Year and 20-Year Potential Land Use maps.</p>
<p>Continue mutual aid agreements, the Lakeview Community Library consortium, and all other current intergovernmental cooperation activities and policies of benefit to Adell residents.</p>	<p>✓</p>
<p>Participate in wastewater facility planning discussions as appropriate.</p>	<p>✓</p>

**Comprehensive Plan Amendment Process**

In cooperation with UW-Extension Sheboygan County, the Village created a “Comprehensive Plan Amendment Form” to provide a formal tracking and decision making process. This form was used when the Village adopted a Plan amendment in April 2008.

The April 2008 Plan amendment 1) extended the Village’s corporate boundary on the 10-Year and 20-Year Potential Land Use Maps to include lands directly south of Edgewood Avenue and designated those lands as “Natural Areas” or “Commercial/Residential Mix,” 2) replaced the “Comprehensive Plan Amendment Guide” on pages 8-21 and 8-22 with a land use intensity guide, and 3) added the modifier “high-intensity” to describe the commercial and industrial uses in Goal 2/Policy b on page 4-18 that would require separation from residential areas.

While “as needed” Plan amendments like the one described above will continue to be considered as they arise, more extensive updates to the Plan (e.g., this 2018 Addendum) will occur when appropriate. The Plan Commission and Village Board led this update, with assistance from UW-Extension, Sheboygan County, interested citizens, and key stakeholders.

## **BASIC INFORMATION & DATA FOR 2018**

There is a basic core of information that should be regularly updated. These updates are included in this Basic Information & Data chapter. (Note: Although the Census Bureau’s American Community Survey (ACS) contains more recent data than the 2010 Census, the small sampling size for a village like Adell renders the data unreliable. Therefore, ACS data is not used in this update.)

### **POPULATION CHARACTERISTICS**

#### **Historical Population Levels**

Figure 3.1a displays the fluctuation in population the Village of Adell has experienced in the past 35 years. Unlike other small villages in the County, and Sheboygan County as a whole, the Village of Adell has declined in population between 1980 and 2010.

<b>Figure 3.1a – Historical Population Levels, 1980-2010, Adell &amp; Selected Areas</b>					
<b>Year</b>	<b>Village of Adell</b>	<b>Village of Cascade</b>	<b>Village of Glenbeulah</b>	<b>Village of Waldo</b>	<b>Sheboygan County</b>
1980	545	615	423	416	100,935
1990	510	620	386	442	103,877
2000	517	666	378	450	112,656
2010	516	709	463	503	115,507
<b>Change</b>	<b>- 5%</b>	<b>15%</b>	<b>9%</b>	<b>21%</b>	<b>14%</b>

Source: U.S. Census Bureau

#### **School Age, Working Age, and Retirement Age Groups**

Figure 3.3a shows Adell’s percentages of various ages groups are not unusual when compared with the rest of the County. School age children have decreased while retirees have increased.

<b>Figure 3.3a – Population by Age Groups, 2000 &amp; 2010, Village of Adell</b>					
<b>Age Groups</b>	<b>2000 Totals</b>	<b>2000 Percentage of Total Pop.</b>	<b>2010 Totals</b>	<b>2010 Percentage of Total Pop.</b>	<b>Sheboygan County 2010 Percentage of Total Pop.</b>
<u>Pre-School Age</u> Under 5 yrs	21	4.1%	30	5.8%	6.2%
<u>School Age</u> 5-17	113	21.9%	90	17.4%	17.7%
<u>Working Age</u> 16-64	331	64.0%	329	63.8%	64.4%
<u>Retirement Age</u> 65+	66	12.8%	81	15.7%	14.6%

Source: U.S. Census Bureau, DP-1

#### **Residents 60 Years of Age or Older**

The percentage of residents 60 years of age and older has increased far faster than the population as a whole (compare Figure 3.4a to Figure 3.1a).

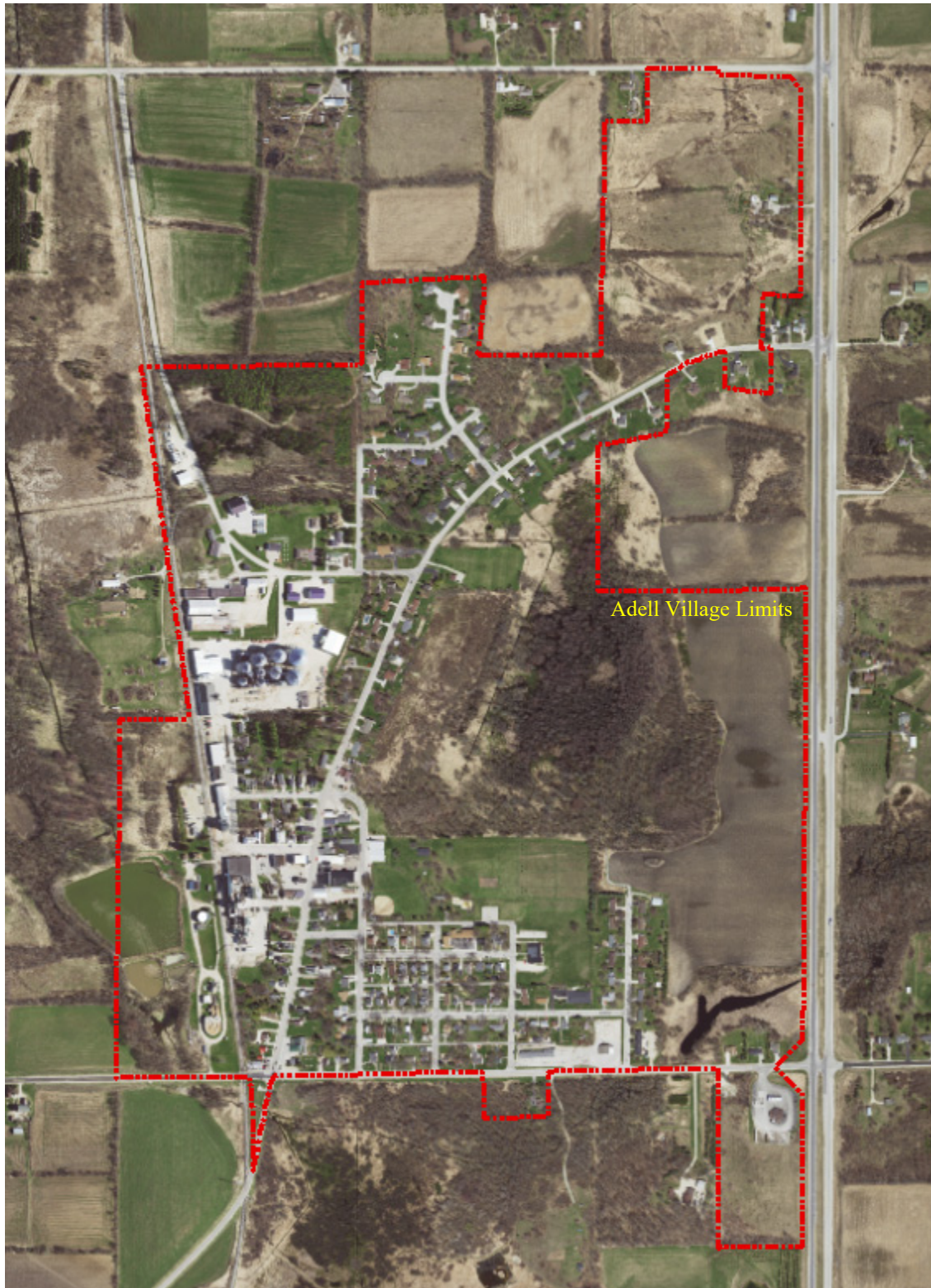
In raw numbers there are more older residents in cities, but there has been a large percentage of increase in villages—which may not be as prepared to handle an aged population. Although the Village of Adell has not experienced as dramatic of an increase as other villages, this trend should still be considered when planning for the future needs of the Village. For example, residents in towns and villages often must drive several miles to larger grocery stores, major health care facilities, and so forth, and this typically becomes more challenging as people age.

<b>Figure 3.4a – Number of Residents 60+ Years of Age, Adell &amp; Selected Areas</b>					
<b>Geographic Area</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Change 1980-2010</b>
Village of Adell	88	85	87	117	29 (33%)
Town of Sherman	178	201	225	298	120 (67%)
Average of all villages in Sheboygan County	178	197	240	302	124 (70%)
Average of all cities in Sheboygan County	4,136	4,401	4,222	4,327	191 (5%)

*Data source: U.S. Bureau of the Census*



**Map: Figure 1.3a, 2014 Orthophoto** (Source: Sheboygan County)



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**HOUSING INVENTORY**

**Total Housing Units**

Despite minimal population growth, the total number of housing units increased by 19% from 1980 to 2010 in the Village of Adell. (This was likely due to the decreasing size in the number of persons per household.) Nevertheless, the increase in housing units was significantly lower than similarly sized villages, and the County as a whole.

<b>Figure 3.5a – Total Housing Units, 1980-2010, Adell &amp; Selected Areas</b>					
<b>Area</b>	<b>Year</b>				<b>Percent Increase</b>
	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>1980-2010</b>
Village of Adell	188	189	216	224	19%
Village of Cascade	215	220	269	291	35%
Village of Glenbeulah	147	144	160	204	39%
Village of Waldo	149	155	174	209	40%
Sheboygan County	36,716	40,695	45,947	50,766	38%

Source: U.S. Census Bureau, DP-1

**Housing Permits**

Although new construction in the Village—like just about everywhere in Sheboygan County—has been very slow since 2005, there has been a significant amount of remodeling done to maintain the overall quality of the housing stock. In fact, upwards of 43% of the housing units in Adell have taken out permits for remodeling during the period.

<b>Figure 3.6a – Total Housing Permits Issued 2005-2016, Village of Adell</b>		
<b>Year</b>	<b>New Construction</b>	<b>Remodeling</b>
2005	2	1
2006	2	1
2007	1	4
2008	0	18
2009	0	11
2010	0	15
2011	0	12
2012	2	15
2013	0	2
2014	0	2
2015	0	8
2016	0	8
<b>Total</b>	<b>7</b>	<b>97</b>
<b>Average/Yr.</b>	<b>0.6</b>	<b>8.1</b>

Source: Village of Adell

**Housing Occupancy and Tenure**

The percentage of owner-occupied housing is somewhat lower than in other similarly sized villages in Sheboygan County. Over time this could lead to less attention paid to maintenance and landscaping in a larger segment of the housing stock than normal. However, the higher rental occupancy also indicates Adell is more affordable than other villages to move into, at least initially.

<b>Figure 3.9a – Housing Occupancy and Tenure, 2000 &amp; 2010</b>								
	<b>Village of Adell 2000</b>		<b>Village of Adell 2010</b>		<b>Average: Cascade, Glenbeulah, Waldo 2000</b>		<b>Average: Cascade, Glenbeulah, Waldo 2010</b>	
<b>Units</b>	<b>Number</b>	<b>Number</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Occupied	207	96%	210	94%	192	96%	222	94%
Owner	145	70%	153	68%	155	77%	178	76%
Renter	62	30%	57	25%	37	18%	44	19%
Vacant	9	4%	14	6%	9	4%	13	6%
Seas., Recr., Occas. Use Other	0	0%	0	0%	1	0.5%	1	0.4%

Source: U.S. Census Bureau, DP-1

**Age of Housing**

As indicated by Figure 3.10a, 31% of Adell’s 224 housing units were built before 1940, which means they are at least 75 years old. This might indicate a high percentage of aged housing stock needing rehabilitation, refurbishment and/or additional maintenance. A high percentage of older homes in small villages is not unusual, as Figure 3.10a shows.

Depending on cultural factors and architectural styles, a high percentage of older houses can hint at the historical character and charm of a community. This may be something a community wishes to preserve. On the other hand, coupled with a higher than normal percentage of rental occupancy, as in Adell, this may signal a housing stock in possible danger of deterioration.

<b>Figure 3.10a – Year Structure Built, Adell and Selected Villages</b>			
<b>Year Structure Built</b>	<b>Number of Units in Adell</b>	<b>Percentage of Adell Housing Stock</b>	<b>Percentage of Housing Stock in Cascade, Glenbeulah, Waldo</b>
April 2000 to March 2010	6	2.7%	8%
1990 to March 2000	29	12.9%	13.9%
1980 to 1989	8	3.6%	3.4%
1970 to 1979	34	15.2%	8.6%
1960 to 1969	21	9.4%	6.8%
1940 to 1959	56	25%	16.1%
1939 or earlier	70	31.3%	43.1%

Source: U.S. Census Bureau, 2000 and 2010, DP-1

**Housing Values**

Housing value is another factor that can help determine the overall suitability of local housing. The median value of an owner-occupied home in Adell was comparable to values in other small villages.

<b>Figure 3.14a – Median Home Values in 2015, Adell and Selected Villages</b>	
<b>Village</b>	<b>2015 Median Home Value<sup>1</sup></b>
Adell	\$108,129
Cascade	\$109,052
Glenbeulah	\$114,470
Waldo	\$104,898

*Source: Sheboygan County Land Records, Assessment Roll, and WDOR fair market value ratios*

<sup>1</sup>*Includes garage and minor outbuildings*

**Housing Market**

A comparison of the most recent subdivisions platted in Glenbeulah, Adell, and Waldo gives the impression at first glance that the market for new housing in Glenbeulah has been substantially better than the market for such housing in Adell and Waldo.

<b>Figure 3.17 – Development of Recent Subdivisions, Adell and Selected Villages</b>		
<b>Name of Subdivision, Location, and Year Platted</b>	<b>Number of Lots</b>	<b>Number of Lots Developed</b>
Nature’s Ridge, Adell, 2006	38	2
Hunter’s Grove, Waldo, 2007	30	1
Kettle Moraine Highlands 1 <sup>st</sup> Addn, Glenbeulah, 2004	26	16
Kettle Moraine Highlands, 2 <sup>nd</sup> Addn, Glenbeulah, 2005	12	6

*Source: Sheboygan County*

It is important to take into consideration, however, that Glenbeulah’s Kettle Moraine Highlands Additions (2004-05) had two years to sell and develop lots prior to the “Great Recession”—an advantage the subdivisions in Adell and Waldo did not have. After 2008, on the other hand, only two homes were built in Kettle Moraine Highlands.

**ECONOMIC INFORMATION AND DATA**

**Economic Development Programs and Resources**

This section briefly updates some of the programs and resources available to the Village of Adell that are designed to help grow the local economy through the addition of businesses through development, recruitment, and expansion efforts.

Wisconsin Small Business Development Center at UW-Green Bay

The Wisconsin Small Business Development Center is a statewide network supporting entrepreneurs and business owners through no-cost, confidential consulting and targeted educational programs. Regional SBDC experts facilitate improvement and growth for small and emerging mid-size companies and help launch successful new enterprises.

([www.wisconsinsbdc.org](http://www.wisconsinsbdc.org))

County Economic Development Officials/Contacts

Sheboygan County has a County Economic Development Corporation ([www.sheboygancountyedc.com](http://www.sheboygancountyedc.com)) and a Chamber of Commerce ([www.sheboygan.org](http://www.sheboygan.org)) that assist with the community economic development needs of area towns, villages, and cities.

**Personal Income**

From 2014 to 2016 the per return income for residents in the Village of Adell went from being the highest among the other small villages to nearly the lowest. The increase for Adell’s residents during the period was almost flat, and was substantially less than for residents of the other villages and the County overall.

<b>Figure 4.8a – Municipal per Return Income<sup>1</sup>, Village of Adell &amp; Selected Areas</b>				
	<b>Dollars</b>			<b>% Change</b>
<b>Area</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2014-2016</b>
Adell	\$47,780	\$47,202	\$48,026	0.5%
Cascade	\$42,500	\$48,831	\$47,756	12.4%
Glenbeulah	\$45,510	\$48,313	\$48,123	5.7%
Waldo	\$46,940	\$50,604	\$49,765	6.0%
Sheboygan County	\$50,690	\$53,311	\$53,418	

Source: Wisconsin Municipal Per Return Income Report, for years cited.

<sup>1</sup>Adjusted gross income. Dollar amounts are the average (mean) return income.

**Community Finances**

A community must be aware of its ability to generate sufficient public revenues to provide the types and levels of services expected by its citizens. Figure 4.12a provides a recent history of the taxes levied in the Village of Adell. Overall, the Village’s tax base has held fairly steady.

<b>Figure 4.12a – Recent History of Property Taxes Levied, Village of Adell</b>			
<b>Year Levied</b>	<b>Village Share of Total Property Tax<sup>1</sup></b>	<b>Total General Revenues<sup>1</sup></b>	<b>Percent Change Total General Revenues from Prior Year</b>
2012	\$229,651	\$413,800	- 30.3%
2013	\$227,968	\$393,800	- 4.8%
2014	\$220,095	\$384,900	- 2.3%
2015	\$219,525	\$394,500	2.5%

Source: Wisconsin Department of Revenue

<sup>1</sup>Wisconsin Department of Revenue, Town, Village, and City Taxes, for years cited.

<sup>2</sup>County and Municipal Revenues and Expenditures, for years cited. Includes taxes, intergovernmental revenues, and miscellaneous revenues.

As shown in Figure 4.14a, the full equalized value of property within the Village declined 1.3% the period 2012 to 2015. For comparison’s sake, the full value of all villages in Wisconsin combined increased 2.7% during this same period. However, the full value of all villages in Sheboygan County fell by 1.1%. For whatever reason, the recovery of property values from the “Great Recession” has lagged behind in Sheboygan County.

<b>Figure 4.14a – Recent History of Full Value and Public Indebtedness, Village of Adell, 2012-2015</b>				
<b>Year</b>	<b>Full Value<sup>1</sup></b>	<b>Debt Limit (5% of Full Value)</b>	<b>Total General Obligation Debt<sup>2</sup></b>	<b>Debt Margin</b>
2012	\$34,380,700	\$1,719,035	\$740,000	\$979,035
2013	\$33,989,700	\$1,699,485	\$665,000	\$1,034,485
2014	\$35,283,400	\$1,764,170	\$600,000	\$1,164,170
2015	\$33,924,700	\$1,696,235	\$530,000	\$1,166,235

Source: Wisconsin Department of Revenue

<sup>1</sup>Town, Village, and City Taxes, for years cited.

<sup>2</sup>County and Municipal Revenues and Expenditures, for years cited.

The ability to finance community projects is measured in general obligation debt capacity. According to the Wisconsin Constitution, there are limits on how much a municipality may borrow. Municipalities are limited to an amount equal to 5% of the equalized value, or full value, of the unit of government. As indicated by Figure 4.14a, the Village of Adell’s total general obligation debt as of December 31, 2015 was \$530,000, which was only 1.6% of its full value, and about 31% of the \$1,696,235 it could legally borrow.

Adell's debt decreased from 2012 to 2015, putting its debt total just slightly below the statewide average for villages of 1.9% of full value, which was itself a low amount. The per capita debt for Adell was \$1,031 at the end of 2015—substantially lower than the statewide per capita debt for villages of \$1,725.

Conservative borrowing is a sound and legitimate financial strategy. However, it should also be noted that villages do have the capacity to more assertively invest in themselves by taking advantage of their substantial debt margin to upgrade local infrastructure, provide additional services, or create improvement programs.



**TRANSPORTATION**

**Condition of the Village Street System**

The Village of Adell has 4.2 miles of roads, 2.3 of which are local village streets. Based on data in the Pavement Surface Evaluation and Rating (PASER) system, of the 2.3 miles of village streets, only 0.2 miles (8.9%) were rated as “Poor” or worse. Some villages and towns in Sheboygan County have far more concerns—Glenbeulah and Lima, for instance, where 25% and 52%, respectively, of roadways were rated Poor or worse. Approximately 12% of roads in the surrounding Town of Sherman were rated poor or worse.

<b>Figure 5.4 – Percentage of Pavement Rated Poor or Worse, Villages in Sheboygan County, as of January 1, 2017</b>					
<b>Village</b>	<b>Miles</b>	<b>Percentage of Local Streets Rated “Poor” or Worse</b>	<b>Village</b>	<b>Miles</b>	<b>Percentage of Local Streets Rated “Poor” or Worse</b>
Adell	2.26	8.9%	Howards Grove	16.51	1.9%
Cascade	3.60	0.0%	Kohler	18.91	0.0%
Cedar Grove	10.30	4.6%	Oostburg	17.12	7.1%
Elkhart Lake	6.14	0.0%	Random Lake	11.20	2.6%
Glenbeulah	3.00	24.7%	Waldo	3.60	5.0%

Source: Wisconsin Department of Transportation – Wisconsin Information System for Local Roads.

**Funding for Village Streets**

The cost of constructing, maintaining and operating roads under local jurisdiction is defrayed through the provision of General Transportation Aids, which are distributed to all Wisconsin villages through a highway aids formula administered by the Wisconsin Department of Transportation. Aids for villages, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees. Beginning in 2017, the Village of Adell has also begun sharing in an annual portion (+/- \$6,000) of the newly adopted Sheboygan County sales tax revenue, which must be used for transportation projects.

<b>Figure 5.5 – Roadway Maintenance and Construction Expenditures, 2012-2015, Village of Adell</b>				
<b>Year</b>	<b>Roadway Maintenance, Construction Expenditures</b>	<b>Percent Change from Prior Year</b>	<b>State Highway Aids</b>	<b>Percent Change from Prior Year</b>
2012	\$101,900	- 7.6%	\$34,300	- 11.4%
2013	\$155,300	52.4%	\$40,100	16.9%
2014	\$98,200	- 36.8%	\$36,100	- 10.0%
2015	\$171,500	76.4%	\$39,200	8.6%

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

**Sheboygan County Non-Motorized Transportation Pilot Program (NMTTP) Bicycle and Pedestrian Transportation Planning**

Sheboygan County was selected to be one of four counties or metropolitan areas in the United States to participate in a Non-Motorized Transportation Pilot Program (NMTTP) as the result of the federal SAFETEA-LU act in 2005. As one of the four pilot communities, Sheboygan County was eligible for NMTTP funding to build bicycle and pedestrian facilities during federal fiscal years 2006 through 2009.

***Recommendations***

The Village President and the Director of Public Works provided input on the Village’s network priorities. Sheboygan County adopted the *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* in 2007. The Plan recommended the following short-term improvements for the Village of Adell:

<b>Figure 5.6 – Pedestrian/Bicycle Facilities Recommended within Adell</b>		
<b>Facility</b>	<b>Location</b>	<b>Status</b>
Bicycle lane	Wisconsin St. from Edgewood Ave. to Tower Ave.	Unbuilt
Bicycle lane/Sidewalk	Edgewood Ave. from Wisconsin St. to STH 57	Bicycle Lane Completed; Sidewalk Unbuilt
Bicycle lane	Tower Ave. from Wisconsin St. to Village Limits	Unbuilt

*Source: Village of Adell and Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035.*

The Plan also identified sidewalks in all areas lacking them as a long-term facility improvement. This has been addressed.

***“Areas of Concern”***

The *Sheboygan County Pedestrian & Bicycle Comprehensive Plan 2035* identified the following places in the Village where existing safety issues create a need to improve conditions:

- Edgewood Avenue (CTH A) from CTH I to the mini mart at STH 57 – *Traffic volume and safety are the main concern*
- Seifert Street and Wisconsin Street
- Milwaukee Street and Center Avenue
- Center Avenue and 1<sup>st</sup> Street

## **PUBLIC FACILITIES**

### **Public Water System**

The Village continues to be served by its own Adell Municipal Water Utility, which draws on two high capacity municipal wells within the Village at depths of 445 feet and 395 feet. The most recent Consumer Confidence Report, filed with the WDNR in 2016, revealed no violations for the contaminants required to be tested.

### **Sanitary Sewer Service**

The Village of Adell and the unincorporated hamlet of Hingham continue to share the Onion River Wastewater Treatment Plant. The plant was nearing capacity in 2007, but the development slowdown brought about by the Recession has enabled the plant to continue operating without upgrades. However, plant officials are now in the process of applying to the WDNR for a facilities upgrade that will include replacing outdated and worn out equipment along with improved effluent treatment, phosphorus reduction, and sludge storage and disposal. It is hoped that the ongoing effort to control and reduce clean water infiltration will improve the overall plant capacity by reducing the clean water that needs to be treated.

The WDNR's Compliance Maintenance Report (CMAR) for 2016 gave the Onion River Wastewater Treatment Plant a grade A rating (4.0 GPA), which places it in the "no action required" range.

### **Sanitary Sewage Collection System**

Adell's sanitary sewer system continues to serve all of the homes and businesses within the community. Repairs and maintenance to the sewage collection system are performed by Village work crews as well as by Kapur and Associates, an engineering firm whose services are contracted by the Village.

### **Existing Sanitary Sewer System**

The Village continues to be served by ten-inch diameter and eight-inch diameter lines, most of which are eight-inch. Additionally, there are four lift stations in the system. The lift station located at 608 Tower Avenue is the final collection point prior to the Onion River Wastewater Treatment Plant. Sewage from the Tower Avenue lift station discharges to the plant via a four-inch forcemain.

### **Investigation/Design Data**

Due to the little or no increase in the Village's population over the last several years, there has not been a major need for a master plan to address future development of the sewer system. Rather than expanding the plant now and putting a financial burden on existing users of the system, the Village feels it would be better to expand the plant when more growth is anticipated and evident, thus spreading the cost across a larger number of users.

### **Deficiencies in the Existing System**

Water infiltration is being addressed by manhole inspections. Seals, gaskets, and tuck pointing are being inspected on an ongoing basis and recorded by the Adell DPW.

**Storm Sewer System**

In 2016 during phase two of the Wisconsin Street reconstruction project, storm sewers were installed from Seifert Street to Tower Avenue. In 2018 a storm sewer will be installed from Tower Avenue to Highland Street on the west of the street to alleviate drainage problems along Wisconsin Street from sump pump discharge. With the water table rising, a ditch or storm sewer will be needed to drain this area. The conservancy district located north of Tower Ave is in the process of having a drain tile installed from the very north property line to the very south line to discharge into the creek. Ponding is developing on the northern edge affecting those properties abutting the conservancy district. It is hoped to have the property owners and village tile these areas to drain away the water.

**Telecommunications Facilities**

Cellular service is still spotty with certain carriers. Time Warner is now known as Spectrum. Verizon is now Frontier. Bertram Wireless provides wireless internet service and its infrastructure is located on the Village’s water tower. The Village’s Supervisory Control and Data Acquisition (SCADA) System is supplied by Bertram.

**Road and Other Maintenance**

One full-time and one part-time employee stationed at the Adell Maintenance Shed, located on Tower Avenue, provide maintenance to Village streets. The Village owns a variety of equipment for snow plowing, lawn maintenance, and for minor maintenance on streets and other repairs. Major work projects, which include grading, building roads, etc., are contracted with the County and private firms. The Sheboygan County Highway Department maintenance shed that was located at 234 Edgewood Avenue is no longer in operation. Nevertheless, the current maintenance system continues to be adequate for the Village, with normal equipment upgrades expected throughout the planning period.

**VEHICLES**

- 2006 GMC 3500 HD Dump Bed with Plow
- 2017 Ford 2500 Pickup Truck with Front Plow and Rear Salter
- 1999 Case 580 Super backhoe

**EQUIPMENT**

- 2004 New Holland 7-ft Front-end Lawn Mower
- Sewer Jet
- Telemetry System
- Trailer Mounted Generator

**Fire Department**

The Fire Department consists of 26 volunteer firefighters and currently owns the following trucks and equipment for its operations.

- 2005 Grass Fire Rig
- 1972 Ford Pumper
- 1987 Ford First Responder Unit
- 1995 International Tanker
- 1988 Ford Equipment Van
- 1990 Pierce Pumper

One of the major challenges for the Department, as in many communities, continues to be finding sufficient numbers of volunteers. Training requirements have become more time-consuming over

the years, and more residents are working outside the community, which leaves less time and opportunity to participate.

**Insurance Service Office (ISO) Grading**

The adequacy of fire protection within the Village is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. In 2016, the Village of Adell was rated a 04/4Y by the ISO, which is considered above average.

**Emergency Rescue Services**

Emergency services continue to be provided by the Adell First Responders, which has 14 EMS members on-call. Ambulance service continues to be provided to the Village by the Random Lake Fire Department.

## **NATURAL RESOURCES**

### **Emerald Ash Borer**

The most serious threat to a community's trees to arise in the last few years is the emerald ash borer. This pest is 100 percent fatal to native ash trees of any size, any age, healthy or unhealthy and it is estimated that more than 50 million ash trees are dead or dying in the Midwest because of this insect. Infested trees gradually die over a 2-4 year period.

Sheboygan County has been under an emerald ash borer quarantine since 2008. Since then, infestations have been detected in every town, village, and city in Sheboygan County except for the Town of Sheboygan.



*EAB photo: Wisconsin DATCP*

According to the *Emerald Ash Borer Resource Management Guide for Sheboygan County Communities*, in 2009 a tree inventory was conducted of public street trees and park trees in high use areas. (The inventory did not include public passive park and recreation spaces such as natural and wood areas.) This inventory lists 17 ash trees for Adell, all of them in Village Park. All were listed as being in good condition in 2009. Since then, three trees have been removed, and except for two or three trees, the remainder are infected.

Emerald ash borer was confirmed in Adell on August 3, 2017. For more information, see the state's official emerald ash borer website:

<http://datcpservices.wisconsin.gov/eab/index.jsp>

**LAND USE**

A detailed field inventory of land uses in the Village of Adell was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission. The most significant change has been the conversion of agricultural land to natural areas and/or open space.

**Figure 8.3a – Adell Land Use Amounts and Intensity, 2006 & 2017**

Land Use Type	Acres and % of Total Land in 2006 <sup>1</sup>		Acres and % of Total Land in 2017 <sup>2</sup>	
	Acres	%	Acres	%
Residential	126.0	30.4%	127.7	30.8%
Commercial	5.5	1.3%	7.7	1.9%
Industrial	23.3	5.6%	26.5	6.4%
Transportation	21.9	5.3%	21.9	5.3%
Communication / Utilities	1.0	0.2%	2.1	0.5%
Institutional / Governmental	5.1	1.2%	5.1	1.2%
Outdoor Recreation	6.9	1.7%	6.9	1.7%
Agricultural	81.9	19.8%	36.3	8.8%
Natural Areas / Open Space	135.6	32.7%	173.0	41.7%
Water Features	7.4	1.8%	7.4	1.8%

<sup>1</sup>Source: Bay-Lake Regional Planning Commission, 2002, and subsequent updates by Adell Smart Growth Committee.

<sup>2</sup>Source: Updated by UW-Extension Sheboygan County using aerial photography and local input.

**Land Use Issues and Conflicts**

The current industrial zone along the railroad tracks is filled to capacity or nearly so, which should help limit the potential for major new conflicts. Nevertheless, a buffer zone that includes a berm with trees was initiated between Adell Cooperative and property owners on Wisconsin Street after the construction of new grain bins. Further, Adell Whey and the Co-op are in the process of paving more of their lot areas to mitigate dust. Management at the whey company have reduced the smell complaints, but dust does become an issue at times.

In the fall of 2016 complaints were received about dust (airborne corn waste) settling on laundry hung outside, entering homes through ventilation systems, and ruining paint jobs on vehicles at a local business. When corn kernels are separated from the cob during combining, a thin membrane is still attached to each kernel. During handling, that membrane comes loose. Being very light, the particle becomes airborne. This is a common problem throughout the nation whenever corn is processed during the harvest season. Corn is processed at two local facilities, Adell Cooperative and Great Lakes Agri-Service, both of which operate under conditional use permits from the Village that prohibit excessive airborne particles.

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Figure 8.4a

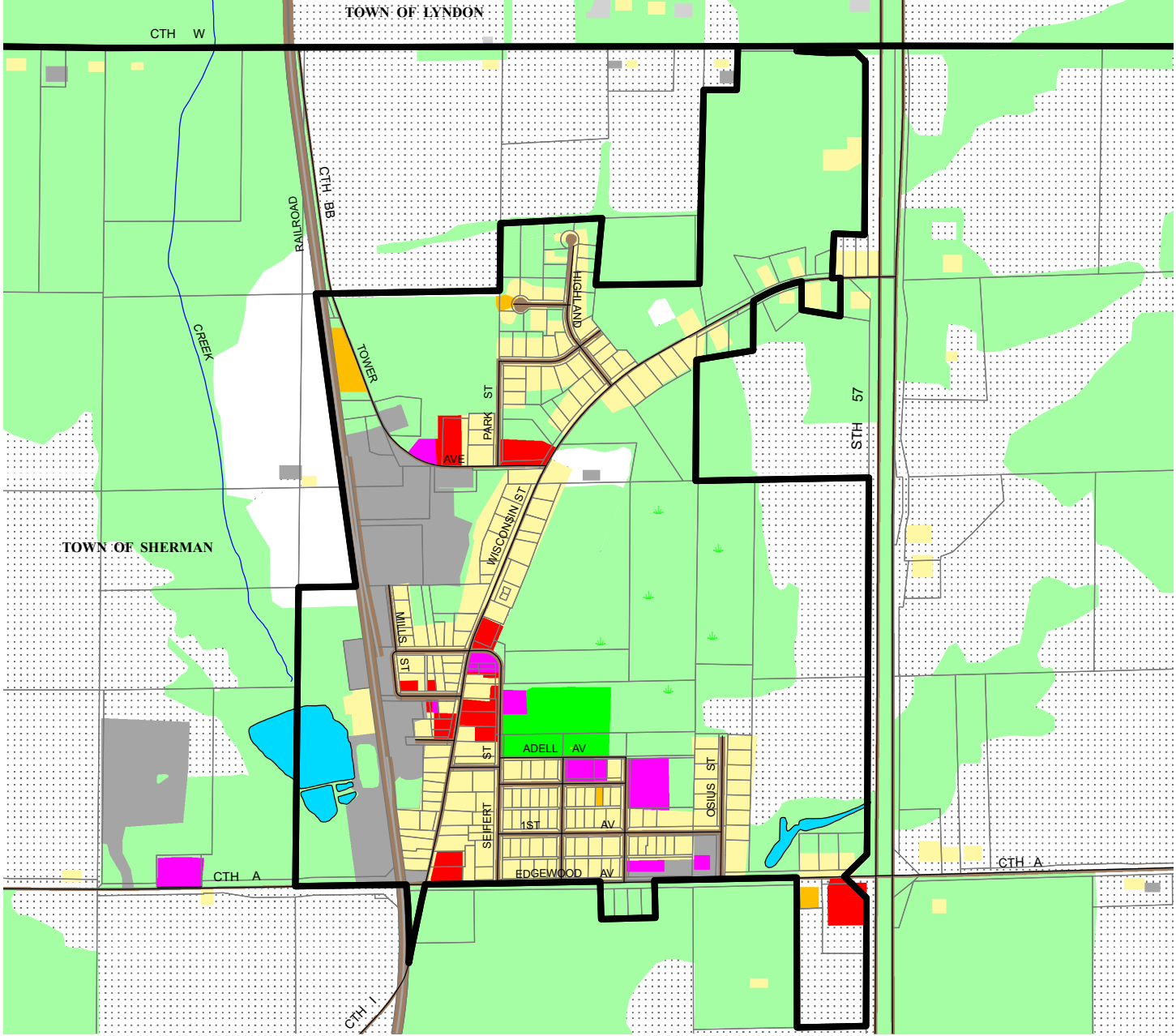
# Current Land Use (2017) Village of Adell Sheboygan County, WI

**Legend**

-  Village & Town limits
-  Residential
-  Commercial
-  Industrial
-  Transportation
-  Communication/Utilities
-  Government/Institutional
-  Outdoor Recreation
-  Agriculture/Silviculture
-  Open Space
-  Natural Areas
-  Stream
-  Surface Water



Prepared for the Village of Adell by Sheboygan County UW-Extension. Based on an initial land use inventory conducted by Bay-Lake RPC in 2002. Some updating done by Sheboygan County UW-Extension in 2006 and 2017.

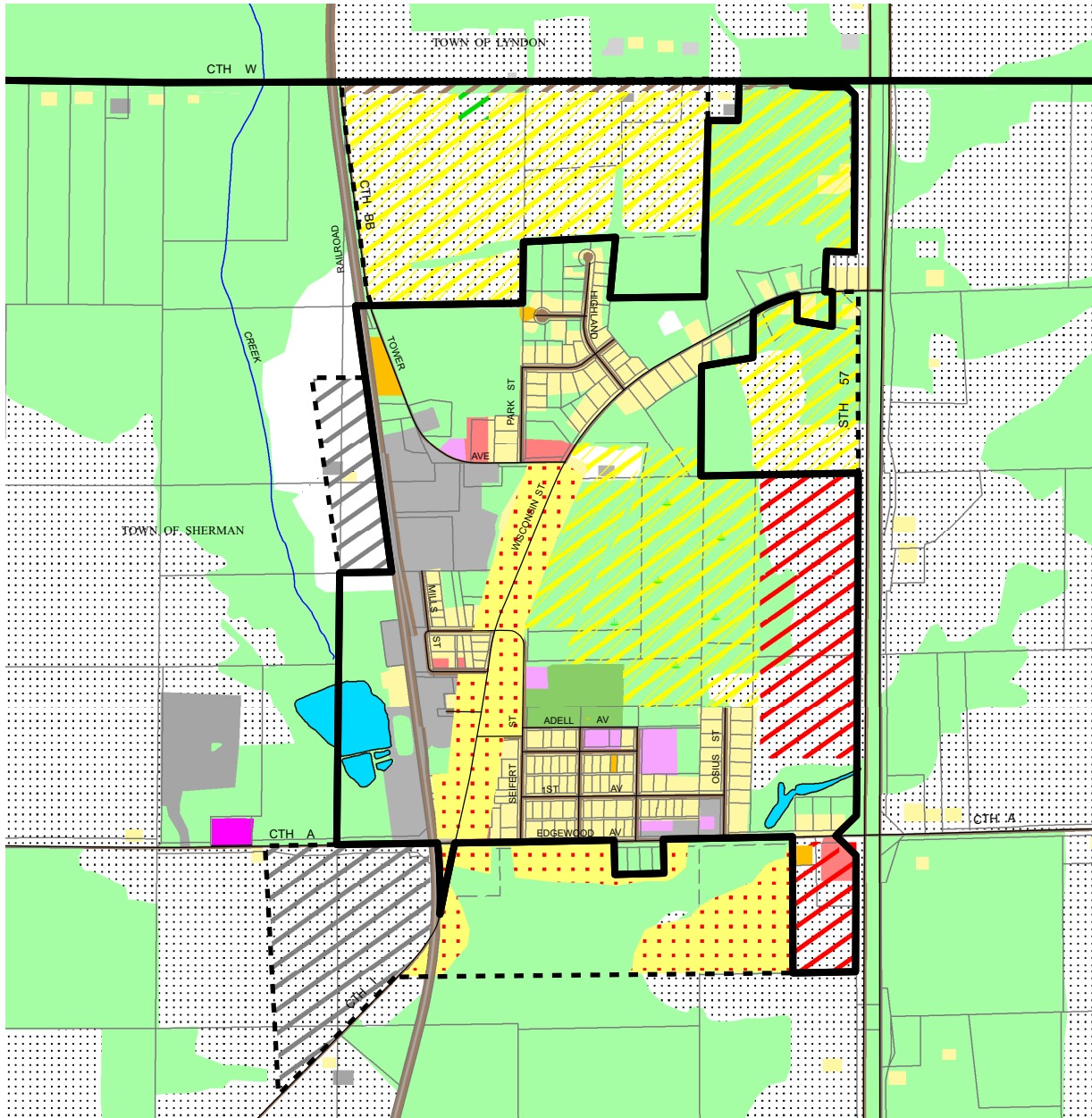


Data and mapping sources: Bay-Lake RPC, Sheboygan County, Village of Adell, and UW-Extension. (Land use outside Adell has not been updated.)

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Figure 8.8a

## 2027 Potential Land Use - Village of Adell - Sheboygan County, WI



### Legend

- Current Village & Town limits
- Potential expanded Village and public services boundary

### Potential 2027 Land Use

- Residential
- Conservation Subdivision
- Commercial
- Commercial / Residential Mix
- Industrial
- Transportation
- Outdoor Recreation

### Existing 2017 Land Use

- Residential
- Commercial
- Industrial
- Transportation
- Communication/Utilities
- Government/Institutional
- Outdoor Recreation
- Open Space
- Agriculture/Silviculture
- Natural Areas
- Surface water



500 250 0 500 1,000 1,500 Feet



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## IMPLEMENTATION

An effective strategy for implementing a comprehensive plan involves categorizing recommended programs and actions by who is the entity responsible for initiating the activities and when the activities would best be addressed. This is covered on pages 9-6 through 9-20 of the 20-Year Comprehensive Plan.

With the adoption of this 2018 Addendum, the following changes are made regarding the implementation of the 20-Year Comprehensive Plan (2007).

Page 9-6:

~~“Consider creating~~ ~~€~~ ~~create~~ a small “natural area plan” for the approximately 8-acre Village-owned natural area in the far northwest corner of the Village. ~~2007-2008~~ 2019-2020”

Page 9-7:

“Periodically, the Village Plan Commission will present a brief report to the Village Board on the state of natural resources in and adjacent to the Village. This will help local officials stay on top of any concerns before they become problems. ~~2008, 2010, 2012, etc.~~ As needed”

Page 9-10:

“In order to promote traffic safety and maintain the efficiency of STH 57, the Village should work with WisDOT to minimize, as much as possible, direct access to this principle arterial. This can be achieved by requiring adequately spaced access points and frontage roads for access to numerous properties, or driveway accesses that are able to serve more than one property. ~~2007-2008~~ Ongoing”

Page 9-12:

“Consider opportunities to upgrade telecommunications service within the Village to increase cellular service reliability. Share facility upgrade information with neighboring communities and work cooperatively on siting alternatives. ~~2007-2008~~ Ongoing”

Page 9-13

“Consider opportunities to upgrade broadband (e.g., fiber optic) infrastructure within the Village. Contact local Internet provider to complete a needs assessment for the Village and neighboring communities and work cooperatively to consider potential cost-sharing opportunities. ~~2007-2008~~ Ongoing”

Page 9-15

Seek to establish a regular and ongoing (~~annually, during the third week of May~~) intergovernmental forum to discuss boundary issues, shared service opportunities, and any other items of mutual concern. Such a meeting will be facilitated by UW-Extension or similar organization. Representatives from the Town of Sherman, Village of Adell, and Village of Random Lake will include the board president/chair, a board member-at-large from each community, and a plan commission member-at-large from each community, for a total of nine representatives. Recommendations resulting from these joint meetings will be brought back to the appropriate governmental bodies for final review and consideration. ~~2007~~ As needed”

Page 9-15

“To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure ~~will~~ should be mutually established by the three communities ~~within one year of adoption of the three comprehensive plans~~. This process ~~will~~ could be facilitated by UW-Extension or similar organization. ~~2007-2008~~ As needed”

### **Future Updating**

Anytime a significant amendment is made to a community’s adopted comprehensive plan, such an amendment may be considered to be an “update” that begins the 10-year count anew. Nevertheless, at some point, due to substantial changes inside and/or outside a community, it becomes advisable to do a comprehensive update.

Although an addendum was an appropriate choice for updating the 20-Year Comprehensive Plan in 2018, it is likely that a new comprehensive plan will be warranted by 2028.