

WINNEBAGO COUNTY DRAINAGE BOARD
LARSEN DRAINAGE DISTRICT
Annual Meeting Minutes
7:00 p.m. on September 25, 2025
Town of Winchester, 8522 Parkway Lane, Larsen, WI 54947

I. Call to Order

Board Members:	Howard Miller	PRESENT
	Peter Romberg	PRESENT
	David Sleik	EXCUSED
	John Kunde	PRESENT
	Michael Pfankuch	PRESENT
Clerical Support:	Holly Stevens	PRESENT
District Consultant:	Gerald Peterson	PRESENT
Engineer:	Ben Hamblin	PRESENT

II. Approval of Minutes

- A. Approval of the minutes of the May 22, 2025 Winnebago County Drainage Board Larsen Drainage District Meeting.

MOTION:

Motion by Board Member Kunde

Second by Board Member Pfankuch

Motion to approve the minutes from the May 22, 2025 Winnebago County Drainage Board Larsen Drainage District Meeting as presented.

Motion carried by unanimous voice vote.

III. Open Forum: Drainage District related Matters not on the Drainage District Board Agenda:

Board Member Kunde asked to discuss the area of the corridor adjacent to 7543 Mud Creek Road. He noted that for reasons unknown, TreeOs did not clean that portion of the bank or terrace. Admin Stevens noted that the area was included in the Corridor Maintenance portion of the agenda.

IV. Business:

A. McMahon Group

- GIS Update – Data Entry Update and 2026 Aerial Survey

Engineer Hamblin reported that the GIS platform is up to date including the maintenance work completed. He said he will have the Annual Report added as well.

He noted that at the last meeting they had discussed the new consultant for the aerial work that came in under budget and with a better product. He said he would like to use them again next year.

- Larsen-Winchester WWTP Modifications – Implications for Larsen Drainage District
- Add Larsen Winchester San. District service area boundary to GIS

Engineer Hamblin explained that development has been minimal in part due to the LWSD lagoon system capacity limits. He noted that the Sanitary District is now in the process of constructing a mechanical wastewater treatment plant that will have the capacity to support significant development in the area. He noted that such development will have a direct impact on the Drainage District resulting from the increase in usage and the related discharge volume.

Engineer Hamblin said that the Drainage Board is well positioned to address development with the work completed in the past few years. The condition of the corridor and the inventory of the drains will facilitate the informed evaluation of development proposals. He explained that it all dovetails together into what Chair Miller has been investigating in regard to Drainage Board Permitting controls. He suggested the Board consider implementation of oversight and to what extent that oversight should be.

He said the logistics of the review and approval process for storm water management related to new development. He suggested considering the required annexation of lands being developed into the district if they are not already part of it. He said this would be one way of expanding the tax base within the watershed area as development occurs.

Chair Miller added that he has attended a lot of the state sponsored meetings and the biggest challenge that Drainage Boards across the state are facing is development. He said the development creates a lot more runoff which creates issues with the drainage districts.

Board Member Pfankuch asked if Engineer Hamblin has heard of any specific development proposals for the area. Engineer Hamblin explained that while there are currently no specific proposals, there are specific conditions in place that will eventually lead to development. He explained that in general developers look at lands that have Sanitary Sewer because they profit more with that available.

Engineer Hamblin explained that in his experience, the issue that is of most concern is flooding resulting from storm events. He said it is essential for the storm water management to be properly planned to limit the rate of flow during and after large events so as not to overwhelm the corridor and to prevent flooding. Regionally, incidents have resulted from insufficient planning for storm water, causing property damage from flooding. He said establishing Drainage Board oversight would provide some control over development in order to prevent flooding events. He said in the next 5-10 years, there is likely going to be some significant development that the Drainage Board will have to take a look at.

Board Member Pfankuch asked if there is a limit, statutory or otherwise, to how far we can expand our boundaries. Chair Miller explained that we can expand our boundaries within the watershed, but we have to show a benefit to the properties being added. He said that it often requires an engineering study which can get very expensive.

Engineer Hamblin noted that a 20-acre subdivision is going to produce a lot more runoff than the 20-acre farm field that was there before the development occurred. He said the

Board may want to figure out a way to automatically add the development to the district because they will be contributing to the runoff. He said it is nothing to lose sleep over now, but it is one of those things for which the Board should be gearing up to address. He said he would rely on the experience of other drainage boards, especially Outagamie County.

Admin Stevens recommended that communication with the Towns of Clayton, Winchester, and Winneconne should be kept open so that we can be involved when subdivision proposals come forward.

B. Chairman's Report

- Water Levels

Chair Miller provided the Army Corps data from the Lake Winnebago water levels for September 2024 through August 2025. He noted that, except for a couple heavy rain events, they kept the water level within their planned goals. He said there is another meeting coming up on October 7 in Appleton. He said they will be discussing the next year, but he does not expect things to change much.

- WI Association of County Drainage Board – Outreach Committee Meeting Summary

Chairman Miller reported that the meeting was very informational, however, much of the discussion was about requirements of the Board and fortunately, we are already meeting the requirements. Specifically, the Annual Inspection and Annual Report requirements, the landowner notifications of the Annual Meeting and Board Member terms.

- WI Association of County Drainage Boards Membership

Chair Miller explained that each year, the WI Association of County Drainage Boards holds an annual meeting to address the issues and concerns which districts across the state are facing. The association charges a \$100 membership fee to offset the costs of their operations which benefit the individual districts. Chair Miller recommended continuing the membership as it has proven useful and informational.

MOTION:

Motion by Board Member Kunde

Second by Board Member Pfankuch

Motion to approve the continued membership in the Wisconsin Association of County Drainage Boards and to approve payment of the annual membership fee.

Motion carried by unanimous voice vote.

C. Landowner Maintenance Requests Update

At the May 22, 2025 meeting, the Board directed Admin Stevens to send letters to property owners with flow obstructions identified on their property. Letters were sent on June 23, 2025 to the following:

Property owner	Address	City ST Zip	Parcel
Daniel Jacobson	7165 Roys Road	Winneconne, WI 54986	030-0059
Renee Morris	6966 County Road M	Winneconne, WI 54986	030-0058
Randy and Diana Aronson	7250 Roys Road	Winneconne, WI 54986	030-0028
Daniel and Cherie Aronson	7160 Roys Road	Winneconne, WI 54986	030-0042-03
David and Renee Bork	7265 Cloverland Lane	Winneconne, WI 54986	030-0041
Treehouse Properties LLC	7160 Roys Road	Winneconne, WI 54986	030-004201
Ricky Oostra	5770 Woodland Road	Winneconne, WI 54986	028-0913-01
Cross Farms Real Estate LLP	7547 Green Meadow Road	Oshkosh, WI 54904	028-0925
Peterson Grain Farms LLC	5789 Lakeview Road	Larsen, WI 54947	028-0916
Elissa Nicewander and William Brand	7542 Steeple Hill Drive	Winneconne, WI 54986	028-0945-01
Peter Romberg	5200 Breezewood Lane	Winneconne, WI 54986	028-0945 and 028-0946
William and Mary Pucci	5020 Breezewood Lane	Winneconne, WI 54986	028-0941
Aaron Thums	7550 Romberg Road	Oshkosh, WI 54904	028-0937
KLE Properties Oakridge LLC	6991 State Road 76	Neenah, WI 54956	006-0762, 006-0760-01, and 006-0760
Jack Borchert	4551 Grandview Road	Larsen, WI 54947	006-0523
Valley Creek Farms	133 Oak Ct	Berlin, WI 54923	006-0547-03
Keith Salm Liv Tst	2830 Larsen Road	Neenah, WI 54956	006-0549
Winnebago County Parks Department	625 E County Road Y, Suite 500	Oshkosh, WI 54904	006-0541-02
James and Karla Holl	8258 Hickory Ave	Larsen, WI 54947	006-0545-03
David and Lori Weyland	8653 Center Road	Neenah, WI 54956	006-0535
Northeast Asphalt	W6380 DESIGN DR	Greenville, WI 54942	006-0532-02
WisDOT	944 Vanderperren Way	Green Bay, WI 54304	006-0459-02

The letter included the following information:

The Wisconsin Department of Agriculture, Trade, and Consumer Protection requires the Winnebago County Drainage Board to manage the Larsen Drainage District Ditch (i.e. the Arrowhead River). Over the past five years, the Board has performed annual inspections using UAV image collection along the approximately eight-mile course of the ditch. The data collected is used to monitor conditions, as well as to satisfy the statutory requirements relating to management of the district and annual reporting.

While the Drainage Board is responsible for governance of the ditch and conducts major maintenance projects such as dredging, sediment removal, erosion prevention, etc., property owners are responsible for basic maintenance of their section of the ditch. In spring 2025, the imagery collected during the inspection identified an issue along your section of the ditch which impedes the flow of the waterway. The Board is requesting you review the enclosed photo(s) and take the needed corrective action to remove the obstruction(s) from the waterway.

The Winnebago County Parks Department reached out to Chair Miller indicating they were willing to address the issues but needed more information. Also, Tanor Eckland (KLE Properties Oakridge LLC) called the Chair to report that the obstruction along his section of the corridor was removed. James and Karla Holl called to report that they removed a tree from the corridor as well. There have been no communications from the other property owners. The Board discussed the other obstructions and determined that many resolved themselves (floating down stream) or were removed. It was determined to re-evaluate with the annual inspection imagery in the spring.

Board Member Kunde asked if the list of obstructions has been reduced with time. Admin Stevens explained that the list will never entirely go away simply as the natural result of weather and time. She noted that she hopes that the repeated notifications create an awareness among property owners and as a result, when issues arise, maintenance is automatically done, reducing the need for action by the Board.

D. Corridor Maintenance

- 2025 Brush Cutting / Mowing Project Update (north of Hickory ~0.3 miles)

Admin Stevens reviewed that at the May 22, 2025 meeting, the Board approved a proposal submitted by Pete Vanden Heuvel (PJs Electric, LLC) to complete approximately 0.3 miles of brush cutting and mowing north of Hickory Avenue for a cost not-to-exceed \$11,500.

Work to clear the side of the corridor which abuts the WIOWASH Trail was completed in early July. Progress billing was submitted and paid in the amount of \$7,000. The contractor plans to complete the rest of the project on the other side of the corridor later this year.

- New Growth Maintenance Proposals – Weed Spray and Cutting/Mowing Options

Admin Stevens reported that the 2025 budget included approximately \$5,000 for weed spraying along the sections of the corridor which have been cleaned up in the past couple of years. The areas include south of Oakridge Road to STH 45 which was completed in 2024; and STH 45 westward for approximately 1 mile which was completed in 2023.

At the May 22, 2025 meeting, Board Member Romberg reported that he had reached out to two contractors (Green Boys who were recommended by TreeOs and Legacy Land Restoration LLC) regarding weed spray but he had not yet received a response as of that meeting.

At the last meeting the Board further discussed these areas, noting that the area west of STH 45 is being maintained by the adjacent property owners, eliminating the need for spraying or cutting of new growth by a contractor. The Board asked Mr. Vanden Heuvel to provide a proposal for cutting and/or mowing the new growth in the section between STH 45 and Oakridge Road as an alternative to spraying.

Prior to this meeting, Mr. Vanden Heuvel drove the section between STH 45 and Oakridge and determined that no 'spraying' or spot cutting is needed at this time. The regrowth is primarily grass but for one small area that isn't of consequence right now. However, as discussed at the last meeting and confirmed by Mr. Vanden Heuvel, there is an area adjacent to 7543 Mud Creek Road that TreeOs did not trim. He said he would be willing to clean that up but thinks that it will be necessary to talk with the landowner first as it is right by someone's yard.

- 2026 Brush Cutting / Mowing Project Consideration

The Board discussed the continuation of the systematic maintenance of the corridor, identifying the next section(s) in need of brush cutting/mowing maintenance.

Along with the 'missed' area noted above, the Board identified the next sections as follows:

The next 'leg' of the corridor is approximately 0.25 miles and continues north from the end of the current project to County Road II. Northeast Asphalt is the property owner on both sides of this section.

The northernmost ‘leg’ of the corridor runs between County Road II and STH 10 is approximately 0.85 miles. Adjacent property owners include the Wisconsin Department of Transportation, Ory Rev Trust, and Rick Rubbert.

Admin Stevens reported that Mr. Vanden Heuvel indicated he is willing to look at and provide proposals for the area(s) of the corridor the Board decides to work on in 2026. He would like put a proposal together after the leaves fall. It was suggested that the Board call a meeting in late November or December to consider the costs so, if approved, the work can be completed over the winter as weather and conditions permit.

DIRECTION:

The Board requested that 3 individual proposals, one for each of the areas discussed, be developed for their consideration at the next meeting.

E. Administrative / Clerical Services Contract Renewal

Admin Stevens reported that for the past three years, the Board has approved 1-year Agreements for Administrative and Clerk Services effective for the calendar year, with the current agreement expiring on December 31, 2025. As such, the Board is being asked to again consider its needs for administrative and clerical services and if renewal and continuation of the current agreement is warranted.

Admin Stevens explained there are several options for the board to consider including but not limited to the following:

1. The Board could renew the agreement with Holly Stevens for continued services.
2. A Board Member could assume the role of administrative/clerical support.
3. The Board could negotiate a new agreement with one of the district municipalities (Clayton, Winchester, or Winneconne).
4. The Board could negotiate an agreement with another individual.

Admin Stevens provided an updated draft agreement for services noting the only change from the previous agreements is the term dates. She said if the agreement is acceptable to the Board, official action to renew the agreement would be in order. However, she noted that if the Board would like to explore other options, it may want to consider tasking one or two members with gathering the necessary information for evaluation and consideration.

Chair Miller said he would like to start by saying it has been very easy to work with Admin Stevens. He said she is efficient, and she does a very good job. Chair Miller said he would like to see her continue in that role.

Board Member Pfankuch suggested a wage increase may be in order. He noted that Ms. Stevens provides services for the Larsen-Winchester Sanitary District as well and he feels that the wage should be consistent with that.

Admin Stevens explained that the Sanitary District work is more extensive, requiring much more time. She said she is comfortable continuing at the same rate as the Drainage Board, especially considering the financial goals that the Board is working towards. She said an increase may be in order when the Board reaches financial solvency.

MOTION:

Motion by Board Member Romberg

Second by Board Member Kunde

Motion to renew the Agreement for Administrative and Clerical Services by and between the Winnebago County Drainage Board and Holly Stevens as presented.

Motion carried by unanimous voice vote.

F. Annual Inspection and Financial Report

The Board reviewed the 2024-2025 Annual Inspection and Financial Report compiled by Board Member Pfankuch and Administrator Stevens. It was noted that the report meets the statutory requirements for submission. The Board found the report to be accurate and in order.

MOTION:

Motion by Board Member Pfankuch

Second by Board Member Kunde

Motion to accept the 2024-2025 Larsen Drainage District Annual Inspection and Financial Report and to submit the report to the Winnebago County Zoning Administrator and the Department of Agriculture, Trade, and Consumer Protection as required by law.

Motion carried by unanimous voice vote.

G. 2025 District Tax Assessment Rates / Fees

Admin Stevens reviewed that the Larsen Drainage District property owners support the work performed by the District through Special Fees which are added to the property tax bills. Each property is charged a base rate plus a per acre fee.

The Board approved a 20% increase to the tax assessments last year, resulting in the following fees for the 2024 tax bills:

Parcels with Improvements	\$ 17.45 + per acre charge
Parcels without Buildings	\$ 5.82 + per acre charge
Per Acre Charge	\$ 1.85
Larsen-Winchester Sanitary District	\$ 3,079.30 Flat Fee
Northeast Asphalt	\$ 5,132.16 Flat Fee

Approximate Past Revenues:

2017 rates generated \$13,490.

2018 Board reduced rates by 10 percent generating \$12,154.

2019 Board reduced rates by 20 percent generating \$9,734*.

2020 Board maintained the same rates as 2019 generating \$9,770*.

2021 Board increased fees by 20 percent generating \$12,046

2022 Board increased fees by 10 percent generating \$13,056

2023 Board increased fees by 20 percent generating \$15,667

2024 Board increased fees by 20 percent generating \$18,801

*While 2019 and 2020 rates were the same, the revenues generated increased due to construction—previously vacant lots were developed changing the base rate charge and therefore increasing revenues.

Admin Stevens said it is recommended the Board consider anticipated operating costs and current minimum fund balance policy when determining the District Fees. Below are anticipated annual expenses.

Activity	Description	2025 Budget	2025 Actual	2026 Budget
Administrative	Per Diems 4/mtgs/year	\$1,200	\$1,049	\$1,200
Administrative	Admin Support	\$2,500	\$2,419	\$2,500
Administrative	GIS Platform Fees	\$700	\$825	\$850
Administrative	Annual Notices x2	\$600	\$373	\$500
Engineering	Drone Survey	\$4,000	\$3,935	\$4,000
Engineering	Misc.	\$2,000	\$743	\$2,000
Annual Maintenance	Brush Cutting/Mowing	\$25,000	\$16,000 +\$4,500 pending	\$25,000
Annual Maintenance	New Growth Management (Weed Spray or Alternative)	\$5,000	0	\$5,000
Total Annual Expenses		\$41,000	\$29,844	\$41,050

The engineers have indicated there are no major maintenance projects which need immediate attention. However, the corridor would benefit from continued routine maintenance work. With that in mind, if the Board agrees the anticipated operating expenses are a reasonable representation of operating costs, consideration should be given to the tax assessment amounts charged to the landowners to cover those expenses. The district has been operating at a deficit for the past few years. This practice, if allowed to continue, will eventually result in the district being unable to financially support the needed maintenance, negatively impacting the individual landowners within the district boundaries.

After discussion about the District’s solvency at the last annual meeting, the Board established a long-term plan to incorporate annual 20% increases to the assessment rates until solvency is achieved. With the consistent implementation of the 20% increase year over year, the Board anticipates reaching solvency in tax year 2028 at which time, assessments can level. It is worth noting that the calculations do not include any adjustments for inflation, which could potentially affect the timeline.

With this plan in mind, the Board is asked to set the tax assessment rate accordingly.

Board Member Romberg reiterated that the Board agreed with the plan to impose small incremental increases year over year until the Board has reached solvency and then to level off the charges accordingly.

MOTION:

Motion by Board Member Pfankuch

Second by Board Member Romberg

Motion to implement a twenty percent increase in the tax assessments for 2025 resulting in the following rates:

Parcels with Improvements	\$ 20.94 + per acre charge
Parcels without Buildings	\$ 6.98 + per acre charge
Per Acre Charge	\$ 2.22
Larsen-Winchester Sanitary District	\$ 3,695.16 Flat Fee
Northeast Asphalt	\$ 6,158.59 Flat Fee
2025 Estimated Revenue Total:	\$22,560.77

Motion carried by unanimous voice vote.

H. Accounts Payable

The Board reviewed copies of two Invoices, one from McMahon and Associates (\$1,820.34), the other a maintenance project progress invoice from PJ's (\$7,000). Both were processed and paid in July based on the project approvals previously completed by the Board.

Current Accounts Payable

Admin Stevens presented the accounts payable. The Board reviewed the meeting attendance per diem log for this meeting which was adjusted accordingly for Board Member Sleik's absence to \$228.

The Board also reviewed expenses related to the noticing of the 2024-2025 Annual meeting. These expenses include the publication fee for the requisite noticing in the newspaper for \$79.02 and Stamps and envelopes for mailing landowner and agency notices for \$124.80 and \$30.44 respectively (reimbursement to Admin Stevens). Also reviewed were the McMahon Invoice #939687 for GIS and Misc. Engineering Services totaling \$400; and the hourly tracking log and tally for Administrative and Clerical Services performed by Holly Stevens from May 23 to December 31, 2025 for a total of \$1,575.00. Admin Stevens noted that this report included estimated time to complete the necessary post-meeting work (after 09/25/25) including distribution of tax data to the Towns for inclusion on the 2025 tax bills and transcription of the annual meeting minutes. She explained that she used previous years' time tracking to calculate the amount of time billed.

Finally, inclusion of the annual membership to the WI Association of County Drainage Boards. The fee is expected to be \$100.

The current total of the accounts payable is \$2,538.26

MOTION:

Motion by Board Member Pfankuch

Second by Board Member Romberg

Motion to approve and pay the accounts payable as presented.

Motion carried unanimously.

I. Next Meeting and Board Member Requests for Agenda Items

The Board set the next meeting for December 4, 2025 at 7:00 p.m.

V. Adjournment:

MOTION:

Motion by Board Member Pfankuch

Second by Board Member Kunde

Motion to adjourn at 8:03 p.m.

Motion carried by unanimous voice vote.

Respectfully submitted,
Holly Stevens, Administrative Support