

Local Assistance Project No. 126

# *Town of Lyndon*

*Sheboygan County, Wisconsin*

## *20-Year Comprehensive Plan*

*July 2004*



Prepared by:  
Bay-Lake Regional Planning Commission



**TOWN OF LYNDON**  
**SHEBOYGAN COUNTY, WISCONSIN**

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	Charlene Neitzel Goostree
	Elizabeth Rich
	Kristi Pietsch-Sorenson
	Susan Weismueller

**TOWN OF LYNDON  
20 YEAR COMPREHENSIVE PLAN**

Project Planner:

Brandon G. Robinson, Community Assistance Planner II

Prepared by:

Bay-Lake Regional Planning Commission  
Suite 211, Old Fort Square  
211 North Broadway  
Green Bay, WI 54303  
(920) 448-2820

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# Bay-Lake Regional Planning Commission

Suite 211, Old Fort Square, 211 N. Broadway, Green Bay, WI 54303-2757

tele: 1 (920) 448-2820 fax: 1 (920) 448-2823 www.baylakerpc.org

Martin W. Holden, Executive Director

*The regional planning commission for Northeastern Wisconsin serving communities within the counties of:*

**FLORENCE • MARINETTE • OCONTO • BROWN • DOOR • KEWAUNEE • MANITOWOC • SHEBOYGAN**

August 2, 2004

Mr. Robert Joslyn  
Chairperson of the Town of Lyndon Town Board  
and Members of the Town Board

Ladies and Gentlemen:

The Bay-Lake Regional Planning Commission is pleased to present this Comprehensive Plan, entitled; *Town of Lyndon 20 Year Comprehensive Plan* to the Town Board. This Comprehensive Plan was prepared by the Bay-Lake Commission staff in accordance with contract #56080 and adopted by the Lyndon Town Board on July 14, 2004, under Wisconsin Statute 66.1001 (Smart Growth).

This Comprehensive Plan represents the town's commitment to the long-term planning needs of the community. The Comprehensive Plan also provides the town with a framework for preserving its agricultural lands and many natural resources, while allowing for controlled orderly development.

In addition to setting forth a land use plan and supporting plan implementation devices, this document presents pertinent information on many factors affecting land use development in the town of Lyndon, including existing and probable future residential population levels, the natural resource base, existing land uses, intergovernmental cooperation and existing local plan implementation devices.

The delivery of this plan constitutes the completion of the Bay-Lake Regional Planning Commission's obligation regarding the town's request for assistance in developing the Comprehensive Plan. The Commission staff stands ready to assist the town in presenting the information contained in this report and in implementing, over time, the plan set forth herein.

Sincerely,

A handwritten signature in black ink, appearing to read "Mark A. Walter". The signature is fluid and cursive, written over a white background.

Mark A. Walter  
Executive Director

RESOLUTION NO. 1-2004

TOWN OF LYNDON SMART GROWTH COMMITTEE  
ADOPTION OF THE TOWN OF LYNDON  
20 YEAR COMPREHENSIVE PLAN

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town; and

WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the 20 year planning period; and

WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth); and

WHEREAS, the Comprehensive Plan has been drafted and reviewed according to adopted written procedures of the Town and as defined in Wisconsin Statutes 66.1001;

NOW, THEREFORE BE IT RESOLVED that the Town of Lyndon Smart Growth Committee hereby recommends to the Lyndon Plan Commission that a Comprehensive Plan entitled: *Town of Lyndon 20 Year Comprehensive Plan*, be adopted by the Lyndon Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 6<sup>th</sup> day of January, 2004.

Resolution introduced and adoption moved by Sally Mason.

Motion for adoption seconded by Mary Meyer.

Voting Aye: 8 Nay: 0

APPROVED:

Jerome Rosche  
Lyndon Smart Growth Committee Chair

ATTEST:

Kristin K. Pietsch-Johnson  
Lyndon Smart Growth Committee Secretary

RESOLUTION NO. 2-2004

TOWN OF LYNDON PLAN COMMISSION  
ADOPTION OF THE TOWN OF LYNDON  
20 YEAR COMPREHENSIVE PLAN

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the Town; and

WHEREAS, the Comprehensive Plan has been prepared by the Bay-Lake Regional Planning Commission which contains proposals, programs, descriptions, maps, and explanatory matter regarding natural resources, population, housing, economic development, transportation, land use, public facilities, outdoor recreation, and general plan design (land use plan) for the 20 year planning period; and

WHEREAS, the Comprehensive Plan has been prepared in accordance with the elements of a plan as defined in Wisconsin Statutes 66.1001 (Smart Growth); and

WHEREAS, the Comprehensive Plan has been reviewed and recommended for approval by the Town of Lyndon Smart Growth Committee;

NOW, THEREFORE BE IT RESOLVED that the Town of Lyndon Plan Commission hereby recommends to the Lyndon Town Board that a Comprehensive Plan entitled: *Town of Lyndon 20 Year Comprehensive Plan*, be adopted by the Town Board pursuant to Wisconsin Statutes Sections 62.23 and 66.1001(4).

Dated this 6th day of January, 2004.

Resolution introduced and adoption moved by Sally Masera.

Motion for adoption seconded by Richard J. Baumann

Voting Aye: 4 Nay: 0

APPROVED:

Jerome Roach  
Lyndon Plan Commission Chair

ATTEST:

Sally Masera  
Lyndon Plan Commission Secretary

TOWN OF LYNDON  
ORDINANCE NO. 1-2004

An Ordinance to Adopt a Comprehensive Plan Pursuant to  
Wisconsin Statutes Section 66.1001 (Smart Growth)

WHEREAS, in January 2002 the Town Board for the Town of Lyndon approved a contract with Bay-Lake Regional Planning Commission to prepare a Comprehensive Plan for the Town of Lyndon under the guidelines of Section 66.1001 Wisconsin Statutes; and,

WHEREAS, the project included a public participation plan in every stage of the process for preparation of a Comprehensive Plan for the Town of Lyndon, which addressed provisions for wide distribution of the proposed elements of the Comprehensive Plan, and provided an opportunity for written comments to be received from the public and for the Town to respond to such comments; and,

WHEREAS, on January 6, 2004, the Town of Lyndon Plan Commission recommended to the Town Board adoption of the Comprehensive Plan by resolution, which vote is recorded in the official minutes of the Plan Commission; and,

WHEREAS, the Lyndon Town Board held a public hearing on February 11, 2004, which was preceded by a Class 1 Notice provided as described in Wisconsin Statutes Chapter 985, that was published at least 30 days before the hearing was held, and the notice included all of the following information:

1. The date, time and location of the hearing;
2. A summary of the proposed Comprehensive Plan;
3. The name of the individual employed by the Town of Lyndon who may provide additional information regarding the proposed ordinance;
4. Information relating to where and when the proposed Comprehensive Plan could be inspected before the hearing, and how a copy of the Plan could be obtained; and,

WHEREAS, the Town Board of the Town of Lyndon, having carefully reviewed the recommendation of the Town Plan Commission, having determined that all procedural requirements and notice have been satisfied, having given the matter due consideration, including consideration of the Plan elements relating to issues and opportunities, agricultural, natural and cultural resources, housing, economic development, transportation, utilities and community facilities, intergovernmental cooperation, land use and implementation, and having determined that the Comprehensive Plan will serve the general purposes of guiding and accomplishing a coordinated, adjusted and harmonious development of the Town of Lyndon which will, in accordance with existing and future needs, best promote the public health, safety, morals, order, convenience, prosperity and the general welfare, as well as efficiency and economy in the process of development.

NOW, THEREFORE, the Town Board of the Town of Lyndon, Sheboygan County, Wisconsin, DOES ORDAIN AS FOLLOWS:

Section 1: The Comprehensive Plan recommended by the Town of Lyndon Plan Commission to the Lyndon Town Board, attached hereto as Exhibit A, is hereby adopted.

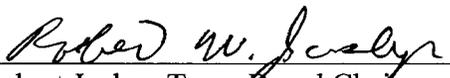
Section 2: The Town Clerk is directed to file a copy of the attached Comprehensive Plan for the Town of Lyndon with all the following entities:

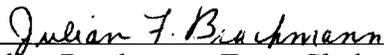
1. Every governmental body that is located in whole or in part within the boundaries of the Town of Lyndon;
2. The Clerk of every local governmental unit that is adjacent to the Town of Lyndon;
3. The Wisconsin Land Council;
4. The Wisconsin Department of Administration;
5. The Bay-Lake Regional Planning Commission;
6. The public library that serves the area in which the Town of Lyndon unit is located.

Section 3: SEVERABILITY Several sections of this ordinance are declared to be severable. If any section or portion thereof shall be declared by a court of competent jurisdiction to be invalid, unlawful, or unenforceable, such decision shall only apply to the specific section or portion thereof directly specified in the decision, and shall not affect the validity of any other provisions, sections or portions thereof of the ordinance. The remainder of the ordinance shall remain in full force and effect. Any other ordinances whose terms are in conflict with the provisions of this ordinance are hereby repealed as to those terms in conflict.

Section 4: EFFECTIVE DATE. This ordinance will take effect immediately upon passage and publication as provided by law

Adopted this 14<sup>th</sup> day of July 2004, by a majority vote of the members of the Town Board of the Town of Lyndon.

  
\_\_\_\_\_  
Robert Joslyn, Town Board Chairperson

Attest:   
\_\_\_\_\_  
Julian Brachmann, Town Clerk

# TABLE OF CONTENTS

Chapter 1 - Introduction .....	1-1
State Planning Enabling Legislation.....	1-1
Contract with BLRPC.....	1-1
History and Description of Planning Area.....	1-2
Community Comprehensive Planning Process.....	1-2
Plan Contents.....	1-3
Public Participation.....	1-3
Community Survey Results .....	1-3
Vision Statement.....	1-4
Goals, Objectives, Policies, & Programs.....	1-4
Background Information Summary .....	1-5
Existing Conditions .....	1-5
Forecasts .....	1-7
Population.....	1-7
Housing.....	1-7
Employment.....	1-8
Chapter 2 - Agricultural, Natural and Cultural Resources.....	2-1
Introduction .....	2-1
Summary and Implications .....	2-1
Natural Resources Strategy.....	2-2
Climate .....	2-7
Geology .....	2-7
Glacial Geology.....	2-7
Bedrock Geology.....	2-8
Soil Limitations .....	2-8
Private Sewage Systems .....	2-8
Basements.....	2-8
Prime Agricultural Lands .....	2-9
Topography.....	2-9
Water Resources .....	2-9
Watersheds.....	2-9
Surface Water Features.....	2-9
Groundwater .....	2-10
Floodplains .....	2-11
Wetlands .....	2-12
Woodlands.....	2-12
Air Quality Issues.....	2-12
Wildlife Habitat .....	2-13
Threatened and Endangered Species .....	2-13
Parks and Open Spaces.....	2-13
Scientific and Natural Areas.....	2-13
Environmental Corridors .....	2-13
Other Local Key Natural Features.....	2-14
Historic and Archeological Sites .....	2-14
Cultural Resources.....	2-15
Metallic and Non-Metallic Mining Resources.....	2-15
Community Design.....	2-16
Signage .....	2-16
Landmarks.....	2-16
Pathways.....	2-17
Edges .....	2-17

Districts.....	2-18
Nodes.....	2-18
Community Entryways.....	2-18
Chapter 3 - Housing and Population.....	3-1
Introduction.....	3-1
Summary and Implications.....	3-1
Housing Strategy.....	3-2
Population Characteristics.....	3-4
Historical Population Levels.....	3-4
Population Trends.....	3-5
School Age, Working Age and Retirement Age Groups.....	3-11
Median Age.....	3-11
Housing Inventory.....	3-12
Total Housing Unit Levels by Decade.....	3-12
Historic and Projected Household Size.....	3-12
Projected Occupied Housing Units & Total Housing Units.....	3-13
Housing Projection Selection.....	3-14
Housing Types - Units in Structure.....	3-14
Housing Occupancy and Tenure.....	3-15
Age of Housing.....	3-15
Condition of Housing Stock.....	3-15
Household Relationship.....	3-16
Housing Values.....	3-16
Housing Costs - Rents and Mortgage.....	3-16
Subsidized and Special Needs Housing.....	3-17
Housing Development Environment.....	3-17
Analysis and Development of Community Policies and Programs.....	3-17
Housing Programs.....	3-17
Federal Programs and Revenue Sources.....	3-18
State Programs and Revenue Sources.....	3-18
Local Programs and Revenue Sources.....	3-19
Private Programs.....	3-19
Housing Plan.....	3-20
Chapter 4 - Economic Development.....	4-1
Introduction.....	4-1
Summary and Implications.....	4-1
Comprehensive Economic Development Strategies.....	4-2
Economic Programs.....	4-4
Labor Force Characteristics.....	4-6
Place of Work.....	4-6
Occupation.....	4-7
Industry.....	4-7
Unemployment Rate.....	4-8
Employment Forecast.....	4-9
Median Household Income.....	4-10
Personal Income.....	4-10
Economic Base Analysis.....	4-10
Economic Sectors.....	4-10
Location Quotient Analysis.....	4-11
Threshold Analysis.....	4-11
Strengths and Weaknesses Analysis.....	4-12
Physical Capabilities.....	4-13
Programmatic Capabilities.....	4-14
Financial Capabilities.....	4-14
Quality of Life.....	4-15

Sites for Business and Industrial Development .....	4-15
Existing Site Inventory and Analysis .....	4-15
Evaluation of Environmentally Contaminated Sites: .....	4-16
Community Finances .....	4-16
Chapter 5 - Transportation .....	5-1
Introduction .....	5-1
Summary and Implications .....	5-1
Transportation Strategy .....	5-2
Funding and Technical Assistance Programs .....	5-4
Wisconsin Department Of Transportation .....	5-5
Federal Highway Administration .....	5-8
Comparison of the Town’s Transportation Strategy to State and Regional Transportation Plans .....	5-8
Inventory Of Transportation Facilities .....	5-9
Highways .....	5-9
Waterborne Transportation .....	5-9
Air Transportation .....	5-9
Rail Transportation .....	5-10
Transit .....	5-10
Intercity Bus .....	5-11
Trucking .....	5-11
Elderly and Disabled Transportation System .....	5-11
Bicycle Facility Systems .....	5-11
Pedestrian .....	5-12
Inventory and Analysis of Road System .....	5-12
Roads and Highways .....	5-12
Traffic Counts .....	5-17
Traffic Crashes .....	5-19
Level of Service .....	5-22
Funding the Town Road System .....	5-23
Internal Traffic Circulation System .....	5-23
Inventory and Analysis of Applicable Transportation Plans .....	5-23
County Functional and Jurisdictional Studies .....	5-23
Transportation Corridor Plans .....	5-23
Rural Transportation Plans .....	5-23
State Highway Plan .....	5-23
Six-Year Highway Improvement Plan .....	5-24
State Airport Plans .....	5-24
Wisconsin State Railroad Plans .....	5-24
State, Regional and Local Bicycle Plans .....	5-24
Transportation Recommendations .....	5-26
Road Improvements .....	5-26
Employ Adequate Design Standards .....	5-26
Apply Traffic Considerations .....	5-26
Initiate a Pavement Management Program .....	5-27
Assess Special Transportation Needs .....	5-27
Bicycle Transportation .....	5-27
Chapter 6 – Utility and Community Facilities .....	6-1
Introduction .....	6-1
Summary and Implications .....	6-1
Utility and Community Facility Strategy .....	6-1
Boards and Committees Inventory .....	6-3
Lyndon Town Board .....	6-3
Town of Lyndon Plan Commission .....	6-3
Utilities Inventory Analysis-Location, Use and Capacity .....	6-4
Electric Service .....	6-4

Natural Gas.....	6-4
Water System.....	6-4
Sanitary Sewer Service.....	6-4
Storm Sewer System.....	6-4
Solid Waste & Recycling Facilities.....	6-4
Community Facilities Inventory and Assessment Location, Use and Capacity.....	6-5
Municipal Buildings.....	6-5
Road and Other Maintenance.....	6-5
Postal Services.....	6-6
Cemeteries.....	6-6
Law Enforcement.....	6-6
Fire Protection.....	6-7
Insurance Service Office (ISO) Grading.....	6-7
Rescue Services.....	6-8
Library.....	6-8
Education.....	6-8
Childcare Facilities.....	6-9
Health Care Facilities.....	6-9
Outdoor Recreation Inventory.....	6-9
Community Owned Sites.....	6-9
State Owned Sites.....	6-9
Other.....	6-9
Chapter 7 - Intergovernmental Cooperation.....	7-1
Introduction.....	7-1
Summary and Implications.....	7-1
Intergovernmental Cooperation Strategy.....	7-1
Existing Activities and Plans.....	7-2
Adjacent Governmental Units.....	7-2
School Districts.....	7-3
County.....	7-3
Region.....	7-3
State.....	7-4
Inventory of Plans and Agreements Under S. 66.0307, S. 66.0301 or S. 66.0309 and 66.0313.....	7-4
Cooperative Boundary Plan.....	7-4
Annexation.....	7-4
Extra-Territorial Subdivision Regulation.....	7-4
Extra-Territorial Zoning.....	7-4
Inventory of Existing or Potential Conflicts.....	7-5
Chapter 8 - Land Use.....	8-1
Introduction.....	8-1
Land Use Strategy.....	8-1
Inventory of Existing Land Use Controls.....	8-4
Existing Comprehensive Plans.....	8-4
Farmland Preservation Plan.....	8-4
Town Zoning Ordinance.....	8-6
Recycling Ordinance.....	8-7
Historic Preservation (Cedar Lane Road).....	8-7
Wireless Service Facilities.....	8-7
Regulation of Boating on the Waters of Lake Ellen and Penalties for Violation Thereof.....	8-7
Sanitary Ordinance.....	8-7
Subdivision Ordinance.....	8-8
Official Map.....	8-8
Erosion Control Plan.....	8-8
Sheboygan County Shoreland-Floodplain Ordinance.....	8-8
Shorelands.....	8-9

Current Land Use Inventory .....	8-9
Planning Area .....	8-10
Residential Land .....	8-10
Commercial Land .....	8-10
Industrial Land .....	8-11
Transportation .....	8-11
Communication/Utilities .....	8-11
Institutional/Governmental .....	8-11
Parks and Recreational .....	8-11
Agricultural Structures .....	8-11
Croplands/Pasture .....	8-11
Land Supply .....	8-12
Amount .....	8-12
Price .....	8-12
Redevelopment Opportunities .....	8-12
Demand .....	8-13
Land Use Issues and Conflicts .....	8-13
Anticipated Land Use Trends .....	8-13
Development Considerations .....	8-14
Environmental and Public Utility Considerations .....	8-14
Planning Criteria .....	8-15
Design Year Land Use Projections .....	8-15
Five Year Incremental Land Use Projections .....	8-16
Development Standards .....	8-17
General Plan Design Classifications .....	8-17
Recommended Development Strategy .....	8-19
Residential Development .....	8-19
Commercial Development .....	8-22
Light Industrial Strategy .....	8-24
Governmental/Institutional/Utilities .....	8-25
Park and Recreation .....	8-26
Agricultural Strategy .....	8-27
Woodlands/Open Space .....	8-28
Transportation .....	8-29
Environmental Corridors .....	8-30
Identified “Smart Growth” Areas .....	8-31
Summary .....	8-31
 Chapter 9 - Implementation .....	 9-1
Introduction .....	9-1
Role of the Plan .....	9-1
Role of the Elected Officials .....	9-1
Role of the Town Plan Commission .....	9-2
Land Use Planning Controls Recommendations .....	9-2
Zoning .....	9-2
Official Maps .....	9-2
Sign Regulations .....	9-3
Erosion and Storm Water Control Ordinances .....	9-3
Historic Preservation Ordinances .....	9-4
Design Review Ordinances .....	9-4
Economic Development Committee .....	9-4
Building/Housing Codes .....	9-4
Floodplain Ordinance .....	9-5
Sanitary Codes .....	9-5
Subdivision Ordinances .....	9-5
Lighting Controls/Ordinances .....	9-6

Comprehensive Plan Internal Consistency .....	9-6
Plan Review Timeline .....	9-7
Process for Updating Plan .....	9-7
Implementation Schedule .....	9-7

## LIST OF TABLES

Table 1.1: Educational Attainment (Age 25 & Over), 2000, Town of Lyndon & Selected Areas .....	1-6
Table 2.1: Historical Sites, Town of Lyndon.....	2-15
Table 3.1: Historical Population Levels, 1900-2000, Town of Lyndon & Selected Areas.....	3-5
Table 3.2: Population Trends, 1970-2020, Town of Lyndon & Selected Areas.....	3-6
Table 3.3: Estimated Seasonal Population, 2000, Town of Lyndon & Selected Areas .....	3-7
Table 3.4: Male and Female Distribution by Age and Sex, 1980-2000*, Town of Lyndon.....	3-9
Table 3.5: Population by Age Groups and Sex, 2000*, Town of Lyndon & Selected Areas .....	3-11
Table 3.6: Median Age, 1980-2000, Town of Lyndon & Selected Areas .....	3-11
Table 3.7: Total Housing Units, 1970-2000, Town of Lyndon & Selected Areas.....	3-12
Table 3.8: Persons per Household Projections, 1990-2020, Town of Lyndon & Sheboygan Co. ....	3-13
Table 3.9: Units in Structure, 2000, Town of Lyndon & Selected Areas.....	3-14
Table 3.10: Housing Occupancy and Tenure, 2000, Town of Lyndon & Selected Areas .....	3-15
Table 3.11: Housing Units by Age of Structure, 2000, Town of Lyndon & Selected Areas.....	3-15
Table 3.12: Household Type and Relationship, 2000*, Town of Lyndon & Selected Areas .....	3-16
Table 3.13: Values of Owner-Occupied Housing Units, 2000, Town of Lyndon & Selected Areas.....	3-16
Table 4.1: Place of Work, 2000 Town of Lyndon .....	4-6
Table 4.2: Employed Persons by Occupation, 2000, Town of Lyndon & Sheboygan County.....	4-7
Table 4.3: Employed Persons by Industry Group, 2000, Town of Lyndon & Sheboygan County.....	4-7
Table 4.4: Average Civilian Labor Force Estimates, 1990-2001, Sheboygan County .....	4-8
Table 4.5: Median Household Income, 1989 and 1999, Town of Lyndon & Selected Areas .....	4-10
Table 4.6: Municipal Per Return Income, 1997-2000, Town of Lyndon & Selected Areas.....	4-10
Table 4.7: Employment by Industry Group, 1990 and 2000, Sheboygan County and U.S., LQ Analysis .....	4-11
Table 4.8: Top Ten Employers, 2003, Sheboygan County .....	4-12
Table 4.9: Comparative Tax Appropriations, 1995-2000, Town of Lyndon .....	4-17
Table 4.10: Public Indebtedness, 1998-2000, Town of Lyndon.....	4-17
Table 5.1: Functional Classification Criteria for Rural Roads and Highways.....	5-14
Table 5.2: Road Function, Total Mileage and Percent of Total Road Mileage, Town of Lyndon, 2002.....	5-17
Table 5.3: Annual Average Daily Traffic, Town of Lyndon for 1996, 1999, and 2002 .....	5-18
Table 5.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions.....	5-19
Table 5.5: Vehicle Crashes, Town of Lyndon, 2000, 2001 and 2002*.....	5-19
Table 5.6: Intersection/Non-Intersection Crashes by Highway Jurisdiction, Town of Lyndon, 2000, 2001 and 2002*.....	5-20
Table 5.7: Number of Crashes by Crash Type, Town of Lyndon, 2000, 2001, and 2002* .....	5-21
Table 5.8: Level of Service Criteria.....	5-22
Table 8.1: Town of Lyndon 2002 Land Use.....	8-10
Table 8.2: 2024 General Plan Design Acreage Calculations, Town of Lyndon.....	8-32
Table 9.1: Town of Lyndon Implementation Schedule .....	9-8

## LIST OF FIGURES

Figure 3.1: Historic Population Levels, 1900-2000, Town of Lyndon .....	3-5
Figure 3.2: Population Trends and Projections, 1970-2020, Town of Lyndon.....	3-8
Figure 3.3: Population Pyramids, 1980-2000*, Town of Lyndon .....	3-10
Figure 3.4: Historic Housing Unit Levels, 1970-2000, Town of Lyndon.....	3-12
Figure 3.5: Occupied Housing Unit Trends & Projections, 1970-2020, Town of Lyndon.....	3-14
Figure 4.1: Percent Employment by Industry Group, 2000, Town of Lyndon .....	4-8
Figure 4.2: Unemployment Rate, 1990-2001, Sheboygan County .....	4-9

## LIST OF MAPS

Map 2.1: Location Map .....	2-19
Map 2.2: Town of Lyndon Planning Area .....	2-20
Map 2.3: Soil Limitations for Dwellings with Basements .....	2-21
Map 2.4: Prime Agricultural Soils .....	2-22
Map 2.5: Steep Slope .....	2-23
Map 2.6: Watersheds .....	2-24
Map 2.7: Surface Water Features .....	2-25
Map 2.8: Floodplains .....	2-26
Map 2.9: WDNR Wetlands .....	2-27
Map 2.10: Woodlands .....	2-28
Map 2.11: Environmental Corridors .....	2-29
Map 2.12: Historic and Archeological Sites .....	2-30
Map 5.1: Functional Classification .....	5-28
Map 5.2: Annual Average Daily Traffic .....	5-29
Map 8.1: Farmland Preservation .....	8-33
Map 8.2: Shorelands .....	8-34
Map 8.3: 2002 Land Use .....	8-35
Map 8.4: 2024 General Plan Design .....	8-36

## APPENDICES

APPENDIX A: PROCEDURES FOR PUBLIC PARTICIPATION .....	A-1
APPENDIX B: 2002 NOMINAL GROUP RESULTS .....	B-1
APPENDIX C: DETAILED LAND USE TABULATION .....	C-1
APPENDIX D: SHEBOYGAN COUNTY RARE SPECIES AND NATURAL COMMUNITIES LIST .....	D-1
APPENDIX E: CONSERVATION BY DESIGN .....	E-1
APPENDIX F: GLOSSARY OF TERMS .....	F-1
APPENDIX G: RESPONSE TO PUBLIC COMMENTS .....	G-1

## **Chapter 1 - INTRODUCTION**

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### **STATE PLANNING ENABLING LEGISLATION**

This comprehensive plan is the initial plan for the town of Lyndon, Sheboygan County, Wisconsin. The plan meets the requirements of Wisconsin's "Smart Growth" law (1999 Wisconsin Act 9) and was adopted under the authority granted by Section 66.1001 of the Wisconsin Statutes, which states in part that, "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."

The comprehensive plan is a policy document that provides a guide as to where future conservation, growth and development should occur within the town. The plan should be consulted when the town makes decisions concerning land use and other issues impacting the development of the town including:

- Municipal incorporation procedures under s. 66.0215, 66.0201 or 66.0203.
- Annexation procedures under s. 66.0217, 66.0219 or 66.0223.
- Cooperative boundary agreements entered into under s. 66.0307.
- Consolidation of territory under s. 66.0229.
- Detachment of territory under s. 66.0227.
- Municipal boundary agreements fixed by judgment under s. 66.0225.
- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- Extraterritorial plat review within a city's or village's extraterritorial plat approval jurisdiction, as defined in s.236.02(5).
- County zoning ordinances enacted or amended under s. 59.69.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- An improvement of a transportation facility that is undertaken under s. 84.185.
- Agricultural preservation plans prepared or revised under sub ch. IV of chapter 91.
- Impact fee ordinances that are enacted or amended under s. 66.0617.
- Land acquisition for recreational lands and parks under s. 23.09 (20).
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.
- Construction site erosion control and storm water management zoning under s. 59.693, 61.354 or 62.234.
- Any other ordinance, plan or regulation of a local governmental unit that relates to land use.

### **CONTRACT WITH BLRPC**

In January 2002, the Lyndon Town Board entered into a contract (#56080) with the Bay-Lake Regional Planning Commission (BLRPC) to develop a comprehensive plan in accordance with Wisconsin's Smart Growth law. A 22-month time period was established for the completion of the plan, which began June 2002. This plan was approved by resolution by the Lyndon Smart Growth Committee and the Lyndon Plan Commission, and adopted by ordinance by the Lyndon Town Board.

## **HISTORY AND DESCRIPTION OF PLANNING AREA**

Named after a Vermont settlement, the town of Lyndon's early developments were near the two main rivers, the North Branch of the Milwaukee River, and the Onion River. The water power was harnessed for both saw mills and grist mills. Agriculture was the main occupation, with dairying eventually becoming the mainstay of the settlers. Wheat was a main crop and hops were grown for the local breweries. The 1840's saw several villages being established in the area to service the agricultural community: Joppa (later Onion River and finally Waldo when it combined with Lyndon Station) in 1844, Lina (later Winooski) in 1846, Ninevah (today's Cascade) was platted in 1848, and Hingham (partially located in Lyndon) in 1850. All the villages had mills, post offices, cheese factories, implement dealers, and blacksmith shops. General stores were locating in the larger villages. When the railroad missed Winooski and the mill pond filled with silt and sawdust, the village disappeared. The town of Lyndon officially became a township in 1847.

Presently, the town of Lyndon encompasses an area of 34 square miles or 21,997 acres and is located in the central portion of Sheboygan County. The incorporated villages of Waldo and Cascade are found within the boundaries of the town. Although development pressure is felt in the town today, Lyndon is still an agricultural community with much green space. However, dairying is no longer the main occupation, but growing crops is a mainstay for the farmer.

## **COMMUNITY COMPREHENSIVE PLANNING PROCESS**

The planning process was completed in four stages. *Initially*, in 1995, the Town of Lyndon Long Range Planning Committee, with help from Sheboygan County UW-Extension, mailed a community-wide survey to residents in order to identify issues and concerns relative to land use and development within the town. In 2002, the Bay-Lake Regional Planning Commission conducted a nominal group process (Appendix B) to reaffirm the major issues and concerns within the town that were identified in the 1995 survey.

The *second stage*, inventory and interpretation, began with the collection of data on existing conditions within the community. The data was then analyzed to identify existing and potential problem areas. Using results from the community wide survey and nominal group, as well as background data compiled during the inventory stage, the Town Smart Growth Committee developed an overall vision statement as well as goals, objectives, policies and programs for each of the nine elements required in the comprehensive plan under "Smart Growth".

The *third stage* was the development of the General Plan Design. The first two stages were combined to create a recommended land use plan to guide future conservation, growth and development within the town over the next twenty years. The preliminary General Plan Design was presented to the citizens of the community as well as nearby municipalities and government organizations for their review and comment. The comments were considered and included in the final General Plan Design map and document.

The *fourth stage*, established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning, and an action plan were established to ensure that the intent of the plan will be achieved.

## **PLAN CONTENTS**

This comprehensive plan contains nine chapters that correspond to the nine elements required by Section 66.1001 of the Wisconsin Statutes: **Chapter 1:** Issues and Opportunities Element, contains a summary of demographic information on the community, a vision statement, and overall goals, objectives, policies, and programs of the plan; **Chapter 2:** Agricultural, Natural and Cultural Resources Element, provides goals, objectives, policies, and programs and description of the physical setting and cultural resources of the planning area; **Chapter 3:** Housing and Population Element, presents goals, objectives, policies, and programs as well as information on the demographics of the community and on future population and housing growth; **Chapter 4:** Economic Development Element, contains goals, objectives, policies, and programs and a development strategy regarding future and existing economic conditions within the community, including an inventory of the labor force and an analysis of the community's economic base; **Chapter 5:** Transportation Element, presents goals, objectives, policies, and programs and an inventory of the existing transportation system and an overview of transportation needs; **Chapter 6:** Utility and Community Facilities Element, contains goals, objectives, policies, and programs and an inventory of the community's facilities, including schools, recreational opportunities and town utilities; **Chapter 7:** Intergovernmental Cooperation Element, contains goals, objectives, policies, and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units; **Chapter 8:** Land Use Element, contains goals, objectives, policies, and programs and a land use inventory for the community, a projection of future land use demands, and the General Plan Design for the town; **Chapter 9:** Implementation Element, contains a strategy and short-term action plan to assist implementation efforts.

## **PUBLIC PARTICIPATION**

A major element of the comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines "Procedures For Adopting Comprehensive Plans", the town adopted written procedures (Appendix A) that will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. The town conducted many public meetings, as well as held two "Open Houses" to present background information and plan recommendations to the public. Appendix G is Lyndon's response to public comments received during the mandatory public review period. The town based much of its planning on the town wide survey, the nominal group process and public comments.

### **Community Survey Results**

The 1995 town wide survey identified a number of key issues. Several issues include that the majority of survey respondents viewed the town of Lyndon as a mixed agricultural/residential community in the next 10 years, and there is also strong support for preserving the rural character of the town, preservation of farmlands as well as the environmental corridors (woodlands, wetlands open spaces) that exist within the town. In addition, many respondents of the survey indicated that the town's businesses are okay as is. However, if future businesses do develop in the town, they should be concentrated in a few areas and not dispersed throughout the town. Contact the Lyndon Town Clerk for more information regarding the Town of Lyndon survey.

## **Vision Statement**

According to Wisconsin's New Smart Growth Law, the town is required to develop a vision statement that describes what the town will be like in the next twenty years as well as a description of the policies and procedures that will lead them there.

*“The Town of Lyndon is a progressive community that promotes organized development while preserving its rural small town character. Defined by its vast farmlands, woodlands, open spaces and natural resources, Lyndon directs residential, commercial, and industrial growth in a reasonable fashion that discourages urban sprawl, and allows landowners a variety of land uses for their property.*

*Through the implementation of the town's Comprehensive Plan and a close working relationship with the villages of Waldo and Cascade, Sheboygan County and other neighboring towns - Lyndon continues to be proactive in planning for growth, while preserving and enhancing the rural atmosphere enjoyed by past and present generations.”*

## **Goals, Objectives, Policies, & Programs**

The following statements describe the town's intent regarding the overall growth and development over the next 20 years.

Goals, objectives, policies and programs each have a distinct and different purpose within the planning process:

- **Goals** - describe desired situations toward which planning efforts should be directed. They are broad and long range. They represent an end to be sought, although they may never actually be fully attained.
- **Objectives** - are measurable ends toward reaching a defined goal.
- **Policies** - are a rule or course of action used to ensure plan implementation.
- **Programs** - are a coordinated series of policies and actions to carry out the plan.

### **Overall Planning Goal:**

The goal of the town of Lyndon will be to develop a 20-year comprehensive plan to serve as a guide for assisting local officials in making land use decisions that reflect Lyndon's vision of organized development and preservation of its rural atmosphere.

### **Objectives:**

1. Prepare a 20-year comprehensive plan as described in the Wisconsin Comprehensive Planning Law, known as “Smart Growth” (s. 66.1001 Wisconsin State Statutes).
2. Develop a 20-year comprehensive plan in order to:
  - best reflect the interests of all the town's residents,
  - follow an orderly and cost efficient method when developing and
  - preserve significant features of the community.
3. Periodically review and update, when necessary, the adopted 201year comprehensive plan in order to provide for the greatest possible benefits regarding future developments such as residential, commercial, industrial, etc. and preservation of

significant features such as agricultural lands and natural, historical and cultural resources.

***Policies:***

1. Continually use the plan as one of the primary guides for recommendation from the Town Plan Commission to the Town Board regarding current and future land uses.
2. Consultation of this plan by the Town Plan Commission, Town Board, Board of Appeals and other units of government will be done before making any decision regarding land use and land use policies.
3. Existing town and Sheboygan County ordinances shall be reviewed as they relate to the implementation of this plan.
4. The town's zoning ordinance shall be updated in order to be consistent with the General Plan Design map and text found within this 20-year comprehensive plan.
5. The Official Map ordinance shall be utilized to designate future road right-of-ways and any future parklands/trailways the town would like to see developed.
6. The adopted 20-year comprehensive plan shall be presented to neighboring municipalities and Sheboygan County as discussed within the Implementation element of the plan.
7. Cooperation and communication shall be encouraged between the town, neighboring municipalities, and county government in implementing this 20 year plan.

***Programs:***

1. The Town Plan Commission shall hold meetings/working sessions to review the adopted 20-year comprehensive plan and make amendments to accommodate changing conditions.
2. As an option, the town may hold community planning related efforts/meetings with adjacent communities, the media, and private organizations to publicize ongoing planning projects and plan implementation projects identified within this comprehensive plan and to educate the public, promote support, obtain new insight and provide for new ideas.

**BACKGROUND INFORMATION SUMMARY**

The following summary includes information regarding population and employment forecasts, as well as demographic trends, age distribution, education levels, income levels and employment characteristics that exist within the town.

**Existing Conditions**

**Demographic Trends**

The town of Lyndon experienced its highest population in 1910 (1,742 people) with a major decline to 1930 (930 people) due to the incorporation of the villages of Waldo and Cascade. After 1930, the population gradually increased up to the year 2000 total of 1,463 persons, which is an increase of 31 people from 1990. Based on past trends, the population is projected to gradually increase throughout the remainder of the 20 year planning period. The town has experienced (over the past three decades 1980, 1990, and 2000) fluctuations in its age structure

with the majority of the population being between the ages of 35 and 54. Also, the portion of the population age 19 and under has dropped by 22 percent since 1980. As in the past, the town of Lyndon currently contains more males than females.

### Age Distribution

From 1980 to 2000 there were fluctuations in the age distribution of the town. According to the 2000 Census, the population age 19 and under has declined by 22 percent since 1980, whereas the elderly population (those age 65 and older) has increased by 47 percent. The largest age groups in 2000 were from the 34 to 54 age groups. With declining numbers of those ages 19 and younger, the town and surrounding areas could experience a shortage of their workforce. In addition, an increasing elderly population may lead the town to spend more on services to accommodate the aging population over the next twenty years.

### Education Levels

Table 1.1 illustrates the levels of education that individuals age 25 and over have completed for the town of Lyndon, Sheboygan County and Wisconsin. The percent of individuals in the town that are high school graduates increased from 80 percent in 1990 to almost 88 percent in 2000. In addition, the percent of town residents that received a bachelor's degree or higher also increased by 7.8 percent (10.9 percent 1990 to 18.7 percent in 2000).

Table 1.1: Educational Attainment (Age 25 & Over), 2000, Town of Lyndon & Selected Areas

Education Level	Town of Lyndon		Sheboygan Co.	Wisconsin
	Number	Percent	Percent	Percent
Less than 9th grade	40	4.1	5.8	5.4
9th to 12th grade, no diploma	78	8.0	9.8	9.6
High school graduate (includes equivalency)	415	42.4	39.9	34.6
Some college, no degree	199	20.3	19.7	20.6
Associate degree	63	6.4	6.9	7.5
Bachelor's degree	149	15.2	12.8	15.3
Graduate or professional degree	34	3.5	5.1	7.2
Percent high school graduate or higher		87.9	84.4	85.2
Percent bachelor's degree or higher		18.7	17.9	22.5

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-2; and Bay-Lake Regional Planning Commission, 2003.

### Income Levels

In 1989, the median household income for the town of Lyndon was \$36,250. By 1999 (reported in 2000 Census), the median household income for the town increased by \$19,871 up to \$56,121.

In 2000, the municipal per return income reported in the town of Lyndon was \$40,031, which was a 15 percent increase from 1997. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

### Employment Characteristics

For the period 1990 to 2001, the civilian labor force in Sheboygan County increased by 14 percent, the number of unemployed increased by three percent and the number of employed increased by 19 percent. The unemployment rate experienced a high of 5.7 percent in 1991 and a low of 2.0 percent in 1999.

In 2000, the majority of people in the workforce in the town of Lyndon were employed by the manufacturing industry, 36.3 percent. The education, health and social services industry was the

second highest employment division for Lyndon at 11.9 percent, followed by the retail trade industry with 10.2 percent of total employment in 2000.

## **FORECASTS**

Expanded text, tables, and figures are provided in later chapters to further explain and describe the forecasting methods used for the following information on population, housing and employment.

### **Population**

In 2003, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2020. The WDOA indicated that the town of Lyndon is projected to have a population of 1,608 persons by 2020. This results in an increase of 145 people from the 2000 Census population of 1,463. In order to provide a range of population projections for the next 20 years, two alternative population projections were also created by Bay-Lake Regional Planning Commission. The projections extend out to 2020 and should be reviewed to determine whether or not they affect the comprehensive plan strategies.

One of the two additional methods used to project a future population was developed by using the census figures from 1970 to 2000 and creating a linear trend series to the year 2020. This method identified a projected year 2005 population of 1,524 persons, a projected year 2010 population of 1,585 persons, an estimated 2015 population of 1,630 persons, and a projected year 2020 population of 1,675 persons. According to this linear projection, the town of Lyndon's 2000 population will increase by 212 people, or 14.5 percent by the year 2020.

The second alternative projection also utilizes the U.S. Census figures from 1970 through 2000, but creates a growth trend series to the year 2020. According to this growth trend projection, the projected year 2020 population would be 1,717 persons. Therefore, it is projected that the town of Lyndon's 2000 population will increase by 254 people, or 17 percent by the year 2020.

### **Housing**

The total number of housing units within the town of Lyndon (as reported by the U.S. Census) increased from 1970 to 2000 by 251 housing units. In 2000, there were 629 total housing units, a 66 percent increase since 1970. The largest housing growth period occurred from 1970 to 1980, when the number of housing units in the town grew by 29 percent.

Using the census occupied housing unit counts from 1970 to 2000 and population information taken from the census data, a "high growth" and a "low growth" set of housing unit scenarios was created. These scenarios use past housing unit trends and extend them into the future. If the "low growth" housing scenario occurs there will be an estimated 122 additional occupied housing units in the town in 2020. If the "high growth" housing scenario should occur, there will be an estimated 244 new housing units for permanent residents by 2020.

By using the linear trend projection, a housing scenario of 154 new occupied units was selected by the town of Lyndon in order to determine the amount of land that needs to be allocated for possible residential growth during the 20 year planning period. Also, housing demand does not always mean the construction of new homes. It may also suggest occupying vacant units whenever possible. According to the 2000 Census, Lyndon has 21 such vacant units.

## **Employment**

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, 2000-2010*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. According to the Department of Workforce Development, in 2010, the services industry is projected to continue to be the industry with the largest share of employment followed by wholesale and retail trade, and manufacturing. The Service jobs along with wholesale and retail trade will continue to increase, whereas the manufacturing employment is projected to decrease by 2010. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers are projected to increase the number of jobs to the state's labor market by 19 percent by 2010. The largest divisions within this industry group are projected to be business services, educational services and health services. With the aging of the population, the demand for such services will continue to increase. The wholesale and retail trade industry is projected to increase the number of jobs by 10 percent. The manufacturing industry is projected to lose approximately two percent of its jobs by 2010.

## **Chapter 2 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

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### **INTRODUCTION**

The natural resource base of the town of Lyndon is one of the most important factors influencing the development potential of the town. It is the natural resource base which makes the town an attractive location for residential, commercial, and industrial development. The natural resource base has great economic as well as recreational and aesthetic value.

In order to preserve and protect this important asset, future development in the town of Lyndon must be carefully adjusted to the ability of the natural resource base to support various forms of rural development without deteriorating or destruction of that underlying and sustaining base.

The town of Lyndon encompasses an area of 34 square miles or 21,997 acres within the central portion of Sheboygan County. The town has two villages located within its boundaries. The village of Cascade located in the southwestern portion of the town and the village of Waldo located in the east central portion of the town. Neighboring communities include the towns of Mitchell, Plymouth, Lima, Sherman, Holland, Scott, Greenbush and Sheboygan Falls. The villages of Cascade, Waldo and Adell, along with the city of Plymouth have planning areas that extend 1.5 miles from their municipal boundary into the town of Lyndon and will likely impact growth within the town.

Sheboygan County is a member of the Bay-Lake Regional Planning Commission. The Commission is composed of eight counties in northeast Wisconsin: Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto, and Sheboygan Counties. The region contains a total area of 5,433 square miles and a 2000 population of 554,565 persons. Map 2.1 shows the location of the town of Lyndon in relation to the Bay-Lake Region, while Map 2.2 illustrates the community planning area along with its base map features.

### **SUMMARY AND IMPLICATIONS**

A number of natural amenities are found within the town of Lyndon. The Onion River, Nichols Creek, Mill Creek, Ben Nutt Creek, perennial and intermittent streams as well as Lake Ellen and other ponds are important surface water resources that serve as important recreational resources and carry and store most of the stormwater and surface water runoff. In addition, wetlands make up approximately 3,176 acres of the planning area. The wetlands are important wildlife and fish habitat, as well as a groundwater recharge areas. The town relies on a good groundwater source to provide its residents with safe drinkable water. At this time, all land uses within the town pose a moderate threat to the ground water. Areas of steep slope (12 percent or greater) exist primarily in the western portion of the town and can present unique challenges to future development. Slopes equal approximately 1,767 acres within the planning area. The floodplains within the town primarily exist along the waterways. In regards to air quality, Sheboygan County is currently classified as a maintenance area for ground-level ozone. Both threatened and endangered species exist within Sheboygan County and likely within the town of Lyndon. The town's planning area also has plenty of wildlife habitats available for the diverse fauna that lives within the area, especially along the rivers and within the wetland areas.

The primary concern for natural resources within the town will be the need to accurately monitor and in some cases further protect resources so as to safeguard them for future generations. As the town begins to experience growth pressures it will need to consider future impacts on these

resources against any proposed future gains. Preserving/promoting community "character" will be of importance as well, and the preservation of natural resources within the town will greatly help in this effort.

### **NATURAL RESOURCES STRATEGY**

The following Goals, Objectives, Policies, and Programs will help guide the town in protecting and utilizing the natural resources within the town. The following statements are a compilation of broad and specific statements reflecting many popular attitudes and beliefs of town residents, communities adjacent to the town, and government agencies.

#### **Goals: Natural Resources**

1. Preserve the role and the beauty of the natural landscape.
2. Protect the important natural landscape features such as woodlands, wetlands, floodplains, streams, lakes, and steep slopes and the town's air quality.

#### ***Objectives:***

1. Encourage strict enforcement of existing regulations in environmentally sensitive areas.
2. Carefully plan development adjacent to rivers, lakes, streams, and wetlands in order to not negatively impact these areas.
3. Identify any specific natural areas for protection.
4. Encourage clustering of development to limit sprawl and its many negative attributes.

#### ***Policies:***

1. Accurately identify key natural resources for protection and protect them through using an overlay district "Environmental Corridors" with appropriate protective language governing the district.
2. Work with Sheboygan County to educate residents about flood risks, shoreland and wetland preservation and steep slope risks and discourage development within this plan's identified environmental corridors.
3. Identify and protect the open spaces and wildlife habitats from development to preserve the town's identified scenic areas.
4. Promote wetland restoration projects.
5. Promote forest crop management practices to enhance the town's woodland areas.
6. Require that all resource extraction activities are conducted in a way that minimizes their impact on the surrounding environment.
7. Support the enforcement of rules on private sewage systems and encourage better state level enforcement of rules governing solid hazardous waste disposal and wells.
8. Advocate the use of density bonuses, to preserve natural resources, for developers while also reducing automobile dependence and travel distance.
9. Support a noise ordinance which limits development of incompatible uses next to one another while promoting noise barriers/buffering.

10. Coordinate the town's efforts to preserve natural resources with adjoining municipalities and state agencies.
11. Encourage a buffer area (a zone of no buildings) around delineated wetlands.

***Programs:***

1. Work with Sheboygan County on informational programs and brochures regarding natural resources to educate and inform the public.
2. Work with the villages of Waldo and Cascade, and Sheboygan County to further explore ways to best utilize or preserve natural features within the town's planning area - such as through WDNR grants for lake or river protection plans, which funds up to 75 percent of the project.
3. Work to ensure enforcement of floodplain zoning, conservancy zoning and shoreland zoning ordinances to protect water quality.
4. Utilize the town's authority to have an Official Map and identify features the town plans on preserving.
5. Investigate and utilize programs available for the protection of water resources. For example:
  - a. Lake Planning Grant Program - which has available funds to collect and analyze information needed to protect and restore lakes and their watersheds. Types of projects include physical, chemical, biological, and sociological data collection, water quality assessment, and watershed evaluation including county-wide or regional initiatives. This program is administered through the Wisconsin Department of Natural Resources.
  - b. Lake Protection Grant Program - which provide funding to protect and improve the water quality of lakes and their ecosystems. Grants are available for purchasing land or easements, restoration of wetlands, development of local regulations to protect water quality, lake improvement activities called for in the Department approved plan, and countywide lake classification. The Wisconsin Department of Natural Resources administers these grants.

***Goals: Agricultural Development/Preservation***

1. Preserve the farmland in the town for continued agricultural use.
2. Protect the existing farm operations from conflicts with incompatible uses.

***Objectives:***

1. Identify the town's prime farmlands for preservation.
2. Have an orderly changeover of less productive agricultural lands to other uses.
3. Consider buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints regarding these agricultural lands.
4. Advocate cooperation agreements with neighboring communities on all land development types within the planning area to limit locating incompatible land uses adjacent to one another.

***Policies:***

1. Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.
2. Consider buffers for existing and future developments from areas that are to remain in agricultural production. Some buffers may include: earth berms, planting of trees and or shrubs.
3. Follow the recommendations within the General Plan design of this document to focus limited growth.
4. Continue to use the Agricultural Zoning Districts to preserve the productive farmlands in the town while allowing limited growth on less productive soils.
5. Consider adopting zoning language regarding small Agricultural businesses.
6. Advocate that the Town's Zoning Ordinance has regulatory language that assures a strong future for agriculture.

***Programs:***

1. Partner with Land Preservation Organizations that work with private property owners to protect natural resources and preserve open spaces - such as land trusts and conservancy organizations.
2. Work with the county and state agencies to promote innovative programs which ensure the protection of farmlands - such as Purchase of Development Rights (PDR), etc.
3. Meet/consult with the nearby communities, Sheboygan County, BLRPC and the state to ensure cooperation in future land use planning - especially with those lands on the periphery of the town and within the extraterritorial planning areas of other municipalities.

**Goal: Sand and Gravel Mining Resources**

Future mining sites will not negatively impact the environmental features within the town's planning area or its existing developments.

***Objectives:***

1. All possible mining sites should be identified by Sheboygan County for the town's use.
2. Incompatible uses with mining should be well buffered from and shall not develop adjacent to one another.
3. Scenic/key views, the natural environment and rural characteristics shall not be harmed by mining operations.

***Policies:***

1. The town should steer incompatible uses away from identified mining sites.
2. The town should review the Sheboygan County Nonmetallic Mining Reclamation Ordinance and use it when deciding land use issues.

3. The town should work with surrounding towns to ensure all abandoned, present and future mining operations will someday be reclaimed to a natural setting.
4. The town will inform residents of any future mining sites.

***Programs:***

1. The town shall work with the villages of Waldo and Cascade, surrounding towns and Sheboygan County to locate possible mining sites within the town's planning area.
2. The town will work with the villages of Waldo and Cascade, the surrounding towns and Sheboygan County to ensure that incompatible uses do not develop adjacent to potential or existing mining sites.

**Goal: Historic, Archeological and Cultural Sites**

Historic, archeological and cultural locations and structures will remain preserved for the town, where appropriate.

***Objectives:***

1. To preserve buildings (churches, historic homes and buildings), structures (out buildings, bridges, etc.) and other landscape features (cemeteries, fence lines, stone fences, etc.) that are the town's cultural history.
2. Identify to the town residents, for their information and possible use, these historic, archeological and cultural locations resources.

***Policies:***

1. Support the preservation and maintenance of historic, archeological, and cultural sites in the town.
2. Work to recognize historic figures or events.

***Programs:***

1. The town should work with federal, state and county agencies to ensure all sites are identified and appropriately protected.
2. The Town Board should develop a sub-committee to work with the Historical Society that will explore the future integration of these areas into possible recreation sites, in conjunction with the surrounding towns and counties.
3. The town should utilize festivals/celebrations to honor historic individuals and/or events.
4. The town should utilize the Wisconsin Historical Society, Office of Preservation and Planning (OPP) which is the agency that can assist local communities on providing information on how the town can preserve and protect historical properties, assist in grassroots strategies for preservation and protection of historical properties, and provide information on state and federal laws and regulations.

**Goals: Water Supply - Groundwater and Surface Water**

1. Maintain or improve groundwater and surface water quality within the town.

2. Carefully plan development adjacent to rivers, lakes, streams, and wetlands in order to not negatively impact these areas.

***Objectives:***

1. Identify the recharge areas for wells to know the areas that need to be protected to ensure a safe drinking water supply.
2. Have identified potential contaminant sources within the recharge area for wells in order to identify threats to the water resource.
3. Have long-term plans to address potential recharge areas and their threats.

***Policies:***

1. Support the development of long-term plans (Wellhead Protection or Source Water Protection plans) protecting the town's water resources.
2. Support efforts to identify recharge areas and threat sources to the town's drinking water.
3. Promote the adoption of appropriate ordinances protecting water sources.
4. Work with other jurisdictions that have protective ordinances or identified plans for water protection that extend within the town.
5. Continue to work with Sheboygan County ensuring that all septic systems are in good working order and giving citations to residents that are not complying.
6. Support agricultural and erosion control programs that are targeted to assist private landowners.

***Programs:***

1. Work jointly with neighboring communities, Sheboygan County and state agencies to develop and adopt protective measures to best preserve the town's water supply.
2. Encourage local landowners to follow stormwater management plans, agriculture "Best Management Practices", erosion control ordinances, etc., to preserve water quality.
3. Develop ordinances restricting placement of onsite systems - to overcome the limitations on development that were removed with the passage of COMM83's revisions.

**Goal: Wildlife Resources**

Maintain the town's diverse wildlife habitat for all town residents to enjoy.

***Objectives:***

1. Protect the town's areas of threatened and endangered species.
2. Maintain connections among wildlife habitat areas.

***Policies:***

1. Support the preservation of key habitat areas and large undeveloped contiguous natural areas.
2. Support neighboring jurisdiction's wildlife preservation plans.
3. Incorporate natural resource areas into plans for parks and open spaces.
4. Promote the utilization of native species when landscaping.

***Programs:***

1. Work with federal, state and county agencies to seek funding for habitat protection.
2. Build partnerships with other interests such as hunting and fishing local chapters WDNR, Ducks Unlimited, Trout Unlimited, National Wild Turkey Federation, Whitetails Unlimited, Prairie Enthusiasts, the Nature Conservancy, and many local land trusts.
3. Work with private landowners to promote sustainable forestry practices - which are supported by state tax incentives under the Managed Forest Law.
4. Utilize Stewardship Grants for Nonprofit Conservation Organizations - provide funding for the acquisition of land or easements for conservation purposes, and restoration of wildlife habitat. Nonprofit conservation organizations are eligible to apply. Priorities include acquisition of wildlife habitat, acquisition of lands with special scientific or ecological value, rare and endangered habitats and species, acquisition of stream corridors, acquisition of land for state trails and restoration of wetlands and grasslands. The Department of Natural Resources administers these grants.

**CLIMATE**

The climate in and around the town of Lyndon is typical of eastern Wisconsin. The climate is classified as continental with cold winters, moderate snowfall, and warm summers with periods of hot, humid conditions. The nearby waters of Lake Michigan exert a modifying influence on the climate. The average annual precipitation is approximately twenty-nine inches with 65 percent of the total yearly precipitation falling from April to November. There are approximately 155 days to the growing season.

Weather conditions are favorable for agricultural purposes. The climate is suitable for most urban and rural activities and does not severely interfere with the movement of vehicles and goods; however, extreme cold snaps during the winter can affect construction activities.

**GEOLOGY**

**Glacial Geology**

The topography of Sheboygan County is essentially a result of the last two substages of the Wisconsin Stage of Glaciation. Each glacial substage carried in glacial debris known as “drift” or “till” and pushed or deposited it to form plains, depressions, valleys and hills. This resulted in the eastern and western portions of the county having a difference in relief. The lands range from level and rolling in the east, to hilly and irregular in the west. From the east the lands rise to the west with rolling hills and scattered pockets of flat lands. The western portion of the county

contains the northern half of the Kettle Moraine composed of gravelly hills, kettle shaped holes, coarse, sandy soils, numerous eskers, etc. which give the area a picturesque appearance. Ground Moraine makes all of the soils found in the town of Lyndon. Ground Moraine is the “till” that was deposited near the edge or directly beneath the base of a glacier usually consisting of clay, silt, sand, pebbles, cobbles and boulders.

### **Bedrock Geology**

A layer of undifferentiated dolomite bedrock from the Silurian age underlies the entire planning area. This series of sedimentary rocks, approximately 750 feet thick, is underlain by a formation known as the Maquoketa Shale. Below the Maquoketa Shale are a group of rock units consisting of sandstone, shale and dolomite, known collectively as the sandstone aquifer. The Maquoketa formation is estimated to be 400 to 450 feet thick. The sandstone aquifer is estimated to be 800 to 850 feet thick.

### **SOIL LIMITATIONS**

#### **Private Sewage Systems**

The town relies on private sewage systems for the majority of their residents. According to the Natural Resource Conservation Service (NRCS), severe limitations mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. Moderate limitations mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome or minimize limitations. Slight limitations mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome.

Without consideration of the properties of the soils, private sewage systems may fail and collection systems may require expensive and frequent maintenance. Factors which are considered when evaluating soils for on-site waste systems are high or fluctuating water table, bedrock, soil permeability and flooding frequency.

New technologies for private sewage systems are allowed under the revised COMM 83 health and safety code. The code will allow the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code gives property owners the opportunity and flexibility to meet environmental performance standards with several treatment technologies.

The code will allow for infill development where it was not permitted previously by the former plumbing code as interpreted by the Department of Industry, Labor and Human Relations (DILHR). Housing and population density will likely increase in some areas due to the revised COMM 83 code. This in turn may increase the need for land use planning and integration of environmental corridors to address the adverse impacts related to development. Planning along with land use controls such as zoning will help achieve more efficient development patterns.

#### **Basements**

Within the *Soil Survey of Sheboygan County*, the NRCS provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a

single family dwelling no higher than three stories. The ratings are based on soil properties, site features and observed performance of the soils.

According to the Natural Resources Conservation Service, *severe limitations* mean soil properties or site features are so unfavorable or so difficult to overcome that special design, significant increases in construction costs, and possibly increased maintenance are required. *Moderate limitations* mean soil properties or site features that are not favorable for the indicated use may require special planning, design, or maintenance to overcome, or minimize limitations. *Slight limitations* mean soil properties and site features are generally favorable for the indicated use and limitations are minor and easily overcome. Refer to the *Soil Survey of Sheboygan County* for additional information regarding soil limitations for building site development. Map 2.3 shows the suitability for dwellings with basements.

### **Prime Agricultural Lands**

Approximately 62 percent of the town's land is classified as prime agriculture land with minimal modifications. These lands are found throughout the town generally away from the existing waterways. However, the eastern half of the town generally has better soils for farming. Two classes of prime farmland are identified: those areas where all land is prime farmland (44 percent) and those areas that are considered prime farmland with conditions (e.g. only when drained) (18 percent). The rest of the town is classified as not prime farmland and are located in and around wetland areas. Map 2.4 shows these areas of prime farmland.

### **TOPOGRAPHY**

The town of Lyndon has Kettle Moraine type topography in the western half of the town. It is characterized by rugged, gravelly hills, kettle shaped holes and coarse sandy soils. The eastern half of the town is characterized by gently rolling hills and flat lands. The elevation increases from east to west, with the majority of the steep slopes located in the western portion of the town. Elevations in the town range from 800 feet in the east to over 1,100 feet in the west. Map 2.5 illustrates the areas of steep slope (slope 12 percent or greater) based on the soil characteristics within the town of Lyndon.

### **WATER RESOURCES**

#### **Watersheds**

The town of Lyndon lies within three watersheds as delineated by the Wisconsin Department of Natural Resources. The northeastern area of the town lies within the Mullet River Watershed, the central portion of the town running from the northwest to the southeast is within the Onion River Watershed, while the southwestern portion of the town of Lyndon lies within the North Branch Milwaukee River Watershed. Map 2.6 illustrates these watersheds within the town.

The Onion River Watershed was one of the early Nonpoint Source Priority Watershed Projects in the state (WDNR 1981). In 1984, USGS and WDNR (Field and Lidwin 1984) conducted a study of the water quality of the Onion River. A follow-up report on the Onion River Priority Watershed Project, conducted by the WDNR in 1992, found that the nonpoint source pollution continues to be a major detriment to water quality. Water quality is also affected by point source discharges (municipal and industrial discharges).

#### **Surface Water Features**

The following information for the lakes, rivers and streams within the town has been taken from the WDNR *Surface Water Features of Sheboygan County*. The lakes, rivers and streams are

protected under the county's Shoreland and Floodplain ordinance to protect its valuable water resources. Map 2.7 shows the location of these named water features which comprise approximately 171 acres. A number of unnamed intermittent streams and several ponds exist throughout the town of Lyndon as well.

## **Lakes**

### ***Lake Ellen***

One of the largest natural lakes in the Sheboygan County, is fertile and highly productive. Bass, bluegills, northern pike, and walleyes constitute the core of the fishery. At times, the outlet functions as an inlet. Lake Ellen is located just south of the village of Cascade.

### ***Waldo Mill Pond***

The Waldo Mill Pond is a moderate sized flowage on the Onion River created by a dam. Northern pike and pan fish make-up much of the sport fish in the pond. The area also has several wildlife features near it. The Mill Pond is located in an area just north of the village of Waldo.

## **Rivers and Streams**

### ***Onion River***

Onion River is basically regarded as a warm water stream. A four mile stretch north of the village of Waldo is classified as trout water. The river also passes through the Waldo Mill Pond as it meanders through the town's farmlands south of Waldo. Northern pike and panfish exist in the river outside of the trout zone. Access and parking are available at various areas along the river. The river is being restored back to its natural state, which would make it a cold water stream in order to sustain trout.

### ***Mill Creek***

Mill Creek is one of two major, headwater tributaries of the Onion River originating from the extreme northwestern portion of the town. The stream is classified as a trout stream. Access is available by a county road and by stream access from the Onion River.

### ***Ben Nutt Creek***

Ben Nutt Creek is the other major headwater tributary to the Onion River and is located in the northwestern portion of the town. The creek drains an area in the southwestern corner of the town of Plymouth. The stream is classified as a trout stream. Access is available at various road crossings.

### ***Nichols Creek***

Found in the western portion of the town, Nichols Creek is a major headwater tributary to the north branch of the Milwaukee River. The creek has good water quality, consistent flow and provides good fish habitat for trout. The creek is possibly the best trout stream in the county. The surrounding area also provides good wildlife habitat. Access is available at designated hunting and fishing ground areas.

## **Groundwater**

In Wisconsin the primary sources for groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible contamination. The most common groundwater contaminant is nitrate-nitrogen, which comes

from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

In general, shallow, permeable water table aquifers are at greatest risk of contamination. According to the EPA, the groundwater in Sheboygan County is moderately susceptible to contamination, thus water quality problems could result within the county. Agricultural runoff and septic systems are just two of the sources that may have a high level of potential impact on the groundwater quality within the county.

The town's groundwater source is part of a large aquifer system called the Cambrian-Ordovician aquifer system. It is the second largest source of groundwater for public supply, agricultural, and industrial use in the northern segment which consists of the four states of Wisconsin, Michigan, Minnesota, and Iowa. This aquifer is a complex multi-aquifer system with several aquifers separated by leaky confining units. The Maquoketa confining unit caps the whole system where it is overlain by younger bedrock.

More specifically, the groundwater comes from the Mount Simon aquifer, which is the lowermost aquifer of the Cambrian-Ordovician aquifer system. It consists of the coarse to fine grained Mount Simon Sandstone and the Bayfield Group in Wisconsin. The Mount Simon aquifer underlies the southern two-thirds of the state and has the broadest distribution of any of the aquifers in the Cambrian-Ordovician aquifer system. Wells penetrating the Mount Simon aquifer in Wisconsin generally are open to overlying Cambrian-Ordovician aquifers. In Sheboygan County these aquifers include the St. Peter - Prairie du Chien - Jordan aquifer. In Sheboygan County this aquifer consists of St. Peter sandstone and Jordan sandstone. These aquifers are collectively called the sandstone aquifer. The thickness of the unconsolidated material ranges from 100 to 200 feet within the county. The water flows toward the cities of Green Bay and Milwaukee. Within this area, there is a moderate susceptibility to groundwater contamination.

Shallower aquifers include the Niagara aquifer which underlies 98 percent of northeast Wisconsin and is the most widely used source of generally good quality ground water. There are instances where this aquifer is used almost exclusively because drift in many places is thin and not an aquifer and drilling deep to the sandstone aquifer is costly and the water is locally saline.

### **Floodplains**

The town's floodplains are located along the shores of the Onion River, Nichols Creek, Ben Nutt Creek and Mill Creek (Map 2.8). In all, floodplains are approximately 1,904 acres in size throughout the town.

Floodplains are often viewed as valuable recreational and environmental resources. These areas provide for storm water retention, ground water recharge, and habitat for various kinds of wildlife unique to the water.

Development permitted to take place in these areas is susceptible to storm damage and can have an adverse effect on water quality and wildlife habitat. In addition, it can also result in increased development and maintenance costs such as: providing floodproofing, repairing damage associated with flooding and high water, increased flood insurance premiums, extensive site preparation, and repairing water related damage to roads, sewers, and water mains. Some communities have special ordinances for buildings within the floodplain for remodeling and expanding. New expansions may have to be compliant to the rules of floodplain construction.

As a result, the state of Wisconsin requires that counties, cities and villages adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Development in floodplain areas is strictly regulated and in some instances is not permitted. For planning and regulatory purposes, the floodplain is normally defined as those areas, excluding the stream channel, that are subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year. Because of this chance of flooding, development in the floodplain should be discouraged and the development of park and open space in these areas encouraged.

The authority to enact and enforce these types of zoning provisions in counties is set forth in Chapter 59.97 of the Wisconsin Statutes and Wisconsin Administrative Code NR 116. This same authority is also vested to cities and villages in Chapter 62.23 of the Wisconsin Statutes.

### **Wetlands**

The identified wetlands are scattered throughout the town (approximately 3,176 acres) with the largest areas along the Onion River, Nichols Creek (near Lake Ellen) and an area between the villages of Waldo and Cascade south of STH 28. Map 2.9 illustrates the WDNR inventoried wetlands greater than two acres. It should be noted that all wetlands, no matter how small, are subject to WDNR and possible federal regulations if they meet the state definition. Also, please note that Map 2.9 is a tool to use as a guide since not all wetlands are identified on the map

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the Wisconsin Department of Natural Resources and mandate that shoreland wetlands be protected in both the rural and urban areas of the state. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. This wetland provision would be applicable in the town of Lyndon. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act and NR 103, respectively.

### **WOODLANDS**

A total of 5,795 acres of woodlands are found within the town. Woodlands are displayed on Map 2.10 and depict the town's upland woodlands (woodlands not within wetlands) (3,352 acres) and lowland woodlands (woodlands within wetlands) (2,443 acres).

### **AIR QUALITY ISSUES**

Facilities wishing to move into the town of Lyndon may be subject to additional requirements because Sheboygan County is a designated Maintenance area.

Sheboygan County is designated as a maintenance area for ground-level ozone. Sheboygan County is in attainment for the one-hour ozone air quality standard, but is subject to a Wisconsin Department of Natural Resources maintenance plan. Also, the county may be designated non-attainment for the 8-hour ozone air quality standard by mid-decade (2004/2005). An area is designated a non-attainment area when it does not meet the minimum standards for air quality (NAAQS) set by the Environmental Protection Agency (EPA). In the case of Sheboygan County, industries located in other cities may be contributing to the problem of the ground-level ozone. According to the EPA, it was recently found that ozone formed in one area can drift on air

currents to add to air quality problems elsewhere. Research shows that this “transported ozone” contributes significantly to high ozone levels in Wisconsin.

### **WILDLIFE HABITAT**

The fauna that lives within the planning area is quite diverse. Habitat for many species of wildlife is provided by woodlands, floodplains, wetlands, and surface water features within the town. Wildlife habitat can be defined as areas that provide enough food, cover, and water to sustain a species. Some of the well known species found within planning area include white-tailed deer, ruffed grouse, wild turkey, squirrel, gray fox, coyote, red fox, pheasant, muskrat, mink, and raccoon. Migratory fowl also frequent the area utilizing the streams and wetland areas to raise their young. Due to the large agricultural tracts of land in the town, mammals that require large areas of woodlands for hunting and raising young, such as bear and the bald eagle are not as prevalent in the town of Lyndon as they are in the northern communities of the State.

### **THREATENED AND ENDANGERED SPECIES**

Many rare, threatened, and endangered species are found within Sheboygan County. There have been rare species occurrences within the town of Lyndon, including areas along Nichols Creek in the northwestern portion of the town. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna. Appendix D lists the rare species and natural communities that have occurred in Sheboygan County identified in the Wisconsin DNR Natural Heritage Inventory.

### **PARKS AND OPEN SPACES**

The town of Lyndon currently does not contain any park facilities. However, citizens of the town are able to utilize existing parks in the villages of Cascade and Waldo. Cascade contains two park areas whereas Waldo has one park site. Existing park and recreation facilities located within the town are discussed in detail in Chapter 6 of this plan.

### **SCIENTIFIC AND NATURAL AREAS**

As of this planning process, areas within the town have not been state designated as natural areas. The Wisconsin State Natural Area program was established to formally designate sites in natural or near natural condition for scientific research, the teaching of conservation biology and most of all, preservation of their natural values and genetic diversity for the future. These areas are not intended for intensive recreation use, but rather to serve the mission of the Natural Areas Program, to locate and preserve a system of State Natural Areas harboring all types of biotic communities, rare species, and other significant natural features native to Wisconsin.

### **ENVIRONMENTAL CORRIDORS**

Environmental corridors serve many purposes. They protect local water quality and wildlife habitat through identification and preservation of areas sensitive to development. They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration. Environmental corridors can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses while improving the aesthetics of the community.

As part of its on-going effort to complete a regional master plan, the Bay-Lake Regional Planning Commission has begun to compile and delineate region-wide data needed for land use planning within the region. The BLRPC has defined its environmental corridors to include the following set of uniformly available information: Wisconsin Department of Natural Resources

wetlands; 100-year FEMA floodplains; areas with slopes greater than or equal to 12 percent; lakes, rivers, streams and ponds; a 75-foot lake and river setback; and, a 25-foot buffer of the wetlands. Other features that are considered as part of the environmental corridor definition on an area by area basis include: designated scientific and natural areas; unique and isolated woodland areas; scenic viewsheds; historic and archaeological sites; unique geology; wetland mitigation sites; isolated wooded areas; unique wildlife habitats; parks and recreation areas; and other locally identified features. Within the town there are 5,940 acres of environmental corridors as (Map 2.11) determined using the BLRPC definition. This corridor can be utilized by the town in determining possible future protective measures of the features falling within this corridor. Additional town controls may be derived from this identified corridor.

### **OTHER LOCAL KEY NATURAL FEATURES**

The Town has identified two sites that would be considered “key” natural features: the Ben Nutt Creek Preserve and the Nichols Creek area in the northwestern portion of the town. In the future, if the town wishes to note/describe additional areas in which residents have determined that there should be additional features given special considerations (not already falling within a subsection above) they should note/describe them here.

### **HISTORIC AND ARCHEOLOGICAL SITES**

There are fourteen sites of historic importance listed by the Wisconsin Historical Society (Table 2.1). The sites consist of mainly of structures (houses and barns). The approximate sites of these historic places are illustrated on Map 2.12.

The town of Lyndon also has a historic preservation area within its Zoning Ordinance. The area is on Cedar Lane Road between CTH’s V and N. The area is of historic, aesthetic interest and will be maintained and protected by the town.

There are no listed archeological sites listed within the town of Lyndon. However, care should be taken whenever excavation is done within the town, since there is always the possibility of disturbing a historical or archeological site. The State of Wisconsin requires any findings of human bones to be reported (*Wisconsin Statute 157.70*) so an investigation can be done by the State Historical Society. Also, land developers trying to obtain state permits from the Wisconsin Department of Natural Resources or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin, 816 State St., Madison, WI 53706.

Table 2.1: Historical Sites, Town of Lyndon

<b>Historic Sites</b>	<b>Location</b>
Stone Jug School	1483 CTH N
W.A. Barber House	N3382 STH 57
W.A. Barber Barns	N3382 STH 57
M.H. Saemann House	W4888 CTH IW
G.C. Cole House	N2785 STH 57
Mary Klein House	N2917 STH 57
Frederick Klein House	N2953 STH 57
Frederick Klein Barn	N2953 STH 57
Joseph Wilcox House	N3383 STH 57
Joseph Wilcox Stable and Barn	N3383 STH 57
Storage Building	CTH V
Italianate House	Blueberry Lane
Bungalow House	Pheasant Valley Rd.
Lyndon Cemetery	Corner of STH 57 and CTH F.

Source: State Historical Society of Wisconsin, 2003.

### **CULTURAL RESOURCES**

There are only a few identifiable cultural sites within the town. Examples of cultural sites are places that further social behavior. For example, a Town Hall, for it has been a focal point in furthering democracy and free speech; education/religious centers for they advance moral and intellectual teachings; museums because they contain social displays and artworks of past and present societies. The Lyndon Town Hall, Lyndon Cemetery and other cemeteries within the town were identified as cultural sites.

### **METALLIC AND NON-METALLIC MINING RESOURCES**

There is currently no metallic mining within the town. Metallic mining in Wisconsin has occurred since the time it was settled. Metals mined in the state include copper, lead, iron, and zinc. Mining has economic value to multi-regional areas, but also has the ability to potentially harm natural resources. Any new mines need to have a permit granted by the WDNR and are subject to the requirements of NR 135, which includes a reclamation plan. This plan is a detailed technical document designed to meet the goals which lead to successful reclamation and will help reduce the effects to the environment once the mine is abandoned. The plan has minimum standards that must be met in order to be accepted. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors”. Restoration is defined as, “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use”.

Though metallic mining does not exist within the town, Lyndon does contain many private mining sites (approximately 27). Care needs to be continued to ensure that these operations do not negatively impact the neighboring properties as well as the whole town. This not only includes noise and odors, but effects on groundwater and the town's transportation system.

## **COMMUNITY DESIGN**

Community design (Character) deals with the large-scale organization and design of the community, particularly the organization of the buildings and the space between them. An evaluation of community design is often subjective and requires personal judgment. In an effort to remove this subjectivity, the community design resources of the community have been inventoried that represent the building blocks and language of community design:

### **Signage**

Community character can be impacted quite dramatically by the type of signs allowed throughout the community and along transportation corridors. In order to preserve a sense of place and to help define community character without it being dictated by competing signage, the community can follow the general standards (commonly used in municipalities) below:

1. Free standing signs (excepting those along highways and freeways) should never exceed a height of 20 feet, and only heights below eight feet are consistently considered as noticeably low. These low monument signs can be effectively landscaped to meet desired community visions while tall pylon signs are unable to readily achieve this. No buildings should be allowed more than one freestanding sign, to include a single use or a center.
2. Wall signs should relate to the area of the wall on which they are located. No wall should contain more than one sign (except a center type development). Commercial/industrial Centers should maintain consistency between sign materials and location of signs. In a development with a number of occupants, individual outside signage should not be allowed for every occupant rather the smaller occupants should only have nameplate signs on a kiosk sign.
3. Many zoning ordinances prohibit types of signs that can distract drivers or cause a nuisance. Those signs that should be prohibited because of this and due to their being difficult to make and keep attractive include off-site advertising signs, roof signs and portable signs. Billboards can have the potential to degrade the community's entryways "doorways" and should be prohibited within these areas. Additional signs for prohibition include those that are inflatable, flashing, rippling or sparkling, strings of lights, use of tinsel, "pom poms", pinwheels, pennants, banners, and streamers. The community needs to evaluate whether changeable letting, electronic message boards, and trademark color schemes are to be prohibited if considered disruptive to the community or detract from the visual character of the community.

### **Landmarks**

Landmarks are important reference points that represent a prominent feature of the landscape and have the ability to distinguish a locality, mark the boundary of a piece of land, or symbolize an important event or turning point in the history of a community. The community should consider enhancing (through site design, building styles, and landscaping), protecting (through additional distance buffering or adding additional protective measures), or replacing such landmarks to

reach or preserve their community's vision of "character". The following are identified landmarks within the community:

- Lyndon Town Hall,
- Village of Waldo
- Village of Cascade
- Lake Ellen
- Lyndon Cemetery
- Nichols Creek Wildlife Area
- Winooski Historic Site
- Winooski Cemetery

### **Pathways**

Pathways are linear features that represent both vehicular and pedestrian movement. Pathways provide connections between places, as well as along them. Whether a major arterial, local street, or undefined woodland trail, pathways are hierarchical and represent a degree of usage. The following pathways should be considered important aspects of the community's character and thus should be enhanced or protected to ensure they do not portray a look contrary to the community's overall vision.

#### **Major Pathways:**

- STH's 57 and 28.
- County's roads entering and transecting the town (U, E, V, N, F, NN, W, IW, and S).

#### **Secondary Pathways:**

- Each of the sections of the town's roads entering and transecting the town.

#### **Minor Pathways:**

- Existing and future trails/recreational routes.
- Cedar Lane Area

### **Edges**

Like pathways, edges are linear. Edges are important organizing elements that represent boundaries that can be soft or hard, real or perceived. They become increasingly important as a community grows so as to visually distinguish the edges of the community. These edges do not necessarily coincide with jurisdictional boundaries. Development within these areas should be of high quality marked with substantial landscaping, modest signage, good site design, and pedestrian/bicycle connections with the rest of the community, regardless of jurisdiction.

- The edges of the villages of Waldo and Cascade,
- STH 57,
- The lands adjacent to the Onion River and Nichols Creek.

## **Districts**

Districts encompass areas of commonality. Examples of districts may include a residential district or central business district. These areas represent buildings and spaces where clearly defined and separate types of activities take place. Building scale, building location, landscaping, signage, lighting, driveway controls and architectural style need to be considered for consistency within this area to promote a specific community character.

- Lyndon Town Hall
- Lake Ellen District

## **Nodes**

Nodes are specific points of recognition. They are destinations and very often represent the core or center of a district. In addition, nodes are closely associated with pathways as they provide access to and from districts. An example of nodes within a district may include separate areas for government functions versus entertainment activities within a central business district. Special consideration to enhancing existing development, providing additional signage or lighting, providing pedestrian furniture or other streetscape ornaments, informational sites (kiosk or historical information plaque, etc.)

- Cedar Lane

## **Community Entryways**

Community entryways are associated with edges in that the entryway begins at an edge. Entryways can be unique and are vary valuable assets for they help define a community to those using the entryway. In many cases these entryways are more correctly described as “Doorways” to a community and help define the community to its residents and its neighbors. How people perceive an entrance to a business area or doorway to a town will determine weather they stop or drive on through the community. These points of interest may need to be protected or enhanced through the use of zoning standards requiring standards for minimal landscaping, building design, signage/design, lighting, and public furnishings.

The **Primary** entryways into the town should be protected and enhanced. High quality public entry signs and or public art may be used to formally announce entry to the town. Likewise around the town’s periphery, these entrances include:

- STH 57 and 28
- The county highways entering the town.

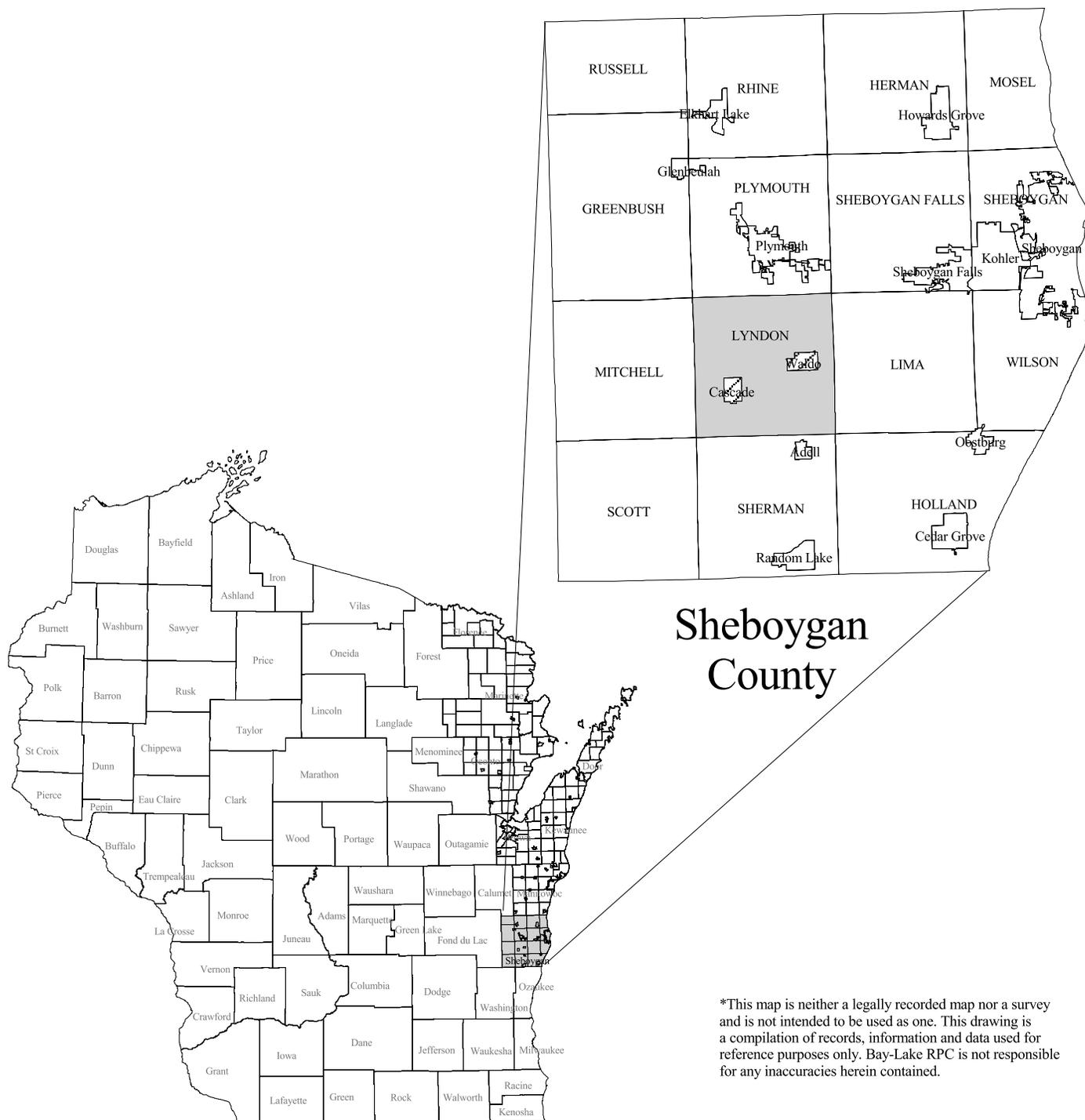
The **Secondary** entryways into the town are more subtle portals enjoyed by local town residents. The use of formal entry markers such as signage and artwork should be low key, if used at all, in order to maintain the rural/agricultural look of the area. Likewise, off-site signage may negatively impact these smaller “doorways” and thus should be considered on a case by case basis by the community. Secondary entryways around the town’s periphery include:

- The town roads entering the community.

# Location Map

## Town of Lyndon

### Sheboygan County, Wisconsin



Sheboygan  
County

\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.



WISCONSIN

# Planning Area Town of Lyndon Sheboygan County, Wisconsin

-  Village of Cascade & Waldo
-  Extraterritorial Jurisdiction\*

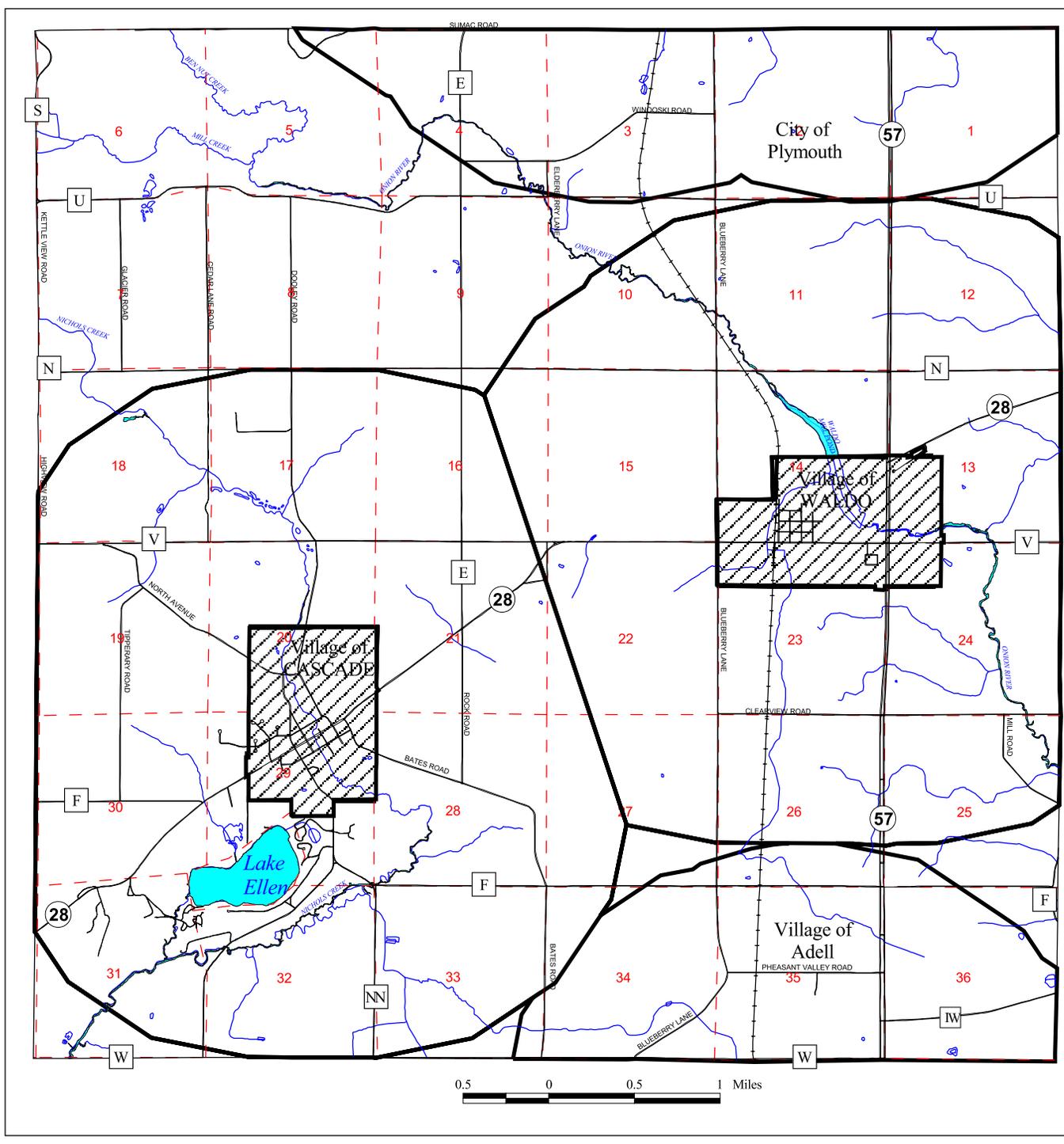
\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: Bay-Lake Regional Planning Commission, 2004.



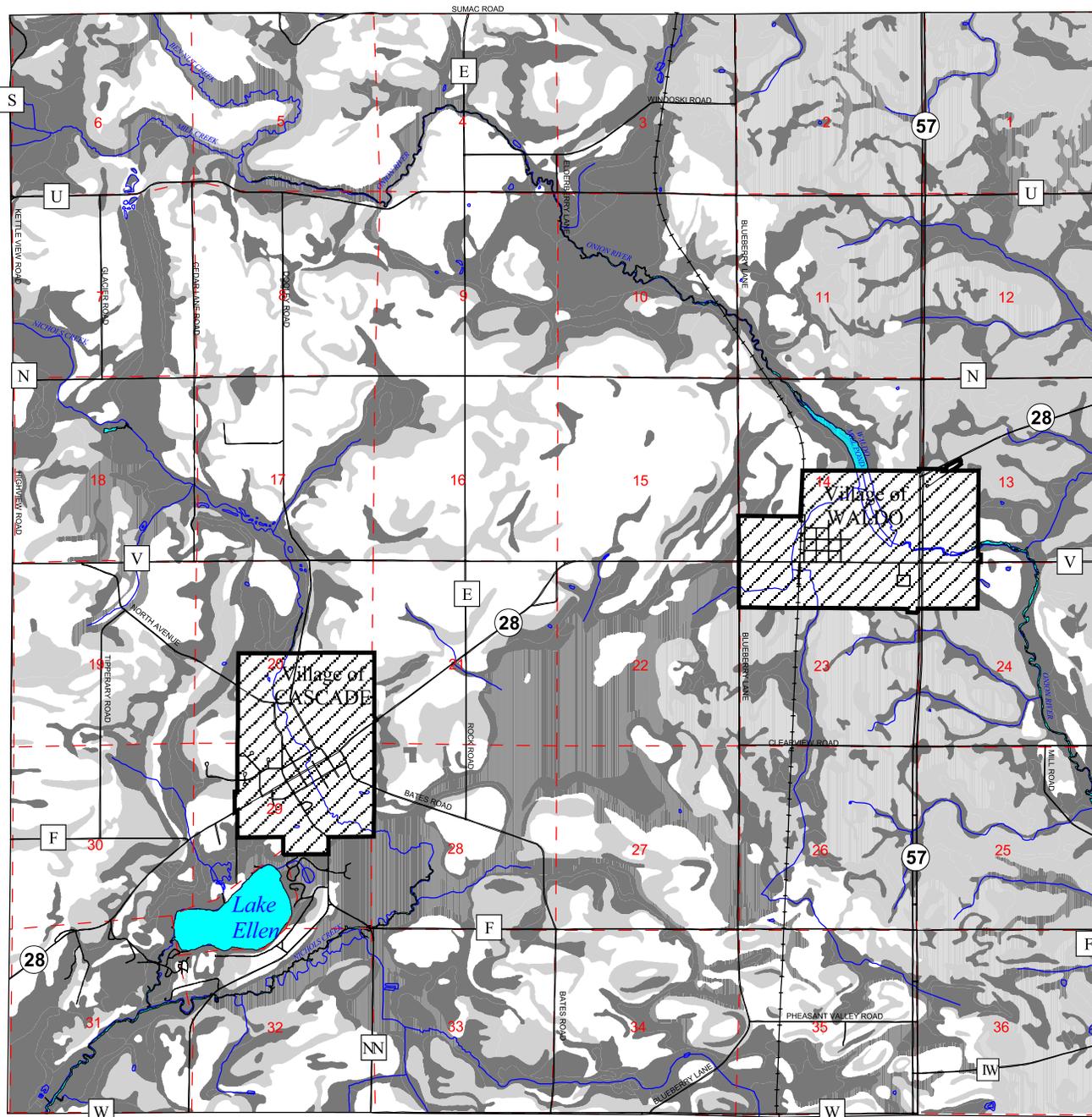
Map 2.3  
**Soil Limitations  
 For Dwellings with Basements**  
**Town of Lyndon**  
 Sheboygan County, Wisconsin

-  Severe
-  Moderate
-  Slight

\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: NRCS; Bay-Lake Regional Planning Commission, 2004.

# Prime Agricultural Soils

## Town of Lyndon Sheboygan County, Wisconsin

-  Prime
-  Prime With Conditions
-  Not Prime

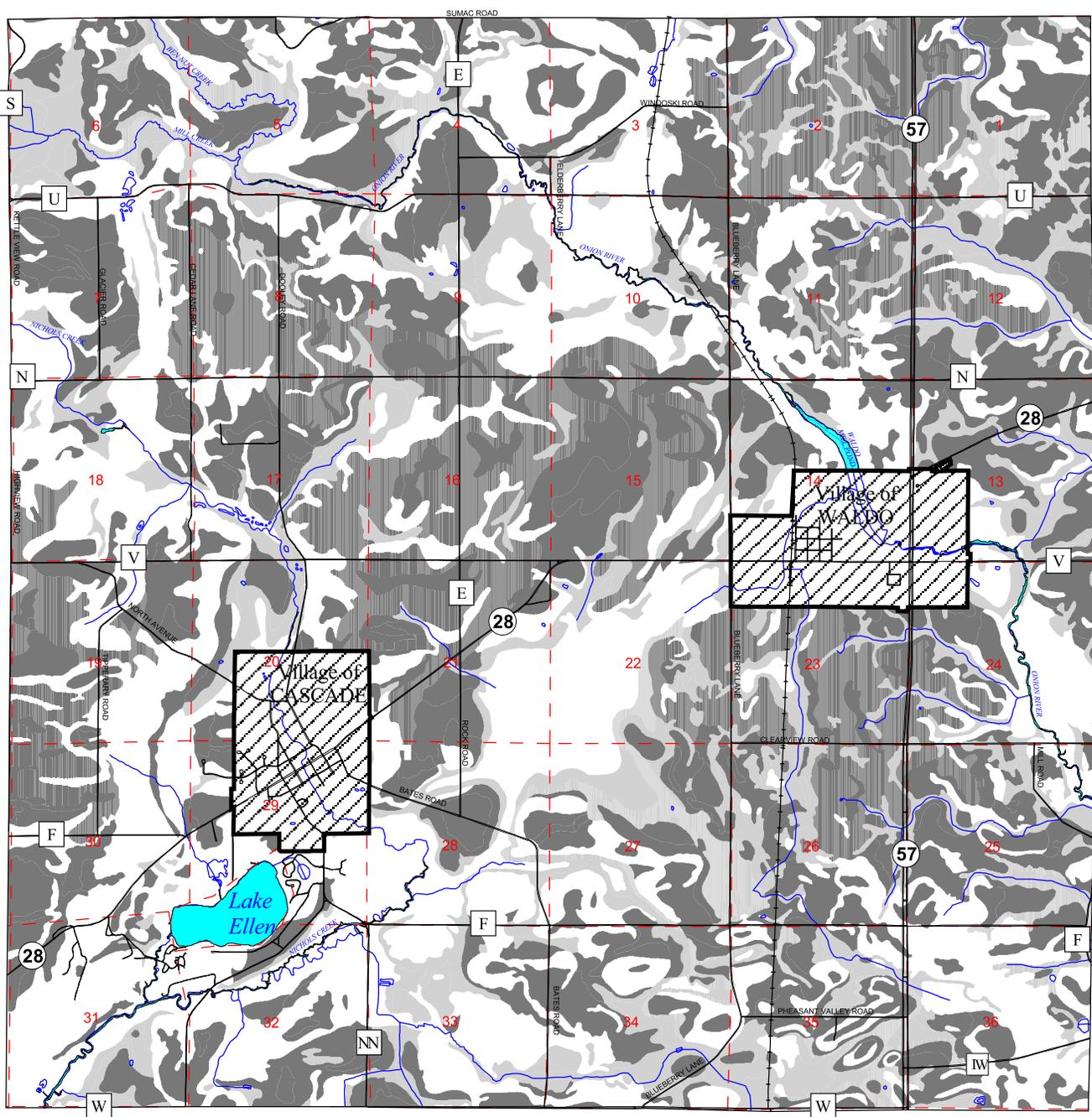
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### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: NRCS; Bay-Lake Regional Planning Commission, 2004.



# Steep Slope Town of Lyndon Sheboygan County, Wisconsin

 **Steep Slope**  
(12 Percent or Greater)

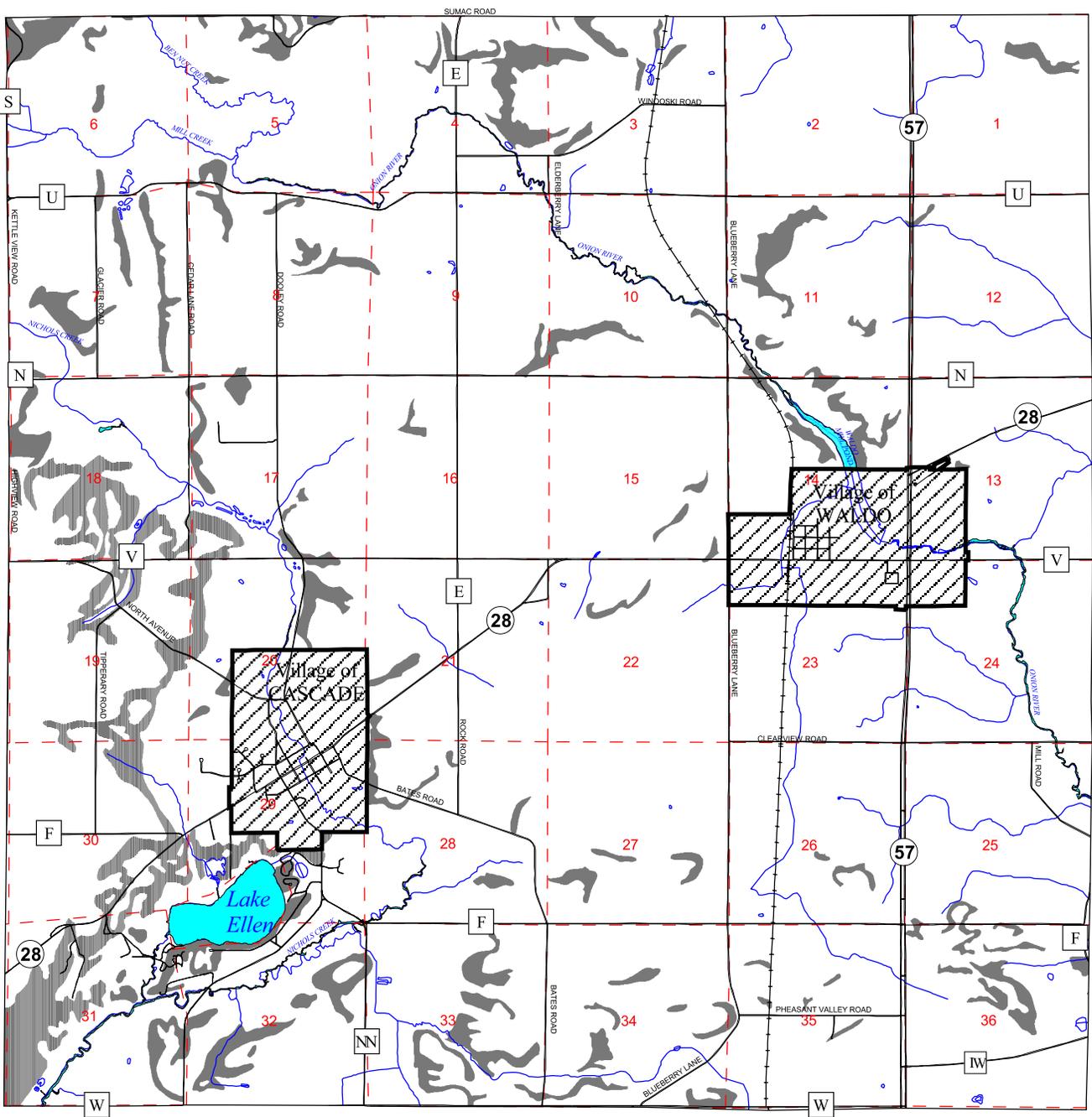
\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: NRCS; Bay-Lake Regional Planning Commission, 2004.



# Watersheds

## Town of Lyndon

Sheboygan County, Wisconsin

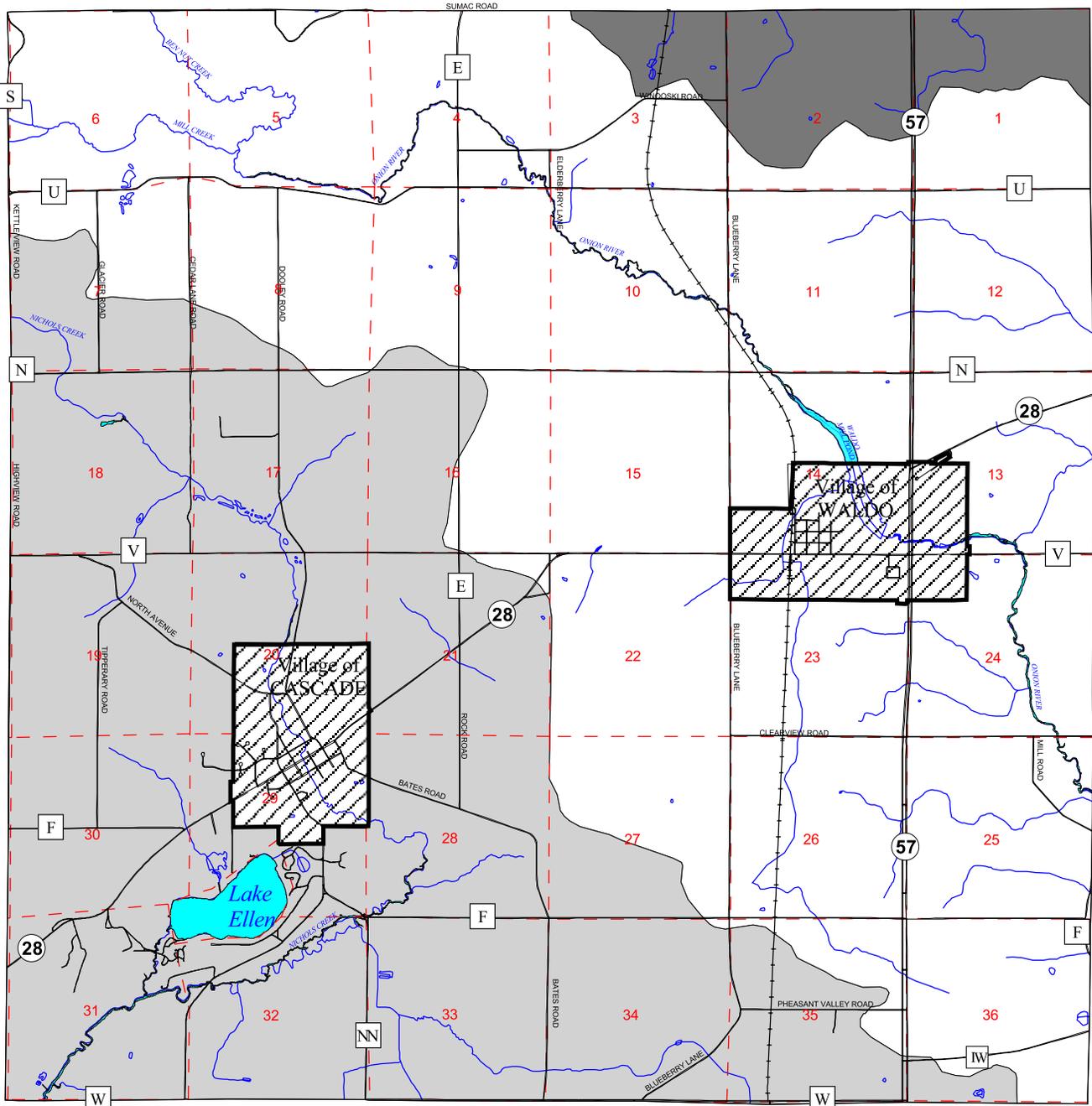
-  Mullett River
-  North Branch Milwaukee River
-  Onion River

\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number

Source: WDNR, 1998; Bay-Lake Regional Planning Commission, 2004.



# Surface Water Features Town of Lyndon Sheboygan County, Wisconsin

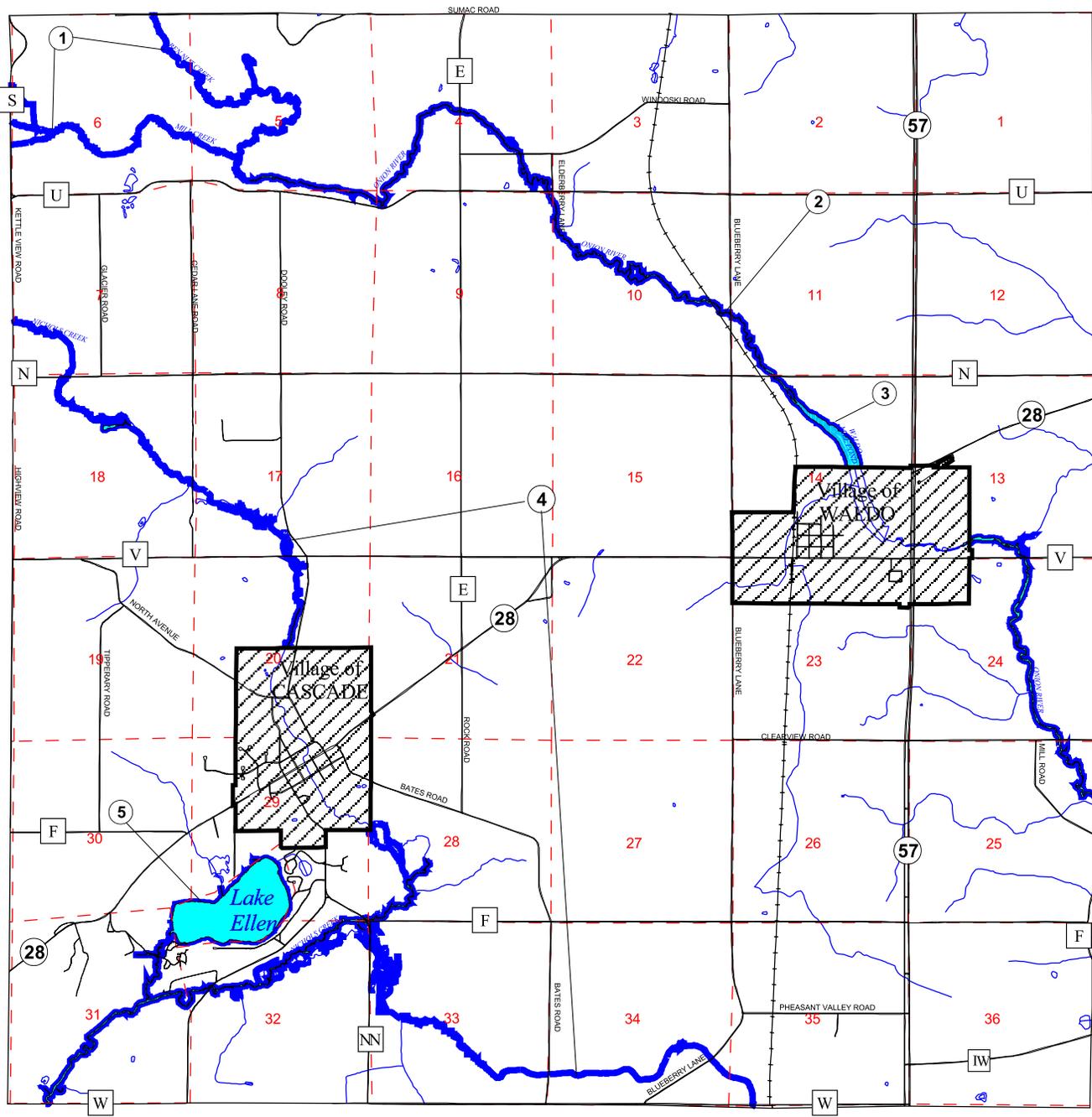
 Surface Water

- 1- Mill Creek
- 2- Onion River
- 3- Waldo Millpond
- 4- Nichols Creek
- 5- Ellen Lake

\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: WDNR; Bay-Lake Regional Planning Commission, 2004.

# Floodplains

## Town of Lyndon

Sheboygan County, Wisconsin

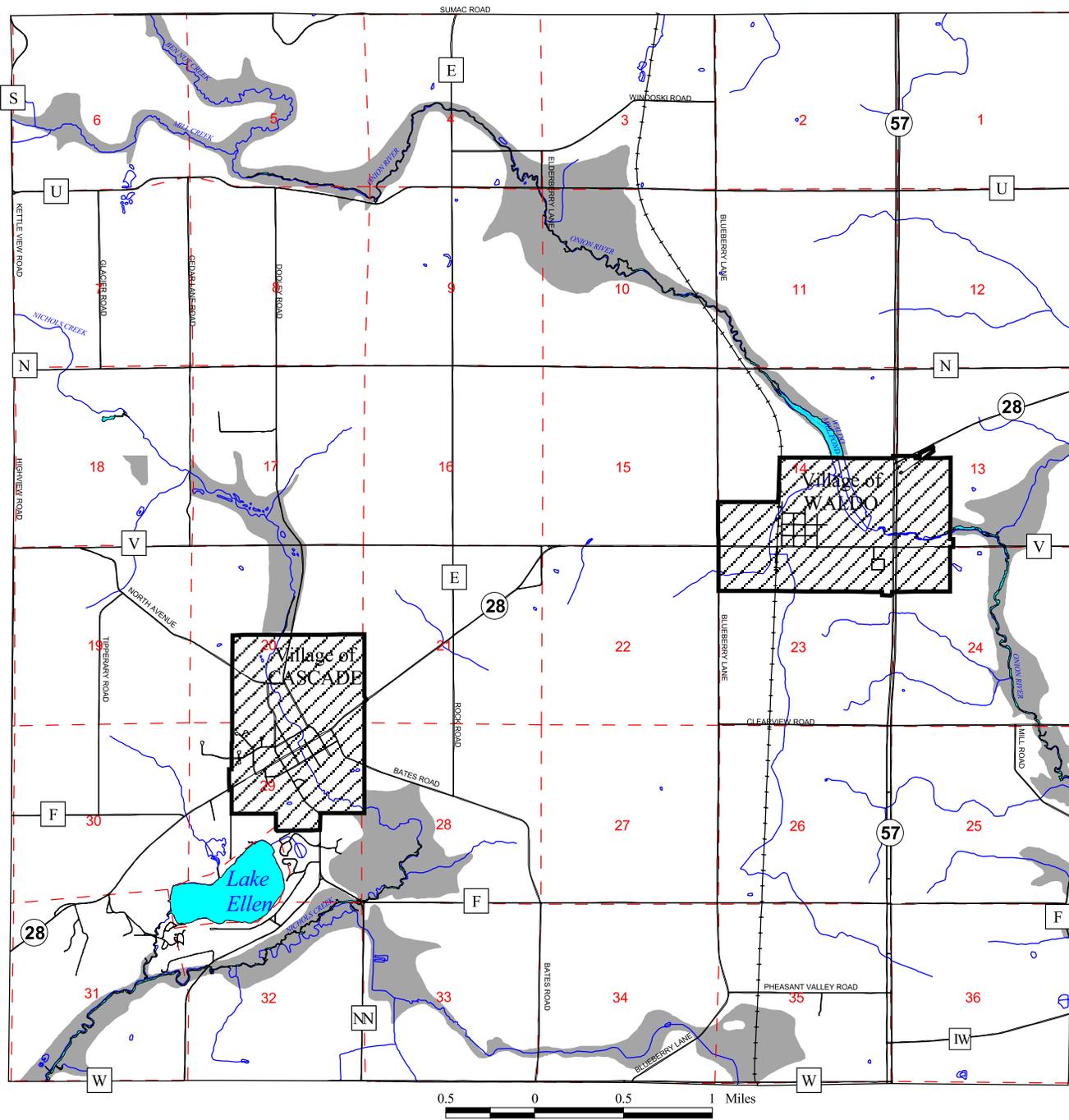
 100 - Year Floodplain

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number

Source: FEMA FIRM, 1983;  
Bay-Lake Regional Planning Commission, 2004.



# Wetlands

## Town of Lyndon

Sheboygan County, Wisconsin

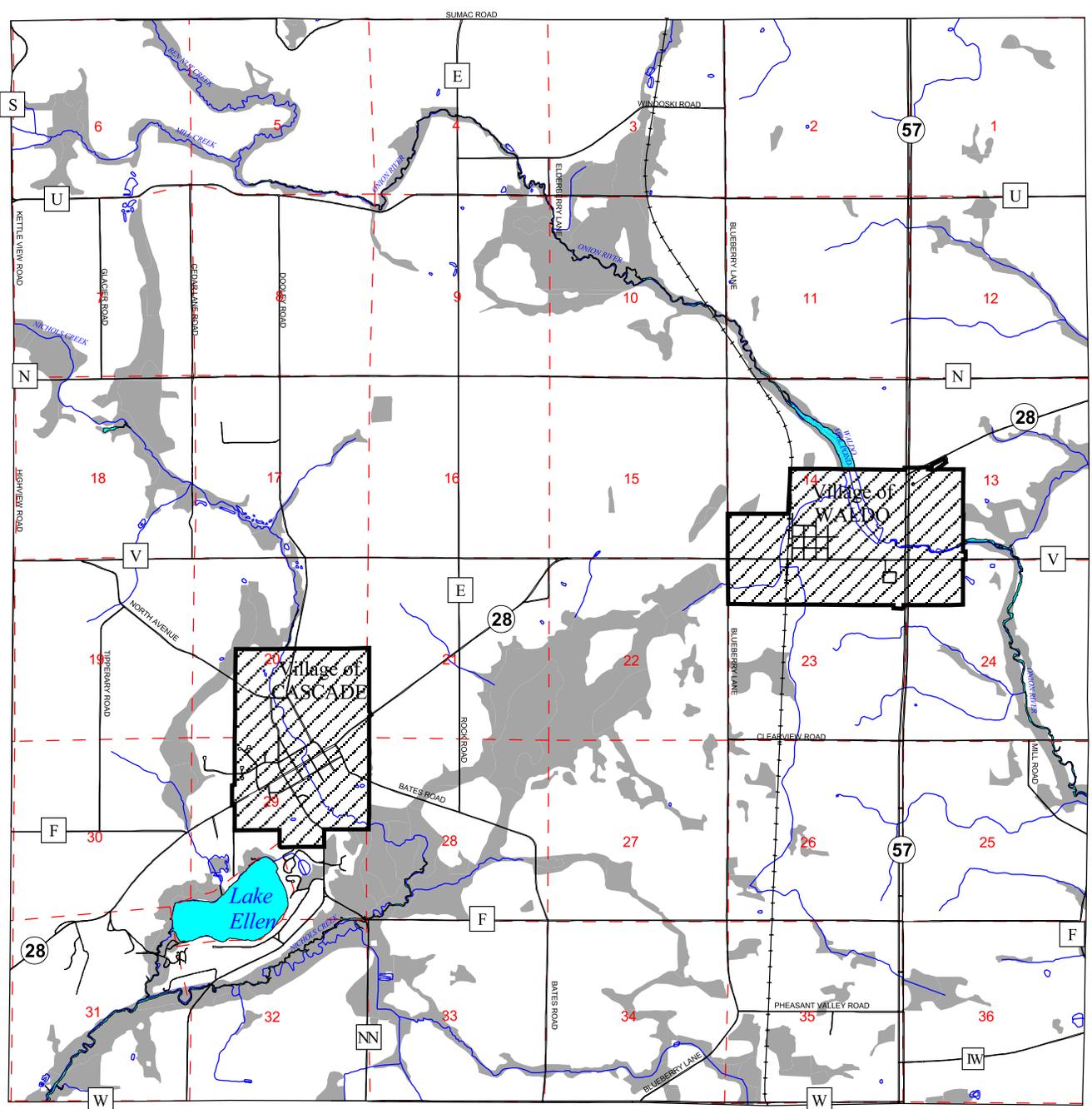
 **WDNR Wetlands**  
(Greater Than 2 Acres)

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number

Source:  
WDNR, 1983; Bay-Lake Regional Planning Commission, 2004.



2-27

# Woodlands

## Town of Lyndon

Sheboygan County, Wisconsin

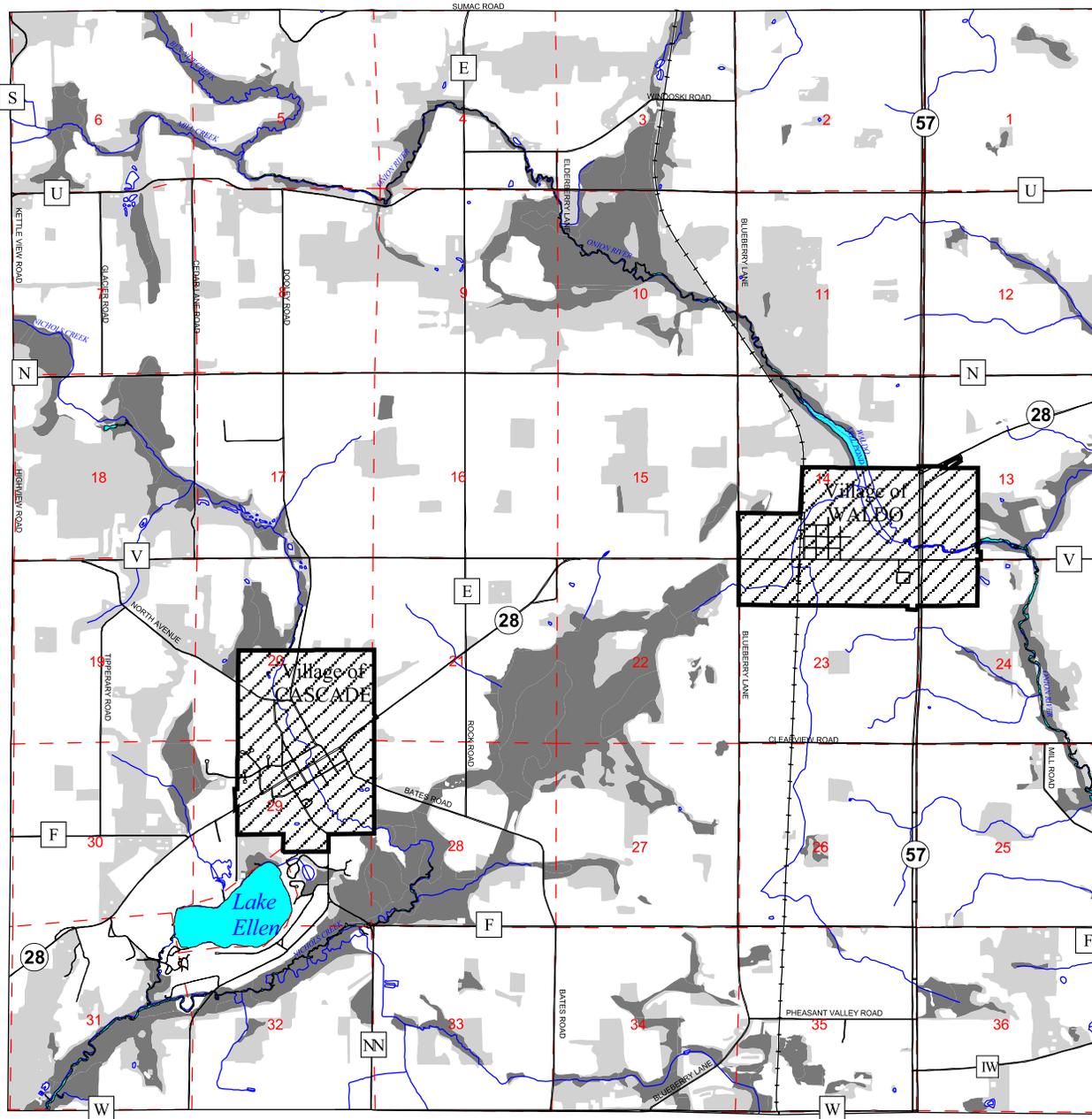
-  Upland Woodland
-  Lowland Woodland

\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number

Source: Bay-Lake Regional Planning Commission, 2004.



Map 2.11  
**Environmental  
 Corridors**  
 Town of Lyndon  
 Sheboygan County, Wisconsin

-  Environmental Corridors
- WDNR Wetlands
- 25 - Foot Wetland Setback
- 100 - Year Floodplain
- Slope Greater than 12%
- 75 - Foot Water Setback

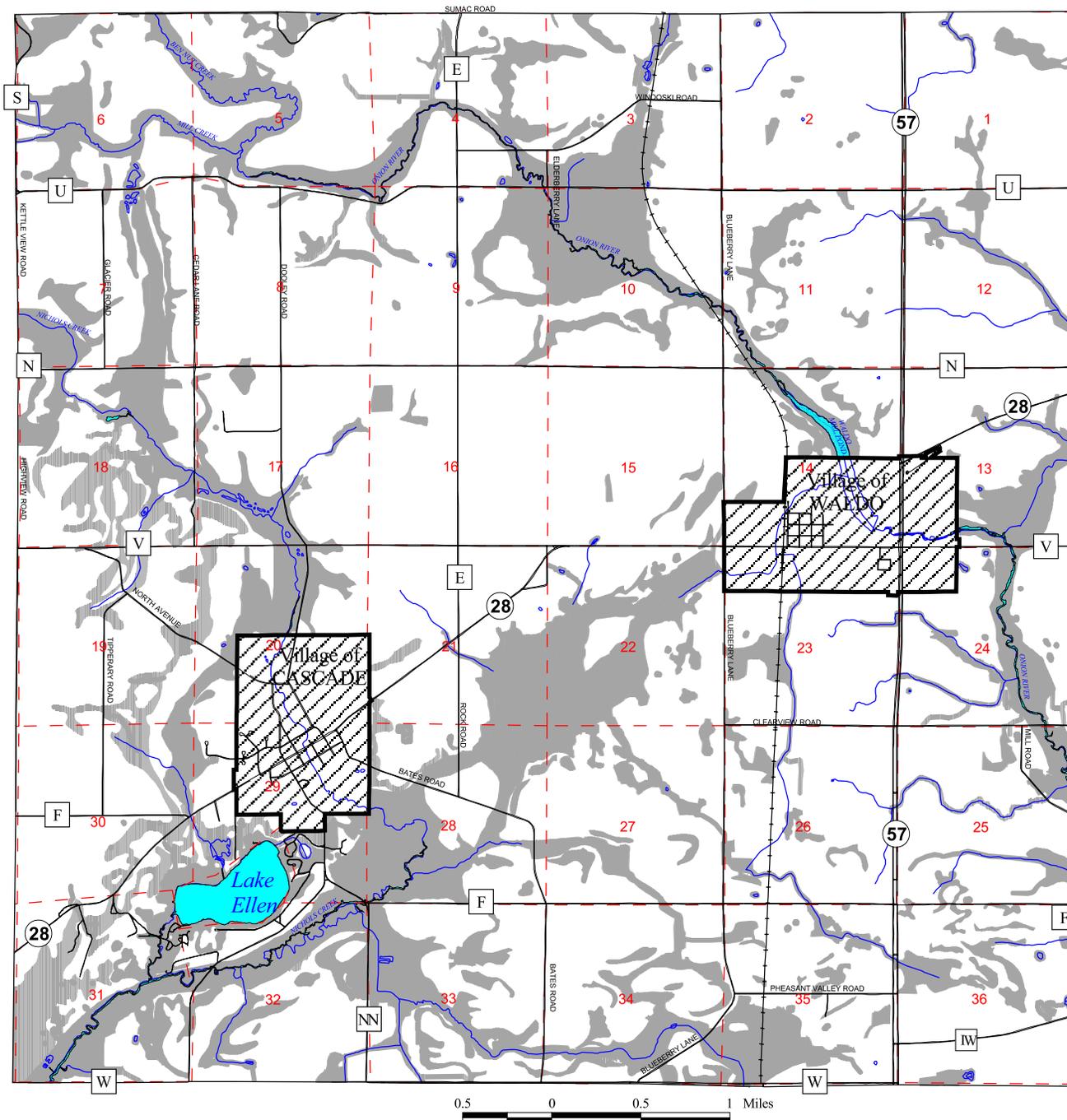
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**Map Features**

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: Bay-Lake Regional Planning Commission, 2004



# Historical Sites

## Town of Lyndon

Sheboygan County, Wisconsin



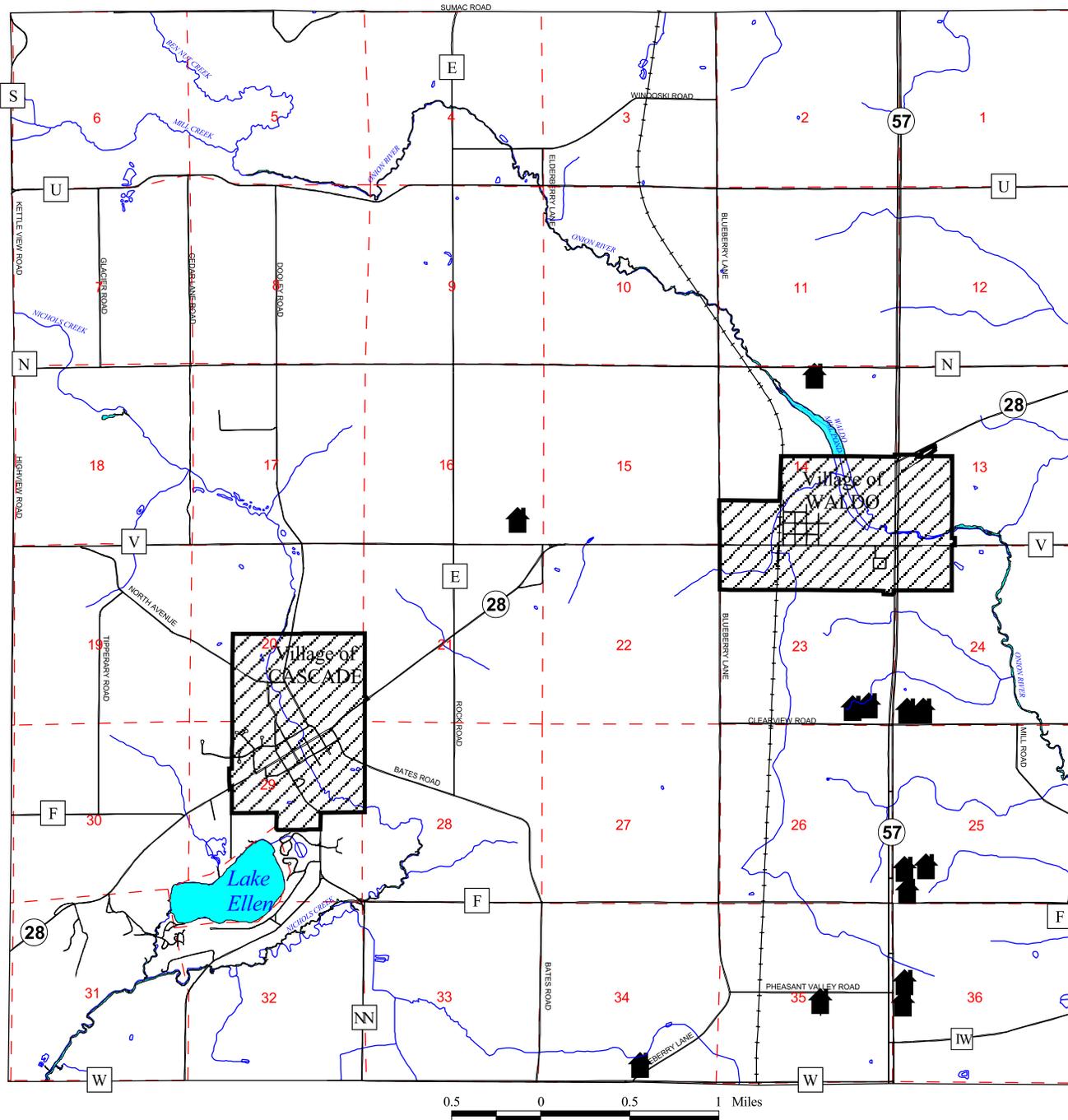
\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: State Historical Society of Wisconsin, 2002; Bay-Lake Regional Planning Commission, 2004.



## **Chapter 3 - HOUSING AND POPULATION**

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### **INTRODUCTION**

Population change is the primary component in tracking the past growth of an area as well as predicting future population trends. Population characteristics relate directly to the town's housing, educational, community and recreational facility needs, and to its future economic development. It should be noted that over time there are fluctuations in the local and regional economy and population that generally cannot be predicted. These fluctuations and changes may greatly influence the town's growth and characteristics. This chapter will identify population and housing trends that may affect the future of the town of Lyndon.

Housing includes information about the current housing stock, structural and occupancy characteristics, as well as details on projected housing demand. This section also includes a housing strategy that provides goals, objectives, and policies for future housing development within the town.

The majority of this chapter is based upon the 1990 and 2000 Census information. It serves as background data to help determine such things as: how much population growth or decline the town can expect over the next twenty years; the condition of the housing stock; and what types of housing will be needed in the future.

### **SUMMARY AND IMPLICATIONS**

1. The town experienced a population of 1,463 persons in 2000, a 2.2 percent increase from 1990's count of 1,432 persons.
2. The largest age group in 2000 was between 45 and 54 years old.
3. The town's median age in 2000 was 40 years, which is a 17 percent increase from the 1990 median age of 34 years.

The town's population count increased slightly from 1990 to 2000, and is expected to continue with a gradual increase through the 20 year planning period. An age structure shift towards the older age groups (over the next several decades) may lead the town to spend more on services to accommodate an aging population, or risk losing this population sector to adjacent communities better equipped with needed services. It should be remembered that the aging population can also mean additional business opportunities for the town, if acted upon. The elderly have been shown to import income into a community, living on prior savings or investments, such as social security, private pensions, and stocks.

4. Overall, the town of Lyndon and the surrounding communities have experienced increases in the number of housing units from 1990. In addition, Lyndon had a 66 percent increase from 1970 to 2000. The town's increase in housing for the last 30 years is the largest when compared to other surrounding communities.
5. The average household size for the town is expected to decline over the next 20 years from 2.69 to 2.57 persons per household.
6. At approximately 2.57 persons per household, the town can expect a housing projection between 122 and 244 occupied housing units needed in the next 20 years to accommodate this population projection.

Throughout the planning period there will be a demand for additional housing units within the town and surrounding planning area. An increased population, a demand for larger lot sizes and a trend of smaller household sizes will increase the demand for residential developments. The town will need to adequately identify areas to accommodate this change in land use while ensuring that adequate services (e.g. roads, fire, police, etc.) are provided. The town will need to monitor costs of services due to future housing on the town's annual budget to help control future property taxes.

7. According to the 2000 Census, it was determined that 40 percent (248 structures) of the housing within the town was built prior to 1940.
8. In 2000, 11 percent of renters were living in "non-affordable" housing, due to their paying more than 30 percent of their incomes towards rent.
9. In 2000 approximate 17 percent of home owners were paying more than 30 percent of their incomes towards housing payments.
10. According to the 2000 Census the median household income for the town in 1999 was \$56,121.

The housing within the town is mostly residential single family, with many homes over 60 years old, and several renters and home owners are considered to be living in non-affordable housing. Because of the above, certain residents will need additional assistance regarding loans for housing rehabilitation as well as affordable housing. The town will need to support assistance efforts as well as look into actions that promote a mix of housing choices.

Due to the town experiencing an increase in population, and a reported 94 new housing units constructed within the last ten years, this plan is projecting a range in the number of housing units to be between 122 and 244 new occupied units over the twenty year planning period. Enough vacant land does exist (allowing for a mix in densities and services provided) within the town to accommodate these growth forecasts.

The town supports the ideals of promoting housing for all residents, providing a range in housing, gaining more financial assistance for its residents for housing rehabilitation and rental assistance by working with surrounding communities, Sheboygan County, and state and federal agencies.

### **HOUSING STRATEGY**

The overall housing strategy was formulated in part from the population characteristics as well as the inventory of natural features within the planning area. The stated *Goals, Objectives, Policies,* and *Programs* will be based on the information provided within this element of the comprehensive plan.

The following stated *Goals, Objectives, Policies,* and *Programs* are based upon the information provided within this chapter of the comprehensive plan, with special attention being made to the detailed actions and programs available to the town (identified at the end of this chapter). The town reviewed the "local" options in order to obtain a balanced housing initiative.

#### **Goal: Housing**

To provide for a variety of quality housing opportunities for all segments of the town's current and future population.

**Objective 1:**

To develop and implement policies and programs that provide a range of housing choices to meet the needs of all income levels and of all age groups and persons with special needs.

**Policies:**

1. Advocate that there is adequate housing available for all persons, including those with low to moderate income, elderly, and residents with special needs.
2. Promote that affordable housing for first time homebuyers and residents that rent housing is available in the nearby villages and surrounding communities that contain adequate services.
3. Encourage that the town's zoning ordinance allows for, and/or encourages, a range in densities and lot sizes.
4. Support development with higher densities adjacent to the villages of Waldo and Cascade, to provide additional housing.
5. When possible, advocate conservation by design developments as well as cluster type developments as an alternative to conventional zoning methods to provide for both open space preservation and for variety in housing choices.
6. When qualified, work with Sheboygan County to apply for grants and become involved in programs to address the town's housing needs.
7. When feasible, encourage the maintenance, preservation and rehabilitation of existing housing stock within the town.

**Programs:**

1. The Town Board and Plan Commission should direct residents to Sheboygan County where they can be provided with educational materials and information on financial programs, on home repairs and how to obtain affordable housing.
2. The Town Plan Commission is encouraged to work with the state, county, and BLRPC to monitor the town's population characteristics to stay informed of changing demographics/characteristics within the town.
3. The town's Comprehensive Plan identifies areas for residential development to help in establishing a housing stock that meets the differing needs of the community.

**Objective 2:**

Encourage new housing development that is done in an environmentally conscious and cost effective way.

**Policies:**

1. Direct new development to appropriate locations to minimize the visual impact on the viewsheds from public right-of-ways.
2. Regulate the construction of new homes through adequate building codes and ordinances.

3. Situate higher density residential development in areas that minimize impacts upon low density residential development.
4. Identify areas in which new development should be restricted or maintained as open space.
5. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.
6. Work with Sheboygan County and neighboring communities to establish innovative development guidelines for future consideration within the town.

***Programs:***

1. Utilize the zoning ordinance to protect residential uses from incompatible non-residential uses.
2. Consider innovative zoning and development techniques (e.g. conservation by design, cluster type developments, etc.) as an alternative to conventional zoning methods in order to provide for both open space preservation and for increased variety in housing choices.
3. Evaluate the effectiveness of the aforementioned design practices at least once every year.

**POPULATION CHARACTERISTICS**

**Historical Population Levels**

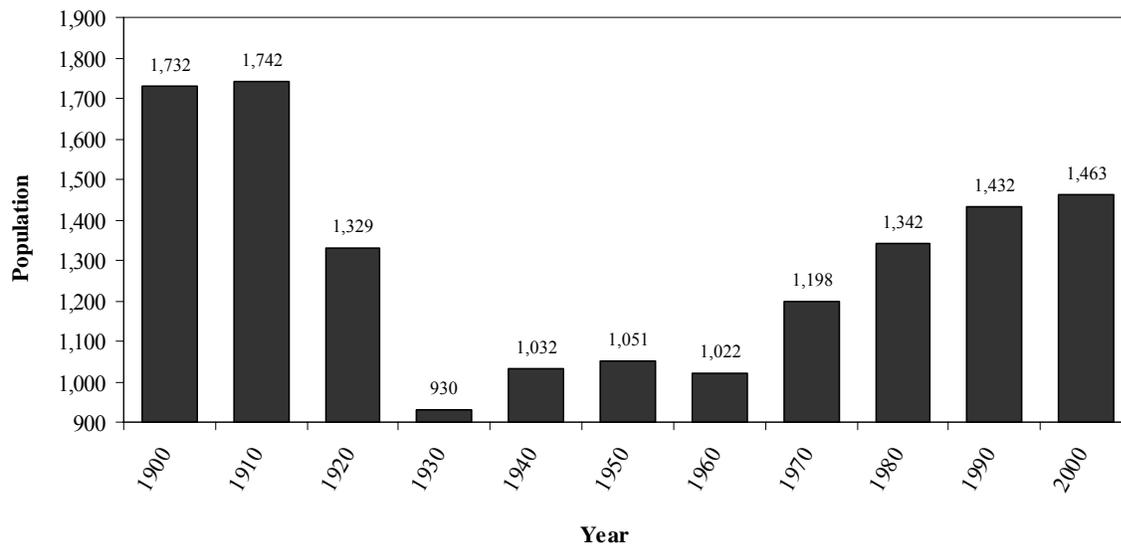
Table 3.1 and Figure 3.1 display the fluctuation in population that the town of Lyndon has experienced in the past century. The most significant decline in population change over the past 100 years was between 1920 and 1930, with a 30 percent decrease. According to the 2000 Census, the town of Lyndon population is at its highest since 1910 (1,742 people). This population number is also when the population was at its highest in the town. By comparison the town of Sherman has experienced a decrease in population from the early 1900's, but in the last half of the century, the population has been steadily increasing.

Table 3.1: Historical Population Levels, 1900-2000, Town of Lyndon & Selected Areas

Year	Town of Lyndon	Village of Cascade	Village of Waldo	Town of Sherman	Sheboygan County
1900	1,732	--	--	1,813	50,345
1910	1,742	--	--	1,489	54,888
1920	1,329	362		1,197	59,913
1930	930	286	315	1,088	71,235
1940	1,032	358	324	988	76,221
1950	1,051	403	367	1,146	80,631
1960	1,022	449	403	1,264	86,484
1970	1,198	603	408	1,436	96,660
1980	1,342	615	416	1,445	100,935
1990	1,432	620	442	1,461	103,877
2000	1,463	681	450	1,520	112,656

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2002.

Figure 3.1: Historic Population Levels, 1900-2000, Town of Lyndon



Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; and Bay-Lake Regional Planning Commission, 2002.

### **Population Trends**

There have been some extreme fluctuations in the town’s population over the last century. From 1910 to 1930, the town of Lyndon decreased by 812 persons (a 47 percent decline), and then increased slightly from 1930 to 1950, followed again by a slight decline in 1960. From 1960 to 2000, the town experienced continuous growth with a net gain in population of 441 persons, resulting in a 2000 population of 1,463 persons (Table 3.1).

In 2003, the Wisconsin Department of Administration's (WDOA) Demographic Services Center prepared baseline population projections to the year 2020 for the communities and counties of the state. The projections utilize a formula that calculates the annual population change over three varying time spans.

In addition, several alternative projection methodologies were used to determine a 20 year population for the town of Lyndon. These population projections, created by Bay-Lake Regional Planning Commission, can be found later within this chapter.

Table 3.2: Population Trends, 1970-2020, Town of Lyndon & Selected Areas

Year	Geographic Location						
	Town of Lyndon	Village of Cascade	Village of Waldo	Town of Sherman	Sheboygan County	Bay-Lake Region	State of Wisconsin
Actual Population							
1970	1,198	603	408	1,436	96,660	440,926	4,417,731
1980	1,342	615	416	1,445	100,935	476,134	4,705,767
1990	1,432	620	442	1,461	103,877	498,824	4,891,769
2000	1,463	681	450	1,520	112,656	554,565	5,363,675
WDOA Population Projections							
2005	1,499	674	453	1,523	116,070	574,762	5,563,896
2010	1,533	667	456	1,526	119,411	595,277	5,700,303
2015	1,570	661	460	1,530	122,921	614,541	5,931,386
2020	1,608	655	464	1,537	126,540	633,182	6,056,186
Number Change							
1970-1980	144	12	8	9	4,275	35,208	288,036
1980-1990	90	5	26	16	2,942	22,690	186,002
1990-2000	31	61	8	59	8,779	55,741	471,906
2000-2020	145	-26	14	17	13,884	78,617	692,511
Percent Change							
1970-1980	12.0	2.0	2.0	0.6	4.4	8.0	6.5
1980-1990	6.7	0.8	6.3	1.1	2.9	4.8	4.0
1990-2000	2.2	9.8	1.8	4.0	8.5	11.2	9.6
2000-2020	9.9	-3.8	3.1	1.1	12.3	14.2	12.9

Source: U.S. Bureau of the Census, Census of Population and Housing, 1970-2000; Wisconsin Department of Administration, Official Population Projections, for years cited; and Bay-Lake Regional Planning Commission, 2002.

### Seasonal Population

The estimated seasonal population was found by multiplying the number of seasonal housing units by the average number of persons per household. In 2000, the town of Lyndon had 63 seasonal housing units, creating an estimated seasonal population of 169 persons, approximately 11.6 percent of the town's population (Table 3.3).

Table 3.3: Estimated Seasonal Population, 2000, Town of Lyndon & Selected Areas

	Geographic Location				
	Town of Lyndon	Village of Cascade	Village of Waldo	Town of Sherman	Sheboygan County
Population	1,463	681	450	1,520	112,656
Persons Per Household	2.69	2.61	2.66	2.85	2.5
Total Housing Units	630	269	174	544	45,947
Total Seasonal Housing Units*	63	0	0	6	804
Percent of Housing Units Seasonal	10.0	0.0	0.0	1.1	1.7
Estimated Seasonal Population**	169	0	0	17	2,010
Percent Population Seasonal	11.6	0.0	0.0	1.1	1.8

\*Seasonal housing includes seasonal, recreational, or occasional use units, does not include other vacant

\*\*Estimated Seasonal Population = Seasonal Housing Units x Persons Per Household

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; and Bay-Lake Regional Planning Commission, 2002.

### Revised Population Projections

The town of Lyndon utilized three types of population projections to determine an approximate growth rate for the next 20 years. The town used the 2003 WDOA projections which lead up to the town’s 2020 planning period, in addition to two alternative population projections prepared by Bay-Lake Regional Planning Commission. The population projections consist of limitations that should be recognized. For example, population projections are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Smaller communities may be subject to more error because even minor changes in the community can result in significant changes in population projections.

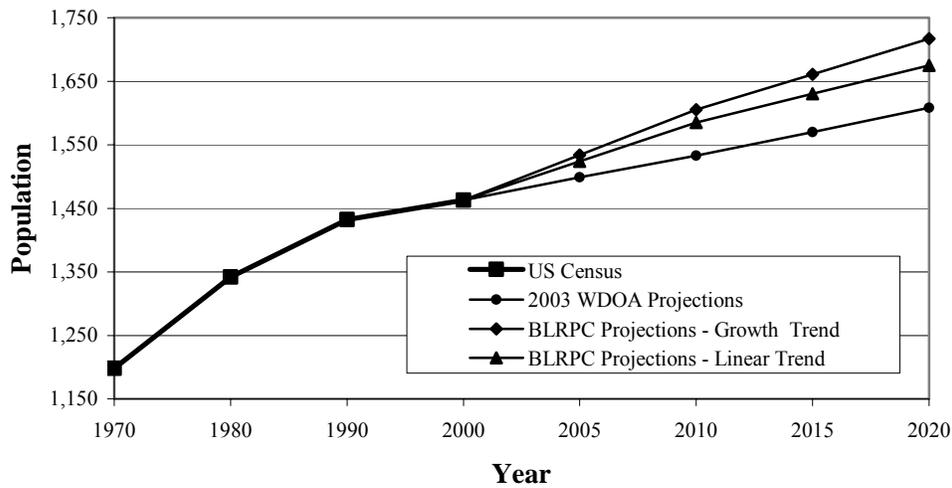
The 2003 WDOA Demographic Services Center prepared baseline population projections to the year 2020 for the town of Lyndon. The projections utilize a formula that calculates the annual population change over three varying time spans. From this formula, the WDOA projects a gradual population increase leading up to the town’s planning period of 2020. This projection results in 1,608 persons, or an increase of 145 persons over a 20 year timeframe for the town of Lyndon. The WDOA projection creates the “Low Growth” scenario for the town.

Another projection was developed by using the census figures from 1970 to 2000 and creating a linear trend series to the year 2020. This method identified a projected year 2005 population of 1,524 persons, a projected year 2010 population of 1,585 persons, an estimated 2015 population of 1,630 persons, and a projected year 2020 population of 1,675 persons. According to this linear projection, the town of Lyndon’s 2000 population will increase by 212 people, or 14.5 percent by the year 2020.

Lastly, a “High Growth” projection was developed by using the census figures from 1970 to 2000 and creating a growth trend series to the year 2020. This method identified a projected year 2005 population of 1,534 persons, a projected year 2010 population of 1,605 persons, an estimated 2015 population of 1,661 persons, and a projected year 2020 population of 1,717 persons. According to this “High Growth” projection, the town of Lyndon’s 2000 population will increase by 254 people, or 17 percent by the year 2020.

Figure 3.2 displays the actual U.S. Census counts, 2003 WDOA projections (“Low Growth”), and BLRPC projections – Linear Trend series and Growth Trend series (“High Growth”).

Figure 3.2: Population Trends and Projections, 1970-2020, Town of Lyndon



Source: U.S. Bureau of the Census, 1970-2000 Census of Population and Housing; Wisconsin Department of Administration, Official Municipal Population Projections, 2005-2020; and Bay-Lake Regional Planning Commission, 2003.

### Population by Age and Sex

From 1980 to 2000, the town's population consisted of more males than females. According to the 2000 Census, there were 779 males and 689 females in the town of Lyndon.

The town's population by age has fluctuated over the last three decades (Table 3.4 and Figure 3.3) evidencing a continued trend towards an aging population in the town of Lyndon. In 1980, 43 percent of the town's population was under the age of 25 years. According to the 1990 Census, this age group decreased to 36 percent, and by 2000 it decreased to 32 percent. Additionally, the percent of elderly (persons 65 years and older) has increased from 1980 to 2000. The elderly population increased from 7.7 percent in 1980, to 10.2 percent in 1990, and 10.4 percent in 2000. The low numbers of children under the age of ten may possibly lead the town and the county to experience a future shortage of workers.

Table 3.4: Male and Female Distribution by Age and Sex, 1980-2000\*, Town of Lyndon

1980								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	16	2.3	1.2	18	2.8	1.3	34	2.5
65-74	38	5.4	2.8	32	5.0	2.4	70	5.2
60-64	34	4.9	2.5	32	5.0	2.4	66	4.9
55-59	30	4.3	2.2	28	4.4	2.1	58	4.3
45-54	76	10.9	5.7	70	10.9	5.2	146	10.9
35-44	89	12.7	6.6	79	12.3	5.9	168	12.5
25-34	109	15.6	8.1	113	17.6	8.4	222	16.5
20-24	42	6.0	3.1	31	4.8	2.3	73	5.4
15-19	68	9.7	5.1	65	10.1	4.8	133	9.9
10-14	75	10.7	5.6	82	12.8	6.1	157	11.7
5-9	69	9.9	5.1	46	7.2	3.4	115	8.6
under 5	54	7.7	4.0	46	7.2	3.4	100	7.5
TOTAL	700	100.0	52.2	642	100.0	47.8	1,342	100.0

1990								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	21	2.8	1.5	28	4.1	2.0	49	3.4
65-74	46	6.1	3.2	51	7.5	3.6	97	6.8
60-64	27	3.6	1.9	19	2.8	1.3	46	3.2
55-59	42	5.6	2.9	35	5.2	2.4	77	5.4
45-54	87	11.6	6.1	80	11.8	5.6	167	11.7
35-44	131	17.4	9.1	124	18.3	8.7	255	17.8
25-34	115	15.3	8.0	108	15.9	7.5	223	15.6
20-24	40	5.3	2.8	32	4.7	2.2	72	5.0
15-19	61	8.1	4.3	46	6.8	3.2	107	7.5
10-14	70	9.3	4.9	58	8.5	4.1	128	8.9
5-9	50	6.6	3.5	59	8.7	4.1	109	7.6
under 5	63	8.4	4.4	39	5.7	2.7	102	7.1
TOTAL	753	100.0	52.6	679	100.0	47.4	1,432	100.0

2000								
Age	Male			Female			Total	
	Count	Percent		Count	Percent		Count	Percent
		Male	Total		Female	Total		
75 & over	31	4.0	2.1	25	3.6	1.7	56	3.8
65-74	57	7.3	3.9	40	5.8	2.7	97	6.6
60-64	39	5.0	2.7	38	5.5	2.6	77	5.2
55-59	44	5.6	3.0	40	5.8	2.7	84	5.7
45-54	148	19.0	10.1	134	19.4	9.1	282	19.2
35-44	134	17.2	9.1	130	18.9	8.9	264	18.0
25-34	68	8.7	4.6	63	9.1	4.3	131	8.9
20-24	39	5.0	2.7	23	3.3	1.6	62	4.2
15-19	70	9.0	4.8	59	8.6	4.0	129	8.8
10-14	71	9.1	4.8	60	8.7	4.1	131	8.9
5-9	42	5.4	2.9	42	6.1	2.9	84	5.7
under 5	36	4.6	2.5	35	5.1	2.4	71	4.8
TOTAL	779	100.0	53.1	689	100.0	46.9	1,468	100.0

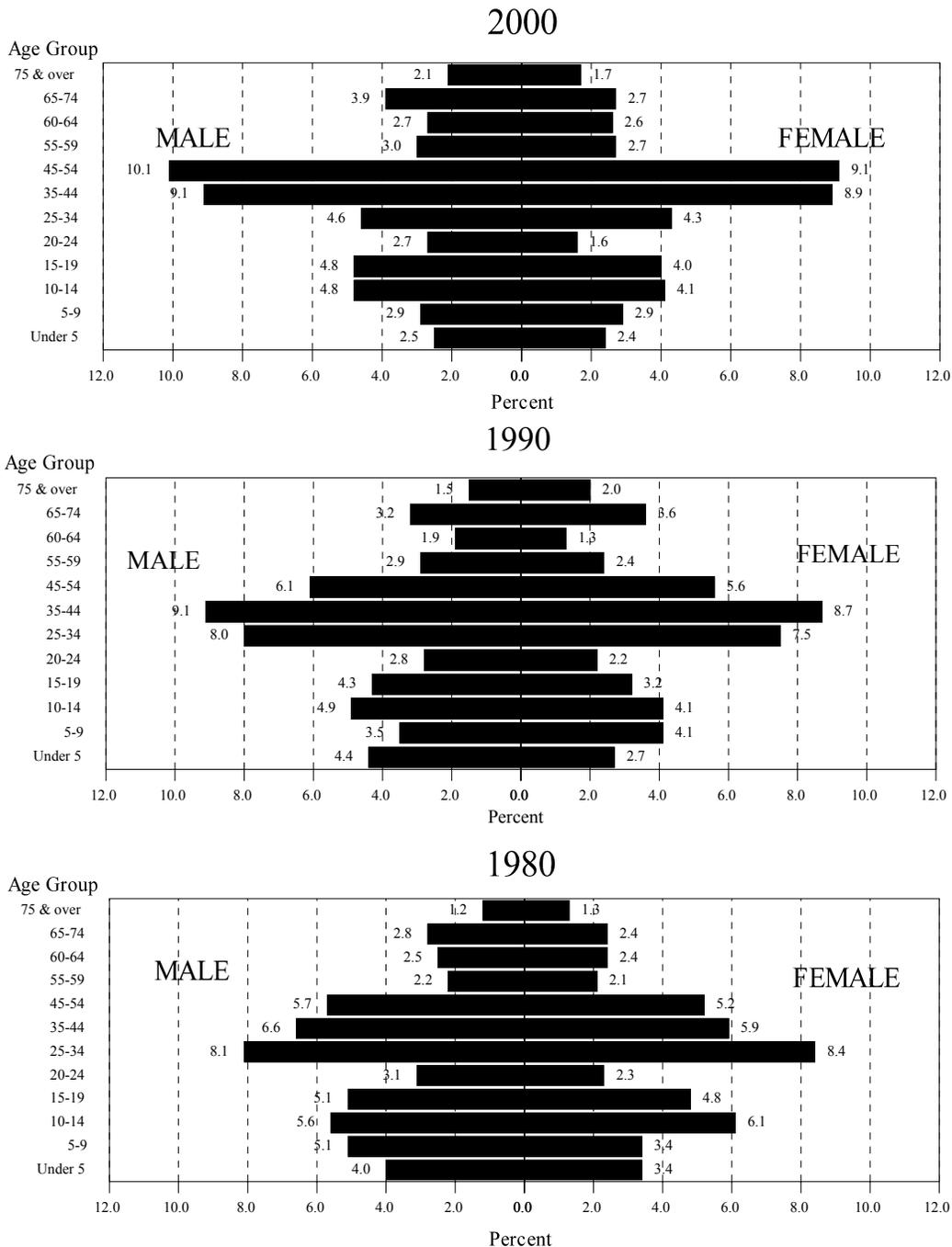
Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; U.S. Bureau of the Census, 1990 Census of Population and Housing; 1980 Census of Population and Housing and Bay-Lake Regional Planning Commission, 2002.

\* NOTE: The 2000 Census counts by age and sex may not equal the latest Census corrections from June 23, 2003.

## Decade Population Pyramids

Figure 3.3 represents the distribution of the age and sex from 1980 to 2000 for the town of Lyndon. The pyramids show the gradual aging of the population within the town, equally apparent between the sexes. Also, from 1980 to 2000 the number of males has been consistently higher than the number of females in the town Lyndon.

Figure 3.3: Population Pyramids, 1980-2000\*, Town of Lyndon



Source: U.S. Bureau of the Census, 1980 Census of Population and Housing Table 15, 1990 Census of Population and Housing STF 1A, Tables P011 and P012; 2000 Census of Population and Housing, SF-1; and Bay-Lake Regional Planning Commission, 2002.  
 \* NOTE: The 2000 Census counts by age and sex may not equal the latest Census corrections from June 23, 2003.

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

The population of the town of Lyndon is divided into four age groups: the school age group (5-17), the working age group (16+), the voting age group (18+), and those of retirement age (65+). The working age group accounts for 78.3 percent of the town's total population (Table 3.5). When considering an average retirement age of 65 years and subtracting that group from the working age group, the figure drops to 67.8 percent. In 2000, 20.7 percent of the total population was school age. This figure compares with 13.6 percent for Sheboygan County and 19.1 percent for the State.

Table 3.5: Population by Age Groups and Sex, 2000\*, Town of Lyndon & Selected Areas

Age Groups	Total	Male	Female	Percent	Sheboygan Co. Percent	Wisconsin Percent
<b>School Age</b>						
5-11	133	72	61	9.1	7.0	10.1
12-14	82	41	41	5.6	3.2	4.5
15-17	88	46	42	6.0	3.4	4.5
<b>Working and Voting Age</b>						
16+	1,149	613	536	78.3	52.4	77.5
16-64	996	525	471	67.8	44.4	64.4
18+	1,094	584	510	74.5	50.1	74.5
18-64	941	496	445	64.1	42.1	61.4
<b>Retirement Age</b>						
65+	74	88	65	5.0	8.0	13.1
<b>Total Population</b>	<b>1,468</b>	<b>779</b>	<b>689</b>		<b>112,646</b>	<b>5,363,675</b>

Source: U.S. Bureau of the Census, 2000 General Population Profiles, SF-1; and Bay-Lake Regional Planning Commission, 2002.

\* NOTE: The 2000 Census counts by age and sex may not equal the latest Census corrections from June 23, 2003.

The town has a higher percentage of school age children than does the county or the state. However, it is expected that the population will shift towards older age groups through the planning period and beyond. This will result in a greater demand for elderly housing, care facilities, and other services for the elderly including transportation and facilities to accommodate retirees.

### **Median Age**

The median age for all areas has been increasing for the period 1980 to 2000, with the town of Lyndon experiencing the most significant age increase (Table 3.6). Over the course of the past several decades, the town's median age has risen from 29.9 in 1980, to 34 years in 1990, and to 40.2 years in 2000. The result is an increase of 10.3 years from 1980 to 2000.

Table 3.6: Median Age, 1980-2000, Town of Lyndon & Selected Areas

Geographic Area	1980	1990	2000
Town of Lyndon	29.9	34.0	40.2
Sheboygan County	30.3	33.8	36.8
Bay-Lake Region	30.7	34.6	38.6
State of Wisconsin	29.4	32.9	36.0

Source: U.S. Bureau of the Census, Census of Population, *General Population Characteristics*; 1980 Census, Table 14, 1990 Census, Table 1; 2000 Census; and Bay-Lake Regional Planning Commission, 2002.

## **HOUSING INVENTORY**

### **Total Housing Unit Levels by Decade**

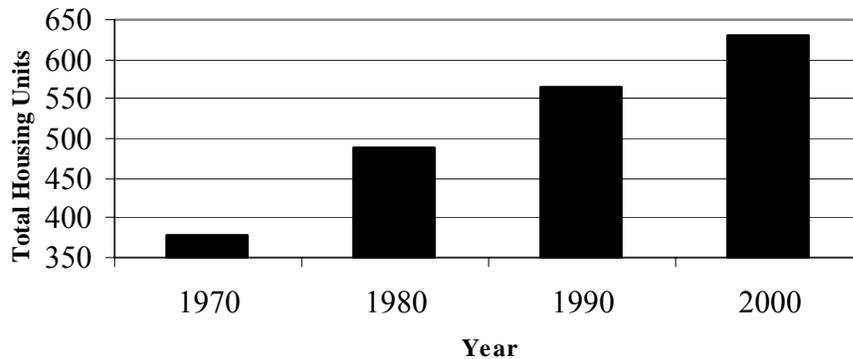
The total number of housing units in the town of Lyndon in 2000 was 629 units (Table 3.7 and Figure 3.4). This was an increase of 251 housing units since 1970, or a 66.4 percent increase. Lyndon has experienced gradual increases in its total number of housing units from 1970 to 2000, although, for the periods 1990 to 2000, Lyndon had the slowest increase of any area compared. During the two decades from 1970 to 1990, the percentage of housing units in Lyndon increased more than almost all areas compared.

Table 3.7: Total Housing Units, 1970-2000, Town of Lyndon & Selected Areas

Area	Year				Percent Change			
	1970	1980	1990	2000	1970-80	1980-90	1990-00	1970-00
Town of Lyndon	378	490	566	629	29.6	15.5	11.1	66.4
Village of Cascade	199	215	220	274	8.0	2.3	24.5	37.7
Village of Waldo	130	149	155	174	14.6	4.0	12.3	33.8
Town of Sherman	417	438	461	544	5.0	5.3	18.0	30.5
Sheboygan County	31,207	37,351	40,695	45,951	19.7	9.0	12.9	47.2
Bay-Lake Region	148,035	194,960	222,116	248,916	31.7	13.9	12.1	68.1
Wisconsin	1,472,466	1,863,897	2,055,774	2,321,144	26.6	10.3	12.9	57.6

Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF1A; 2000 Census; and Bay-Lake Regional Planning Commission, 2002.

Figure 3.4: Historic Housing Unit Levels, 1970-2000, Town of Lyndon



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing; 1980 Census of Population and Housing; 1990 Census of Population and Housing; 2000 Census of Population and Housing; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2002.

### **Historic and Projected Household Size**

According to 2003 WDOA Projections for the town of Lyndon and Sheboygan County, household size is projected to decrease slightly throughout the planning period. The number of persons per household in the town of Lyndon will consistently decrease during the planning period from 2.69 in 2000 to 2.57 in 2020 (Table 3.8). The number of persons per household in Sheboygan County will also decrease during the planning period, from 2.53 to 2.42.

Table 3.8: Persons per Household Projections, 1990-2020, Town of Lyndon & Sheboygan Co.

Geographic Area	Planning Year					
	1990	2000	2005	2010	2015	2020
Town of Lyndon	2.89	2.69	2.65	2.62	2.59	2.57
Sheboygan County	2.63	2.53	2.49	2.46	2.44	2.42

Source: WDOA, Wisconsin Household Projections by Household Type, 1990-2015, October 2003; and Bay-Lake Regional Planning Commission, 2003.

### **Projected Occupied Housing Units & Total Housing Units**

In formulating a “best guess” for the future residential needs of the community, three methods were used in order to determine the most likely housing projection for the 20 year planning period. The following are three methods that were used to estimate the future occupied housing unit demand along with a total of all future housing units within the town. The year 2000 “occupied housing” count of 546 units was used as a base figure, as was the 2000 count for “total housing” units of 629. Keep in mind that seasonal/vacant housing units were kept as a constant (10 percent) throughout the planning period regarding future housing needs.

#### **Method One:**

Using the census “occupied” housing counts from 1970 to 2000, a “*growth trend*” was created to the year 2020. This created a housing unit projection that indicated by 2020 the town of Lyndon would have 790 occupied housing units, or an increase of **244** occupied housing units from the 2000 Census (Figure 3.5). By taking into account the 10 percent vacancy rate in Lyndon, the town will need at least 877 total housing units (an increase of 247 total housing units from 2000) to achieve the level of 790 occupied housing units.

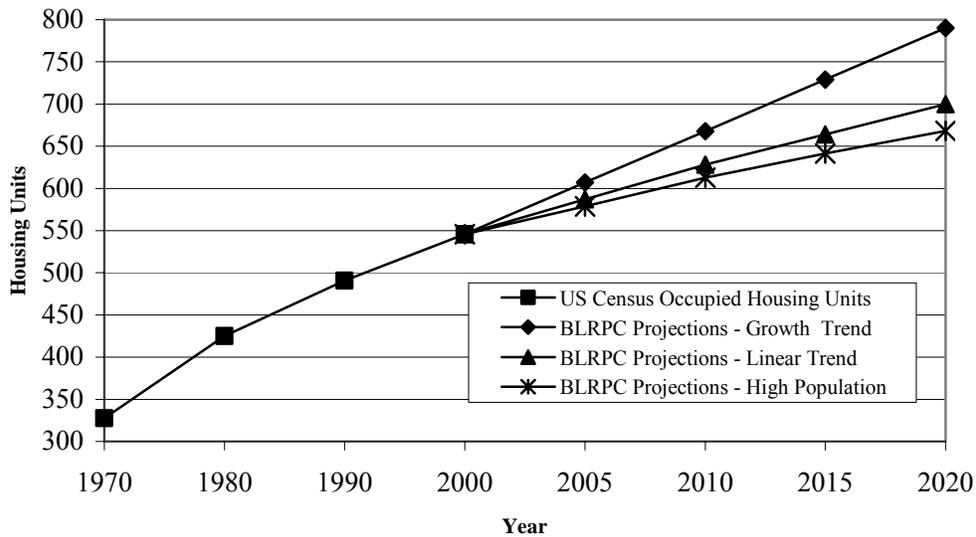
#### **Method Two:**

A “*linear trend*” to the year 2020 was also created utilizing the census “occupied” housing counts from 1970 to 2000. This created a housing unit projection that indicated by 2020 the town of Lyndon would have 700 occupied housing units, or an increase of **154** occupied housing units from the 2000 Census. By taking into account the 10 percent vacancy rate in Lyndon, the town will need at least 777 total housing units (an increase of 147 total housing units from 2000) to achieve the level of 700 occupied housing units.

#### **Method Three:**

By using the “High” population projection to 2020, and the projected Persons Per Household number to 2020, one can predict another range in the number of housing units needed by 2020. The High population projection, which shows a gain of 254 persons from 2000 to 2020, would equal an increase in housing demand of **122** units (or 668 occupied housing units) for permanent residents. By taking into account the 10 percent vacancy rate in Lyndon, the town will need at least 742 total housing units to achieve the level of 668 occupied housing units.

Figure 3.5: Occupied Housing Unit Trends & Projections, 1970-2020, Town of Lyndon



Source: U.S. Bureau of the Census, 1970 Census of Population and Housing, Series 100, Table 2; 1980 Census of Population and Housing, Table 45; 1990 Census of Population and Housing, STF 1A; 2000 Census of Population and Housing; State of Wisconsin Demographic Services Center, Annual Housing Unit Surveys, July 18, 2000; and Bay-Lake Regional Planning Commission, 2002.

### **Housing Projection Selection**

The housing demand best reflects a range from between 122 housing units and 244 housing units. The “linear trend” projection of 154 units will be used for planning purposes within this plan. Keep in mind that housing demand does not always mean construction of new homes. It may also suggest occupying vacant structures (not including seasonal or occasional use) that exist within the community. According to the 2000 Census, the town of Lyndon has 21 such vacant units.

### **Housing Types - Units in Structure**

In 2000, the majority of housing types in the town of Lyndon (86.3 percent) and all other areas compared were one unit, detached structures (Table 3.9). The second greatest housing type for the town of Lyndon was mobile homes at nine percent.

Table 3.9: Units in Structure, 2000, Town of Lyndon & Selected Areas

Units	Town of Lyndon		Village of Cascade		Village of Waldo		Town of Sherman		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1 unit, detached	535	86.3	217	79.8	140	77.3	482	89.6	30,548	66.5
1 unit, attached	9	1.5	11	4.0	7	3.9	5	0.9	1,303	2.8
2 units	17	2.7	17	6.3	17	9.4	15	2.8	6,456	14.1
3 or 4 units	0	0.0	14	5.1	13	7.2	18	3.3	1,756	3.8
5 to 9 units	1	0.2	0	0.0	0	0.0	0	0.0	1,474	3.2
10 to 19 units	0	0.0	13	4.8	0	0.0	0	0.0	1,150	2.5
20 or more units	0	0.0	0	0.0	0	0.0	0	0.0	1,906	4.1
Mobile home	56	9.0	0	0.0	4	2.2	18	3.3	1,328	2.9
Other	2	0.3	0	0.0	0	0.0	0	0.0	26	0.1
<b>Total</b>	<b>620</b>	<b>100.0</b>	<b>272</b>	<b>100.0</b>	<b>181</b>	<b>100.0</b>	<b>538</b>	<b>100.0</b>	<b>45,947</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-4, and Bay-Lake Regional Planning Commission, 2002.

## **Housing Occupancy and Tenure**

The town of Lyndon had approximately 63 units, out of a total of 629 housing units that are used for seasonal, recreational or occasional use (Table 3.10). The town of Lyndon also had 21 other vacant housing units in 2000. In Sheboygan County, 1.7 percent of the housing listed as seasonal.

The number of housing units in Lyndon that were vacant in 2000 totaled 13.3 percent. The remaining units were occupied by owners (76.8 percent) and renters (9.8 percent). For the surrounding communities and Sheboygan County, the majority of housing units were owner occupied.

Table 3.10: Housing Occupancy and Tenure, 2000, Town of Lyndon & Selected Areas

Units	Town of Lyndon		Village of Cascade		Village of Waldo		Town of Sherman		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Occupied	546	86.7	255	94.8	169	97.1	533	98.0	43,545	94.8
Owner	484	76.8	204	75.8	132	75.9	463	85.1	31,078	67.6
Renter	62	9.8	51	19.0	37	21.3	70	12.9	12,467	27.1
Vacant	84	13.3	14	5.2	5	2.9	11	2.0	2,402	5.2
Seas., Recr., Occas. Use	63	10.0	0	0.0	0	0.0	6	1.1	804	1.7
Other	21	3.3	14	2.2	5	0.8	5	0.8	1,598	253.7
Total Units	630	100.0	269	100.0	174	100.0	544	100.0	45,947	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; and Bay-Lake Regional Planning Commission, 2002.

## **Age of Housing**

As of 2000, the majority of housing units (40 percent) in the town of Lyndon were built in 1939 or earlier (Table 3.11). The same is true for all areas compared. The most recent building surge occurred between 1970 and 1980 when just over 13 percent of the overall housing stock was constructed.

Table 3.11: Housing Units by Age of Structure, 2000, Town of Lyndon & Selected Areas

Year Structure Built	Town of Lyndon		Village of Cascade		Town of Sherman		Village of Waldo		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
1999 to March 2000	8	1.3	9	3.3	8	1.5	5	2.8	888	1.9
1995 to 1998	56	9.0	22	8.1	50	9.3	10	5.5	2,869	6.2
1990 to 1994	27	4.4	26	9.6	34	6.3	9	5.0	2,927	6.4
1980 to 1989	39	6.3	11	4.0	37	6.9	8	4.4	4,288	9.3
1970 to 1979	82	13.2	33	12.1	84	15.6	16	8.8	6,838	14.9
1960 to 1969	70	11.3	14	5.1	68	12.6	17	9.4	4,717	10.3
1940 to 1959	90	14.5	52	19.1	48	8.9	19	10.5	7,930	17.3
1939 or earlier	248	40.0	105	38.6	209	38.8	97	53.6	15,490	33.7
Total	620	100.0	272	100.0	538	100.0	181	100.0	45,947	100.0

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; Bay-Lake Regional Planning Commission, 2002.

## **Condition of Housing Stock**

Determining the number of substandard housing units in the town of Lyndon will serve as an indication of the condition of the overall housing stock. The units determined to be substandard should not be considered as part of the overall housing supply. The definition of substandard can vary from community to community and change over time. Often determining a structure as substandard can be based solely on the age of the structure. However, many older housing units have been remodeled or renovated and should not be considered substandard.

As of 2000, there were 248 structures (40 percent of the total housing units) built prior to 1940, many of which may not be substandard. According to the 2000 census, every housing unit in the town contained complete plumbing and kitchen facilities. Units without complete kitchen or plumbing facilities are typically considered substandard and removed from being considered as part of the overall housing stock. The town of Lyndon does not have substandard structures based on these criteria.

### **Household Relationship**

Table 3.12 displays the varying household types and relationships that were found in the town of Lyndon and other selected areas in 2000. All of the persons residing in Lyndon lived in households. The trends found for the town of Lyndon, regarding household type and relationship, are very similar to those found in the other areas that were selected for comparison.

Table 3.12: Household Type and Relationship, 2000\*, Town of Lyndon & Selected Areas

Units	Town of Lyndon		Village of Cascade		Village of Waldo		Town of Sherman		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Total Persons	1,468	100.0	666	100.0	450	100.0	1,520	100.0	112,646	100.0
In Households	1,468	100.0	666	100.0	450	100.0	1,520	100.0	109,080	96.8
Householder	546	37.2	255	38.3	169	37.6	533	35.1	43,545	38.7
Spouse	396	27.0	168	25.2	100	22.2	382	25.1	25,273	22.4
Child	466	31.7	207	31.1	143	31.8	515	33.9	33,625	29.9
Other Relative	25	1.7	18	2.7	20	4.4	45	3.0	2,428	2.2
Non Relative	35	2.4	18	2.7	18	4.0	19	1.3	4,209	3.7
In Group Quarters	0	0.0	0	0.0	0	0.0	0	0.0	3,566	3.2
Institutionalized	0	0.0	0	0.0	0	0.0	0	0.0	2,714	2.4
Noninstitutionalized	0	0.0	0	0.0	0	0.0	0	0.0	852	0.8

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, SF-1; and Bay-Lake Regional Planning Commission, 2001.

\* NOTE: The 2000 Census counts may not equal the latest Census corrections from June 23, 2003.

### **Housing Values**

In 2000, the majority of housing units in the town of Lyndon were valued between \$100,000 and \$149,999 (Table 3.13). A large percentage of the housing units in the town were also in the range of \$50,000 to \$99,999. The median value of specified owner-occupied housing units in Lyndon was \$125,300. This is higher than all areas compared with the exception of the town of Sherman.

Table 3.13: Values of Owner-Occupied Housing Units, 2000, Town of Lyndon & Selected Areas

Value	Town of Lyndon		Village of Cascade		Village of Waldo		Town of Sherman		Sheboygan County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Less than \$50,000	8	3.0	2	1.1	3	2.4	0	0.0	559	2.2
\$50,000 to \$99,999	73	27.8	94	50.3	59	46.5	53	19.7	10,688	42.2
\$100,000 to \$149,999	88	33.5	73	39.0	59	46.5	121	45.0	8,789	34.7
\$150,000 to \$199,999	53	20.2	18	9.6	6	4.7	63	23.4	3,260	12.9
\$200,000 to \$299,999	26	9.9	0	0.0	0	0.0	30	11.2	1,433	5.7
\$300,000 to \$499,999	13	4.9	0	0.0	0	0.0	2	0.7	478	1.9
\$500,000 to \$999,999	2	0.8	0	0.0	0	0.0	0	0.0	113	0.4
\$1,000,000 or more	0	0.0	0	0.0	0	0.0	0	0.0	6	0.0
Total Units	263	100.0	187	100.0	127	100.0	269	100.0	25,326	100.0
Median Value	\$125,300		\$99,100		\$100,900		\$133,500		\$106,800	

Source: U.S. Bureau of the Census, 2000 Census of Population and Housing, DP-3; Bay-Lake Regional Planning Commission, 2002.

### **Housing Costs - Rents and Mortgage**

Providing affordable housing that meets the needs of future town of Lyndon residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan. According to the U.S.

Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30 percent of household income for housing.

According to the 2000 Census the median household income in the town of Lyndon was \$56,121. Assuming individuals made the median household income in 2000, the monthly amount a household could afford for housing is approximately \$1,403.

### **Rent and Income Comparison**

According to the 2000 Census, the median gross rent for renter-occupied housing units were \$596 within the town. Six out of 56 selected renter-occupied housing units (10.7 percent) paid 30 percent or more of their income in rent. This 11 percent of renters is considered as living in non-affordable housing.

### **Owner Costs and Income Comparison**

The 2000 Census indicates that 44 out of 263, or 16.7 percent, of selected owner-occupied housing units paid 30 percent or more for monthly owner costs and are considered to be living in non-affordable housing. For owner-occupied housing units with a mortgage in 2000, the median monthly owner cost was \$936 for the town of Lyndon. For owner-occupied units without a mortgage, the median monthly cost was \$330.

### **Subsidized and Special Needs Housing**

Within the Sheboygan County area exists a variety of agencies that help find and develop housing for persons with various physical and mental disabilities or other special needs. The Human Services Departments of the county has information regarding the following agencies: WHEDA, Lakeshore CAP and Housing Management Services.

Within the town it is expected that assistance with home improvement, rent, and home loans are the greatest needs for residents.

### **Housing Development Environment**

The town has a vast number of acres of developable lands in which it can accommodate future populations. These lands vary on their aesthetic qualities based upon location to natural features. A mix in use and density, and the provision of some services are allowed through existing housing regulations and by the town of Lyndon working with surrounding municipalities. The town is averaging over six new housing units per year over the last ten years.

### **ANALYSIS AND DEVELOPMENT OF COMMUNITY POLICIES AND PROGRAMS**

There are policies or assistance programs specifically regarding housing available at the county, state, and federal level.

### **Housing Programs**

A number of federal and state housing programs are available to help local communities promote the development of housing for individuals with lower incomes and certain special needs. Some communities may also want to explore developing their own programs. Below are agencies established to provide assistance to a wide variety of communities.

*Note: Each program may not be available to the town, nor is each recommended. The following programs are described in order to educate residents on specific agencies and their programs, and to be an inclusive information source during future planning discussions.*

## **Federal Programs and Revenue Sources**

The **Department of Housing and Urban Development (HUD)** is the federal agency with primary responsibility for housing programs and community development. It provides subsidized housing through low-income public housing and the Section 8 program that provides subsidies for rent in private apartments to low-income households. Both of these programs operate principally through local public housing authorities. To be eligible for these programs and others, a community may want to explore establishing a public housing authority under section 66.40 of the Wisconsin Statutes.

HUD also provides money to communities for a variety of housing purposes. Part of this money is distributed to entitlement jurisdictions (cities of over 50,000 population and designated urban counties) and other communities through grants to states who distribute the money to non-entitlement communities. In Wisconsin, the state agency that serves as the conduit for these funds is the Division of Housing & Intergovernmental Relations (DHIR) within the Department of Administration. It awards these funds through a competitive request-for-proposals process. Funding from other HUD programs is distributed through national competitions.

For information about programs that might be available for specific local initiatives, contact the Wisconsin HUD office located in Milwaukee.

**Rural Development - United States Department of Agriculture (USDA-RD)** provides a variety of housing and community development programs for rural areas. Its programs are generally available in areas with populations of 10,000 or less. It provides support for rental housing development, direct and guaranteed mortgage loans for home buyers, and support for self-help and cooperative housing development.

USDA-RD has district offices serving most parts of Wisconsin. To find out about programs that might benefit your community, look in the phone book in the federal government listings under "Agriculture, Department of" or "Rural Development." Bay-Lake Regional Planning Commission is also available to assist you in gathering information.

## **State Programs and Revenue Sources**

**Department of Administration, Division of Housing & Intergovernmental Relations (DHIR)** is one of two state agencies that administer housing programs. It administers several programs that are funded by the state and many more that are funded by HUD. State programs funded by general purpose revenue cannot be used to invest directly in housing development. Instead these funds are used to help organizations acquire the capacity to develop housing, or to provide various types of financial assistance to home buyers or renters through grants to local governments or non-profit agencies.

**Wisconsin Housing and Economic Development Authority (WHEDA)** is a quasi-governmental agency that finances housing development through the sale of bonds. It receives no direct state-tax support. It provides mortgage financing for first-time home buyers and financing for multifamily housing as well. Specific programs evolve and change with the needs of the housing market.

WHEDA also manages several federal housing programs. One program, the Low Income Housing Tax Credit Program, encourages housing development by providing private investors with income tax credits when they invest in low income housing development. Tax credits are allocated to housing projects on a competitive basis.

The *Lakeshore Community Action Program (Lakeshore CAP, Inc.)* has an assistance program available to residents in Sheboygan County. This program is the *Section 8 Voucher Housing Assistance* program which provides rental subsidies to low income families, senior citizens, handicapped, and disabled individuals who reside in rental housing.

#### *References/Additional Resources*

A Guide Identifying Public Sources of Housing Financial and Informational Assistance for the Development of Low and Moderate-Income Rental Housing. October, 1999 Division of Housing and Intergovernmental Relations, Department of Administration (updated annually).

### **Local Programs and Revenue Sources**

**Housing trust fund.** A housing trust fund is a pool of money available for housing projects for middle- or lower-income households. The fund is used to fill financial gaps to make projects feasible. Trust funds may be replenished yearly or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients, which are then used to supply additional loans. Sources of revenue to begin or replenish housing trust funds include eschewed or abandoned funds, sale of public land, general obligation bonds, general appropriations, endowments and grants, and surplus reserve funds.

Housing trust funds are particularly well suited to meet the large and long-term capital investment needs of projects. Unlike funds that rely on the vagaries of state or local annual appropriations, a housing trust fund is a permanent dedication of a specified amount for housing. Trust fund money can be used in a number of ways. It may assist in home purchase, down payment assistance, security deposit assistance, housing construction, rehabilitation, maintenance and operation, technical assistance for housing organizations, homeless shelters, debt or equity financing, and second mortgages. The town of Stevens Point, in central Wisconsin, is one example of a community that has established a housing trust fund. For information on how this fund was established and how it is used, contact the Housing Authority of the town of Stevens Point.

**Housing linkage programs.** Voluntary housing linkage programs encourage developers of office, commercial, retail, or institutional development to construct or make financial contributions towards affordable housing. The underlying rationale is that new, non-residential development creates a need for housing by attracting employees to an area. Therefore, the developers should contribute towards satisfying this need. Linkage programs usually apply to new construction but they may also apply to expansion of existing space. The programs are popular with developers when they either reduce costs or add value to the project. Examples of incentives are density bonuses, reduced setbacks, and reduced parking requirements.

These programs benefit businesses, the developer, and the community. Developers benefit from the incentives while communities benefit from more affordable housing. Businesses benefit from a well-housed and accessible labor force. Office/housing linkage programs will be most useful in communities experiencing high growth rates where developers are more willing to take advantage of incentives and where linkage programs can reduce the pressure for housing.

### **Private Programs**

**Non-profit housing development corporations.** A non-profit corporation is an organization that may qualify for tax-deductible donations, foundation grants, and public funds. To be eligible, the organization must apply for and receive non-profit status from the IRS. Non-profits

build and maintain housing in many areas of Wisconsin. Their projects help communities improve their range of housing opportunities.

Non-profits are eligible for state and federal financial resources, making them an important vehicle for publicly desired housing. They often work in collaboration with local governments, civic organizations, citizen groups, and for-profit developers. This improves communication and coordination in the community and creates an atmosphere for future projects. Municipalities too small to have their own housing staff or programs may contract with non-profits to provide services such as housing management and grant-writing. They may also be able to pool resources with the non-profit agencies in area communities. Non-profits can develop technical expertise and skills with regard to finance, construction, rehabilitation, and project management.

Wisconsin is unique in that it has a program to specifically assist nonprofit housing organizations. The program is called the Local Housing Organization Grant (LHOG) Program. It provides grants to nonprofits to increase their capacity. To find out about LHOG, or if there is a non-profit housing developer serving your area, contact the Department of Administration, Division of Housing and Intergovernmental Relations.

### **Housing Plan**

Below is a detailed discussion of how the community can achieve their desired housing for all of their residents utilizing information provided by the UW-Extension along with state programs. The three housing requirements as defined by §66.1001(2)(b) are detailed below -- along with options/actions presented to meet these state requirements. An overall recommended community strategy is formulated at the beginning of this chapter that states specific policies and programs the town will follow to meet these requirements.

*The following text is for reference material only and does not mandate implementation by the town.*

### **Requirement 1. Promoting the development of housing that provides a range of choices to meet the needs of persons of all income levels and age groups, and persons with special needs.**

An increasing number of people cannot find housing in their community that is suitable for their stage of life--from young wage earners to couples with grown children. Local communities and their governments need to pursue strategies that encourage the development of a range of housing choices to meet the needs of people with different income levels and with various needs. People with special needs typically include the elderly, physically and mentally disabled persons, and may include other classifications such as farm workers and migrant laborers. As the general population of Wisconsin ages, affordability, security, accessibility, proximity to services, transportation, food, and medical facilities will all become more important.

#### **Specific local actions that can be taken**

Local governments affect the type and cost of housing available in their community through their regulations and policies. While most government regulations are implemented in order to serve specific community health, safety, and welfare needs they may have unintended adverse impacts on affordability. A review of local regulations may reveal areas where changes can be made to decrease the impact on affordability without compromising the protection of public health, safety, and welfare.

Some specific strategies to promote a range of housing choices to meet a variety of needs include the following:

### **Zoning and subdivision regulations for smaller lot size**

One technique for insuring a range of housing is to provide a range of densities and lot sizes. Traditional zoning ordinances may only allow a limited variety of lot sizes throughout a community for single-family residential development.

Land costs can be 25 percent or more of the total cost for a home. One way to reduce land price is to reduce lot size. First, lot prices are less expensive for smaller parcels. Second, land development costs are less because they may be spread over a larger number of units. Third, less infrastructure is needed because development on smaller lots requires fewer miles of roads, sidewalks, gutters, and shorter utility runs. In a competitive market, reduced land development costs are passed on to consumers.

Smaller lot sizes, which seek to increase overall density within the community, can also be linked to other community planning objectives. For example, higher density development can (1) preserve farmland, open space, and environmentally sensitive areas by reducing the overall amount of land needed for housing; (2) improve the viability of mass transit, provide opportunities for residents to live near their jobs, and thereby help reduce vehicle miles traveled; (3) use existing infrastructure more efficiently than less compact development thus reducing service costs and saving tax dollars.

Increasing density may meet opposition from existing area residents. To address this concern, attention must be given to site design characteristics. Design elements such as the layout of streets, lots, mixing of lot and house sizes, variation in building setbacks and elevations, variation in exterior designs, and quality landscaping to provide privacy, are some examples of site design characteristics that could prove helpful. The development must be attractive if it is to be accepted by the larger community.

*NOTE: Concentrating the lowest income households together in high densities has proven to have a negative effect upon the community, the residents, and the condition of the housing. A broader mix and range of housing choices throughout a community is, therefore, important.*

### **Standards in zoning and subdivision ordinances**

Many communities have zoning and/or subdivision ordinances that contain building requirements that may unnecessarily increase the cost of housing thereby limiting the range of housing choices available in the community. These include requirements setting forth minimum floor area size. By removing minimum floor area sizes, communities can increase the range of housing opportunities.

Many local subdivision regulations also include standards for how subdivisions are designed (e.g., road widths, sidewalks, tree plantings, setback, materials, land dedication, sidewalks or paths, location of the structure on the site, garages). Communities should review their subdivision ordinances to identify provisions that constrain housing. Old ordinances in particular may be in need of revision to meet current needs. Current neighborhood design emphasizes social, economic, and environmental aspects and endeavors to create neighborhoods that are more energy efficient and have a greater range of housing options.

The following are some suggestions for reviewing subdivision regulations:

**Setbacks** - Large setbacks increase housing costs. They originated as a means of fire protection. Subdivision regulations should establish maximum front yard setbacks, either in addition to or instead of minimum setbacks. Side yard setbacks may also need to be decreased.

**Streets** - Narrower streets can reduce development costs.

**Lot layout** - Traditional platting design has been to site large, one-sized lots without regard to local climate, topography, or hydrology. Current practice emphasizes variety in lot size, shape, and use to increase housing options within the development.

**Lot design and vegetation** - Using breezes and topography and trying to capture winter sun and block summer sun can save residents money on fuel costs.

### ***References/Additional Resources***

*Removing Regulatory Barriers to Affordable Housing in Wisconsin: A Report by the Governor's Task Force on Regulatory Barriers to Affordable Housing (1994).*

*Affordable Housing Techniques: A Primer for Local Government Officials by the Municipal Research and Services Center of Washington (1992).*

*Changing Development Standards for Affordable Housing by Welford Sanders and David Mosen (American Planning Association, PAS Report # 371, 1982).*

*Planning for Affordable Housing by the Vermont Department of Housing and Community Affairs (1990).*

*A Citizen's Guide to Conserving Land and Creating Affordable Housing by the Burlington Community Land Trust and the Vermont Land Trust (1990).*

*Smart Growth: Creating Communities for People by Allison Semandel and Mike Kinde (Citizens for a Better Environment, 1999).*

*Model Code Provisions - Urban Streets & Subdivisions Washington State Department of Community, Trade and Economic Development (1998).*

### **Innovative zoning and subdivision techniques**

Innovative development techniques, such as *mixed-use development*, *zero lot lines*, and *cluster development*, can encourage a broader range of housing choices.

*Mixed-use development* allows different land uses, such as commercial and residential, and allows several different housing densities within a single development. Mixed-use developments can range in size from single buildings with apartments located over retail uses, to large-scale projects that include office and commercial space along with housing.

With mixed uses, commercial uses may make housing development economically feasible when it otherwise would not be. Higher density housing in commercial zones may be more politically acceptable than increasing densities in established single-family areas. Sensitive design and site planning are critical with mixed-use developments.

Mixed-use developments can be regulated in various ways. Some communities allow residential uses by-right in certain identified commercial zones. Other communities consider housing in commercial areas as conditional uses. Other communities allow mixed uses within a planned

development district (also commonly referred to as planned unit development or PUD) or in special mixed-use districts.

**Zero-lot-line.** Conventional zoning requires that the home be set back from every lot line. However, for small lots the "yards" created on each side of the house are very small, and usually useless. Zero-lot-line ordinances place the house on one of the side-lot lines and/or on the rear or front-lot line. By placing a house on the lot lines, the amount of useable space on the other sides is doubled.

Some communities permit houses to be sited on a common lot line so that they resemble duplexes. Other communities require that they be sited on alternate lot lines, to give the appearance of housing in a conventional development. The advantage of zero lot line is that it offers the lower costs associated with high-density development while still maintaining the privacy and appearance of traditional single-family detached housing.

**Cluster development** allows housing units to be grouped within a residential development on lots smaller than those normally allowed. Clustering can help reduce housing costs because of decreased lot sizes and because of decreased development costs. However, cluster development may increase site planning, design, and engineering costs. It can create common open space and protect environmentally sensitive land. It is a technique that has been used in developing urban and rural areas. Cluster developments are regulated in a number of ways. Zoning ordinances can specify zones in which cluster developments are permitted and/or allowed by special permit. Subdivision regulations can outline development standards for clustering. Cluster development may also occur as part of a planned development district.

### **References/Additional Resources**

Southeastern Wisconsin Regional Planning Commission, *Rural Cluster Development Guide* (Planning Guide No. 7, 1996).

East Central Wisconsin Regional Planning Commission, *Rural Development Guide for East Central Wisconsin Governments and Landowners* (1999).

Randall Arendt, *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (Island Press, 1996).

### **Density bonuses**

A *density bonus* allows a developer to build more units in a project than would otherwise be permitted. Bonuses may be offered in exchange for preservation of open space or other things valued by the community. Density bonuses increase the value of the overall project and may therefore make certain projects economically feasible when they otherwise would not be. Density bonuses offer a positive alternative to mandatory programs that may be resisted by developers. Developers may decide for themselves whether participation will be cost effective.

The community will need to decide the amount of increased density given in exchange for the desired development features. Because the market ultimately determines the success of density bonus programs, program designers will need a thorough understanding of the local and regional real estate market. For example, if current zoning already allows enough density to satisfy market demand, developers will have no interest in a density bonus. Density bonus programs may be implemented through zoning or subdivision ordinances, or both.

## **Inclusionary zoning**

*Inclusionary zoning* requires that a certain number of units in a new development be set aside as affordable. Inclusionary programs may apply to both rental and owner-occupied units and may be mandatory or voluntary. Some communities have found that mandatory programs impose costs on developers that are too heavy and actually retard new construction of both affordable and market-rate units by making them economically unfeasible. If requirements are imposed, they should be modest enough to ensure developers an adequate return on their investment. Voluntary programs are preferable to mandatory programs if developers will use the incentives.

Voluntary programs provide incentives to allow developers to determine for themselves whether participation will be cost effective. Incentives may be density bonuses, waiving development fees, and financial assistance through federal, state, and local programs.

### ***References/Additional Resources***

*Affordable Housing Techniques: A Primer for Local Government Officials* by the Municipal Research and Services Center of Washington (1992).

*Planning for Affordable Housing* by the Vermont Department of Housing and Community Affairs (1990).

*Affordable Housing: Proactive and Reactive Planning Strategies* by S. Mark White (American Planning Association, PAS Report #441, 1992).

## **Accessory or "granny" apartments**

An *accessory or "granny" apartment* is a living unit separate from the primary residential unit. It includes separate kitchen, sleeping, and bathroom facilities. Accessory apartments may be attached to the primary dwelling or detached. Attached accessory units typically involve some space in the existing home, such as an attic, garage, or basement family room. Detached units are sometimes referred to as "accessory cottages." They may be guest or servant quarters, converted sheds, or garages.

Accessory apartments benefit elderly persons with limited resources living in large single-family homes with under-used space. Households with an older relative who is still able to live substantially independent, and young adults who want to live independently while still being near to their parents, would find accessory apartments very useful.

Accessory units may already exist in the community without ordinances. Communities may want to adopt regulations to address the size of units, their concentration, their exterior appearance, and parking requirements. In some communities accessory units can only be used for a frail elderly person or caretaker, and the kitchen must be removed when this permitted use ends.

### ***References/Additional Resources***

*Accessory Apartments: Using Surplus Space in Single-family Houses* by Patrick H. Hare, Susan Conner, Dwight Merriam (American Planning Association, PAS Report #365, 1981).

## **Streamlined permitting processes**

The land-use permitting process affects the cost of housing. Delays in the review of proposed housing developments can add to development costs. A more efficient land-use review process can also result in a more cost-effective way to administer land-use regulations.

The following are ideas for streamlining the land use permitting process. Because each of these reform measures is designed to accomplish different objectives, they are best used in combinations:

**Self-assessment** - Begin by taking stock of the permitting process. For example, how long does a typical development review take from start to finish? Are there places where the system bogs down? Are there ways to eliminate or consolidate some of the steps in the approval process?

**Centralized one-stop permit desk** - This saves applicants from needlessly backtracking to different offices and departments. Include interdepartmental review to help coordinate the numerous departments that may be involved in the development process.

**Checklists and flow charts** - Consider publishing guidebooks that outline the local permit process.

**Zoning and subdivision ordinances should describe the application process from start to finish** - Ordinance language should be simple and direct and the sections and standards that relate to one another should be cross-referenced. Doing so benefits applicants and those who administer and enforce the ordinance.

**Pre-application conferences** - Formal or informal meetings with community staff to present concepts or sketch plans and address requirements, saves money by clarifying expectations before the expensive technical and engineering work begins.

**Concurrent review** - Concurrent review allows different steps in an application to proceed at the same time, (like a petition for a zoning change and review of a subdivision plat) thus reducing the overall time needed.

**Staff discretion on administrative matters** - Minor subdivision approvals and issues involving mostly technical and minor changes to submittals can be handled by planning staff. Plan commission time should not be wasted on such matters.

**Fast-tracking** - Development projects, that are desirable because of type or location, can be encouraged by exempting them from certain permit requirements.

**Encourage innovation** - Innovative techniques may be encouraged by an expedited permit process and by allowing them as conditional uses or as overlays to existing zoning districts.

### ***References/Additional Resources***

*Streamlining the Development Approval Process* by Debra Bassert (Land Development, Winter 1999, pp. 14-19).

*Streamlining Land Use Regulations: A Guidebook for Local Governments* by John Vranicar, Welford Sanders, and David Mosen (American Planning Association, 1982).

*Affordable Housing: Proactive and Reactive Planning Strategies* by S. Mark White (American Planning Association, PAS Report #441, 1992).

### **Impact fees**

*Impact fees* are fees imposed on development to mitigate the capital costs of new public facilities necessitated by the development. Public facilities include infrastructure for transportation, water,

stormwater, parks, solid waste, and fire and police. However, impact fees cannot be used for school facilities. Under section 66.0617(7) of the Wisconsin Statutes, impact fee ordinances must provide for an exception from, or a reduction in the amount of, impact fees on developments that provide low-cost housing.

## **Requirement 2. Promoting the availability of land for the development or redevelopment of low-income and moderate-income housing.**

Communities must promote the availability of undeveloped or underused land as one way to meet the low- and moderate-income housing needs identified in the housing element of s66.1001. Several options are available to communities. For example, communities should insure an adequate supply of land is planned and zoned for multifamily housing and for development at higher densities to meet forecasted demand.

Promoting the availability of land for low-and moderate-income housing also can be integrated with other planning issues. For example, urban communities may try to identify areas near transit lines or where new transit might be feasible because of higher density and mixed-use development.

Additional strategies for promoting the availability of land for the development or redevelopment of low- and moderate-income housing include the following:

### **Specific local actions that can be taken**

#### **Community land trust**

Community land trusts protect housing by keeping land from the speculative market. They typically work by owning the land, and selling or leasing the buildings. Buyers or lessors agree to a limited appreciation should they decide to later sell or lease to another. The model works to preserve both existing residential units and new units built on the land. Also, it can be used to preserve affordable space for such things as community centers, health care facilities, small businesses, or day care centers. Community land trusts are similar to conservation land trusts which protect natural resources and open space.

Community land trusts provide the following benefits:

**Lower land costs** - Because land trusts remove land costs from the purchase price of a property, housing units can be sold or rented for less;

**Permanent affordability** - Removing land costs and limiting the amount of appreciation means that land trust housing will always be more affordable than market-rate housing for as long as the trust exists (which may be indefinitely);

**Retention of investment** - Grants, loans and other investments in a land trust are effectively recycled year after year through rents or sale prices, instead of requiring continuous financial support;

**Community stability** - Community land trusts are non-profit organizations controlled by local personalities. They are committed to stabilizing local housing costs for the long term and preserving a community's social fabric;

**Speed** - Land trusts can more quickly purchase properties that become available than can government.

### ***References/Additional Resources***

Institute for Community Economics, 57 School Street, Springfield, MA 01105-1331. 413-746-8660.

*A Citizen's Guide to Conserving Land and Creating Affordable Housing* by the Burlington Community Land Trust and the Vermont Land Trust (1990).

### **Use of public or donated land for housing**

Developing on publicly owned land or land donated for affordable housing can substantially increase the financial feasibility of many housing projects. Communities can also seek to encourage the donation of land for affordable housing.

Lands acquired by the community through tax forfeiture may be appropriate for affordable housing. Local governments and nonprofits may also engage in a program to acquire land and hold it until the community is ready to develop housing. Funding to acquire land may be available from federal and state programs.

### **Infrastructure improvements reserved for affordable housing**

Giving priority for sewer and water extension to projects that include housing units affordable to middle- and lower-income households can increase the likelihood that such housing will be built. The priority may be formalized in an ordinance or informally as a plan policy.

### **Infill development**

*Infill* refers to development on vacant or under-used land within built-up urban areas. Infill can range from construction of single-family housing on one or two adjacent lots; to development of entire town blocks containing both residential and commercial uses.

Infill development has several advantages. Infill areas are already served by public facilities, including roads, sewer and water, police, fire, utilities, schools, and transit. Infill opportunities may sometimes be located on higher-cost urban land. If this is the case, then multi-family housing and/or mixed-use projects that have lower per-unit development costs may be most appropriate. Density bonuses or faster permitting may also add to an infill project's economic feasibility.

Communities may encourage infill development by preparing an inventory of potential infill sites and distributing it to developers; by adopting flexible regulations that allow development of irregular or substandard infill lots; and by allowing mixed uses for infill developments. These practices may enhance the economic feasibility of projects, assisting in the consolidation of infill lots into larger, more easily developed sites; and acquiring abandoned property and demolishing structures beyond rehabilitation.

To minimize neighbor concerns infill units should be designed to fit in with the massing and density of the existing neighborhood as much as possible. For example if the neighborhood is all two story houses with steep pitched roofs the infill units would probably be more acceptable if they had two stories with steeply pitched roofs. The Wisconsin Housing and Economic Development Authority has had a special financing program to support the development of infill housing. They used this program in several cities where they successfully added new structures to existing neighborhoods using modular homes.

## **Adaptive reuse**

*Adaptive reuse* involves the conversion of surplus and/or outmoded buildings to economically viable new uses such as housing. Examples of outmoded buildings include old schools, hospitals, warehouses, and factories. It is one method for introducing housing into non-residential areas. Projects that involve historically or architecturally significant buildings may qualify for preservation tax credits.

Communities can facilitate adaptive reuse by developing flexible ordinances to facilitate adaptive reuse, by arranging for possible property transfers of publicly-owned buildings, and by providing assistance in obtaining sources of funding such as loans, grants, and rent subsidies.

## **Manufactured Housing**

Manufactured housing can be an important source of low and moderate cost housing in a community. Communities may want to encourage manufactured housing as a means of expanding the range of housing opportunities. Manufactured housing is less expensive to build than site-built housing because of lower production costs. The term *manufactured housing* describes housing that is constructed in a factory and delivered to the site as a finished product. While these homes are often referred to as "mobile homes", fewer than 5 percent of manufactured homes are moved, once placed on a site.

Local communities often try to prohibit the siting of manufactured housing due to concerns about the effect on the tax base since manufactured housing is often taxed as personal property. However, a study by the University of Wisconsin-Extension suggests that manufactured home communities may actually have a positive impact on local taxes. There also may be concerns about the effect on adjacent property values and the visual quality of manufactured homes. A University of Michigan study, however, concluded that manufactured home parks have little or no impact on adjacent residential property values.

Communities may want to review their zoning ordinances to be sure that their regulations do not unduly restrict the use of manufactured homes. For additional information regarding manufactured housing and integrating them into single-family neighborhoods, contact the Wisconsin Manufactured Housing Association.

The Foundation for rural housing located in Madison has developed a program with the Wisconsin Manufactured Housing Association and the Department of Corrections to obtain donated manufactured homes, rehabilitate them with prison labor, and make them available for low income housing.

### ***References/Additional Resources***

*Manufactured Housing: Regulation, Design Innovations, and Development Options* by Welford Sanders (American Planning Association, PAS Report #478, 1998).

*Manufactured Housing Impacts on Adjacent Property Values* by Kate Warner and Jeff Scheuer (University of Michigan, 1993).

*Municipal Revenue Impact of Tax Exempt Mobile Homes: A Methodology for Extension Agents* by Richard Stauber (University of Wisconsin-Extension, 1995).

*Product Report: 'Manufactured Housing'* available from the American Association of Retired Persons website at [www.aarp.org/manhov1.html](http://www.aarp.org/manhov1.html).

*Manufactured Housing and Standards: Fact Sheet for Purchasers of Manufactured Homes* (1999) available from the U.S. Department of Housing and Urban Development website at [hud.gov/fha/sfh/mhs/mhsst3.html](http://hud.gov/fha/sfh/mhs/mhsst3.html).

*Regulating Manufactured Housing* by Welford Sanders (American Planning Association, PAS Report # 398, 1986).

## **Requirement 3. Maintaining or rehabilitating existing housing stock.**

It is important that the communities housing plan consider conservation of the communities existing housing stock. The existing stock often is the primary source of affordable housing. In many communities the existing housing is aging and may need investment to maintain its utility. Communities and local governments should develop strategies that prevent neglect and encourage reinvestment in the existing housing stock.

### **Specific local actions that can be taken**

#### **Building code**

The State of Wisconsin has a uniform dwelling code that must be followed for the construction and inspection of all one- and two-family dwellings in the state. Local communities in the state have certain responsibilities for enforcement of the code. The uniform dwelling code is administered by the Wisconsin Department of Commerce and is found in the Administrative Rules for the Department of Commerce (COM 20 - COM 25).

#### **Historic building code**

The standard state building codes may make rehabilitation of certain older homes prohibitively expensive or impractical. Communities in Wisconsin that have adopted historic preservation ordinances certified by the State Historical Society of Wisconsin can use the Wisconsin Historic Building Code for locally designated historic buildings. The Historic Building Code, administered by the Wisconsin Department of Commerce, permits a flexible and cost-effective approach to rehabilitating historic buildings. The code is found in the Administrative Rules for the Department of Commerce (COM 70). Information is also available from the Division of Historic Preservation at the State Historical Society of Wisconsin.

## **Housing code**

All communities in Wisconsin can enact housing codes under their general authority to protect public health, safety, and welfare. Housing codes provide standards for how a dwelling unit is to be used and maintained over time.

It is important for communities to review housing code enforcement efforts to determine if they need to be increased or modified to make them more effective. Communities can intensify housing code enforcement programs to help maintain housing and upgrade deteriorating housing stock. In some communities, code enforcement capacity is so limited that routine inspections are scheduled only once in ten years. Communities could consider focusing enforcement efforts on select neighborhoods, publicizing code provisions, and complaint procedures.

## **Community paint/fix up events**

Local governments should target home maintenance and rehabilitation programs at the neighborhood level because the visibility can help create peer pressure to motivate others to fix up their homes. One strategy is to organize painting and fix-up events in partnership with local professional and civic groups to encourage volunteers to help with exterior maintenance of target residences.

## **Rehabilitation loans and grants**

Code enforcement can be supplemented with financial and technical assistance to homeowners and tenants. Communities may establish loan or grant programs to assist owner occupants with repairs. Such programs are commonly funded by federal Community Development Block Grant dollars. The programs often focus on specific census tracts or neighborhoods where the concentration of deferred maintenance is highest. In addition to keeping housing units functioning, maintenance and rehabilitation are also worthwhile because they build pride among residents, stimulate others to repair their homes, encourage long-term investment and maintenance, and reduce potential neighborhood problems.

## **Occupant education and cooperation**

Many repairs are simple enough that most homeowners can help if given some guidance. Educational programs to train homeowners and renters can help ensure that the homes are rehabilitated and maintained in good condition. These educational programs help property owners better understand the responsibilities of home ownership.

## **Chapter 4 - ECONOMIC DEVELOPMENT**

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### **INTRODUCTION**

Throughout the planning process, many factors contribute to economic development opportunities and needs within a community. For this reason, labor force characteristics and economic base indicators were analyzed at the local, county, regional and state level to determine trends, opportunities and needs for the town of Lyndon.

Even though the town of Lyndon is mainly an agrarian community with limited commercial and industrial sites, it is still important for both the town officials and town residents to review the economic factors listed below to quantify what the town has as strengths and weaknesses (in economic terms) so that the town can work towards promoting its identified goals. The town may wish to devote some resources toward recruiting/promoting certain types of development deemed most appropriate for its future.

Current economic indicators for the town include information spanning 1990-2000. Information from the recent 2000 U.S. Census along with past Census information is a benchmark for the town, in which other source information (i.e. the Wisconsin Department of Administration) can be compared. The WDOA information is reported over shorted periods of time (approximately every three years) and helps provide information on how the town is progressing.

### **SUMMARY AND IMPLICATIONS**

1. Federal, state, county, programs exist to promote opportunities within the town.
2. Major employment opportunities for town residents exist within the counties of Sheboygan, Ozaukee, Washington, Manitowoc, Fond du Lac, etc. The 2000 Census indicated that nearly 89 percent of town workers drive to work and that their average time of travel is 22.5 minutes. Ninety percent of the town's working residents commute to their jobs outside of town of Lyndon.
3. In 2000, the majority of employed persons in the town of Lyndon were either in Management related or Production related occupations. In addition, there was greater than 20 percent employment in the sales occupations. Town of Lyndon residents help make up a diverse employment by occupation, with many other occupations containing at least four percent of total employment. This employment trend is also found in Sheboygan County, with both areas having low employment in farming, fishing, and forestry occupations.
4. Due to the close proximity of several municipalities with a variety of business and industry, the township itself is quite limited on its employment opportunities.
5. For the period 1990-2001, the civilian labor force increased 14 percent and the number of unemployed increased 3.3 percent.
6. In 1989, the median household income in the town of Lyndon was \$36,250. This was greater than any surrounding areas compared. By 1999, the median household income for the town increased by \$19,871 up to \$56,121. Similar increases of the median household income were also evident in the surrounding communities.

The town is rather typical of many rural communities within eastern Wisconsin. It provides a limited number of services and has contract agreements for services it can not provide on its own. The town intends to maintain its attractive landscape with its rolling hills and farm fields.

These various natural elements play an important role in the town's overall development. Within this comprehensive plan the town of Lyndon has recommended areas for well planned and defined commercial and industrial developments.

Knowing where, and how much, of a type of business the town wants is going to be the key to the town's long range planning regarding its vision. The Town Board will need to closely monitor commercial and industrial growth in neighboring communities and their impacts on existing infrastructure in order to best determine the need for any future regulations.

The plan will direct development to designated commercial and light industrial areas in the future, in order to steer incompatible uses away from the town's defined residential and agricultural areas (See General Plan Design Map, Map 8.4). This will help to enhance other land uses by minimizing and controlling likely nuisances.

### **COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGIES**

The following *Goals, Objectives, Policies, and Programs* will help guide the town in developing areas within its borders for economic growth. The following statements are both broad and specific, and reflect town residents' views for how development should occur within the town.

#### **Economic Goal 1:**

Encourage small scale economic development while protecting and enhancing the town's environmental assets.

#### ***Objective:***

1. Future businesses should be directed to areas specified in the general plan design chapter which will enhance and promote the rural character of the town of Lyndon.

#### ***Policies:***

1. Strongly consider steering large commercial and industrial development to the plan's specified areas in the town or to nearby communities better served by existing infrastructure.
2. Consolidate commercial and industrial growth in areas suited best for their operation and where needed services exist or can be readily extended - in order to establish specific service areas and to prevent co-locating incompatible uses.
3. Direct more highway dependent businesses (that rely on access such as gas stations and fast-food restaurants, etc) along STH 57/28 in order to provide commercial service to local and through traffic.
4. Control the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town especially along major corridors and areas of scenic importance.
5. Allow home-based businesses to locate within the town until such a time as a zoning change is needed, then require them to locate within an area predominantly composed of business uses.

#### ***Programs:***

1. Work with the county and public services to monitor closely the capacity of existing infrastructure, roads, electricity, public safety services, etc, to accommodate any

new economic development and weigh the costs to potential benefits before permitting them.

2. Monitor any commercial or industrial developments that occur adjacent to the town to ensure that the growth is compatible with the town's rural nature and in order to lessen potential conflicts.
3. Continue to work with future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the town's desire for well planned growth and rural character preservation.

### **Economic Goal 2:**

Preserve the town's rural farming community and lifestyle.

#### ***Objectives:***

1. Protect farmlands for future agricultural operations.
2. Utilize least productive farmlands for more appropriate uses.
3. Work with farmers to offer viable alternatives to selling their lands for non-agricultural purposes, utilizing state and federal programs to offer consulting.

#### ***Policies:***

1. Identify productive agricultural lands by utilizing the *Soil Survey of Sheboygan County*.
2. Consider the many values of the agricultural lands and the rural and scenic nature of the town before changing the zoning to non-agricultural uses.
3. Identify those areas not in farmland and environmental corridors.
4. Consider development techniques (e.g. Conservation Subdivisions) that preserve the agricultural lands and open spaces in the town.
5. Consider buffers for new developments to limit negative views, noises, and smells from an agricultural operation.
6. Encourage individuals to work with private, county, state, and federal partners to generate options and resources for farmers facing retirement and/or looking to transition into other business activities.

#### ***Programs:***

1. Work with the county and state in identifying the possible use of PDR (Purchase of Development Rights) and Transfer of Development Rights (TDR) within the county, to assist farmers and to help preserve farming within the town.
2. Coordinating with county, state, and federal agencies in exploring innovative ways to preserve farming in the town will be the primary responsibility of the Town Plan Commission. They will also advise farmers in applying for loans or grants from state and federal agencies.
3. Continually review and update the town's Zoning Ordinance, specifically as it relates to agricultural practices. Regulatory language should assure a strong future

for agriculture in the town but should not cause a hardship on neighboring uses, the environment or the general public. The farmers 'Right to do Business' is best protected by local zoning power. The State of Wisconsin through the Agricultural Protection Act (WI Stat. 823.08) recommends properly asserted zoning power as the best means for preserving a towns agricultural base while avoiding conflicting uses.

## **ECONOMIC PROGRAMS**

This section contains a brief explanation of the agencies that could potentially help the town and town's businesses with loans and grants.

### **Local**

The town of Lyndon does not have any local economic development programs; however, the town can establish its own Revolving Loan Fund for Economic Development through the Department of Commerce.

The town can also assist local businesses by officially supporting the business within the Bay-Lake Regional Planning Commission's *Comprehensive Economic Development Strategy* document, published annually and reported to the Department of Commerce, thus making the business eligible for state grant consideration.

### **County**

Sheboygan County has a county-wide Revolving Loan Fund and is assisted by the Sheboygan County Chamber of Commerce and UW-Extension on economic development.

In addition, Sheboygan County has been designated as a Technology Zone by the Department of Commerce. This program is further described in the Regional portion below.

### **Regional**

Sheboygan County is part of the Northeast Wisconsin Regional Economic Partnership (NEWREP) *Technology Zone* program. The program provides income tax incentives for high-tech development in the region. The zone is designed to enhance the region's attractiveness to high-tech businesses and workers, build on the success of the biotechnology and manufacturing companies in the region, attract auxiliary companies and help existing companies increase productivity. Eligible businesses will be certified for tax credits based on their ability to create high-wage jobs (any jobs created must pay a minimum of \$10.30 per hour), and investment and support the development of high-tech industries in the region. Contact the Department of Commerce for more information on the Technology Zone program.

The Bay-Lake Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report that evaluates local and regional population and economic activity. Economic development trends, opportunities and needs are identified within the CEDS report. All communities that are served by the Commission, including the town of Lyndon, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

## State

The Wisconsin Department of Commerce has several grant programs that would be available to the town of Lyndon. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development and public facility improvements. The program is designed to assist economically distressed smaller communities with improvements to such things as utilities and streets, fire stations, community centers, and housing rehabilitation, as well as many other improvements needed by a community. Specifically, the CDBG-Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that have made a firm commitment to create jobs and invest in the community. The CDBG-Economic Development (ED) program assists businesses that will invest private funds and create jobs as they expand or relocate in Wisconsin. Funds are awarded to a community, which then loans the funds to a business. The community may retain the repaid loan to capitalize a local revolving loan fund.

## Federal

Some examples of federal programs that could assist the town of Lyndon in economic development include:

### *USDA Wisconsin Rural Development Programs*

- **Rural Business Opportunity Grants Program**

Rural Business Opportunity Grant Funds provide for technical assistance, training, and planning activities that improve economic conditions in rural areas of 10,000 people or less. A maximum of \$1.5 million per grant is authorized.

- **Rural Economic Development Loans and Grants**

Zero interest loans may be made to any Rural Utilities Service (RUS) to promote economic development and/or job creation projects including, but not limited to, project feasibility studies, start-up costs, incubator projects, and other reasonable expenses. Grants can be provided to rural communities through RUS borrowers to be used for revolving loan funds for community facilities and infrastructure and for assistance in conjunction with rural economic development loans.

- **Rural Business Enterprise Grants Program (RBEG)**

The Rural Business-Cooperative Service makes grants available under the RBEG Program to public bodies, private nonprofit corporations, and Federally-recognized Native American Tribal groups to finance and facilitate development of small and emerging private business enterprises located in areas outside the boundary of a city or unincorporated areas of 50,000 people or more and its immediately adjacent urbanized or urbanizing area. The small or emerging business to be assisted must have less than 50 new employees, less than \$1 million in gross annual revenues, have or will utilize technological innovations and commercialization of new products and/or processes to be eligible for assistance. Funds can be used for a variety of things including, but not limited to: construction of buildings and plants, equipment, access streets and roads, parking areas, utility and service extensions, and a variety of other costs.

### *US Department of Commerce, Economic Development Administration Programs*

- **Public Works and Economic Development Program**

The Public Works Program empowers distressed communities in economic decline to revitalize, expand, and upgrade their physical infrastructure to attract new industry, encourage business

expansion, diversify local economies, and generate or retain long-term, private sector jobs and investment.

### **LABOR FORCE CHARACTERISTICS**

The labor force is comprised of employed persons and those seeking employment, and excludes persons in the armed forces and those under age 16. Variations in the number of persons in the labor force are the result of many factors. Shifts in the age and sex characteristics of the population, changes in the number of residents aged 16 and over, the proportion of this group (16 and over) working or seeking employment, and seasonal elements are all factors affecting the size of the labor force.

#### **Place of Work**

The ability to retain valuable human resources within a county or a town is a good indicator of the overall health of the economy in the county and its respective municipalities. In 2000, approximately 629, or 78 percent of workers who were 16 years and older in the town of Lyndon worked in Sheboygan County, primarily in Lyndon, the City of Sheboygan or City of Plymouth. The remaining 178 (22 percent) working town residents commuted to their jobs outside of Sheboygan County (e.g. City of Port Washington.).

Table 4.1 illustrates the 2000 commuting patterns of Lyndon residents in addition to employees working in Lyndon. Of those people who work at businesses in the town, 51.6 percent are residents of the town of Lyndon. In addition, of the 807 working residents of the town of Lyndon, 726 (90 percent) work outside of town.

Table 4.1: Place of Work, 2000 Town of Lyndon

Location	Number*	Percent
Work in Lyndon	157	100.0%
Live In Lyndon	81	51.6%
Live Outside Lyndon	76	48.4%
Where Employees of Lyndon Businesses Commute From		
City of Sheboygan	26	16.6%
Town of Lima	12	7.6%
Town of Sheboygan Falls	9	5.7%
Other	29	18.5%
Live in Lyndon	807	100.0%
Work In Lyndon	81	10.0%
Work Outside Lyndon	726	90.0%
Where Lyndon Residents Commute to Work		
City of Sheboygan	113	14.0%
City of Plymouth	112	13.9%
City of Sheboygan Falls	69	8.6%
Town of Plymouth	48	5.9%
Village of Kohler	46	5.7%
Village of Random Lake	35	4.3%
City of Port Washington	32	4.0%
Other	271	33.6%

\* Number of Workers 16 years of age and older

Source: U.S. Bureau of the Census, 2000 and Bay-Lake Regional Planning Commission, 2003.

## Occupation

In 2000, employed persons in the town of Lyndon were either in management, professional, and related occupations (31 percent) or they were in production, transportation, and material moving (26 percent). In addition, there was a 20 percent employment in sales and office occupation (Table 4.2). The town of Lyndon residents help make-up a diverse employment by occupation, with many other occupations containing at least eight percent of total employment. Similar employment trends are found in Sheboygan County, with both areas having low employment in farming, fishing, and forestry occupations.

Table 4.2: Employed Persons by Occupation, 2000, Town of Lyndon & Sheboygan County

Occupation	Town of Lyndon		Sheboygan County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related	260	31.1	15,422	25.9
Service	70	8.4	8,084	13.6
Sales and office	168	20.1	12,831	21.6
Farming, fishing, and forestry	14	1.7	527	0.9
Construction, extraction, and maintenance	103	12.3	4,898	8.2
Production, transportation, and material moving	220	26.3	17,692	29.8
<b>Total</b>	<b>835</b>	<b>100.0</b>	<b>59,454</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2002.

## Industry

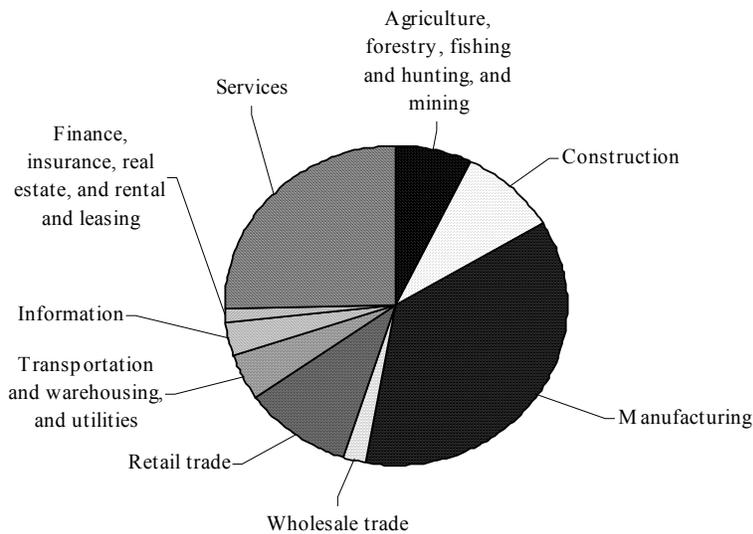
Table 4.3 displays the number and percent of employed persons by industry group in the town of Lyndon, and Sheboygan County for 2000. The greatest employment group for the town of Lyndon and Sheboygan County was in the manufacturing industry. The second greatest percentage of employment for the town of Lyndon and Sheboygan County was in the educational, health and social services industry with 11.9 and 17.2 percent, respectively. Figure 4.1 represents the percent employment by major industry group for the town of Lyndon in 2000.

Table 4.3: Employed Persons by Industry Group, 2000, Town of Lyndon & Sheboygan County

Industry	Town of Lyndon		Sheboygan County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	60	7.2	1,158	1.9
Construction	76	9.1	3,290	5.5
Manufacturing	303	36.3	22,760	38.3
Wholesale trade	18	2.2	1,479	2.5
Retail trade	85	10.2	5,717	9.6
Transportation and warehousing, and utilities	40	4.8	1,690	2.8
Information	28	3.4	810	1.4
Finance, insurance, real estate, and rental and leasing	10	1.2	2,490	4.2
Prof., scientific, mngmnt, admin, and waste mngmnt serv	32	3.8	2,879	4.8
Educational, health and social services	99	11.9	10,228	17.2
Arts, entertainment, rec, accom and food serv	39	4.7	3,844	6.5
Other services (except public administration)	41	4.9	1,918	3.2
Public administration	4	0.5	1,191	2.0
<b>Total</b>	<b>835</b>	<b>100.0</b>	<b>59,454</b>	<b>100.0</b>

Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.1: Percent Employment by Industry Group, 2000, Town of Lyndon



Source: U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2002.

### **Unemployment Rate**

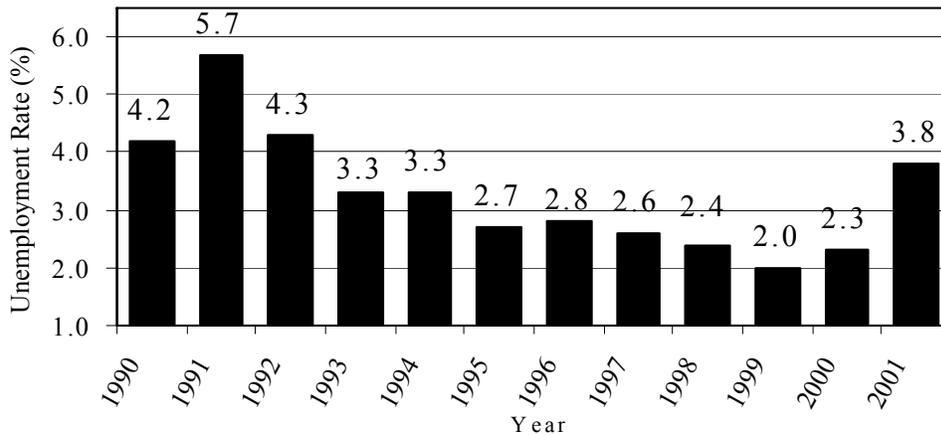
The civilian labor force for Sheboygan County has experienced both slight increases and decreases since 1990 (Table 4.4). The unemployment rate reached its lowest point in 1999 with two percent of the civilian labor force (Figure 4.2). For the period 1990 to 2001, the civilian labor force increased 14 percent, the number of unemployed increased by 3.3, and the number of employed increased 19 percent.

Table 4.4: Average Civilian Labor Force Estimates, 1990-2001, Sheboygan County

Year	Civilian Labor Force	Unemployed	% Civilian Labor Force	Employed
1990	55,551	2,333	4.2	53,218
1991	55,076	3,118	5.7	51,958
1992	56,083	2,435	4.3	53,648
1993	57,141	1,911	3.3	55,230
1994	59,433	1,971	3.3	57,462
1995	60,869	1,650	2.7	59,219
1996	61,532	1,751	2.8	59,781
1997	60,744	1,592	2.6	59,152
1998	61,454	1,463	2.4	59,991
1999	60,839	1,210	2.0	59,629
2000	62,382	1,444	2.3	60,938
2001	63,298	2,411	3.8	63,298

Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, for years cited; and Bay-Lake Regional Planning Commission, 2002.

Figure 4.2: Unemployment Rate, 1990-2001, Sheboygan County



Source: Wisconsin Department of Workforce Development, Civilian Labor Force Estimates, 1990-2000; and Bay-Lake Regional Planning Commission, 2002.

### **Employment Forecast**

The Wisconsin Department of Workforce Development created the *Wisconsin Detailed Industry Employment Projections, 2000-2010*, a projection for industries, occupations, and the labor force. These projections are for all of Wisconsin. According to the Department of Workforce Development, in 2010, the services industry is projected to continue to be the industry with the largest share of employment followed by wholesale and retail trade, and manufacturing. The Service jobs along with wholesale and retail trade will continue to increase, whereas the manufacturing employment is projected to decrease by 2010. Occupations in manufacturing are expected to move away from general labor positions to more semi-skilled and skilled operator and technician jobs. This is due primarily to production processes that are more efficient and new available technology.

Service industry employers are projected to increase the number of jobs to the state's labor market by 19 percent by 2010. The largest divisions within this industry group are projected to be business services, educational services and health services. With the aging of the population, the demand for such services will continue to increase. The wholesale and retail trade industry is projected to increase the number of jobs by 10 percent. The manufacturing industry is projected to lose approximately two percent of its jobs by 2010.

### **Local Employment Forecast**

From 1990 to 2000, the manufacturing industry continued to be the industry with the largest share of employment in Sheboygan County. The services industry and retail trade industry are the county's second and third highest employers respectively. This trend is expected to continue, however increases in manufacturing are expected to be at a lower rate than those of the service industry. This is due to advancing technologies in manufacturing and an aging population which may require additional services.

In 1990, employment data was available for each business within the town of Lyndon and the number of employees each employer had. This data is now suppressed to ensure confidentiality of individual employers. To determine the economic health of the town, it is important to determine the number of jobs available within the town. Therefore, by referring back to Table

4.1: Place of Work, the information can be used to illustrate an approximate number of people who are employed by businesses in the town of Lyndon. In 2000, businesses in the town employed a total of 157 persons. Of the 157 employees, 51.6 percent were town residents. However, of the 807 working residents of Lyndon, 90 percent work outside of the town. Since the town of Lyndon is a rural community and intends to remain as such, this commuting trend will likely continue throughout the town's 20 year planning period.

### **Median Household Income**

In 1989, the median household income in the town of Lyndon was \$36,250. This was more than all areas compared (Table 4.5). By 1999, the median household income for the town increased by \$19,871 up to \$56,121. Similar increases of the median household income were also evident in the surrounding communities.

Table 4.5: Median Household Income, 1989 and 1999, Town of Lyndon & Selected Areas

Area	1989	1999
Town of Lyndon	\$36,250	\$56,121
Village of Cascade	33,000	48,125
Town of Sherman	34,722	52,375
Village of Waldo	30500	47232
Sheboygan County	31,603	46,237
State of Wisconsin	\$29,442	\$43,791

Source: U.S. Bureau of the Census, 1990 Census of Population and Housing, STF 3A, Table P080A; U.S. Bureau of the Census, 2000 Census, DP-3; and Bay-Lake Regional Planning Commission, 2002.

### **Personal Income**

The per return income for residents in the town of Lyndon has increased 15 percent for the period 1997 to 2000 (Table 4.6). The 2000 personal income for the town of Lyndon was the highest among the surrounding areas compared, with \$40,031. Per return income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

Table 4.6: Municipal Per Return Income, 1997-2000, Town of Lyndon & Selected Areas

Area	Dollars				Percent Change 1997-2000
	1997	1998	1999	2000	
Town of Lyndon	34,805	37,426	39,477	40,031	15.0
Village of Cascade	32,100	34,463	36,504	36,751	14.5
Town of Sherman	32,885	35,124	36,277	39,779	21.0
Village of Waldo	28,658	29,431	32,198	34,367	19.9
Sheboygan County	34,314	36,664	39,642	39,878	16.2
Bay-Lake Region	30,268	32,518	34,204	35,589	17.6
Wisconsin	34,716	36,996	38,930	40,570	16.9

Source: Wisconsin Municipal Per Return Income Report, for years cited, Wisconsin Department of Revenue, Division of Research and Analysis; and Bay-Lake Regional Planning Commission, 2002.

## **ECONOMIC BASE ANALYSIS**

### **Economic Sectors**

To understand the future employment trend in the town of Lyndon, an understanding of the local and county economy is required as detailed in the following *Location Quotient Analysis and*

*Threshold Analysis findings.* The Economic Base Analysis technique divides the economy into basic and non-basic sectors. The basic sector is made up of local businesses that are dependent on external factors. Manufacturing and local resource-oriented firms (like logging or mining) are usually considered to be basic sector firms because their fortunes depend largely upon non-local factors, and they usually export their goods. The non-basic sector, in contrast, is composed of those firms that depend largely upon local business conditions. Economic Base Theory asserts that the means of strengthening and growing the local economy is to develop and enhance the basic sector.

There are nine basic economic divisions that are used for Economic Base Analysis. There are four goods-producing sectors: (1) agriculture, forestry and fishing; (2) mining; (3) construction; and (4) manufacturing. There are five services-producing sectors: (1) transportation and public utilities; (2) wholesale trade; (3) retail trade; (4) finance, insurance, and real estate; and (5) services.

### **Location Quotient Analysis**

The Location Quotient Analysis technique compares the local economy, Sheboygan County, to the United States. This allows for identifying specializations in the Sheboygan County economy (Table 4.7). If the Location Quotient (LQ) is less than 1.0, all employment is considered non-basic and that industry is not meeting local demand for a given good or service. An LQ equal to 1.0 suggests that the local employment is exactly sufficient to meet the local demand for a given good or service, employment is still considered non-basic. An LQ greater than 1.0 suggests that local employment produces more goods and services than the local economy can use, therefore, these goods and services are exported to non-local areas, which makes them basic sector employment.

**Table 4.7: Employment by Industry Group, 1990 and 2000, Sheboygan County and U.S., LQ Analysis**

Item	Sheboygan County		United States		Percent Change 1990 - 2000		Sheboygan Location Quotient	
	1990	2000	1990	2000	Sheboygan	U.S.	1990	2000
Total full-time and part-time employment	62,505	76,317	139,426,900	167,465,300	22.1	20.1		
Farm employment	1,849	1,574	3,153,000	3,103,000	-14.9	-1.6	1.31	1.11
Nonfarm employment	60,656	74,743	136,273,900	164,362,300	23.2	20.6	0.99	1.00
Private employment	54,850	68,247	115,077,900	141,621,300	24.4	23.1	1.06	1.06
Ag. Services, forestry, fishing & other	436	762	1,453,000	2,166,800	74.8	49.1	0.67	0.77
Mining	38	49	1,044,100	795,400	28.9	-23.8	0.08	0.14
Construction	2,483	3,707	7,260,800	9,604,300	49.3	32.3	0.76	0.85
Manufacturing	22,224	27,394	19,697,200	19,106,900	23.3	-3.0	2.52	3.15
Transportation and public utilities	1,974	2,310	6,568,600	8,247,100	17.0	25.6	0.67	0.61
Wholesale trade	1,846	2,255	6,711,500	7,584,900	22.2	13.0	0.61	0.65
Retail trade	9,843	10,896	22,920,500	27,344,100	10.7	19.3	0.96	0.87
Finance, insurance, and real estate	3,382	4,288	10,712,600	13,495,100	26.8	26.0	0.70	0.70
Services	12,624	16,586	38,709,600	53,276,700	31.4	37.6	0.73	0.68

(D) Not shown to avoid disclosure of confidential information, but the estimates for this item are included in the totals.

Source: U.S. Department of Commerce, Bureau of Economic Analysis, REIS 1969-00; and Bay-Lake Regional Planning Commission, 2002.

### **Threshold Analysis**

#### **Export Base (Basic Employment)**

There are two areas within the 2000 Sheboygan County economy that can be considered basic employment areas: farm employment, and manufacturing (Table 4.7). These two areas produce more goods and services than the local economy can use. When Location Quotients increase

over time, this suggests that the economy is getting closer to reaching and exceeding local demand. Having basic employment also suggests that if a downturn in the local economy occurs, these sectors will not be strongly affected because they are more dependent on non-local economies. Having strong basic sector employment and industry will strengthen the local economy.

**Non-Basic Employment Industry**

Under private employment, there are eight areas that can be considered non-basic: agriculture services, forestry, fishing, and other; mining; construction; transportation and public utilities; wholesale trade; retail trade; finance, insurance, and real estate; and services. These industries are not meeting local demand for a given good or service. For example, the transportation and public utilities industry, retail trade industry and the services industry’s LQ actually decreased since 1990. However, it is reasonable to believe that the Sheboygan County economy could support more of this industry type.

**Top Ten Employers within Sheboygan County**

The ten largest employers in Sheboygan County (Table 4.8) had at least 500 or more workers. With a high percentage of employment in the manufacturing and services sector, it is not surprising that the majority of the ten largest employers in the county are in the manufacturing sector.

Table 4.8: Top Ten Employers, 2003, Sheboygan County

Company	Product or Service	Size
Kohler Company	Plumbing Products Manufacturing	1,000+
Bemis Manufacturing Company	Plastics Manufacturing	1,000+
Sheboygan Public School	Public Education	1,000+
County of Sheboygan	Government Services	1,000+
J L Fench Corporation	Die Casting	1,000+
Aurora Health Care Central, Inc.	Health Care Services	1,000+
Aurora Medical Group, Inc.	Offices of Physicians	500-999
Sargento Foods Inc	Food Processing	500-999
Schultz Savo Stores, Inc.	Supermarkets and Other Grocery	500-999
Acuity Insurance Co.	Direct Property and Casualty Insurance	500-999

Source: Wisconsin Department of Workforce Development, Sheboygan County Workforce Profile, January 2004; and Bay-Lake Regional Planning Commission, 2004.

**STRENGTHS AND WEAKNESSES ANALYSIS**

This element of the plan looks at conditions within the town as either a strength, a weakness, or as a general statement of fact for retaining or attracting businesses. These factors may greatly influence the future economic climate over the next two decades and thus are important for the community to identify as part of this plan. This will allow the residents to understand their community’s continued economic viability and future draw for new businesses. This portion of the element gives a perspective from a business point of view. It reflects concerns, issues, and questions that current and future business owners would ask about a community when formulating a plan or expanding their business. Within these categories are assumptions and statements based on information available on the community, as well as information derived from the local plan commission.

## **Physical Capabilities**

### **Utilities**

#### ***Strengths:***

The town lacks public services, but contains limited natural gas and sewer.

#### ***Weaknesses:***

Industries/businesses have limited utilities provided by the town.

### **Telecommunications**

#### ***Strengths:***

Telephone service (local and long distance) is provided. There are no major differences in the quality of telephone service between the town and other municipalities within the county. A telecommunication tower used by Sprint and US Cellular is also located in the town of Lyndon. The town has an adopted Wireless Communications Facilities Ordinance. Cable television is provided to a few residents in the town that live near the lines that access the villages of Waldo and Cascade.

#### ***Weaknesses:***

Cable television is provided to a few areas of the town of Lyndon. Special lines (Fiber Optics, ISDN, etc.) for internet access are not provided in the town.

### **Transportation**

#### ***Strengths:***

In under an hour the residents of the town have access to the cities of Plymouth, Sheboygan, Fond du Lac, Manitowoc, and Appleton. The town has access to STH 57 and STH 28.

#### ***Weaknesses:***

No rail service, ports or airport facilities are located within the town.

### **Local Labor Force Characteristics**

#### ***Strengths:***

The 2001 unemployment rate (3.8 percent) within Sheboygan County is still relatively low. The employment rates for the county grew approximately 19 percent over the last ten years.

#### ***Weaknesses:***

There are current, and may be future labor shortages due to low numbers in the age group of 16-24 year olds adding to a tight labor market. In addition, more of these younger individuals are moving away from the town to find employment and housing opportunities elsewhere.

### **Industrial/Commercial Site Availability**

#### ***Strengths:***

The town has identified some areas for both light industrial and commercial sites. Each of the areas provides for highway access, ease of access, and good visibility.

### ***Weaknesses:***

The town is not in a position to compete with the industrial/business parks in the nearby cities, and may wish to direct industrial development and large commercial businesses to other communities where more services are provided. Lack of basic services will limit growth.

### **Programmatic Capabilities**

Programmatic capabilities are a list of criteria that identify potential strengths and weaknesses of developing a business in a community based on local and/or surrounding factors. Some criteria include:

#### **Existing Business Base Analysis**

The town relies on the adjacent communities for many of its commercial needs. Commercial development is minimal within the town and is scattered, or located along STH 57.

#### **Available Government Services**

The town has an adopted Comprehensive Plan, and is under an adopted Town Zoning Ordinance, a County Floodplain Ordinance, and Shoreland Wetland Ordinance. Police protection is provided by the Sheboygan County Sheriff's Department. Fire protection services are provided to the town by the Waldo Fire Department and the Cascade Fire Department. Ambulance service to the town of Lyndon is provided by the Plymouth Ambulance Service and the Cascade First Responders.

#### **Specific Inhibitors To Economic Development**

The closeness of the nearby industrial parks (especially in Plymouth) along with limited municipal services, will likely make future development difficult and cost prohibitive. No rail spur exists within the town.

#### **Training Programs**

The town has access to training from the UW System, UW-Extension services (providing education and training seminars and courses), Lakeland College, etc.

### **Financial Capabilities**

#### **Tax Base Comparisons**

The town has a 2000 Full Value equal to \$86,629,600, and has one of the lower Effective Tax Rates (for towns) in the county (at 0.01716). The Effective Tax Rate is the town's general property tax less state property tax credit (not including lottery credit) divided by the full value of the town. The effective rate is an average rate.

#### **Incentives For Development**

Sheboygan County is part of the (NEWREP) *Technology Zone* program and also has county-wide revolving loan funds. Information on these and other incentive programs can be found on pages 4-4 through 4-5.

#### **Banking Capability and Capacity**

The town and its residents have access to numerous lending firms throughout the county, state and nation. With today's linking of lending agencies via telecommunication's

networks and other “high speed” services a borrower can have a lender in distant locations to include other nations.

A common problem is the “template” approach to many lending agencies. Borrowers fitting standard criteria are quickly approved for loans, while those deviating or not meeting the well defined criteria are often denied a loan. The local lender does not have the flexibility they once held years ago, especially since many lenders no longer “know” personally their borrower due to the availability of high speed telecommunications.

## **Quality of Life**

### **Housing Prices**

Approximately 17 percent of the town residents paid more than 30 percent of their incomes towards housing costs in 2000. In 1999 the median household income was \$56,121. Based on the household income median, affordable housing would be considered less than \$1,403 per month (30 percent of the median income).

According to the 2000 Census the average value of the homes in Lyndon was \$125,300. This price is dependent on the age of the structure, size of lot as well as location. New homes being built in wooded areas, near water features and in large open spaces will generally cost more. For additional information on housing prices, contact any local realtor.

### **Aesthetics**

The town is comprised of a rural countryside along with Lake Ellen, several creeks and the Onion River freely flowing through the town. An abundance of woodlands and rolling hills make up some of the town’s prominent views. The villages of Waldo and Cascade are located within the town’s borders. The two communities are developed in a way that assists with maintaining Lyndon’s visual appeal.

### **Environment**

Areas of woodlands, farm fields, rolling hills, Lake Ellen, several rivers and creeks, and acres of wetlands exist within the town of Lyndon. Opportunities are afforded for hunting, fishing and hiking. The county has ordinances and plans protecting and enhancing the environment.

### **Education and Health Care**

The town is within four school districts (Oostburg, Plymouth, Random Lake and Sheboygan Falls) providing high quality educational services. Health care services are available in several adjacent communities.

## **SITES FOR BUSINESS AND INDUSTRIAL DEVELOPMENT**

### **Existing Site Inventory and Analysis**

The town of Lyndon has low amount of developed commercial lands mostly comprised of retail sales. These uses depend mostly on a transient and local customer base. Past development is located primarily along STH 57. Future sites of concentrated commercial would most likely continue to locate adjacent to STH 57 or adjacent to the villages of Waldo and Cascade. These sites would likely capitalize on the location affording high visibility and a good access to a large customer base, both local and transient. In addition, at home businesses will be allowed to take place if compatible with neighboring uses.

The town has developed with only a few areas identified as being industrial, mostly consisting of non-metallic mining operations. The town will identify specific policies and locations for industrial to accommodate future market forces and needs of the town. If any industry were to develop in the town it would be in areas adjacent to the villages and would likely be annexed if public sewer and water are required in the future to better handle the needs of light industrial uses.

### **Evaluation of Environmentally Contaminated Sites:**

Recently the DNR and EPA have been urging the clean up of contaminated commercial or industrial sites so they may be utilized for more productive uses. According to the WDNR list of Leaking Underground Storage Tanks (LUST) sites, the town of Lyndon does not have any LUST sites at this time.

The town has five sites that are designated as part of the WDNR Environmental Repair Program (ERP). These ERP sites are areas other than LUST's that have contaminated soil and/or groundwater. Refer to the Bureau for Remediation and Redevelopment Tracking System (BRRTS) on the WDNR web site, or contact the WDNR for a detailed list of these contaminated sites.

### **Designation of Business and Industrial Development**

#### ***Commercial Uses:***

The comprehensive plan has identified that throughout the planning period the town will work towards establishing well defined commercial areas/corridors to better enhance the town's look, to minimize conflicts between differing uses, and to maximize service efficiency. Commercial locations are to have good visibility and access, and may require additional buffering and landscaping to meet the town's desired vision on community character. The town will allow the continuation of home occupational business as well as those scattered types of businesses providing needed services to locals.

#### ***Industrial Uses:***

The town does not see itself as attracting industry due to the lack of municipal utilities and services and recommends these uses locate in communities where services are adequate. It is important that if this use were to develop in or adjacent the town, that a detailed landscape plan, signage plan, street access plan and lighting plan be done that would fit the character of the town and not detract or negatively impact adjacent properties or the town as a whole. Lands off of main corridors will need to be well buffered as well to not negatively impact adjacent properties. The town will need to communicate with adjacent municipalities and monitor the industrial growth in these communities.

#### **Acreage Projections**

The town will designate acreage commonly associated with highway/community business needs as well as industrial development that will fit the town's rural atmosphere. For detailed information see the General Plan Design which has specified locations within the town along with approximate acreage totals.

### **COMMUNITY FINANCES**

A community must be concerned about its ability to generate sufficient public revenues to provide the types and levels of services demanded by its citizens. Tables 4.9 and 4.10 provide a history of the taxes levied in the town of Lyndon as officially reported to the Department of

Revenue. The full value increased 40 percent for the period 1995 to 2000. The full value of property in the town was \$86,629,600. The total property tax also increased 12 percent for the period 1995 to 2000 and the School total payments were \$663,868.

Table 4.9: Comparative Tax Appropriations, 1995-2000, Town of Lyndon

Year Levied	Full Value	Percent Assm't Level	Total Property Tax	State Tax Credit	Full Value Rate		Taxing Jurisdiction Share				
					Gross	Effective	School	Vocational	County	Local	Other
1995	62,090,300	70.33	1,437,993	84,893	0.0232	0.02179	837,574	100,551	359,146	128,304	12,418
1996	65,891,300	63.86	1,223,321	127,642	0.0186	0.01662	601,086	105,819	372,413	130,824	13,178
1997	74,452,300	58.51	1,407,104	124,036	0.01889	0.01723	659,748	117,995	451,153	163,318	14,890
1998	77,470,900	98.31	1,490,996	120,574	0.0192	0.01768	663,322	125,454	506,720	180,006	15,494
1999	82,371,500	92.88	1,573,319	114,568	0.0191	0.0177	699,807	134,295	538,108	184,635	16,474
2000	86,629,600	88.81	1,603,685	116,471	0.0185	0.01716	663,868	145,016	583,526	193,949	17,326

Source: Wisconsin Department of Revenue, *Town, Village and Town Taxes*, for years cited; and Bay-Lake Regional Planning Commission, 2002.

The ability to finance community projects is measured by general obligation debt capacity. According to the Wisconsin Constitution there are limits on how much a municipality may borrow. The municipalities are limited to an amount equal to five percent of the equalized value, or full value, of the unit of government. The town's existing debt as of December 31, 2000, was \$31,337, with a debt margin of approximately \$4,300,143 (Table 4.10).

Table 4.10: Public Indebtedness, 1998-2000, Town of Lyndon

Year	Full Value	Debt Limit*	Existing Debt	Debt Margin
1998	\$77,470,900	\$3,873,545	\$0	\$3,873,545
1999	\$82,371,500	\$4,118,575	\$44,311	\$4,074,264
2000	\$86,629,600	\$4,331,480	\$31,337	\$4,300,143

\*Debt Limit equals five percent of the full value.

Source: Wisconsin Department of Revenue, Bureau of Local Finance Assistance, Equalized Value and Debt Limit Value, for years cited; and Bay-Lake Regional Planning Commission, 2002.

## **Chapter 5 - TRANSPORTATION**

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### **INTRODUCTION**

This section of the town's comprehensive plan focuses on the various transportation elements that comprise the town's transportation system. Chapter 5 presents the town's transportation goals, objectives, and policies and also includes identification of various programs that provide funding assistance for the town's transportation facilities and services. This chapter also presents an inventory of the existing transportation facilities that serve the town of Lyndon in Sheboygan County, and addresses the town's future transportation needs and concerns. The inventory of transportation facilities includes descriptions of the various modal elements of the town's transportation system. Those elements include (where applicable) transit systems, the elderly and disabled transportation system, intercity bus transportation, bicycle transportation, pedestrian transportation, waterborne, rail, air service, trucking, and, most importantly, a detailed description of the town's highway and road system. The detailed description of the highway and road system includes the functional classification of roads within the town, traffic counts, traffic flow capacity, vehicle crashes, access controls, and an evaluation of the current internal traffic circulation system. This chapter also includes an inventory and analysis of applicable transportation plans, including: state and county airport plans, the state railroad plan, state and regional bicycle plans, as well as any other special transportation plans that are applicable to the town. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

### **SUMMARY AND IMPLICATIONS**

Through its comprehensive planning program the town of Lyndon seeks to establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20 Year Comprehensive Plan.

The transportation facility inventory conducted for the town of Lyndon has established that the town currently has jurisdiction over and responsibility for approximately 30 miles of local roads. The town's jurisdictional responsibility relative to its local roads includes maintenance, repair and reconstruction of the roads as needed. The primary funding source for maintaining, rehabilitating and reconstructing the local road system in the town of Lyndon is the state's disbursement of general transportation aids. The state provides a payment to the town for costs associated with such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, and marking pavement. In addition, the town's local transportation system is complemented by two state highways (STH 57 and STH 28), and more than 31 miles of county trunk highways, which provide access to the major urban areas located within Sheboygan County, the region and the state.

Currently, the town does not have any specific facilities (bicycle paths, paved shoulders, and/or sidewalks) to serve bicyclists and pedestrians. However, provided that traffic levels remain moderate to low, the town's existing local road system can safely and efficiently serve the needs of bicyclists and pedestrians.

The transportation facility inventory conducted for this plan also determined that the town has readily available and efficient access to multi-modal transportation services and facilities

including; transportation services for the town's elderly and disabled residents (provided by Sheboygan County Commission on Aging); private intercity bus service (Greyhound connections in the city of Sheboygan to the city of Green Bay and Milwaukee); local air service (Sheboygan County Memorial Airport); and, regional passenger-air service (General Mitchell International Airport in Milwaukee and Austin Straubel Airport at Green Bay).

### **TRANSPORTATION STRATEGY**

Transportation in its many forms is the link that connects the town's land uses into a cohesive pattern. The following goal, objectives, policies, and programs have been adopted to represent and define the importance of transportation in achieving the goals of the *Town of Lyndon 20-Year Comprehensive Plan*.

#### **Goal: Transportation**

To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20-Year Comprehensive Plan.

#### **Objectives:**

1. Develop a transportation system that provides for all transportation modes.
2. Develop a transportation system that is harmonious with surrounding land uses.
3. Provide for convenient and efficient vehicular movement near all commercial, industrial, and public facility locations.
4. Provide for adequate traffic controls (i.e. turning lanes, frontage roads) near businesses located along STH 57 and STH 28.
5. Plan for and designate future road rights-of-way within the town.
6. Provide and maintain aesthetically pleasing transportation corridors.
7. Identify and provide a safe system of bicycle paths and designated bicycle routes throughout the town.
8. Provide safe and convenient pedestrian traffic movement.
9. Develop an integrated multi-modal transportation system which, through its location, capacity, and design, will effectively serve the existing town land use development pattern and promote implementation of the town land use and transportation plan, meeting the anticipated transportation demand generated by existing and planned land uses.
10. Develop a balanced transportation system which will provide the appropriate types of transportation needed by all residents, regardless of income, physical ability or age, businesses, and industries at a level of service which will permit ready adaptation to changes in transportation demand and technology including travel needs and transportation management.
11. Develop a transportation system which reduces accident exposure and provides for increased travel safety.
12. Develop a transportation system which is economical and efficient, satisfying other objectives at the lowest possible environmental, social and financial public cost.

13. Develop a transportation system which minimizes adverse effects upon the property tax base and the natural and cultural resource base.
14. Develop a transportation system which preserves a high aesthetic quality and possesses a positive visual relation to the land.
15. Develop a transportation system that facilitates energy conservation while minimizing associated pollution effects.
16. Develop a transportation system that identifies and preserves multi-use utility and transportation corridors.

***Policies:***

1. The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the town's land use development objectives. The disruption of future development should be minimized by utilizing transportation corridor preservation techniques.
2. The total amount of land used for transportation facilities should be minimized.
3. A minimum Level of Service (LOS) of 'C' (see page 5-22 of this plan) should be maintained on all highways and roads.
4. The dislocation of households, businesses, industries, and public and institutional buildings as caused by the reconstruction of existing or the construction of new transportation facilities and terminals should be minimized.
5. The destruction of, or negative impacts to, historic buildings and of historic, scenic, scientific, archaeological, and cultural sites as caused by the reconstruction of existing or the construction of planned transportation facilities and terminals should be minimized.
6. Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.
7. Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.
8. Any new businesses are recommended to be buffered from the major highway corridors (i.e. STH 57) to allow for possible frontage roads during the 20-year planning period.
9. The location of transportation facilities in or through environmental corridors and natural areas should be avoided.
10. The loss of wetlands and environmental corridor land to transportation facility construction should be avoided.
11. Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.
12. Use of the natural resource base in the development of transportation facilities should be minimized.

13. Full use of all existing transportation facilities should be encouraged through low- and non-capital intensive techniques cooperatively fostered by government, business, and industry, prior to any capital-intensive or disruptive construction of new facilities.
14. The amount of transportation system operating and capital investment costs should be minimized.
15. The direct benefits derived from transportation system improvements should exceed the direct costs of such improvements using life-cycle costing methods.
16. The transportation system should provide access and service with choices of modes throughout the town in a way designed to reduce overall average travel times to destinations within the town and county.
17. Bicyclists and pedestrians should be accorded a comfortable margin of safety on all streets and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.
18. Bicycle lanes or wide curb lanes should be constructed on arterial and higher volume collector highways and local roads.
19. Bicycle paths should be constructed to serve corridors that are not or cannot be served by highways and roads. The most common uses are along rivers, lake shores, canals, utility rights-of-way, and within college campuses.
20. Bicycle routing should direct bicyclists to suitable highways and streets without significantly compromising directness. Established bicycle suitability models should be used.

***Programs:***

1. Work with the Sheboygan County Highway Commission, the Wisconsin Department of Transportation, and the Bay-Lake Regional Planning Commission to develop a long-range maintenance and improvement program for town roads.
2. Work with the Sheboygan County Highway Safety Commission to provide an ongoing assessment of town road safety and efficiency.
3. Work with the Sheboygan County Highway Commission and the Wisconsin Department of Transportation to ensure safe and efficient access to STH 57, STH 28 and major collector roads.
4. Conduct an annual assessment of town road pavement conditions, road drainage and ditch maintenance needs, adequacy of existing driveways and culverts relative to safe access to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all road intersections.

**FUNDING AND TECHNICAL ASSISTANCE PROGRAMS**

The following section identifies the agencies as well as programs established and administered by those agencies to provide financial and technical support for the operation, maintenance and planning of the town's transportation system.

## **Wisconsin Department of Transportation**

### **General Transportation Aid (GTA)**

Town road improvements, construction and maintenance is funded, in part, through the state's disbursement of general transportation aids. The state provides a payment to each county and municipality in the state that pays a portion of local governments' costs for such activities as road and street reconstruction, filling potholes, snow removal, grading shoulders, marking pavement, and repair of curb and gutters. The statutory "rate per mile" is \$1,755 for 2002. Beginning in 2000, each municipality was required to establish and administer a separate segregated account from which moneys may be used only for purposes related to local highways and must deposit into that account all state or federal money for local highway purposes.

### **Local Mileage Certification**

Each local government that increased or decreased the mileage of its roads and streets is required to file a certified plat with DOT by December 15 of each year. Local governments that have no changes in total local road miles are required to file a certified plat or a certified statement that no mileage statements have occurred. Local road certification also includes the requirement to report major road rehabilitation and improvements, new construction and reconstruction of existing roads. Asphalt overlays of 1-inch or more are considered major improvements to the road. The town does not have to report crack filling or seal-coating projects.

### **Local Roads Improvement Program (LRIP)**

This program provides funding to local units of government for the costs associated with improving seriously deteriorating county highways, town roads, and municipal streets in cities and villages under the authority of the local unit of government. Projects are required to have a minimal design life of 10 years. This is a biennial program and all funds are distributed the first year. Applications are submitted through the county highway commissioners by November 15 of the odd numbered years.

There are three entitlement components for funding road improvements: 1) County Highway Improvement component (CHIP); 2) Town Road Improvement component (TRIP); and 3) cities and villages under Municipal Street Improvement component (MSIP).

In addition, LRIP funds three statewide discretionary programs; CHIP-D County Highway Discretionary Improvement Program; 2) Trip-D Town Road Discretionary Improvement Program; and 3) MISP-D Municipal Street Discretionary Improvement Program for cities and villages.

All LRIP projects are locally let, with up to 50 percent of the costs reimbursed by WisDOT upon completion, and the remainder matched by the local unit of government. Eligible projects include but are not limited to design and feasibility studies, bridge replacement or rehabilitation, reconstruction, and resurfacing. Ineligible projects include, but are not limited to: new roads, seal coats, ditch repair, and/or curb and gutter construction.

### **Local Bridge Program**

This program includes two separate programs 1) a statewide local bridge entitlement program and 2) a high cost local bridge program (High cost bridges are those that cost more than \$5 million and exceed 475 feet in length.)

This program funds 80 percent of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet. Bridges with sufficiency ratings less than 50 are eligible for replacement and those with sufficiency ratings less than 80 are eligible for rehabilitation.

Counties set priorities for funding within their area, with projects funded on a statewide basis.

Local bridge projects are solicited by local WisDOT transportation Office (District 3) staff in winter of the odd numbered years, with program approval in summer of the odd numbered years. The program has a three-year cycle.

### **Flood Damage Aids**

This program provides local governments with financial assistance for replacing or improving roads or roadway structures that have had major damages caused by flooding.

### **County Forest Aid Program**

This program provides assistance to counties that have eligible roads located within county forests. It is intended to defray the costs for the improvement and maintenance of public roads within a county forest.

### **Rural and Small Urban Area Public Transportation Assistance Program - Section 5311**

Allocations to the State are set at the federal level. Funds may be used for operating assistance, and capital assistance. Eligible public transportation services include public transportation service operating or designed to operate in non-urbanized areas (a non-urbanized area is one that has a population of 50,000 or less).

### **Specialized Transportation Assistance Program for Counties - Section 85.21**

Allocations under this formula program are based upon the proportion of the state's elderly and disabled population located in each county, subject to two minimums: no county can receive less than a ½ percent of the total annual appropriation; and no county can receive an allocation smaller than they received in 1992. A local match of 20 percent is required.

Eligible expenditures include:

- directly provided transportation service for the elderly and disabled;
- purchase of transportation service from any public or private organization;
- a user-subsidy for the elderly or disabled passenger for their use of the transportation service;
- volunteer driver escort reimbursement;
- performing or purchasing planning or management studies on transportation;
- coordinating transportation services;
- performing or purchasing in-service training relating to transportation services; and/or
- purchasing capital equipment (buses, vans etc.) for transportation services.

The following provides a brief description of competitive (transportation related) grant programs that are federally and state funded:

### ***Local Transportation Enhancement Program (TE)***

Administered by WisDOT the TE program provides funding to local governments and state agencies for projects that enhance a transportation project. There are 12 eligible project categories;

- providing facilities for bicycles and pedestrians;
- providing safety and educational activities for pedestrians and bicyclists;
- acquiring scenic easements and scenic or historic sites;
- sponsoring scenic or historic highway programs; including the provision of tourist and welcome centers;
- landscaping and other scenic beautification;
- preserving historic sites;
- rehabilitating and operating historic transportation buildings and structures;
- preserving abandoned railway corridors;
- controlling and removing outdoor advertising;
- conducting archaeological planning and research;
- mitigating water pollution due to highway runoff or reducing vehicle caused wildlife mortality; and
- establishing transportation museums.

Federal funds will cover up to 80 percent of the project, while the project sponsor is responsible for providing at least a 20 percent match.

### **Surface Transportation Program - Discretionary (STP-D)**

This program encourages projects that foster alternatives to single occupancy vehicle trips. Such as rehabilitation and purchase of replacement vehicle for transit systems, facilities for pedestrians and bicycles, system-wide bicycle planning, and a wide range of transportation demand management (TDM) projects. Communities over 5,000 are eligible to apply for the funds through the competitive application process.

### **Transportation Demand Management Programs**

Transportation Demand Management consists of policies and programs designed to reduce the number of single occupant vehicles (SOV) trips in a region, especially during peak travel periods.

There are two grant programs: TDM Grant Program; and Wisconsin Employment Transportation Assistance Program (WETAP).

#### ***TDM Grant Program***

The TDM Grant program provides funding to successful grant recipients to implement projects that encourage innovative solutions and alternatives to reducing SOV trips. WisDOT accepts applications annually. Eligible applicants may include local governments, chambers of commerce, and others as defined by the program. The required local match is 20 percent of the project costs.

#### ***Wisconsin Employment Transportation Assistance Program (WETAP)***

As a joint program between the Wisconsin Department of Workforce Development (DWD) and WisDOT, it provides funding to help low-income people access, or retain or advance in employment with the goal of meeting the entire population's transportation needs. This program is funded with combined federal and state dollars, and requires a local match.

Application requirements include the development of regional job access plans that identify the need for transportation services and illustrate the alternatives proposed for the program. Plans

should be developed between public transit providers, local units of government, transportation planners, human service agencies, low-income individuals and other interested parties

### **Transportation Economic Assistance (TEA Grant) Program**

This program provides a 50 percent state grant to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that are necessary to help attract employers to Wisconsin, or to encourage business and industry to remain and expand in Wisconsin.

### **Federal Highway Administration**

#### **Transportation and Community and System Preservation Pilot Program (TCSP)**

The TCSP program is an initiative that assists communities as they work to solve interrelated problems involving transportation, land development, environmental protection, public safety and economic development. It was established in the Transportation Equity Act for the 21st Century (TEA-21), the six-year surface transportation law signed into law by President Clinton on June 9, 1998.

The TCSP program is administered by the U.S. Department of Transportation's Federal Highway Administration in partnership with the Environmental Protection Agency and the Department's Federal Transit Administration, Federal Railroad Administration, and Research and Special Programs Administration. Funding for this program has been authorized through 2003.

TCSP funds are used to help achieve locally determined goals such as improving transportation efficiency; reducing the negative effects of transportation on the environment; providing better access to jobs, services and trade centers; reducing the need for costly future infrastructure; and revitalizing underdeveloped and brownfields sites. Grants also can be used to examine urban development patterns and create strategies that encourage private companies to work toward these goals in designing new developments. The grants will help communities become more livable by preserving green space, easing traffic congestion and employing smart growth strategies while promoting strong, sustainable economic growth.

Grants may be awarded to improve conditions for bicycling and walking; better and safer operation of existing roads, signals and transit systems; development of new types of transportation financing and land use alternatives; development of new programs and tools to measure success; and the creation of new planning tools and policies necessary to implement TCSP-related initiatives. Implementation activities may include community preservation activities to implement transit oriented development plans, traffic calming measures or other coordinated transportation and community and system preservation practices.

There is no local match required under this program. Projects are fully funded although priority is given to those applications that demonstrate a commitment of non-Federal resources.

### **Comparison of the Town's Transportation Strategy to State and Regional Transportation Plans**

The town of Lyndon transportation strategy, as represented in its transportation goal, objectives, policies and programs, is consistent with state, regional and county transportation plans and programs. State, regional and county transportation plans are discussed and outlined at the conclusion of this chapter.

## **INVENTORY OF TRANSPORTATION FACILITIES**

### **Highways**

STH 57 and STH 28 are the primary highways traveling to and through the town of Lyndon. County trunk highways include CTH W, CTH IW, CTH F, CTH NN, CTH V, CTH E, CTH N, CTH U, and CTH S.

### **Waterborne Transportation**

The town of Lyndon is located entirely inland and therefore there are no port, harbor, or marina facilities located within the town. However, due to its location within the Sheboygan County, relative to Lake Michigan, numerous marina and harbor facilities are located within a short driving distance from the town.

### **Air Transportation**

The inventory of air transportation systems and facilities includes both public airports that service the region and also the private or semi-public airport facilities that service private commercial and recreational interest. The Wisconsin Department of Transportation Bureau of Aeronautics classifies airport facilities according to the function that they serve and the size and type of aircraft that they are capable of handling.

### **Regional Air Service**

At the regional level, the primary commercial-passenger and air freight service for residents of the town of Lyndon (and Sheboygan County) is provided either by Austin Straubel International Airport, located near the city of Green Bay or General Mitchell International Airport located south of the city of Milwaukee. Austin Straubel is owned and operated by Brown County. Austin Straubel International Airport is a full service regional connector that in 2002 is providing direct service flights to four major cities, including Milwaukee, Wisconsin; Chicago, Illinois; Detroit, Michigan; and Minneapolis, Minnesota. Flights are provided on six airlines with approximately 32 arrivals and departures daily. An alternative choice for passenger service is General Mitchell International Airport located in Milwaukee. General Mitchell International Airport is a medium-hub airport owned and operated by Milwaukee County. Mitchell's 14 airlines offer roughly 220 daily departures (plus 220 daily arrivals). Approximately 90 cities are served nonstop or direct from Mitchell International. It is the largest airport in Wisconsin.

### **Local Air Service**

Sheboygan County Memorial Airport is located a short distance to the north of the town. The Sheboygan County Memorial Airport is classified as a Transport/Corporate (T/C) Airport. Transport class facilities can serve aircraft weighing as much as 60,000 pounds provided that approach speeds are less than 121 knots, with wing spans less than 80 feet in length. The primary runway is nearly 5,400 feet in length and 100 feet in width, while the crosswind runway is nearly 4,000 feet in length and 75 feet in width. Corporate charter and limited commuter service are available at this airport. This airport facility is also capable of handling precision instrument approach operations. In 1997, there were approximately 64,000 operations at the airport, which was an increase of approximately 3,000 flight operations from the 1992 total. Based aircraft at the facility increased from 79 in 1992 to 110 in 1995. Flight operations at the airport include more than 30,000 general aviation itinerant flights and nearly 29,000 local aviation general purpose flights. Available services include fuel, major airframe and power plant repair, charter, rental, sales and instructional services.

An expansion plan is in place for the airport with a horizon year of 2020. This expansion plan recommends extending the primary runway 1,400 feet (600 feet to the south and 800 feet to the north) and extending the crosswind runway 1,000 feet (300 feet to the east and 700 feet to the west). These runways would be extended to allow for larger aircraft to utilize the airport. The existing terminal site would be expanded under this plan. A significant portion of CTH O was relocated slightly to the south where it meets with CTH TT. This relocation was recommended in the *Year 2020 and 2025 Sheboygan Area Transportation Plans (SATP)*. In addition, a small portion of Highland Road would be relocated if recommended improvements are implemented.

### **Private and Recreational Airstrip Facilities**

Private airport facilities are required to obtain a certificate of approval or permit from the Wisconsin Department of Transportation's Bureau of Aeronautics. The permit is issued if the Department determines that the location of the proposed airport is compatible with existing and planned transportation facilities in the area. Generally, permits are granted provided that the proposed air-strip is located so that approaching and departing aircraft clear all public roads, highways, railroads, waterways or other traverse ways by a height which complies with applicable federal standards. The permit is issued upon the applications review by WisDOT, the county and the town in which the facility is located and by the appropriate regional planning commission.

There are seven privately owned airstrips located within Sheboygan County providing general small craft services and/or recreational flights to the public. The private facilities consist of a 2,000 foot runway near CTH OK in the town of Wilson, a 1,200 foot runway north of CTH J in the town of Sheboygan Falls, a 2,500 foot runway east of Dairyland Drive in the town of Mosel, a 2,300 foot runway near the village of Oostburg, a 2,100 foot runway along STH 144 west of Random Lake, a 2,700 foot runway near the Lake Michigan shoreline in the town of Holland, and a 2,500 foot runway north and west of CTH V in the town of Wilson. These small, private airport facilities offer minimal services, and are generally utilized by recreational fliers.

There are two helipads within Sheboygan County, both associated with medical facilities. The first of these is owned by St. Nicholas Hospital in Sheboygan, while the second helipad is owned by Valley View Medical Center in Plymouth.

### **Rail Transportation**

The Canadian National track traverses north and south through the east-central portion of the town, and through the western portion of the village of Waldo. There are 11 road and rail crossings within the town of Lyndon, five of which are located on town roads. This segment of track is part of a 579 mile state rail system owned and operated by the Union Pacific (UP). The segment of the system that originates in the city of Sheboygan and travels south to the city of Milwaukee was formerly a mainline of the Chicago and Northwestern Railroad (C&NW) which merged with the UP in 1995. Currently, the UP system provides rail linkages to 22 other states and is a primary rail connection between the U.S. and Mexico. Within Sheboygan County, the UP rail network also includes a short segment that originates in the city of Sheboygan and ends at STH 57.

### **Transit**

There are no transit services provided to or by the town of Lyndon. However, transit service is available in the city of Sheboygan and city of Sheboygan Falls.

### **Intercity Bus**

In the past, nearly every small community in the state was connected by an intercity bus service which traditionally served the elderly, those who could not drive, students, and those individuals unable to afford alternative forms of transportation. Following World War II, intercity bus systems helped to fill a void for “affordable transportation” that was created by the decline of passenger rail service. Unfortunately, intercity bus service suffered the same fate as passenger rail; as intercity bus ridership decreased, the number of intercity bus routes operating within the state also declined drastically. Currently, intercity bus routes only serve the largest urban centers and those smaller urban areas that just happen to be adjacent to a route that connects two larger cities. Intercity bus service via a private carrier is available from the city of Sheboygan with connections to the cities of Green Bay and Milwaukee.

### **Trucking**

There is a trucking terminal located at the corner of CTH NN and STH 57 within the town of Lyndon. Also, the local gravel pit utilizes multi-axel trucks for its transportation purposes.

### **Elderly and Disabled Transportation System**

Elderly and disabled transportation systems refer to those programs that provide rides through scheduled bus services with paid or volunteer drive and volunteer programs with private vehicles and unpaid drivers. Current transportation services for elderly and disabled persons living within the town of Lyndon are provided through programs coordinated and administered by the Sheboygan County Health and Human Services Department, Division of Aging.

The door-to-door specialized transportation of elderly and disabled persons within Sheboygan County, including the town of Lyndon is provided by the Sheboygan County Health and Human Services Department. The Sheboygan County Health and Human Services Department contracted the provision of this service with *G & G Enterprises of Wisconsin, Inc.* (doing business as *Handicare Transportation*) in May of 1993. Service comments since privatization of the transportation service have been quite favorable. Priority trips include medical, nutritional and work-related activities, as well as adult day care/day programming, personal appointments and grocery shopping. If the schedule cannot accommodate a medical appointment, a volunteer driver is located to transport the person; this service is not available for medical appointments by residents of nursing homes.

The Health and Human Services Board of the Sheboygan County Board has been designated by the County Board Chairman as the Transportation Coordination Board. This board is composed of six County Board Supervisors and three citizens, and is a standing board of the County Board. Sheboygan County has a high degree of coordination of transportation services for elderly and disabled persons. All other groups who operate transportation programs are aware of the Health and Human Services Transportation Program, and contact the Sheboygan County Health and Human Services Department office to supplement their service. Some specific examples of coordinated service include daily service to the Rehabilitation Center of Sheboygan (RCS), handling all requests for transportation services and daily service to nursing homes for visitors.

### **Bicycle Facility Systems**

The *Wisconsin Bicycle Transportation Plan 2020* identifies general bicycling conditions on the state and county highways located within the town of Lyndon, as well as Sheboygan County. The volume of traffic and the paved width of roadway were the two primary variables by which

roads were classified for cycling. The state bike plan indicates that STH 57, STH 28, and CTH E are “unsuitable or not recommended for bicycle travel”, although bicycle travel is not expressly prohibited on these highways. The remaining county trunk highways located within the town are identified as providing the “best conditions for bicycling”. The roads that are designated as providing suitable conditions for bicycling generally have moderate to light traffic volumes, adequate sight distances, and minimal truck traffic.

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* has identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Sheboygan County and the town of Lyndon. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County including the villages of Waldo and Cascade. Specific to the town of Lyndon, the regional plan recommends the addition of four to five foot paved shoulders to CTH E between the village of Cascade and the city of Plymouth; and to CTH V between the village of Waldo and STH 32. The addition of wide paved road shoulders are also recommended for CTH NN between the village of Cascade and ending at CTH W; CTH NN from the village of Cascade north to CTH U; and all of CTH CC and CTH M.

Studies have shown that paving road shoulders (from three to five feet in width) not only improves safety for bicyclist and pedestrians, but will also decrease long term maintenance costs for the facility and will improve motor vehicle safety.

### **Pedestrian**

Currently, there are no pedestrian facilities located in the town of Lyndon.

## **INVENTORY AND ANALYSIS OF ROAD SYSTEM**

### **Roads and Highways**

There are several basic considerations useful in assessing the road system within a community. Those considerations include the functional classification of the existing road system, the annual average daily traffic on roads within the town, and an evaluation of the system's capability to handle present and projected future traffic volumes. In addition, vehicle crash data is useful in determining problem areas relative to road safety. This information can provide an indication of the road improvements that may be needed during the planning period.

### **Functional Class**

Roads, which are the principal component of the circulation system, may be divided into three categories: arterial, collector and local. The three categories of roads are determined by the function that the road serves in relation to traffic patterns, land use, land access needs and traffic volumes. The road system for the town of Lyndon has been functionally classified based on criteria identified in Table 5.1. The road system for the town of Lyndon is shown on Map 5.1.

### ***Arterial Roads***

The function of an arterial road is to move traffic over medium to long distances, often between regions as well as between major economic centers, quickly, safely and efficiently. To improve safety and to enhance efficiency, land access from arterial roads should be limited to the greatest extent possible. Arterial roads are further categorized into either *principal* or *minor* arterial roads based on traffic volumes. Within the town of Lyndon, STH 57 is functionally classified as a principal arterial and STH 28 is functionally classified as a minor arterial.

### *STH 57*

STH 57 travels from south to north, through the village of Waldo, along the eastern edge of the town. The state highway measures nearly 192 miles from its origin in the city of Milwaukee to its northern terminus at its intersection with STH 42 in northern Door County. From its origin in the city of Milwaukee, STH 57 runs jointly with Interstate 43 to a point just north of Saukville. From Saukville, STH 57 continues due north while I-43 proceeds in an easterly direction toward Lake Michigan. Currently STH 57 provides essential north to south connectivity for the numerous villages and smaller cities that have developed along this once major transportation route. Until the opening of I-43 in 1982, STH 57 was a major transportation route between the city of Milwaukee and the city of Green Bay. STH 57 provided a more direct linkage (fewer miles) than either USH 141, the lakeshore route through the cities of Sheboygan and Manitowoc, or USH 41, which traversed west of Lake Winnebago through the Fox River Valley.

### *STH 28*

STH 28 travels diagonally, in a northeast to the southwest direction, through the town and through the villages of Waldo and Cascade. To the northeast, STH 28 provides a direct link to the cities of Sheboygan Falls and Sheboygan. To the southwest, STH 28 provides a link to USH 41 and USH 45 at Kewaskum. State Highway 28 begins in the city of Horicon at STH 33 and terminates (ends) at the junction of STH 23 and STH 42 in the city of Sheboygan. STH 28 has an approximate length of 60 miles.

### ***Collector Roads***

The primary function of those roads classified as *collectors* is to provide general *area to area* routes for local traffic. Collector roads take traffic from the local roads (and the land based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers and larger urban areas. With an overall socioeconomic trend that is characterized by the decline of small and medium agricultural concerns, and a significant increase in the number of rural single-family residential properties, collector roads generally serve the same function but with different trip purposes. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads serve to distribute traffic between local and arterial roads, between home and the work place, home and the place of worship, home and school and between the home and those places where business and commerce are conducted. Collector roads are further delineated by classification as *major* or *minor* collectors.

In the town of Lyndon, CTH V (from the village of Waldo east), CTH E, CTH IW, and CTH F (from its intersection with STH 28 west) are functionally classified as major collectors. The county highways servicing the town that are classified as minor collectors include: the section of CTH F from the village of Cascade east; and, CTH V (from CTH E west). There are nearly 32-miles of county trunk highways located within the town of Lyndon.

Table 5.1: Functional Classification Criteria for Rural Roads and Highways

<b>Rural Principal Arterials</b>						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any <b>2</b> of these				<b>OR</b> must meet both of these plus 90% of Traffic Volume	
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 50,000 with other places of 50,000.	Provide access to major recreation areas of the state.	Maximum 30 miles	>6,000		2.0-4.0% statewide
<43	Connect places 5,000 with places of 50,000.			>2,000		
<b>Rural Minor Arterials</b>						
>43	Connect places 5,000 with other places 5,000.	Serve all traffic generating activities with an annual visitation of 300,000 if not served by a principal arterial.	Maximum 30 miles	>2,000	1. Alternate population connection 2. Major river crossing/ restrictive topography	4.0-8.0% statewide
<43	Connect places 1,150 with places 5,000 or with principal arterials			>1,000		

Table 5.1: Functional Classification Criteria for Rural Roads and Highways, continued.

<b>Rural Major Collector</b>						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any <b>2</b> of these <b>OR</b> the Parenthetical Traffic Volume Alone				<b>OR</b> Must meet <b>2</b> of these plus 90% of Traffic Volume	
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 1,150 with other places 1,150.  Connect places 575 with places 1,150 or higher function route.	Land Use Service Index > or = 16.	Maximum 10 miles	>1,000  (>4,000)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial.	5.0-18.0% countywide
<43	Connect places 575 with with other places 1,150 or higher function route.  Connect places 115 with places 575 or higher function route.	Land Use Service Index > or = 12.		>400  (>1600)		

\* Note: Loop routes and stub ended routes less than 5 miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification

Table 5.1: Functional Classification Criteria for Rural Roads and Highways, continued.

<b>Rural Minor Collectors</b>						
County Population Density (Rural)	Basic Criteria				Supplemental Criteria	Mileage Percent of System Range
	Must meet any <b>2</b> of these <b>OR</b> the Parenthetical Traffic Volume Alone				<b>OR</b> Must meet <b>2</b> of these plus 90% of Traffic Volume	
	Population Service	Land Use Service	Spacing	Traffic Volume		
>43	Connect places 115 with other places 115.	Land Use Service Index > or = 8.	Maximum 10 miles	>400 (>1,600)	1. Alternate population connection 2. Major river crossing 3. Restrictive topography 4. Interchanges with a freeway 5. Parallel to a principal arterial.	5.0-10.0% countywide
<43	Connect places 60 with places 115 or with higher function route.	Land Use Service Index > or = 5.		>200 (>800)		
<b>Locals</b>						
All public roads not classified as arterials or collectors						65.0-75.0% countywide  Most counties should be at 68.0 - 72.0%

\* Note: Loop routes and stub ended routes less than 5 miles long and meeting the basic criteria for a major collector should be limited to a minor collector classification.

Source: Wisconsin Department of Transportation, 2002; and, Bay-Lake Regional Planning Commission, 2002

### **Local Roads**

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

Local roads should be designed to move traffic from an individual lot (more often than not, a person's home, cottage or farm) to collector roads that in turn serve areas of business, commerce and employment. Local roads should not be designed or located in such a manner that they would or might be utilized by through traffic. In total, there are nearly 31-miles of local roads under the jurisdiction of the town.

Table 5.2: Road Function, Total Mileage and Percent of Total Road Mileage, Town of Lyndon, 2002.

Road and Functional Classification	Mileage	Percent of Road System
STH 57 - Principal Arterial (four lanes)	5.2	7.17
STH 28 - Minor Arterial	4.7	6.48
CTH E - Major Collector	3.5	4.82
CTH V - Major Collector (east of Waldo)	0.75	1.03
CTH IW - Major Collector	1.1	1.52
CTH F - Major Collector (STH 28 west)	1.0	1.38
CTH F - Minor Collector (Cascade east)	1.6	2.21
CTH E - Minor Collector	3.6	4.96
County Trunk Highways - Not Classified as Collectors	20.3	27.98
Town Roads -Local	30.8	42.45
<b>Total Highway and Road Mileage</b>	<b>72.55</b>	<b>100.00</b>

Source: Wisconsin Department of Transportation, *Town Plat Record*, 2002; Bay-Lake Regional Planning Commission, 2002

### **Traffic Counts**

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. Traffic volumes are usually presented as an *Annual Average Daily Traffic (AADT)* figure, and are calculated for a particular intersection or stretch of roadway. The Wisconsin Department of Transportation, as part of its traffic count program, provides highway traffic volumes from selected roads for all state communities on a rotating basis, providing those counts for a community once every three years. For the town of Lyndon, traffic counts were used from 2002, 1999 and 1996. The annual average daily traffic volume on principal and minor arterial roadways within the town for those years are listed in Table 5.3 and illustrated on Map 5.2. The daily rural traffic counts are taken for 48 hours, and are reported as a 24-hour average weekday count for a specific data collection period.

Table 5.3: Annual Average Daily Traffic, Town of Lyndon for 1996, 1999, and 2002

Highway vehicle counter location	1996	1999	1996 -1999		2002	1999-2002		
			No. Change	Percent Change		No. Change	Percent Change	
<b>State Highway 57</b>								
south of CTH F - north bound lanes	3,500	3,400	(100)	-2.9	4,000	600	17.6	
south of CTH F - south bound lanes	3,500	3,900	400	11.4	4,100	200	5.1	
south of CTH V - north bound lanes	3,500	4,200	700	20.0	4,900	700	16.7	
south of CTH V - south bound lanes	3,400	4,200	800	23.5	3,900	(300)	-7.1	
north of CTH V - north bound lanes	4,500	5,700	1,200	26.7	5,700	0	0.0	
north of CTH V - south bound lanes	4,600	5,800	1,200	26.1	5,700	(100)	-1.7	
north of STH 28 - north bound lanes	3,500	4,500	1,000	28.6	4,400	(100)	-2.2	
north of STH 28 - south bound lanes	3,800	4,800	1,000	26.3	5,300	500	10.4	
<b>County Highway F</b>								
east of STH 57	480	550	70	14.6	480	(70)	-12.7	
west of STH 57	460	550	90	19.6	580	30	5.5	
<b>County Highway IW</b>								
east of STH 57	630	820	190	30.2	660	(160)	-19.5	
<b>County Highway V</b>								
east of village of Waldo	1,400	1,500	100	7.1	1,700	200	13.3	
east of CTH E	700	860			1,100	240	27.9	
<b>County Highway NN</b>								
south of village of Cascade	1,700	1,300	(400)	-23.5	1,200	(100)	-7.7	
north of village of Cascade		2,000			1,900	(100)	-5.0	
<b>State Highway 28</b>								
east of CTH M	3,600	3,800	200	5.6	4,000	200	5.3	
east of STH 57	2,500	2,600	100	4.0	2,600	0	0.0	
east of CTH E	2,200	2,300	100	4.5	2,500	200	8.7	
west of CTH E		3,900	3,900		4,100	200	5.1	
North of intersection with CTH F	3,300	3,400	100	3.0	3,500	100	2.9	
west of town line	1,940	2,400	460	23.7	2,100	(300)	-12.5	
<b>County Highway F</b>								
west of intersection with STH 28	850	850	-	0.0	1,000	150	17.6	
<b>County Highway E</b>								
south of CTH N	2,200	2,400	200	9.1	2,600	200	8.3	
north of CTH U	2,500	3,800	1,300	52.0	2,800	(1,000)	-26.3	
north of STH 28		2,000	-	-	1,900	(100)	-5.0	
<b>1st Street (Village of Waldo)</b>								
west of STH 57	3,600	3,900	300	8.3	4,100	200	5.1	

Source: Wisconsin Department of Transportation, *Wisconsin Highway Traffic Volume Data, 1996, 1999, 2002*; Bay-Lake Regional Planning Commission, 2003.

## Traffic Flow Capacity

The roads that serve the state, the region and the local community are designed and engineered to accommodate a maximum level of traffic (Table 5.4). The maximum total capacity of a two-lane, two-way road under ideal conditions is 2,000 vehicles per hour, as determined by the Peak Hourly Traffic (PHT), regardless of traffic distribution by direction. The maximum capacity values given in Table 5.4 should be considered as the average maximum volume on various types of roads under ideal conditions. As the comparison of the recorded annual average daily traffic, peak hourly traffic and the traffic flow capacities indicate, at present, there are no roads or road segments located within the town that have approached or appear to be approaching the roads design capacity.

Table 5.4: Uninterrupted Traffic Flow Capacities Under Ideal Conditions

Highway Type	Capacity Peak Hourly Traffic
Multi-Lane and Divided Highways	2,000 vehicles per lane
Two-Lane, Two-Way Highways	2,000 vehicles both lanes
Three-Lane, Two-Way Highways	4,000 vehicles both lanes

Source: *Highway Capacity Manual*, Highway Research Board of the Division of Engineering and Industrial Research, 1985; Bay-Lake Regional Planning Commission, 2002.

## Traffic Crashes

Vehicle crash reports, filed with the Sheboygan County Sheriff's Department and also with the Wisconsin Department of Transportation, provide the detail of the time, location, type and severity of the vehicle crash that has occurred. These reports are often excellent indicators of problems with road alignments, roadway construction, and geometric design of the road. The number, location and severity of accidents can often indicate problem areas (in terms of traffic safety) which may be alleviated through a variety of measures. Alterations in the road geometry, enlargement of the intersection turning radii, and placement of more prominent signs, relocation of access drives and speed changes are just a few of the physical alterations and adjustments that can be made to make a specific intersection or area safer.

Table 5.5: Vehicle Crashes, Town of Lyndon, 2000, 2001 and 2002\*

Year	Total Crashes	Fatalities	Crashes With Injuries	Property Damage
2000	83	1	18	64
2001	103	2	16	85
2002*	47	1	8	38
Total	233	4	42	187

\*Through August 31, 2002

Source: Wisconsin Department of Transportation, 2002; and, Bay-Lake Regional Planning Commission, 2002.

For the period between January 1, 2000 and August 31, 2002, there were a total of 233 reported crashes in the town of Lyndon. Of that total, four crashes resulted in four fatalities, 42 crashes resulted in injuries to the vehicles occupants, and 187 crashes resulted in property damage only.

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Single vehicle - non-intersection crashes typically include deer/vehicle crashes, vehicles leaving the road hitting fixed objects such as sign post, utility poles, culverts and sliding into a ditch, while multi-vehicle/non-intersection crashes typically result from a vehicle traveling on the roadway and striking another vehicle that is stopped or slowing, entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents and head-on crashes within the immediate

area of a particular intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

During the period from January 1, 2000 through August 31, 2002 there were a total of 233 crashes reported. Intersections with state highways accounted for 33 or 14.2 percent of the total crashes reported (Table 5.6). Intersections with county highways accounted for 6.4 percent or 15 of the crashes reported, and intersections of local town roads accounted for just 3 or 1.3 percent of the crashes. There were identical totals of 79 non-intersection crashes or 33.9 percent of the total crashes reported on both the state highways and the county highways located within the town. Slightly more than 10 percent of the total non-intersection crashes or 24 crashes were reported to have occurred on the local road system.

Table 5.6: Intersection/Non-Intersection Crashes by Highway Jurisdiction, Town of Lyndon, 2000, 2001 and 2002\*

	Crashes	Intersection Crashes		Non-Intersection Crashes	
		No.	Percent	No.	Percent
State Highways	112	33	14.2	79	33.9
County Highways	94	15	6.4	79	33.9
Local Roads	27	3	1.3	24	10.3
Total	233	51	21.9	182	78.1

\* Through August 31, 2002

Source: Wisconsin Department of Transportation, 2002; and, Bay-Lake Regional Planning Commission, 2002.

### Crash Type

The manner of the crash is indicated by crash type as shown in Table 5.7. Of the 233 total crashes reported during this time period; 42 crashes resulted from vehicles striking other vehicles, either at intersections or vehicles striking other vehicles that were turning, exiting or entering driveways or were stopped or slowing on the road. A significant number of the crashes (111 incidents or 33 percent of the total crashes) resulted from vehicles striking a deer; and, 23 crashes involved a vehicle leaving the road and striking a fixed object such as a sign post, tree, utility pole, fence or mail box. Vehicles leaving the road and entering the ditch accounted for 17 reported crashes and vehicles overturning accounted for 10 reported crashes during this time period. The remainder of the reported crashes resulted from vehicles striking a culvert (7); vehicles striking a bridge abutment or guardrail (3); striking a mailbox (3); and, striking road guardrails (3).

Table 5.7: Number of Crashes by Crash Type, Town of Lyndon, 2000, 2001, and 2002\*

Crash Type	2000	2001	2002*	Total
Motor-Vehicle-In-Transport	17	16	9	42
Deer	34	55	22	111
Tree	5	2	1	8
Mailbox	1	0	2	3
Traffic Sign	4	2	1	7
Culverts	2	2	3	7
Utility Pole	1	3	0	4
Ditch	7	7	3	17
Overturn	5	5	0	10
Bridge Abutment or Rail	1	1	1	3
Other Object - Not Fixed	1	1	1	3
Other Fixed Object	1	4	0	5
Other Animal	1	0	0	1
Guardrail	1	0	2	3
Embankment	0	1	0	1
Fence	0	1	0	1
Fire/Explosion	0	1	1	2
Jackknife	1	0	1	2
Other Non-Collision	1	1	0	1
Curb	0	1	0	1
<b>Total Crashes</b>	<b>83</b>	<b>103</b>	<b>47</b>	<b>233</b>

\*Through August 31, 2002

Source: Wisconsin Department of Transportation, 2002; and, Bay-Lake Regional Planning Commission, 2002.

### Access Controls

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily.

At this time, Sheboygan County does not have nor does it plan to adopt a Controlled Access Ordinance.

### Driveway Permits

Driveways to local town roads may also impair vehicle safety, if improperly sited and/or designed.

Wisconsin State Statutes allow towns to issue permits for all new driveways which can allow the town to prohibit driveways which, due to location, (at the base or top of hills, within a specified distance from an intersection, etc.) are unsafe. The permit process can also regulate the size and design of driveway culverts. Improperly designed and sized culverts can pose traffic safety problems, and impede drainage from the road surface.

The town of Lyndon adopted a Driveway Ordinance in 2003. Permits are required for all new driveways in the town.

### Speed Limit Controls

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must

balance the competing concerns and the opinions of a diverse range of interest including drivers (who tend to choose speeds that seem reasonable for conditions) and land owners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

The prevailing speed, the one which most drivers choose - is a major consideration in setting appropriate speed limits. Engineers recommend setting limits at the 85th percentile speed, where 85 percent of the freely flowing traffic travels at or below that speed. An engineering study measuring average speeds is required to determine the 85th percentile speed limit. Other considerations include the road’s design limit. This is the highest and safest speed for which the road was designed, and takes into account the road type, geometry, and adjoining land use.

Speeds should be consistent, safe, and reasonable; and enforceable. When 85 percent of the drivers voluntarily comply with posted speed limits, it is possible and reasonable to enforce the limits with the 15 percent who drive too fast. Unreasonably low speed limits tend to promote disregard for the posted limits and make enforcement much more difficult. They may also promote a false sense of security among residents and pedestrians who may expect that posting lower limits will change driver’s speed behavior.

**Level of Service**

A highway or road’s level of service (LOS) is a measure of its capacity to serve the traffic demands placed on it. Traffic and roadway design factors such as Average Daily Traffic (ADT) volumes, peak hour volumes, truck percentages, number of driving lanes, lane widths, vertical grades, passing opportunities, and numbers of access points affect the level of service. Levels of service range from ‘LOS A’ to ‘LOS F’ in order of decreasing operational quality.

The LOS for highways and roads are determined by consideration of the following criteria derived from the Wisconsin Department of Transportation’s *Field Design Manual*:

Table 5.8: Level of Service Criteria

<p><b><u>Level of Service ‘A’</u></b></p> <ul style="list-style-type: none"> <li>· Unrestricted free flow.</li> <li>· Drivers virtually unaffected by others.</li> <li>· High level of freedom to select speed and maneuver.</li> <li>· Excellent level of driver comfort and convenience.</li> </ul>	<p><b><u>Level of Service ‘D’</u></b></p> <ul style="list-style-type: none"> <li>· Heavily restricted flow.</li> <li>· Driver operation completely-affected by others.</li> <li>· Severe restriction in speed and maneuvering.</li> <li>· Poor level of driver comfort and convenience.</li> </ul>
<p><b><u>Level of Service ‘B’</u></b></p> <ul style="list-style-type: none"> <li>· Slightly restricted stable flow.</li> <li>· Drivers aware of use by others.</li> <li>· Slight restriction in speed and maneuvering.</li> <li>· Good level of driver comfort and convenience.</li> </ul>	<p><b><u>Level of Service ‘E’</u></b></p> <ul style="list-style-type: none"> <li>· Unstable flow (approach greater than discharge flow)</li> <li>· Slow speeds and traffic backups; some stoppage.</li> <li>· Total restriction in vehicle maneuvering.</li> <li>· High driver frustration.</li> </ul>
<p><b><u>Level of Service ‘C’</u></b></p> <ul style="list-style-type: none"> <li>· Moderately restricted stable flow.</li> <li>· Driver operation completely affected by others.</li> <li>· Moderate restriction in speed and maneuvering.</li> <li>· Fair level of comfort and convenience.</li> </ul>	<p><b><u>Level of Service ‘F’</u></b></p> <ul style="list-style-type: none"> <li>· Forced flow (approach greater than discharge flow)</li> <li>· Stop and go movements with long backups and delays.</li> <li>· Forced vehicle maneuvers.</li> <li>· Maximum driver frustration.</li> </ul>

Source: Wisconsin Department of Transportation, *Field Design Manual*; and, Bay-Lake RPC, 2002.

Levels of service ‘A’ and ‘B’ are most desirable in rural and urban areas, while levels ‘D’ through ‘F’ are considered poor and unacceptable. LOS ‘A’ and LOS ‘B’ are most often associated with highways designed to freeway standards, where access is completely controlled (no roads or driveways directly access the facility) and appropriately spaced interchanges

provide access to the highway. An intermediate level of service ‘C’ will provide for stable operation, but traffic flow approaches a level at which small increases in traffic and unrestricted access may cause (both temporary and long-term) deterioration in the level of service. Generally, rural two-lane highways and roads fail to meet level ‘C’ when traffic volumes exceed 7,000 ADT, where there are 12-foot wide driving lanes, and 9 percent truck volumes.

### **Funding The Town Road System**

The cost of constructing, maintaining and operating roads under local jurisdiction (town roads) is defrayed through the provision of General Transportation Aids (authorized in Section 86.30 of the Wisconsin Statutes). General Transportation Aids are distributed to all Wisconsin towns through a highway aids formula administered by the Wisconsin Department of Transportation. Under the formula, local aid is distributed either as a share of eligible highway-related expenditures incurred by the town or on a per-mile basis, whichever is higher.

Eligible expenditures generally include all road construction and maintenance within the right-of-way, as well as a percentage of eligible law enforcement, street lighting maintenance and construction, and storm sewer construction. The share of cost rate is determined by the available funding and the average costs reported by the town. The 2002 funding level has resulted in a share of cost percentage of 20.8 percent for towns. Each town's share of costs is determined by multiplying the six-year average costs by the percentage rate.

The 2002 flat rate has been set at \$1,755 per mile, and the 2003 flat rate has been set at \$1,825 per mile. Transportation aids for towns, as well as all other local units of government and counties, are derived primarily from motor fuel taxes and vehicle registration fees

### **Internal Traffic Circulation System**

The internal traffic circulation system for the town of Lyndon consists of a grid network of local roads serving agricultural and scattered rural residential land access needs. The local road system is complemented by the state highway system and a network of well spaced county trunk highways, which although serving limited land access, primarily serves the purpose of providing through county traffic

## **INVENTORY AND ANALYSIS OF APPLICABLE TRANSPORTATION PLANS**

The following section of this chapter presents information on existing state, regional, county, and local transportation related plans that apply within the town.

### **County Functional and Jurisdictional Studies**

There are no existing county functional or jurisdictional transportation plans for the road system located within the town of Lyndon.

### **Transportation Corridor Plans**

There are no existing transportation corridor plans for the road system located within the town of Lyndon.

### **Rural Transportation Plans**

There are no rural transportation plans for the road system located within the town of Lyndon.

### **State Highway Plan**

*The Wisconsin State Highway Plan 2020* states that, “Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing.” In response to this critical issue, WisDOT, in partnership with

its stakeholders, has developed the *State Highway Plan 2020*, a 21-year strategic plan which considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement, and safety needs. The plan will be updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

The *Wisconsin State Highway Plan 2020* addresses three key elements or issues of concern relative to the State Highway System;

1. Preserving the system by improving or replacing aging pavements and bridges;
2. Facilitating movement of people and goods through an efficiently designed system, and with programs that reduce traffic congestion; and
3. Improving highway safety through combined strategies of engineering, education and enforcement.

### **Six-Year Highway Improvement Plan**

The Wisconsin Department of Transportation develops a *Six-Year Highway Improvement Plan* which addresses the *rehabilitation* of Wisconsin's state highways. Rehabilitation falls into three major categories (*resurfacing, reconditioning and reconstruction*) giving it the often used abbreviation 3-R Program.

*Resurfacing* entails provision of a new surface for a better ride and extended pavement life

*Reconditioning* entails addition of safety features such as wider lanes, or softening of curves and steep grades

*Reconstruction* entails complete replacement of worn roads including the road base and rebuilding roads to modern standards.

Relative to the state's Six-year Highway Improvement Program and within the town of Lyndon: the north bound lanes of STH 57 from CTH A to the village of Waldo were reconstructed in 2002; and, STH 28 will be reconstructed and resurfaced during the 2005 to 2007 program years.

### **State Airport Plans**

The Wisconsin State Airport System Plan 2020 (SASP 2020) provides a framework for the preservation and enhancement of the system of public-use airports adequate to meet current and future aviation needs of Wisconsin. The plan determines the number, location and type of aviation facilities required to adequately serve the state's aviation needs over a 21-year planning period, 2000 through 2020. The plan defines the State Airport System and establishes the current and future role of each airport in the system.

### **Wisconsin State Railroad Plans**

An update of the State Rail Plan is in progress. Due to the increased utilization of inter-modal shipment of goods, manufacturers can locate virtually anywhere within a short driving distance of a rail facility and still benefit from the reduced costs afforded by rail transportation.

### **State, Regional and Local Bicycle Plans**

#### **State Bicycle Plan**

The *Wisconsin Bicycle Transportation Plan 2020* has as its two primary goals

- Increase levels of bicycling throughout Wisconsin, doubling the number of trips made by bicycles by the year 2010 (with additional increases achieved by 2020).
- Reduce crashes involving bicyclists and motor vehicles by at least 10 percent by the year 2010 (with additional increases achieved by 2020)

Recommended actions include: 1) developing local bicycle transportation plans; 2) providing suitable space for bicyclists when designing roadway projects; 3) following accepted bikeway guidance and standards; and 4) routinely considering bicyclists when developing roadway projects.

### **Regional Bicycle Plan**

The *Bicycle Facility Transportation Plan for the Bay-Lake Region* identified a system of connecting routes and needed improvements connecting all municipalities and major destination points throughout the eight-county region including Sheboygan County and the town of Lyndon. The regional plan proposes transportation facility improvements (paving road shoulders to a width of four or five feet) to provide safe and efficient travel paths between communities located within Sheboygan County including the villages of Waldo and Cascade.

### **Sheboygan County Plan**

The *Sheboygan Urbanized Area Bicycle Facilities Plan* was adopted by the county in September 1991. The Sheboygan Metropolitan Planning Organization was also involved in the development of the plan. The organization included representatives from the county townships, the Sheboygan Public Works Department, and the Sheboygan Transit System.

The major purposes of the bicycle plan were to: (1) to develop goals, objectives, and policies for the development of bicycle facilities in the Sheboygan area; (2) to reach agreement on appropriate bicycle facilities within the Sheboygan area; (3) to evaluate these bicycle facilities in terms of a set of primary and secondary criteria determined by the review committee for this plan; and (4) to recommend an education and safety program for bicyclists of all ages in the Sheboygan Urbanized Area.

Five major goals are included in the Sheboygan Bicycle Plan. The first goal is to increase bicycle safety; this involves safer routes, road upgrades, law enforcement, and publication of bicycle safety literature. The second goal is the utilization of recreational and natural attractions. The main objectives of this goal include the increased usage of trail and route signage, incorporation of river corridors and greenways, and an interconnected area between paths and parks. The fourth goal of the bicycle plan is to provide auxiliary facilities, such as adequate bicycle parking and storage, to make bicycling a more attractive transportation option for area residents. The remaining goals involve the funding for the implementation and improvements of bicycle facilities, and also the consideration of the bicyclist population and their needs in the bicycle facilities planning process.

Recommendations of the Sheboygan Bicycle Plan include the identification of corridors providing important linkages to potential bicycle traffic generation sites, the development of bicycle paths or multipurpose recreational facilities, increased usage of bicycle lanes and wide curb lanes, the development of common roadway usage corridors, and the development of recommended bicycle facilities within identified principal bikeway corridors. The recommended width of bicycle paths and multipurpose recreational facilities is approximately 10 feet. Bicycle lanes and wide curb lanes have a recommended width of 5 feet. Common roadway usage corridors are areas identified by low traffic volumes and low average travel speeds. Development

of recommended bicycle facilities within identified principal bikeway corridors has a well-defined set of potential bicycle traffic generators. The County Plan indicates that both STH 57 and STH 28 are not recommended for common roadway (bicycle and vehicle) usage.

## **TRANSPORTATION RECOMMENDATIONS**

### **Road Improvements**

In order to improve traffic safety and to maintain the efficiency of the arterial and major collector system comprised of STH 57, STH 28, and major county highway connectors, the town should continue to direct and promote development that minimizes, as much as is possible, direct access to these county highways. This can be achieved by requiring adequately spaced driveways, by requiring frontage roads that access numerous properties or driveway accesses that can serve more than one property.

### **Employ Adequate Design Standards**

Wisconsin State Statute 86.26 addresses the design standards for newly constructed roads; and, Wisconsin Administrative Code Trans 204 addresses improvements (that are designed to last ten years or longer) to existing town roads. Town roads using state and federal funds must adhere to the Field Design Manual which coincides with the Statutes.

New highways and roads, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing roads which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan.

In examining the design of town roads, the “road-scape” of these facilities also should be considered as well. The “road-scape” includes the area adjacent to the road and within the established right-of-way or the ditch that serves as a vegetative buffer between the road and the adjacent lots, a location for traffic signs and for utility lines.

### **Apply Traffic Considerations**

Traffic considerations which the town should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local road systems should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential roads should clearly indicate their function.
7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Intersections should be minimized.
10. A minimal but adequate amount of space should be devoted to road uses.
11. Roads are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

### **Initiate A Pavement Management Program**

Town roads are rehabilitated, repaired and maintained with funds provided by the State's Local Roads Program (LRP). This program provides each local unit of government in the state with financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local road maintenance and repair.

It is recommended that a "pavement management" program be developed and utilized by the town. The program provides a detailed inventory and description of all roads within the town, provides a detailed surface condition survey of those roads, defines the goals and objectives of the town with respect to its road maintenance and repair, and establishes a long-term maintenance schedule which would prioritize the road maintenance and repair needs.

A pavement management program is simply a Capital Improvement Program geared specifically to the town's roads. The pavement management program provides the town with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding road maintenance and repair.

### **Assess Special Transportation Needs**

Transportation services for elderly and disabled persons are provided by the county and by private nonprofit and for profit carriers. The town should play as active a role as possible in the support, development and maintenance of special transportation services for the elderly and disabled population of the town.

### **Bicycle Transportation**

Develop and identify a system of bicycle trails, paths and road accommodations to facilitate safe and efficient travel between population centers and nodes of development, and other important destination points such as state parks and natural areas.

Map 5.1  
**Functional Classification**  
 Town of Lyndon  
 Sheboygan County, Wisconsin

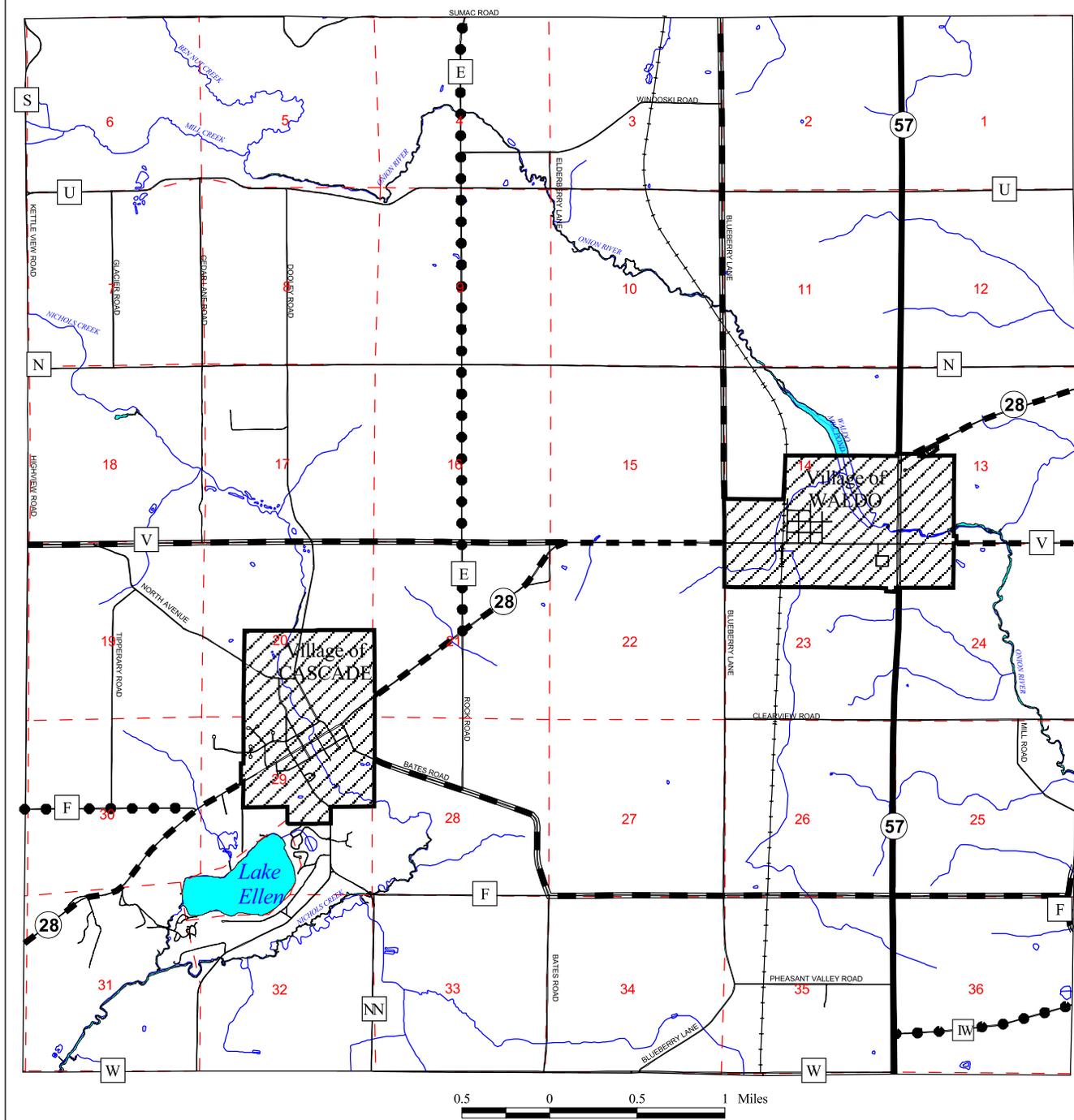
-  Principal Arterial
-  Other
-  Minor Arterial
-  Major Collector
-  Minor Collector

\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number

Source: WISDOT, 1993, 1996, 1999;  
 Bay-Lake Regional Planning Commission, 2004.



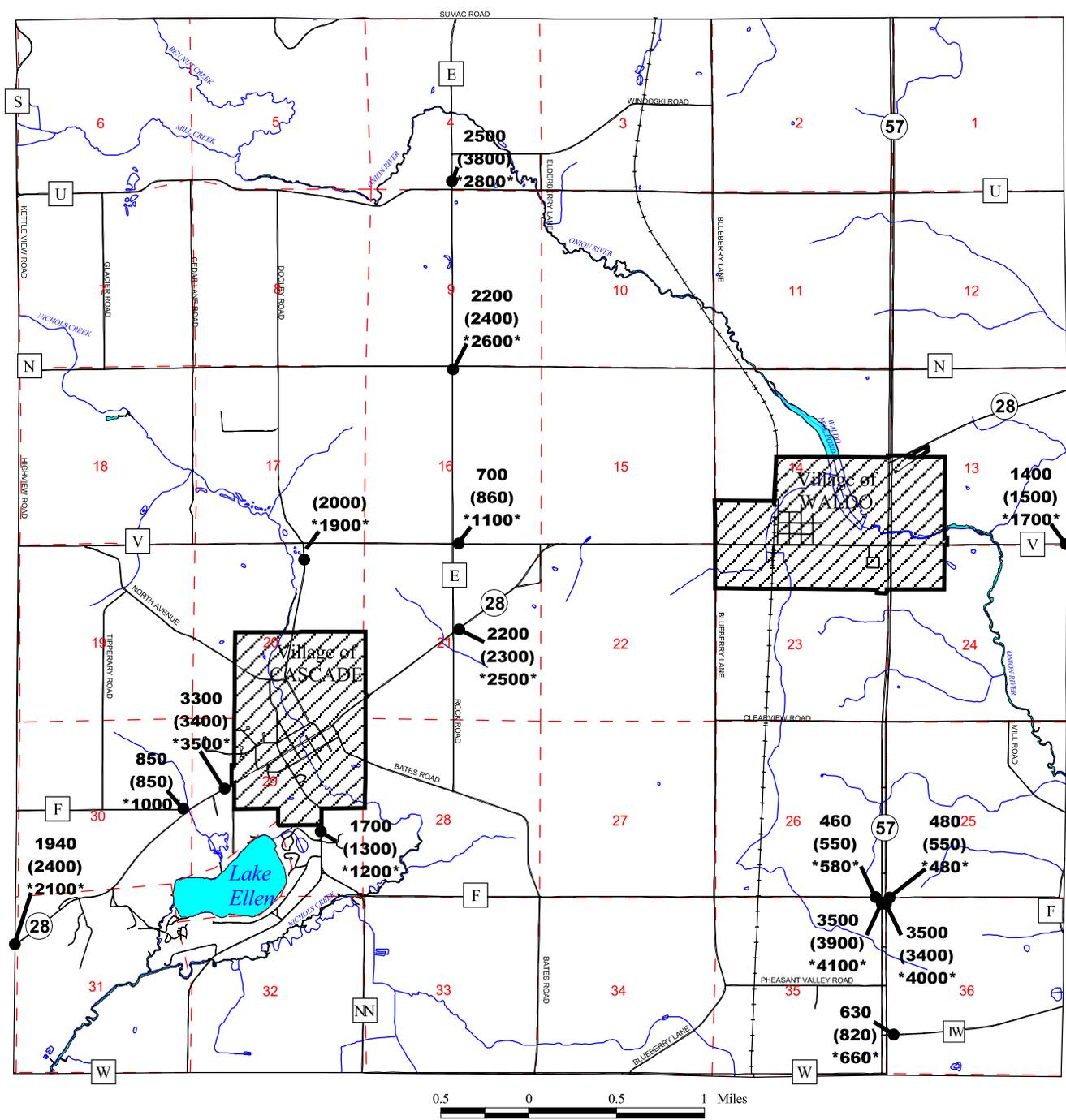
Map 5.2  
**Annual Average  
 Daily Traffic**  
**Town of Lyndon**  
 Sheboygan County, Wisconsin

Count	Year
000	1996
(000)	1999
*000*	2002

\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: WISDOT, 1996, 1999, 2002;  
 Bay-Lake Regional Planning Commission, 2004.



## **Chapter 6 – UTILITY AND COMMUNITY FACILITIES**

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### **INTRODUCTION**

As part of the comprehensive planning program, the town of Lyndon utilities and community facilities were reviewed and evaluated as to their current condition and adequacy to meet the present and future needs of the community. Data and information were obtained through discussions and questionnaires filled out by the town’s Smart Growth Committee members, town employees, and other representatives throughout the community.

To maintain a high level of public services, the community must continually monitor and upgrade their existing facilities as population increases. The recommendations contained in this section are based on general long-range planning considerations and should not be substituted for detailed architectural or engineering studies required before expending substantial community resources and undertaking specific public works projects. The levels of accuracy of the referenced materials herein is highly subject to change (“time sensitive”) and should only be used as an initial guide/reference in establishing this plan’s initial land use needs. As time goes on, the town should again gather updated information regarding services as it looks to modify/improve them. With some cases, greater informational detail should be gathered before approving recommendations.

### **SUMMARY AND IMPLICATIONS**

Overall, the services provided to town residents are deemed adequate for the town’s current and future needs. Due to the town of Lyndon’s rural nature, many of the services provided are located in other communities or are in cooperation (Mutual Aid Agreements) with surrounding communities. These service agreements need to be routinely monitored to ensure the most efficient and effective services are being supplied. Several of these services include: emergency services (sheriff/police, fire, ambulance), solid waste disposal, etc. Electric service for the town is provided by We Energies and Plymouth Utilities. The majority of residents in the town maintain individual wells for water, in addition to their septic systems or holding tanks. However, the town does have a sanitary district for the Lake Ellen residents. The town of Lyndon is located within the School Districts of Plymouth, Sheboygan Falls, Random Lake and Oostburg. Recreational opportunities in the town are limited, and many residents may utilize the natural resources of the area for their recreational enjoyment. The town should continue to work cooperatively with adjacent communities and the WDNR in planning future recreational opportunities within and adjacent to the town.

### **UTILITY AND COMMUNITY FACILITY STRATEGY**

#### **Goal: Community Utilities/Facilities**

Balance the town’s growth with the cost of providing public utilities and community facilities.

#### ***Objective:***

Ensure the town’s community facilities and public services are well maintained and sufficient for the needs of its residents.

***Policies:***

1. Continue to encourage the concept of “mutual aid agreements” for all public services being provided (i.e. fire, waste, emergency medical, etc.).
2. Oversee the town’s protective service agreements in order to ensure that the town continues to receive effective and efficient law enforcement, fire and emergency/medical services.
3. Continue to monitor the adequacy of the medical services, elderly care services and childcare services within the area.
4. Continually monitor resident satisfaction regarding services and remain informed upon any of the service providers’ needs to re-locate/upgrade their services.
5. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings (e.g. Lyndon Town Hall).
6. Continue to invest in updated roadwork equipment or look to contract these out in order to adequately and economically perform these services.
7. Encourage the preservation of community identity and history by supporting actions that would advocate the protection and preservation of town cemeteries and other public town facilities.
8. Work cooperatively with municipalities and select service providers to upgrade telecommunication, electrical and natural gas services, etc. when needed. Existing ordinances should be updated (i.e. telecommunication towers), and future ordinances should be considered/adopted to limit possible negative impacts.
9. Promote cooperation and communication between the School Districts of Plymouth, Sheboygan Falls, Random Lake and Oostburg and the Lyndon Town Board or their representative to collectively strive for quality educational opportunities.
10. Continue to monitor the housing growth within the Lake Ellen sanitary district to determine adequacy of the system for future growth in the area.
11. Consider the possible impacts to the town’s valued groundwater sources when evaluating future developments.
12. Utilize the town’s environmental corridors (i.e. wetland areas, floodplains, steep slope, areas of poor soils for development, or other sensitive areas the town wants to protect), as areas that the town may want to prohibit all sewage system uses to protect groundwater quality.

***Programs:***

1. The Town Board or their representative should continue to work with Sheboygan County, adjacent communities and School Districts in order to provide the best level of services (police, fire, rescue (EMS), educational, etc.) on an annual basis.
2. The Town Board or their selected representative should stay informed on service providers’ plans/needs to upgrade services and facilities.

### **Goal: Parks and Recreational Lands**

Anticipate safe recreational sites within or near the town that provide a number of activities for town residents.

#### ***Objective:***

Have quality recreational sites that are available to all town residents.

#### ***Policies:***

1. Work with the WDNR, villages of Waldo and Cascade, and Sheboygan County in improving and/or creating new recreational facilities.
2. Take part in any planning efforts concerning additional recreational lands with Sheboygan County, with School Districts and neighboring areas.
3. Use the town's official mapping powers to preserve any areas the town designates for future park and recreational uses.
4. Consider utilizing the natural features within the town, for enhancing recreational opportunities.
5. Encourage public and private donations for funding park system improvements especially nature conservancy and sporting associations such as Ducks Unlimited, WDNR, U.S. Fish and Wildlife, etc.

#### ***Programs:***

1. The Town Board or their representative should work with the county, School Districts and adjacent municipalities in identifying area-wide recreational opportunities - especially any update to the Sheboygan County Comprehensive Outdoor Recreation and Open Space Plan.
2. The Town Board or their representative should meet/work closely with adjoining neighbors to design potential interconnecting trailways to further enhance existing recreational sites.
3. On a continual basis the Town Board or their representative should explore available resources and to contact appropriate agencies (i.e. WDNR, BLRPC, etc.) to further enhance the quality of the town's existing recreational systems/sites.

## **BOARDS AND COMMITTEES INVENTORY**

### **Lyndon Town Board**

The Lyndon Town Board consists of the Town Chairperson and four Supervisors, along with the Clerk/Treasurer and Deputy Clerk. The Town Board works for the benefit of the public, recognizing that public interests must be their prime concern.

### **Town of Lyndon Plan Commission**

Lyndon has a five member Plan Commission to adopt, review, amend, and implement the comprehensive plan for the town. The Town Board should refer all matters pertaining to planning to the Plan Commission for their review, analysis, comment and input prior to making a decision. After a Plan Commission recommendation, the Town Board will base its decisions in light of the information contained within this comprehensive plan to ensure consistency and compliance.

In addition to the Town Board and Plan Commission, the town has the Board of Appeals to assist in the future planning and implementation of town goals.

## **UTILITIES INVENTORY ANALYSIS-LOCATION, USE AND CAPACITY**

### **Electric Service**

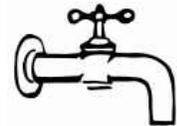


The majority of the town of Lyndon is within the electrical utility service territory of We Energies (We). In addition, a portion of the northwestern corner of the town is served by Plymouth Utilities. The electrical service to the town is thought to be adequate at this time for planning purposes.

### **Natural Gas**

Residents of the town living in the Lake Ellen area are provided with natural gas by We Energies. The remaining town residents do not receive natural gas service. A natural gas line does travel through the town of Lyndon to service the incorporated municipalities.

### **Water System**



The town of Lyndon does not have a public water system. Residents within the town have individual wells that are owned and maintained by the individual property owners. Currently, the town has no plans to develop a public water system. Protecting its aquifer for future use is one of the great concerns of the town. At the time of this plan, the capacity of the aquifer is thought to be adequate for the immediate needs of the town, along with its projected growth forecasts.

### **Sanitary Sewer Service**

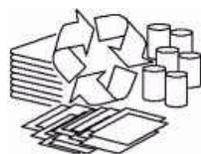
The town of Lyndon currently has a sanitary district located around Lake Ellen. The sanitary district, serving the lakeshore residents, pumps the waste into the sewer system of the village of Cascade. The district uses a series of settling ponds to process the sewage. Also, a small portion of the village of Hingham sanitary district is located in the southeastern portion of the town. The remainder of the property owners within the town are responsible for owning and maintaining individual septic systems, mounds, and holding tanks. Special attention needs to be given to COMM 83 which will help make lands accessible to developments that are currently unsuitable for conventional systems.

### **Storm Sewer System**

The town of Lyndon allows stormwater to drain through a series of ditches and culverts along its road system. There are no curb and guttered areas within the town. There are no plans to add a storm sewer system to the town since there are no reported drainage problems.

### **Solid Waste & Recycling Facilities**

Town of Lyndon residents may utilize individual contractors for waste disposal. A drop-off site, located in the village of Waldo, is also available to dispose of solid waste. The waste is then transported to the Sheboygan Area Transfer Station.



Town of Lyndon residents may use the recycling drop-off site located in the village of Waldo to dispose of recyclables. Recyclables that are collected include: glass, plastic, aluminum, newspaper, appliances, scrap metal, etc.

Both of the services are adequate for the town, and contracting with private

groups is most likely to continue as the most efficient and effective way to continue these types of services.

### **Telecommunication Facilities**

Telephone service to the town is provided by Verizon. In addition, there is a cellular tower within the town, located on CTH IW, ¼ mile east of STH 57. The tower is currently used by Sprint and US Cellular. The town does not contain any special lines (Fiber Optics, ISDN, etc.) for internet access etc. The telecommunication service provided is deemed adequate for town's future planning needs.

Over time, as telecommunication companies look to increase their quality of service and range, additional cellular towers may be erected within and adjacent to the town. Likely locations for towers will continue to be along major transportation corridors and high points within communities (as well as on the existing tower already within the town). Within the planning period, the town should work with the county and neighboring communities in determining acceptable locations for future towers. The sites along with their defined improvements will need to be reflected in town's Wireless Communications Facilities Ordinance.

Cable television is not readily available to the entire town of Lyndon. The few residents that have access to cable television are located adjacent to the areas where the cable goes through the town to service the villages of Waldo and Cascade. Time Warner provides the cable television to the few town residents that subscribe. The town has no plans for expanding cable service in the near future.

## **COMMUNITY FACILITIES INVENTORY AND ASSESSMENT LOCATION, USE AND CAPACITY**

### **Municipal Buildings**

The Lyndon Town Hall is located at W6135 CTH N in the northwestern portion of the town of Lyndon. The Town Hall consists of a meeting room, bathrooms, and a storage/file room. The structure was built in 1922 and purchased by the town in the 1960's. The meeting room is utilized for elections, Town Board, Plan Commission meetings, etc. Currently, the administrative day to day functions are conducted from the household of the Town Clerk. Overall the Town Hall is not considered adequate due to a lack of handicapped accessibility, parking and filing spaces. The parking lot is not considered adequate for large meetings, as overflow parking occurs on the road. There is also a lack of handicapped parking in the lot. Possible improvement plans in the near future include the addition of a second entry/exit, making the structure ADA accessible, general maintenance, etc.

### **Road and Other Maintenance**

The Lyndon Town Shop, located on CTH F east of the village of Cascade, provides maintenance to the town roads. The town owns a variety of equipment in order to maintain road shoulders, repairing deteriorating roads, grading, snow and ice removal, etc. Maintenance for Lyndon's county highways is provided by the Sheboygan County Highway Department or by private contractors through a bidding process. Other community facilities located within the town (parks, boat launches, etc.) are also maintained by the town of Lyndon or by the WDNR. The current maintenance system is deemed adequate for the town, with equipment upgrades expected throughout the 20-year planning period.

## **Postal Services**



Postal services for Lyndon residents are primarily provided by the U.S. Post Offices located within the villages of Waldo and Cascade. The Waldo facility is located at 829 Second Street, while the Cascade building can be found at 205 Lake Street. Both facilities are ADA accessible. Parking as well as services are deemed adequate at the Waldo facility, however there is a lack of overall building space and parking spaces at the Cascade location. No improvements are planned for the Waldo site in the near future; however there may be a need to replace the existing Cascade facility with a larger structure.

In addition, several town residents are provided postal services through the Post Offices located in the city of Plymouth and the villages of Adell and Hingham.

## **Cemeteries**

Currently there are three cemeteries within the town of Lyndon. The Lyndon Cemetery is located on the corner of STH 57 and CTH F; the Evergreen Cemetery is located on CTH U, just east of STH 57; and the Winooski Cemetery is located on CTH U, just west of CTH E. All three cemeteries are considered adequate and have no future plans regarding improvements.

In addition, the neighboring villages of Waldo and Cascade contain several cemeteries for potential use. Waldo has one cemetery located on the corner of STH 28 and STH 57, while Cascade has two cemeteries; one located at St Mary Church on STH 28, and the other is located at St. Paul Church on North Avenue.

## **Law Enforcement**

The town of Lyndon does not have its own police department. Protective services are instead provided by the Sheboygan County Sheriff's Department located in the city of Sheboygan.



The department consists of several patrol divisions, including highway patrol, motorcycle patrol, boat patrol, bike patrol and a snowmobile/ATV patrol. The department also consists of a SWAT (Special Weapons and Tactics) Team, a Dive Team and a Multi-jurisdictional Enforcement Group (MEG Unit) specializing in drug enforcement.

The Sheboygan County Sheriff's Department also utilizes several community policing activities. One such activity is the Citizens Academy, which is designed to show citizens of Sheboygan County how the law enforcement agencies in the area are operated. Another activity used to educate the public is called CounterAct, which is an active effort in place to address current and future concerns of drug abuse in the community. Several other joint activities between the Sheboygan County Sheriff's Department and the community include Neighborhood Watch and Crime Stoppers, which encourage citizens to police their communities and alert the Sheriff's Department of any suspicious activities.

The Sheboygan County Sheriff's Department utilizes several correctional facilities. The Sheboygan County Jail is located on the second floor of the Sheboygan County Law Enforcement Center, located on North 6th Street in the city of Sheboygan. The Jail is a 40 bed facility that primarily houses adult female inmates. The Sheboygan County Detention Center, located on South 31st Street in the city of Sheboygan is a 286 bed facility that houses adult male inmates. The Juvenile Detention Center, also located on the second floor of the Sheboygan

County Law Enforcement Center, is a 27 bed facility that houses both male and female juvenile inmates.

The town is served by the 911 system which rings through to the Sheboygan County Sheriff's Department, routed through the Telecommunicators and relayed to emergency services. The police protection for the town is considered adequate and the Sheriff's Department has no improvements planned for the near future.

The town of Lyndon also has a contract with the village of Cascade that the village shall provide law enforcement services to the town for the exercise of the police powers of the town of Lyndon. This service is a part time service.

### **Fire Protection**

The town of Lyndon has a mutual aid agreement with the Waldo and Cascade Fire Departments for fire protection. The Cascade Department covers the western half of the town, while the Waldo Department provides service to the eastern half of the town. Both departments are volunteer services and utilize a series of Pumper and Tanker trucks, in addition to heavy rescue and other specialized equipment to fight fires. Cascade and Waldo also have a mutual aid agreement with each other for assistance.



The town is served by the 911 system which is routed through the County Telecommunicators and relayed to emergency services. Telecommunicators set off tones to activate paging systems for all of the volunteer fire service in the county.

Neither fire department has improvement plans for the near future. The present fire protection is considered adequate for Lyndon, however the town should continue to monitor its agreements to ensure that the best services for its residents are being provided.

### **Insurance Service Office (ISO) Grading**

The adequacy of fire protection within the township is evaluated by the Insurance Service Office (ISO) through the use of the *Grading Schedule for Municipal Fire Protection*. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their fire fighting services.

The grading is obtained by ISO by its Municipal Survey Office based upon their analysis of several components of fire protection including:

- Fire department equipment;
- Alarm systems;
- Water supply system;
- Fire prevention programs;
- Building construction;
- Distance of potential hazard areas from a fire station.

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. The town of Lyndon is currently rated a 7/9 by the ISO, which is common for rural towns which do not have their own Fire Departments but contract this service out.

### **Rescue Services**

Rescue service/ambulance service is provided to the town of Lyndon by the Plymouth Ambulance Service and the Cascade and Adell First Responders.



The Plymouth Ambulance Service is located on South Milwaukee Street in the city of Plymouth. The areas served include the city of Plymouth, villages of Elkhart Lake, Glenbeulah, Waldo and Cascade, and the towns of Lyndon, Plymouth, Mitchell, Greenbush and Rhine. The ambulance service consists of two full-time Emergency Medical Technicians, along with 38 members on-call.

The Plymouth Ambulance Service consists of three ambulances and provides transport along with intermediate care.

The Cascade and Adell First Responders are located in each village's respective Fire Station.

The town is served by the 911 system which is routed through the county Telecommunicators and relayed to emergency services. Telecommunicators set off tones to activate paging systems for all of the first responder units in the county.

The town has adequate rescue/ambulance protection through agreements. Although this service is adequate for the town today and within the near future, Lyndon should continue to monitor its agreements to ensure that the best services for its residents are being provided.

### **Library**

The town of Lyndon does not have a library located within its borders, yet the town residents are well served through member libraries of the Eastern Shores Library System covering Sheboygan and Ozaukee Counties. The Sheboygan facilities nearest to the town of Lyndon include the Plymouth Public Library, Lakeview Community Library located in Random Lake, Elkhart Lake Public Library and Sheboygan Falls Memorial Library.



The Eastern Shores Library System also provides a Bookmobile service to Sheboygan and Ozaukee counties. The vehicle makes scheduled stops throughout both counties (including the villages of Waldo and Cascade) various times throughout the year.

### **Education**

The town of Lyndon is located within four School Districts; Plymouth, Sheboygan Falls, Random Lake and Oostburg. The number of students per District (in the 2002-03 calendar year) are as follows: Plymouth, 2,471; Sheboygan Falls, 1,739; Random Lake, 999; and Oostburg, 970. None of the School Districts operates facilities within the town and none expect to develop facilities within the town of Lyndon. No district has improvement plans for the near future; however long-range plans are in progress.



### **Childcare Facilities**

As with many rural areas, the town of Lyndon does not contain any licensed public childcare facilities. Town residents possibly utilize private childcare facilities which may or may not be certified, or use childcare facilities located in adjacent communities. The nearest facilities include St. Paul's - Cascade Preschool, located within the village of Cascade and Children's Garden located on West First Street in the village of Waldo.

### **Health Care Facilities**

There are no existing hospital facilities within the town of Lyndon, thus town residents need to travel to hospitals, medical facilities/clinics located in the surrounding communities.

Aurora Valley View Medical Center located in the city of Plymouth is a private, not-for-profit community hospital offering a variety of services including emergency care, obstetrics, general medical/surgical services, out-patient same day surgery services, plus many other general medical services. Valley View is served by a staff of local physicians who represent specialties in family practice medicine, internal medicine and surgery. The services of the Medical Center also include a 60-bed nursing home and 32 retirement apartments.

The Marsho Family Medical Clinic and The Aurora Sheboygan Clinic - located in the city of Plymouth, are also available to town of Lyndon residents for healthcare services.

The Aurora Sheboygan Memorial Medical Center is available to town residents. Located on North 7<sup>th</sup> Street in the city of Sheboygan, the medical center consists of a staff of physicians that provide services in more than 25 specialties, including obstetrics, pediatrics, orthopedics, surgical services, emergency services, rehabilitation medicine, cancer treatment services, etc.

St. Nicholas Hospital is also available to town of Lyndon residents for medical care. Located on North Taylor Drive in the city of Sheboygan, St. Nicholas is a Catholic full-service community hospital that provides services in specialties such as: cancer, cardiac, and diabetes care; emergency services; home health; maternity; medical/surgical services; orthopedics and sports medicine; pain management; rehabilitation; and renal dialysis.

## **OUTDOOR RECREATION INVENTORY**

### **Community Owned Sites**

The town of Lyndon currently does not maintain any public parks or recreational sites.

### **State Owned Sites**

#### **Wisconsin DNR Sites**

Currently the WDNR owns several lands within the town of Lyndon that are possibilities for recreational activities Map 8.4. These areas include lands adjacent to the Onion River, Nichols Creek, Mill Creek and Ben Nutt Creek in the northwestern portion of the town. Other areas owned by the DNR include a boat launch on Lake Ellen and an area located along Blueberry Lane, just south of the village of Waldo.

### **Other**

The Waldo Village Park and the Cascade Memorial Park each provide recreational use to Lyndon residents.

## **Chapter 7 - INTERGOVERNMENTAL COOPERATION**

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### **INTRODUCTION**

The town of Lyndon's relationship with the neighboring communities, Sheboygan County, the Bay-Lake Regional Planning Commission, surrounding School Districts, and the state and the federal government can impact town residents in terms of taxation, planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the town address these situations in a productive manner.

### **SUMMARY AND IMPLICATIONS**

The town of Lyndon currently has several cooperative agreements with other municipalities. The intergovernmental cooperation issues identified within this element and found throughout this document are fairly consistent. As the town gains more understanding and sophistication in planning, its ability and comfort in using tools (i.e. land trusts, purchase of development rights, conservation subdivision design, etc.) will be key in making this plan more effective. Learning how to make effective use of planning tools may serve as a joint goal of communities within the area. Gaining additional information/education on these tools can be provided by Sheboygan County, the Wisconsin Towns Association, Bay-Lake RPC, UW-Extension and Stewardship programs, as well as other state agencies such as the WDNR.

### **INTERGOVERNMENTAL COOPERATION STRATEGY**

#### **Goal: Intergovernmental Cooperation**

Foster cooperation between the town of Lyndon and any other municipality or government entity that makes decisions impacting the town and surrounding area.

#### ***Objectives:***

1. Encourage coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.
2. Promote coordination with adjacent communities on future planning projects to best maintain the rural character of the surrounding area.
3. Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.

#### ***Policies:***

1. Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines such as: Onion River, Waldo Mill Pond, Nichols Creek, etc.
2. Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts. This includes remaining aware of issues or regulations that would impact development within the town such as utilities, controls over corporate farming/"Mega Farms", Conservation by Design options, etc.

#### ***Programs:***

1. The Town Board or its representative (as the responsible party) should monitor/work with the DNR, Army Corps of Engineers and the Environmental Protection Agency

- to ensure compliance with water quality regulations, in developing controls preserving ground water resources, etc.
2. The Town Board or its representative (as the responsible party) should meet annually and work with Sheboygan County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
  3. The Town Board should utilize the Wisconsin Towns Association (WTA). The WTA is a non-profit statewide organization created under s. 60.23 (14) of the Wisconsin State Statutes. This agency serves the state's towns in providing assistance to town boards. The WTA is organized into six districts and arranges annual district meetings, a statewide convention, publications and participation in cooperative training programs to assist local units of government.
  4. Mutual Assistance is a key program for any community. Communities enter into agreements or can legally request assistance from other jurisdictions. This form of providing services to the community is essential and will continue as a practical alternative to the town.

## **EXISTING ACTIVITIES AND PLANS**

### **Adjacent Governmental Units**

The town of Lyndon shares its borders with the villages of Waldo and Cascade, and the surrounding towns of Mitchell, Plymouth, Lima, Sherman, Greenbush, Sheboygan Falls, Holland, and Scott. Overall, the town has a good working relationship with these municipalities. In addition to the villages of Waldo and Cascade being within the town's boundary, the town of Lyndon also has several incorporated municipalities within 1.5 miles of its boundaries, therefore the borders currently making up the town may change throughout the planning period.

### ***Relationship***

The town of Lyndon has a good working relationship with the surrounding towns. Since towns are not incorporated they cannot annex land. Therefore, the borders between the town of Lyndon and adjacent towns are fixed and boundary disputes are not as prevalent. There is cooperation with several of the adjacent communities in regards to the provision of public services.

The town's relationship with the villages of Waldo and Cascade can be described as good. Conflicts may occur and efforts are being made to better the cooperation between the municipalities on land use issues. The town does cooperate with the villages in regards to the provision of various public services (e.g. emergency services, sanitary district, etc.). The villages of Waldo and Cascade, being incorporated municipalities, also have the power to annex land from the town of Lyndon.

### ***Siting Public Facilities***

Due to the nearby location of various other communities that provide public services and the rural nature of the town of Lyndon, the town does not share many facilities with neighboring communities. However, the town does provide financial support and shares surrounding park facilities.

### ***Sharing Public Services***

Currently, the town of Lyndon has several intergovernmental agreements with neighboring communities in regards to public services. The town's police/sheriff service is provided by the Sheboygan County Sheriffs Department and the village of Cascade; fire protection is provided by the villages of Waldo and Cascade; and ambulance service is provided by the Plymouth Ambulance Service, Cascade First Responders and village of Adell. In addition, waste disposal, postal services, library facilities and healthcare facilities are all located and/or provided by other municipalities/agencies. The town will continue to work with its surrounding municipalities regarding the sharing of public services that are cost effective and adequate for the residents of the area.

### **School Districts**

The town of Lyndon is located within the School Districts of Plymouth, Sheboygan Falls, Random Lake and Oostburg.

### ***Relationship***

The town of Lyndon's relationship with the School Districts is best described as limited. The School Districts tend to operate rather independently and interaction with the town tends to be minimal.

### ***Siting School Facilities***

The siting of new school facilities is mainly conducted by the School Districts. The town has historically had little input into the location of new school facilities. However, the town may want to become more involved in the siting of future school facilities and their services to ensure that the goals and objectives of this plan can be met.

### ***Sharing School Facilities***

The town has no formal agreement with the School Districts for shared use of the schools facilities. However, the town occasionally uses the Cascade Grade School for meetings.

### **County**

The town of Lyndon is located in Sheboygan County and therefore the county has some jurisdiction within the town. The town does maintain its own zoning; however it is under the county's Sanitary Ordinance, Subdivision Ordinance, Shoreland-Floodplain Ordinance, etc. The town and county should maintain open communication with each other in order to build a good working relationship of both general agreement and respect. Sheboygan County is in its early stages of pre-planning for the county as a whole. The town has an opportunity to make its land use preferences known as well as included within the county's plan by taking part in any county planning efforts.

### **Region**

The town of Lyndon is located in Sheboygan County, which is located in the northeast region of the State of Wisconsin. Sheboygan County is a member of the Bay-Lake Regional Planning Commission (BLRPC) which is the regional entity that the town is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc. The relationship with the BLRPC is one that has focused upon planning (prepared the town's comprehensive plan) and education on planning.

## **State**

The town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR). Relationships in the past with these two agencies have been good.

## **INVENTORY OF PLANS AND AGREEMENTS UNDER S. 66.0307, S. 66.0301 OR S. 66.0309 AND 66.0313**

### **Cooperative Boundary Plan**

Currently, the town of Lyndon has not entered into a formal boundary agreement with any municipality. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

Municipal Boundary Plans and Agreements are generally conducted between a town and a city or village. In order to promote harmonious development in the area, the town may want to discuss Boundary Agreements with adjacent municipalities in the future.

### **Annexation**

Wisconsin Statute 66.021 provides for a means to annex lands. Annexation is the transfer of one or more tax parcels from a town to a city or village. Consent of property owners is but one of the procedures in annexation. A town is not authorized these powers and thus may not annex lands.

### **Extra-Territorial Subdivision Regulation**

State Statutes allow an incorporated village or city to extend extra-territorial plat review over surrounding unincorporated areas. This helps cities or villages protect land uses near its boundaries from conflicting uses outside its limits. The extra-territorial area extends for 1.5 miles for villages and cities under 10,000 people, and three miles for cities over 10,000 people. Extra-territorial subdivision regulation is being administered in the town of Lyndon by several communities. The town of Lyndon contains the villages of Waldo and Cascade within its borders. In addition, the city of Plymouth's planning area extends into the town from the north and the village of Adell's planning area extends into the town from the south. All of these municipalities have a population under 10,000; therefore their planning areas extend 1.5 miles from their municipal boundaries.

### **Extra-Territorial Zoning**

State Statutes allow an incorporated village or city to extend extra-territorial zoning over surrounding unincorporated areas. The extra-territorial area extends for 1.5 miles for villages and cities under 10,000 people, and three miles for cities over 10,000 people, however the entire jurisdiction does not need to be included in the zoning. Extra-territorial zoning requires a joint effort between the town and the city or village to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan. The town of Lyndon

includes the villages of Waldo and Cascade within its borders, in addition to having the city of Plymouth and village of Adell planning areas extend into the town. However, extra-territorial zoning is not being administered between any of the communities at this time.

### **INVENTORY OF EXISTING OR POTENTIAL CONFLICTS**

On June 30, 2003, Lyndon participated in an issue identification process held with the adjacent town of Mitchell and other surrounding municipalities. This meeting identified the major issues regarding joint cooperation and concerns, and then discussed possible ways to help resolve issues in the future. The following is a list of the existing or potential issues, in addition to proposed solutions that may help alleviate conflicts in the future.

#### **Existing or Potential Conflicts**

1. Road maintenance on shared roads.
2. Inconsistency with town regulations and controls.
3. Consistency in future use and management of shared environmental corridors/features.
4. Communications with adjacent communities and property owners on land use decisions.
5. Inconsistencies with shared services (e.g. policing).
6. Adequacies of community facilities (e.g. Town Halls).
7. Cost of fire protection and other shared services.
8. Keeping local schools.
9. Working with Sheboygan County on future county road improvements.
10. Improved cooperation with implementation strategies.
11. WDNR ownership of land.
12. Locations of future economic development.
13. Shared recreational facilities.

#### **Proposed Conflict Resolution Process**

1. Annual joint meetings to discuss issues.
2. Continued communications.
3. Capitalizing on other opportunities for joint cooperation.
4. Newsletters.
5. Establishing a process for resolving conflicts.
6. Setting up shared social events.

## Chapter 8 - LAND USE

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### **INTRODUCTION**

The land use portion of this plan is intended to present information on the current (2002) land use within the town of Lyndon. A windshield land use survey was completed by Bay-Lake Regional Planning Commission in the Summer of 2002.

The goals, objectives and information within this chapter, along with the demographic trends detailed earlier within this document, will be utilized to develop a projection of future land use demands and assist in guiding the selection of future locations for specific types of land uses. Existing land use controls are also inventoried to assist in the development of the General Plan Design.

The General Plan Design portion of this chapter identifies the wishes of the community on how development is recommended to occur within the plan's 20 year timeframe. The plan also provides direction to residents, the business community, and government officials along with their staff. The General Plan Design will serve as a guide to the Town Plan Commission members and the Town Board in their decision making process.

### **LAND USE STRATEGY**

#### ***Goal: General Plan Design***

Promote future development that will meet the needs of the town while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and encouraging compatibility of future land uses.

#### ***Objective: Overall Plan Design***

Advocate that all growth and development occurs in a planned and coordinated manner that will maintain or improve the rural quality of life associated with the town of Lyndon.

#### ***Policies:***

1. Utilize the Comprehensive Plan as an illustration of the town's overall development policy.
2. Encourage future development in an orderly way to allow for proper distribution of community services.
3. Work with the neighboring villages, towns and Sheboygan County to promote compatible growth within the border areas of the town.
4. Prior to approving any Zoning change, Conditional Use, or Variance, the proposed change should be compared for consistency with the Town's Comprehensive Plan and overall Vision.
5. Explore the creation and adoption of additional ordinances to control likely nuisances (i.e. excessive lighting, noise, etc.) produced during more intensive operations within the town, such as commercial uses, industrial uses, etc.

***Objective: Residential***

Strive to maintain the stability and integrity of the existing open space areas while encouraging the development of new residential areas sufficient to meet the housing needs of the projected population. A town that is characterized by stable agricultural practices, a variety of housing types and densities, inclusion of open green spaces within developments, and environmental protection is ultimately desired.

***Policies:***

1. Encourage the protection of the residential areas identified on the town's 20 Year General Plan Design (Map 8.4) from impacts of non-residential uses not appropriate for the neighborhood. Residential areas should be distanced, buffered, or otherwise mitigated from physical hazards, unhealthy conditions, and protected from traffic, noise, and incompatible uses.
2. Provide for sufficient densities and a broad range of housing choices within the town to meet the current and future needs of the local population.
3. Advocate that housing developments conform to the zoning districts that they are contained within. Modified conformance standards may be considered in areas that have been designated for conservation subdivision designs (Appendix E) or open space designs such as:
  - adjacent to environmental corridors; and
  - along transportation corridors (i.e. State and County Trunk Highways) and
  - in areas where the town wants to preserve the open space views and natural appearance as part of retaining community character.

***Objective: Commercial***

Encourage small commercial developments that will serve the needs of the town and area residents, the specialized farming needs of the rural area, and the transient traffic along STH 57.

***Policies:***

1. Areas already characterized by commercial development and where town services, facilities and highway access are available should be given preference over scattered non-serviced areas.
2. Future commercial establishments that require a full range of public services should be directed to locations in neighboring communities.
3. Adequate landscape screening "buffers" should be provided between commercial uses and adjacent noncommercial uses to shield or limit viewing of parking spaces, storage areas, outside machinery, etc.
4. Encourage design criteria for commercial businesses in order to reduce clutter and maintain town views along the major highway corridors through the town.
5. Advocate adequate building setbacks from abutting streets and highways.

**Objectives: Light Industrial**

1. Limited light industrial development is recommended to be placed in areas that are compatible with surrounding land uses.
2. Areas of industry should be screened or buffered from residential, institutional uses, etc. to limit incompatibilities.
3. Future intensive industrial uses (to include those requiring outside storage and excessive traffic, and/or generating odors, noise and/or water, soil and air pollution) should be directed to the neighboring locations within the surrounding communities where adequate industrial facilities and services (sewer, water, natural gas, etc.) already exist.
4. Intensive industrial uses shall not be intermixed with residential, governmental, or institutional uses.

**Policies:**

1. To be permitted, the industrial development should not detract from the rural community appearance, overburden community services of the town, nor have a negative effect on the surrounding environment.
2. Adequate landscape screening “buffers” should be provided between industrial uses and adjacent non-industrial uses to shield or limit viewing of storage areas, outside machinery, etc.

**Objective: Agriculture**

1. Strive to maintain the identity of the town of Lyndon as an agricultural community by preserving the farmland in the town for continued agricultural use.
2. Advocate that proposed development is done in an orderly manner that preserves farmland while protecting the existing farm operations from conflicts with incompatible uses.

**Policies:**

1. Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.
2. Consider natural buffers for existing and future developments in areas that are to remain in agricultural production.
3. Continue to use the Agricultural Zoning Districts to preserve the productive farmlands in the town while allowing limited growth on less productive soils.
4. Advocate that the Town’s Zoning Ordinance has regulatory language that assures a strong future for agriculture.

**Objective: Natural and Cultural Resources**

Incorporate the preservation of water resources, unique open spaces, and other cultural and natural resources into site designs, while also maintaining existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.), thus creating environmental corridors throughout the town for wildlife habitat and/or pedestrian linkages.

***Policies:***

1. Encourage innovative residential subdivision designs that promote open spaces and conservation.
2. Utilize the environmental corridor designation of the 20 Year General Plan Design to promote and preserve wildlife habitat and trails where appropriate.
3. Carefully consider the impacts of allowing development within and adjacent to the environmental corridors (depicted on the Town of Lyndon, 20 Year General Plan Design).
4. Consider being more restrictive within the environmental corridors, to include the establishment of minimum distances from features such as water ways, wetlands, prairies, etc.

***Objective: Community Services***

Ensure the adequate provision of community services (e.g. health and safety services) throughout the 20 year planning period in order to reach the desired vision of this plan.

***Policies:***

1. The town will continue to monitor services provided to town residents and explore options for maintaining or improving upon the level of existing services.
2. The town of Lyndon should work with adjoining towns and villages, and service providers (public and private) to help ensure that future services are provided as effectively and efficiently as reasonably possible.

***Program:***

The Town Plan Commission has the responsibility to review and update the Lyndon 20 Year General Plan Design to ensure it continues to meet the goals and objectives stated above as well as those goals and objectives outlined in previous elements of this plan.

**INVENTORY OF EXISTING LAND USE CONTROLS**

This section inventories and discusses the land use controls (either state, county or local) that currently exist within the town of Lyndon, which may affect or restrict the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the general plan design for future development within the town.

**Existing Comprehensive Plans**

This will be the first Comprehensive Plan for the town of Lyndon. Several surrounding communities have completed or are in the process of developing a plan. The city of Plymouth completed a comprehensive plan in 2001, whereas the towns of Mitchell, Sherman, Greenbush and the village of Adell are currently in the process of starting their plans. These plans should be referenced to gather ideas as to how surrounding communities are progressing with “smart growth”, and to avoid any conflicts in future land use decisions.

**Farmland Preservation Plan**

The Sheboygan County Farmland Preservation Plan states as its primary goal, “... to identify the County’s agricultural resources and needs, and to balance them with development demands and

community growth.” The plans polices seek to discourage random and scattered growth, low-density development, and discontinuity of developing areas which inflate costs of services, etc. Furthermore, the plan also seeks to discourage the mixing of incompatible uses of the land. The following are the Farmland Preservation categories within the Sheboygan County Farmland Preservation Plan. The categories are also illustrated for the town of Lyndon on Map 8.1.

### **Agricultural Preservation Areas**

Agricultural lands to be preserved according to the Sheboygan County Farmland Preservation Plan include soils of agricultural capability classes I and II, and some class III soils which can be or are economically productive (see the Soil Survey of Sheboygan County, Wisconsin). These agricultural preservation areas consist of capability class soils I, II and III soils on lands of which 100 acres or more are contiguous, and which 35 or more are under a single ownership. The agricultural preservation areas classification was established to protect the productive soils from premature development and to allow eligible farmers to take advantage of State income tax credits offered through the Wisconsin Farmland Preservation Program. Within the town of Lyndon, 19,254 acres of land (87 percent of the town) are in agricultural preservation areas (Map 8.1).

### **Transition Areas**

Transition areas are existing agricultural lands planned or zoned for future expansion of urban or other non-agricultural uses. These lands are thought of as “holding areas” for future growth and future urban service areas (i.e. where services would be efficiently and economically provided). Transition Areas may include sanitary districts, rural centers, lands adjacent to existing cities or villages, etc. Transitional lands in the town of Lyndon are found to the west and south of the village of Cascade (Map 8.1). Transitional areas total 278 acres within the town of Lyndon.

### **Exclusion Areas**

Exclusion areas include developed or developing lands excluded from agricultural preservation regardless of underlying soil characteristics. These areas consist of incorporated municipalities, subdivisions, areas receiving sanitary sewer service, concentrations of development, areas of land 10 acres or greater zoned by towns for non-agricultural uses and other existing non-agricultural land uses of 10 acres or larger (e.g. cemeteries, gravel pits, utilities, etc.). Exclusion areas in the town of Lyndon are found primarily around Lake Ellen, with some small areas found scattered throughout the town (Map 8.1). Exclusion areas total 434 acres within the town of Lyndon.

### **Environmentally Significant Areas**

Environmentally significant areas are also excluded from farmland preservation, but are recommended to be preserved for their natural aesthetics and scenic values as well as their environmental attributes (e.g. wildlife and fish habitat, storage and transmission of flood waters, etc.). Included within this category are all floodways, wetlands, existing parks, woodlands, etc. Refer to the Sheboygan County Farmland Preservation Plan for a more detailed description. Within the town of Lyndon, the environmentally significant areas are found adjacent to the major waterways, in addition to large wetland complexes (Map 8.1). The environmentally significant areas total 2,031 acres within the town.

## **Town Zoning Ordinance**

The Zoning Ordinance for the Town of Lyndon, Wisconsin, states as its purpose, "... to promote the comfort, health, safety, morals, prosperity, aesthetics, and general welfare of Town of Lyndon.

The Zoning Ordinance lists as its intent the following:

- Stabilize and protect property values and the tax base.
- Recognize the needs of agricultural, forestry, industry, residence, recreation, and business in future growth.
- Encourage the appropriate use of land and conservation of natural resources.
- Encourage the wise use, conservation, development, and protection of the Town of Lyndon water, soil, wetlands, woodland, and wildlife resources and attain a balance between land uses and the ability of the natural resource base to support and sustain such uses.
- Preserve natural growth and cover and promote the natural beauty of the Town of Lyndon.
- Facilitate the adequate provision of public facilities and utilities.
- Promote the safety and efficiency of streets, highways, and other transportation systems.
- Promote adequate light, air, sanitation, drainage, and open space.
- Regulate the use of structures, lands, and waters outside of shoreland areas.
- Regulate lot coverage, population density and distribution, and the location and size of structures outside of shoreland areas.
- Prohibit uses or structures incompatible with natural characteristics, existing development or intended development within or adjacent to a zoning district.
- Implement those municipal, county, watershed, or regional comprehensive plans or their components adopted by the Town of Lyndon.

Refer to the Zoning Ordinance for the Town of Lyndon for a detailed explanation, and information on the restrictions and permitted uses of each of the zoning districts.

### **Town of Lyndon Zoning Districts**

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A-1 - Agricultural Land District	M-4 – Resources Disposal District
A-2 - Agricultural Land District	P-1 – Recreational Park District
A-3 - Agricultural Land Holding District	R-1 – Single Family Residence District (unsewered)
A-4 - Agricultural Related Manufacturing Warehousing and Marketing District	R-2 - Single Family Residence District (sewered)
A-5 - Agricultural Living District	R-3 – Multiple Family Residence District (sewered and unsewered)
A-6 - Agricultural Estate Land District	R-4 – Planned Residential Development
B-1 – Light Industrial Business District	R-5 – Lakeshore Residence District
B-2 – Heavy Industrial Business District	R-6 – Planned Mobil Home Park Residence District
B-3 – Highway Commercial Business District	PUD - Planned Unit Development Overlay District
B-4 – Neighborhood Business District	
C-1 – Lowland Conservancy District	
C-2 – Upland Conservancy District	
M-3 – Mineral Extraction District	

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The Wisconsin enabling legislation requires that zoning ordinances be made in accordance with a comprehensive plan. This has been interpreted by planning professionals to mean that the zoning ordinance must be based on a master plan or land use plan and that the ordinance must seek to implement that plan. The town of Lyndon comprehensive plan uses common future land use categories developed by the regional planning commission that allow for local flexibility and re-coding of more detailed local land use categories into a county and regional framework, while also allowing for re-coding to Town Zoning Districts.

### **Recycling Ordinance**

The Recycling Ordinance for the Town of Lyndon, Sheboygan County, Wisconsin, states as its purpose, "... to promote recycling, composting and resource recovery through the administration of an effective recycling program." The recycling ordinance sets requirements for the separation care, preparation and collection of recyclable materials for residential and non-residential facilities and properties. Refer to the Recycling Ordinance for the Town of Lyndon for more information.

### **Historic Preservation (Cedar Lane Road)**

The Lyndon Town Board adopted an ordinance providing for the historic preservation of the part of Cedar Lane Road between CTH V and CTH N and conditions concerning its use. The purpose of this ordinance states "... promoting the health, safety and general welfare of the community, is designated a historic place because of its special character, historic interest, aesthetic interest and other significant value for the purpose of preserving the place and its significant characteristics."

### **Wireless Service Facilities**

The Personal Wireless Service Facilities Ordinance of the Town of Lyndon, Sheboygan County, Wisconsin, is used to regulate the siting of personal wireless service facilities in the town of Lyndon so they do not adversely affect and cause harm to the public health, welfare, safety and property values.

### **Regulation of Boating on the Waters of Lake Ellen and Penalties for Violation Thereof**

This ordinance applies to the waters of Lake Ellen which lies in the southwestern portion of the town of Lyndon. The town has adopted the State Boating and Safety Laws (Wis. Stats. 30.50 to 30.71) and rules of the WDNR to regulate personal watercraft movement on the lake. The purpose of this ordinance is to protect the public health, welfare and safety, including the interest of the public in preserving natural resources of the state. For more specific information, please refer to the Ordinance regulating boating on the waters of Lake Ellen.

### **Sanitary Ordinance**

Chapter 70 of the Sheboygan County Code contains the Sheboygan County Sanitary Ordinance which promotes the proper siting, design, installation, inspection, management, and maintenance of private sewage systems. The Ordinance requires the preparation and approval of sanitary permits for the location, design, construction, alteration, installation and use of all private sewage and septic systems of residential, commercial, industrial, and governmental uses within unincorporated areas.

## **Subdivision Ordinance**

Chapter 71 of the Sheboygan County Code contains the Sheboygan County land subdivision ordinance. The ordinance regulates the unincorporated areas of Sheboygan County, or where incorporated communities have entered into agreement under sec. 66.30 Wisconsin Statutes, to exercise cooperative authority to approve plats of subdivisions, where the act of division creates five or more parcels from the same “Mother Tract” of land.

The “Mother Tract” of land is defined in the ordinance as, “A parcel of land that is, or at any time in the previous twenty (20) years was, in the same ownership. Contiguous parcels in the same ownership are considered to be one (1) parcel for purposes of this definition, even though the separate parcels may have separate tax identification numbers or were acquired at different times or from different persons.”

The ordinance includes a requirement for dedication of public parks and open space. The amount of land to be provided is based upon an equivalent of one acre per thirty-six dwelling units, with a minimum of one-half acre for undeveloped lots. In the event that the proposed park or open space would be too small, unsuitable or unnecessary for reasons particular to the division or neighborhood in which it is located, the subdivider of a plat or certified survey map can pay a fee of two hundred dollars per dwelling unit in lieu of land dedication.

The ordinance also contains design standards for streets, planned unit developments, lots, easements, and storm water drainage that must be complied with in order for the subdivision to be approved by the Sheboygan County Planning Commission. For a more detailed account of the Sheboygan County Subdivision Ordinance, refer to the Sheboygan County Code.

## **Official Map**

An Official Map is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. At this time, the town of Lyndon does not maintain an Official Map.

## **Erosion Control Plan**

Text relating to erosion control and storm water management can be found within the Sheboygan County Subdivision Ordinance, Section 71.21(h). The Sheboygan County Plan Commission requires subdividers to provide storm water management and control plans whenever it determines from the initial review of the preliminary plat or certified survey map that the soil, slope, vegetation, and/or drainage characteristics of the site are such as to require significant cutting, clearing, grading, shoreline stabilization, or land disturbing activities in the development of the subdivision or land division. The guidelines and specifications contained in Sheboygan County Erosion Control and Storm Water Management Guidelines and the accompanying technical reference provide the framework for design plans to be submitted under this section.

## **Sheboygan County Shoreland-Floodplain Ordinance**

The Sheboygan County Shoreland-Floodplain Ordinance, adopted by the Sheboygan County Board provides for the safe and orderly use of shorelands and promote the public health, safety and general welfare relative to surface waters, shorelands, flood prone areas and wetlands.

The shoreland ordinance controls building and regulates land use types within all lands that would be inundated by the regional flood and/or the 500-year flood for certain critical use facilities; and shorelands and wetlands of all navigable waters in the unincorporated areas of Sheboygan County which are: 1,000 feet from the ordinary high water elevation of navigable lakes, ponds, or flowages; and 300 feet from the ordinary high water elevation, or to the landward side of a floodplain, of the navigable reaches of rivers or streams, whichever distance is greater. For a more detailed description of the shoreland-floodplain ordinance, refer to The Sheboygan County, Wisconsin Shoreland-Floodplain Ordinance, Chapter 72.

### **Shorelands**

Shorelands are often viewed as valuable recreational and environmental resources in both urbanized and rural areas. As a result, the State of Wisconsin requires that counties adopt shoreland/floodplain zoning ordinances to address the problems associated with development in floodplain areas. Development in shoreland areas is generally permitted but specific design techniques must be considered. Development in these areas is strictly regulated and in some instances, is not permitted. The authority to enact and enforce these types of zoning provisions is set forth in Chapter 59.692 of the Wisconsin Statutes and Wisconsin Administrative Codes NR 115,116, and 117.

Sheboygan County is currently administering its Shoreland-Floodplain Ordinance in its unincorporated areas. The jurisdiction of the ordinance includes shoreland of navigable waters of the county which are 1,000 feet from the normal high water elevation of a lake, pond or flowage and 300 feet from the normal high water elevation of a river or stream, or to the landward side of a 100-year floodplain boundary. Map 8.2 illustrates the shoreland zones in the town of Lyndon.

### **CURRENT LAND USE INVENTORY**

A detailed field inventory of land uses in the town of Lyndon was conducted in the Summer of 2002 by the Bay-Lake Regional Planning Commission. This land use information was then compiled into generalized land use categories and is presented in Table 8.1 and Map 8.3 (Appendix C contains the detailed land use calculations). As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to help guide future land use planning efforts.

Table 8.1: Town of Lyndon 2002 Land Use

Land Use Type	Total Acres	Percentage Total Land	Percentage Developed Land
<b>DEVELOPED</b>			
Residential	181.4	0.82	22.65
Single Family	170.1	0.77	21.24
Mobile Homes	10.2	0.05	1.28
Vacant Residential	1.1	0.00	0.14
Commercial	11.0	0.05	1.37
Industrial	89.0	0.40	11.11
Transportation	258.2	1.17	32.24
Communications/Utilities	12.5	0.06	1.56
Institutional/Governmental	16.3	0.07	2.04
Recreational	23.3	0.11	2.91
Agricultural Structures	209.2	0.95	26.12
<b>Total Developed Acres</b>	<b>800.9</b>	<b>3.64</b>	<b>100.0</b>
<b>UNDEVELOPED</b>			
			Percentage Undeveloped Land
Croplands/Pasture	12,502.8	56.84	58.99
Woodlands	5,795.4	26.35	27.34
Other Natural Areas	2,632.1	11.97	12.42
Water Features	265.7	1.21	1.25
<b>Total Undeveloped Acres</b>	<b>21,196.0</b>	<b>96.36</b>	<b>100.0</b>
<b>Total Land Area</b>	<b>21,996.9</b>	<b>100.0</b>	

Source: Bay-Lake Regional Planning Commission, 2002.

**Planning Area**

The town of Lyndon makes up approximately 21,997 total acres of land. Of this, 801 acres, or 3.6 percent of the town is developed, leaving 96.4 percent of undeveloped lands in the town. These undeveloped lands consist mainly of woodlands and croplands/pasture.

**Residential Land**

Residential land in the town accounts for 181 acres or 23 percent of the developed land within the town. The majority of this land (170 acres) is single family residential with the remaining being manufactured homes and vacant residential structures. Residential uses are scattered throughout the community with a major concentration located around Lake Ellen.

**Commercial Land**

Commercial lands occupy approximately 11 acres within the town of Lyndon. Several businesses in the town of Lyndon include Pristine Waters, Goetsch Transportation Services, Dairyland Trading and Rooker Pet Foods. The majority of the commercial development in the town is found along STH 57.

### **Industrial Land**

Industrial land totals 89 acres or 11 percent of the developed land within the town. Uses within the town under this category include sand or gravel pits (58 acres) and open and enclosed storage (29 acres).

### **Transportation**

Transportation uses include the local road network, large parking facilities, etc. Within the town there are 258 acres of land that account for transportation uses. This is the largest portion of the developed land in the town at 32 percent. The land in this category consists entirely of the road network. Almost 50 acres of the road network is in state highways, 82 acres is in county highways and 79.5 acres is in the local road network. The road network is discussed in more detail in the transportation element of this plan (Chapter 5).

### **Communication/Utilities**

Uses under this category include land used for the generation, processing and/or transmission of electronic communication of water, electricity, petroleum or other transmittable products, plus for the disposal, waste processing and/or recycling of byproducts. Within Lyndon, 12.5 acres of the land in the town consists of communication/utility uses including sewage treatment facilities, electric and natural gas substations, transmission tower, etc.

### **Institutional/Governmental**

Institutional/governmental uses are defined as land for public and private facilities for education, health or assembly, for cemeteries and/or related facilities, and for all government facilities used for administration or safety, except public utilities and areas of outdoor recreation. Within the town, this category accounts for 16 acres of land. Uses in the town include the Lyndon Town Hall, religious facilities, etc.

### **Parks and Recreational**

Park and recreation lands account for 23 acres of land in the town. Much of the land in this category includes campgrounds, boat launch sites, park areas, etc.

### **Agricultural Structures**

Agricultural structures include sheds, silos and other farm structures. These uses account for 209 acres of land, or 26 percent of the developed land in the town. Agricultural structures are scattered throughout the town of Lyndon.

### **Croplands/Pasture**

This category represents the largest land use in the town, with approximately 56.8 percent (12,503 acres) of the town's total land area associated with some type of agricultural land including croplands, pastures, or grazing. The agricultural land is spread throughout the town, being interspersed with the large tracts of woodlands and wetlands.

### **Woodlands**

Woodlands represent the second largest land use category within the town accounting for 5,795 acres, or 26.4 percent of the total land. There are large tracts of woodlands scattered throughout the town, generally following the stream corridors and wetlands.

## **Other Natural Areas**

Uses in this category include lands primarily in a natural state for their natural functions including non-wooded wetlands, grasslands and prairies. Approximately 2,632 acres, or 12 percent of the total land in the town are included in other natural areas. These areas are scattered throughout the town and are generally adjacent to roads, homes, and croplands that are no longer farmed.

## **Water Features**

Water features include lakes, streams, rivers, ponds and other impoundments. In Lyndon there are approximately 266 acres of water related features. These features include Lake Ellen, the Waldo Mill Pond, Onion River, Mill Creek, Ben Nutt Creek, Nichols Creek and numerous ponds scattered throughout the town.

## **LAND SUPPLY**

### **Amount**

Currently the town of Lyndon allows for ample room to develop with residential, commercial, industrial, park and recreation, utilities, etc., while preserving the natural amenities found within the town. Design elements that promote open space, natural buffering, etc. are recommended to minimize any negative impacts and reduce conflicts between land uses.

The amount of land available for development within Lyndon is determined by factoring in the existing development and areas not recommended for development such as environmental corridors (wetlands with a 25 foot setback, floodplains, areas of steep slope, water resources with a 75-foot setback from the water resources, designated natural and scientific areas, parks and recreation areas, etc.). It is also the intent of this plan to preserve the prime agricultural lands within the town. After reviewing the many factors that have an affect on future development within the town, it is determined that the most appropriate locations for new development are adjacent to the villages of Waldo and Cascade. This is due to the large amount of environmental features and prime agricultural lands that exist within the town of Lyndon. The amount of land allocated for future development in Lyndon is considered adequate. However the town will need to continuously monitor population change, housing increases, etc. to determine if revisions to the amount of land allocated are needed.

### **Price**

The prices of developable lands vary depending on the surrounding land uses, location, access, services, along with other subjective factors. For example, residential prices can depend on whether a parcel has water frontage, is wooded, or has a vast amount of open space in and around it. Waterfront properties generally attract higher price listings. The land prices in the town will continue to fluctuate as the market continues to change. Contact any local realtor or the Assessor for the town of Lyndon to obtain more information on residential, commercial and other land prices within the town.

### **Redevelopment Opportunities**

Redevelopment possibilities within the town of Lyndon include:

- Areas within the town that are beyond repair should be redeveloped in a way that maintains the rural character, including scale, architectural styles, etc.

- A plan for the redevelopment of existing contaminated sites should be devised and evaluated. Since the nature of the contamination and clean up for these areas differs by site, the redevelopment plans for each specific site may also differ.
- Reclamation plans for past, present and future non-metallic mining sites should be enforced.
- Converting abandoned railroad corridors into recreational trails should be considered.

### **Demand**

Based on building permit information from the Wisconsin Department of Administration, the town of Lyndon experienced approximately nine housing permits per year for new residential construction from 1990 to 1999. All of the permits during this time frame were for single family structures. If this trend continues, the town could expect approximately 171 additional homes by the year 2020. In addition, the trend for many families has been to move from cities to lower density areas within the region, and commute an hour or more to work. If this trend continues, the demand for additional housing will likely increase in rural communities.

The demand for commercial or industrial lands in the town has not been high in the past 10 to 20 years. Many of the businesses have been locating within the surrounding municipalities due to the town lacking adequate public infrastructure. However the town contains major highways which provide exposure, thus the demand for commercial lands in the town of Lyndon may potentially increase during the planning period.

### **LAND USE ISSUES AND CONFLICTS**

The current development within town of Lyndon has occurred over many decades with the town maintaining its town zoning map. However, opportunities for conflict can arise, especially as growth occurs. The 20 Year General Plan Design addresses areas for uses with regards to their neighboring land uses and in many cases there are recommendations for additional steps to make the development practicable while limiting potential incompatibilities. For example, if residential growth takes place in the historically agricultural areas, allowing for adequate screening, setbacks and buffering should alleviate much of the incompatibility, as will additional town and county controls within the subdivision ordinance and ordinances regulating signage, lighting and noise. In addition, areas identified for possible highway commercial could include recommendations for additional design standards, to be determined by the town, to allow the least impact on neighboring uses. Lyndon will need to review its town zoning map along with the 20 Year General Plan Design map to address potential conflicts between various land uses.

### **ANTICIPATED LAND USE TRENDS**

Analyzing data within previous chapters of this plan, the following land use trends were developed for the 20 year planning period. It is expected that these trends will influence the town's future growth and preservation. The Town's Plan Commission and Town Board will need to address these trends over the next two decades in order to reach the town's desired vision. The following trends, along with the town's goals, objectives, and policies, the issue identification and the town's survey results were used to provide direction in the development of the General Plan Design.

- The demand for increased lot sizes will increase and the ratio of persons per household will decrease resulting in greater acreage needs to accommodate future residential growth.

- Residential developments surrounding the villages of Waldo and Cascade will develop at higher densities to preserve the rural nature of the surrounding town of Lyndon.
- The town of Lyndon can expect a projected minimum (700) occupied dwelling units and a projected maximum (790) dwelling units through the year 2020. This would result in a 154 to 244 occupied housing unit increase from the 2000 Census number of 546 occupied housing units.
- Prime farmlands will continue to be preserved in the town to allow for general crop farming.
- The rural character will continue to be maintained in the town, preserving the natural vegetative structure resulting in the protection of wildlife and fish spawning habitats.
- The use and monitoring of on-site wastewater septic systems and individual groundwater wells will continue within the town throughout the planning period.
- The trend of commercial businesses and industry within the town will likely fluctuate since the town lacks adequate public utilities, but contains major highway corridors for exposure.
- The town will likely experience a demand for services, as the median population age continues to increase.
- The town of Lyndon should work with Sheboygan County and surrounding communities to allow seasonal and year-round residents the ability to enjoy the recreational sites, waterways, woodlands and cultural sites for generations to come.

## **DEVELOPMENT CONSIDERATIONS**

### **Environmental and Public Utility Considerations**

The population projections found in Chapter 3 of this document can be used to provide the town with an adequate measure of the number of acres that will be needed to accommodate future growth. The following environmental and public utility considerations should be utilized to provide the town with an indication of which acreage of Lyndon is best suited for development.

Since suitable vacant lands exist within the town, it would **not** be necessary to propose development within the town's remaining "environmental corridors". These areas shall be protected and integrated into the overall development of the town. The town has an abundance of these unique areas including wetlands, floodplains and steep slopes which can add significantly to the aesthetic appeal of the community while providing important ecological and environmental functions such as stormwater retention and flood control.

The majority of residents in the town currently are not provided with municipal sewer and water. This plan recommends that individual property owners continue to install and maintain their own wells and on-site wastewater systems. The need for the protection of the watersheds and aquifers within the town is thus required in order to provide town residents with safe, usable water.

It is also determined that an adequate transportation network of collector and local roads are already in place throughout the township, which provide excellent access to several arterial roads (STH 57 and STH 28), and could readily serve future traffic flows generated from increased growth.

## **Planning Criteria**

Planning criteria are developed in order to give the community a sense in which to base their land use recommendations. Criteria make the planning process defensible when presenting scenarios to the general public and when modifying or developing alternative sites for land use developments. The criteria used by the town, when developing the general plan design, were based upon values identified by the State (Smart Growth Criteria), and the town of Lyndon goals, objectives, policies and programs – identified at the beginning of each preceding chapter of this plan (see each chapter’s strategies section).

The following *State* criteria are based upon Smart Growth criteria (s. 66.1001) encouraged within community plans:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

## **DESIGN YEAR LAND USE PROJECTIONS**

Map 8.4 was developed based on the information contained in previous chapters of this document including demographics, land use projections, physical characteristics, the goals, objectives, policies and programs, and the town’s survey results. Over a 22 month period, the

Lyndon Smart Growth Committee met more than 18 times to review town data and growth options. From these meetings and presentations to the public, a 20 Year General Plan Design was developed and approved.

### **Five Year Incremental Land Use Projections**

Wisconsin statutes require Comprehensive Plans to include projections, in five-year increments, for future residential, commercial, industrial and agricultural land uses in the community over the twenty year planning period. The following text details this specific requirement for the town.

#### **Residential Projections**

The methodology used to project the town's future residential land use acreage employed the following:

- the projected housing needs presented in Chapter 3 of this document,
- an average dwelling unit per 2 acre ratio for housing development,
- a multiplication factor ranging from 1.25 to 2.0 to allow for market flexibility.

Based on this methodology, the town would need to accommodate approximately 102 acres for future permanent residential development over the next five years, 123 acres between 2005 and 2010, 126 acres between 2010 and 2015, and 144 acres between 2015 and 2020, for a total of 495 acres needed by 2020. This is a net total for residential development. However, there are several other factors that must be taken into consideration including,

- it is **not** the intent of the plan to see an entire area within a classification to develop; rather the specified uses shall be allowed if consistent with the type, location, and density of the development;
- some of the lands would hinder development based on the nature of the area;
- within residential growth areas, lands must be allocated for future roads, parks, and recreation areas.

In most standard residential developments, these additional factors generally account for approximately 25 percent of the gross land area. Therefore, the gross total for land allocated for residential development should be approximately 660 acres in the town. On the General Plan Design Map, the town of Lyndon has allocated an adequate amount of land for future residential growth.

#### **Commercial Projections**

To calculate commercial land use projections, the Commission compared the current ratio of residential acreage to commercial land use acreage by parcel in the town (16:1) based on the 2002 land use inventory. Based on this methodology, the town may need to allocate approximately six acres for future commercial development over the next five years, seven between 2005 and 2010, eight acres between 2010 and 2015, and nine acres from 2015 to 2020. On the General Plan Design, the town has designated several areas along STH 57 for commercial development.

However, due to the close proximity of the city of Plymouth and the villages of Waldo and Cascade, the town recommends that the majority of future commercial businesses locate within

these surrounding communities which can provide adequate services. If additional commercial uses are allowed to develop in the town of Lyndon, these areas shall fit the character of the town, as well as allow for proper parking facilities and adequate buffers between the various business types.

### **Industrial Projections**

Industrial lands are projected in the same manner as the commercial lands. According to the 2002 land use inventory, the current ratio of residential acreage to industrial land use acreage in the town is 3:1. Therefore the town may need to allocate about 34 acres for future industrial development over the next five years, 41 between 2005 and 2010, 42 acres between 2010 and 2015, and 48 acres from 2015 to 2020.

However, the town of Lyndon does not see itself as being a community that would attract industries; thus the town has decided not to allocate industrial lands on its General Plan Design Map. It is felt that the majority of the industries should locate within the nearby city of Plymouth, or surrounding communities with adequate facilities and services. On the other hand, if light industrial uses are allowed to develop in the town of Lyndon, they shall fit the character of the town and be environmentally friendly.

### **Agricultural Projections**

Lyndon has a vast amount of agricultural lands and it is the town's intention to preserve much of the agricultural areas over the next 20 years. However, a portion of the lands currently being used for agricultural purposes may be developed over the next 20 years. Most development is recommended in the general areas designated on Map 8.4, but it will be difficult to determine the rate of agricultural decline since development will likely also occur in the rural portions of the town. An overall change in agricultural lands for the 20 year planning period can be determined by comparing Table 8.1 with Table 8.2. In addition, in order to preserve the prime farmland in the surrounding area, future land developments are encouraged to consider alternative design techniques such as clustering, conservation by design (Appendix E), etc.

## **DEVELOPMENT STANDARDS**

### **General Plan Design Classifications**

The following text discusses each of the major recommended land use classifications as depicted on the General Plan Design Map (Map 8.4). The classifications listed are similar to those which were developed and are utilized by the Regional Planning Commissions (RPC) of eastern Wisconsin. (Bay-Lake RPC and Southeastern Wisconsin RPC). These classifications were utilized in the development of Lyndon's 20 Year General Plan Design to assist the town with allocating various areas for the different types of land use. The town made recommendations for these land use classifications which best represent the community's character and are in the best interest of the town and its citizens.

The following are the nine classes of future land use associated with the Town of Lyndon General Plan Design. A more detailed explanation of recommended uses within each classification can be found in the Recommended Development Strategy portion of this plan beginning on page 8-19.

1. Residential
2. Commercial
3. Light Industrial
4. Governmental/Institutional/Utilities
5. Parks & Recreation
6. Agricultural
7. Woodlands/Open Space
8. Transportation
9. Environmental Corridors

### **Residential**

Identifies areas of existing, or recommended for higher density residential developments than that of the remainder of the town. These designated areas are located adjacent to the villages of Waldo and Cascade, including lands around Lake Ellen.

### **Commercial**

Identifies areas recommended for appropriate commercial developments within the town of Lyndon. This classification also incorporates existing and future home occupational businesses.

### **Light Industrial**

Discusses areas within the town that would be suitable for light industrial development. This classification also identifies suggested development standards for new light industrial development.

### **Governmental/Institutional/Utilities**

Identifies existing, or planned governmental/institutional facilities and utilities within and adjacent to the town.

### **Parks & Recreation**

Discusses park and recreational recommendations within or adjacent to the town of Lyndon.

### **Agricultural**

Illustrates lands recommended to be preserved for the purpose of the raising of livestock and general crop farming. Also recommendations are discussed for innovative development techniques within this classification.

### **Woodlands/Open Space**

Identifies areas of vast woodlands and valuable open spaces within the town of Lyndon. Also provides recommendations regarding the preservation and enhancement of these areas.

### **Transportation**

Identifies the existing road network in addition to recommendations for safety and improved traffic movement in the town.

## **Environmental Corridors**

Contains four elements including; 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands, steep slopes of 12 percent or greater, and a 75-foot setback from all navigable waterways as defined by the Sheboygan County Shoreland/Floodplain Zoning Ordinance. Also included are other significant features or areas identified by the town (i.e. Cedar Lane Road from CTH N to CTH V).

## **RECOMMENDED DEVELOPMENT STRATEGY**

The classifications detail the type, location and density of use. This portion of the plan will detail further recommendations on the land uses within the town of Lyndon. The following text discusses each of the recommended land use classifications as depicted on the General Plan Design Map. It should be noted that the specified classification does not designate individual areas within the classification for development, rather, it designates the entire area for that use to occur. Also, it is not the intent of the plan to see the entire area within a classification to develop, rather the specified uses be allowed if consistent with the type, location, and density of the development in the event of a land conversion. The type and density of the land use is identified within each classification.

## **Residential Development**

As residential development pressures increase, the town must closely monitor the proposed types of development regarding their impacts on the natural resources and rural nature of the town.

### ***Residential Classification***

It is the intent of this classification to steer residential development to areas adjacent to existing dense development and areas currently platted out for dense development rather than it being scattered throughout the town.

### ***Recommendations:***

1. **Existing residential developments are proposed to remain intact.** Residential developments found within this classification will continue throughout the 20 year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures.
2. **Designated areas are located adjacent to the villages of Waldo and Cascade and around Lake Ellen.** These areas contain existing dense residential development (i.e. Lake Ellen), or are located adjacent to communities that contain dense development patterns, adequate facilities and nearby access to major highways. Recommending the residential classification adjacent to the villages also aids in preserving the open spaces, viewsheds and natural settings found throughout the town of Lyndon. It also ensures that the majority of farmlands found throughout the town are preserved, thus lessening potential conflicts between residential and agricultural land uses.
3. **Single family residences will be the primary development** in these designated areas within the town, recommending a minimum lot size of **two acres** for future unsewered single family developments. However, multi-family residential may also be allowed within this classification where the town feels it appropriate. Future residential developments are intended to promote orderly and efficient growth which is consistent with the adjacent land uses.

4. **Infilling of existing vacant residential lots two acres or greater will also be allowed** within this designation to control the scattering of development throughout the town. The town would benefit from new infill development that co-exists well, in terms of design, with existing structures.
5. **New residential development types (single-family and multi-family) are encouraged to conform with surrounding uses.** A new development that is out of context due to size, use, or architectural character may detract from existing adjacent properties visually and economically in terms of property values.
6. **Future developments should maintain the rural character along major corridors (i.e. State and County Highways).** The town recommends that these lands be used for residential uses that will maintain the natural views that currently exist within these areas. It is recommended that developments along major corridors in these areas apply landscaping/buffers that would help to preserve the rural atmosphere of the town.
7. **Adequate housing for all persons in the community should be advocated.** Housing should be promoted for people with low to moderate income, the elderly, and residents with special needs. The town recommends a mix of new housing, including starter homes, be located near or within adjacent communities where public services and facilities are more adequate.
8. **Existing farming uses are allowed** to remain within this residential classification. New residential developments locating near existing farming operations are encouraged to establish natural buffers in order to limit conflicts.
9. **Future residential developments shall be sensitive to natural features.** Environmentally sensitive lands (i.e. woodlands, wetlands, floodplains, etc.) in new areas of residential development should be preserved to the greatest extent possible to maintain the natural beauty of the area and preserve the wildlife habitat.
10. **Cooperation with the villages of Waldo and Cascade on future developments adjacent to the village boundaries should be maintained.** With future residential developments recommended adjacent to the villages, the potential exists that sewer, water, etc. be provided to these areas. In addition, the villages have a 1.5 mile extraterritorial plat review boundary beyond their village limits. Therefore, a cooperative boundary agreement is encouraged in order to ensure each village's cooperation regarding future development and the provision of services.
11. **Detailed site plans shall be approved by the town and corresponding village in order to guide any subdivision development within these residential areas.** Site plans shall detail the land use mix, densities, road layouts, open spaces, etc. The specific details of each site plan will be at the discretion of the town and corresponding village, ensuring that the approval or denial is based on sound land use planning, is developed without negatively affecting the natural environment, and comply with the town and corresponding village "Official Maps" regarding street extensions and minimum standards for streets.

***Agricultural Areas/Woodlands/Open Space (for Residential Development)***

Potential areas with future residential development include lands within agricultural, wooded and open areas found throughout the town. However, the town feels that further development of these

areas will likely spur greater fragmentation of the remaining agricultural lands and natural features within the town. Therefore development within these classifications will need to be carefully planned to protect and preserve its farmland and that which makes up Lyndon's landscape and overall character.

*Recommendations:*

1. **Existing residential developments throughout the town are proposed to remain intact.** Existing residential developments found throughout the town will continue throughout the 20 year planning period with the possibility and rehabilitation or redevelopment of existing structures.
2. **Agricultural activities will continue.** As new residential developments occur within this classification, the property owner shall be aware that all farming activities will continue regardless of odor, dust, noise, etc.
3. **Future residential development should be encouraged toward areas in the residential classification** (areas in yellow) on the General Plan Design Map (Map 8.4). In order to maintain the rural atmosphere of Lyndon and strive for farmland preservation, the Town Plan Commission and Town Board should encourage rezones in the Residential Classification on Map 8.4, and discourage rezones in areas illustrated as Agricultural areas and Woodlands/Open Space areas.
4. **The town encourages new development techniques which maintain a balance between natural areas and new development.** As new development occurs within the town, the surrounding natural amenities that exist may be preserved by utilizing various development techniques such as conservation/cluster subdivisions (Appendix E). These techniques can help protect the surrounding environmental features, allow for more open space, and preserve farmland and wildlife habitats within the town. The specific details of the subdivision design shall be at the discretion of the town (and corresponding village if within 1.5 miles of village boundary), ensuring that the approval or denial is based on sound land use planning, and the development minimizes the negative affects on the areas environmental features and farmland.
5. **The town should require detailed Site Plans for all non-agricultural developments.** Any non-agricultural developments proposed for areas in the Agricultural designation on the General Plan Design shall demonstrate detailed site plans. The developments shall be evaluated on a list of criteria set by the town of Lyndon. Approval or denial will be based on the criteria. The following are examples of general criteria that will need to be analyzed by the Town Plan Commission and Town Board prior to making a decision.
  - physical measurements and topography,
  - geology, hydrology and vegetation,
  - structure, utility and roadway locations and dimensions,
  - effects on neighboring properties,
  - economic impacts,
  - natural resource impacts,
  - necessary permits from other agencies, etc.

Various criteria are found in this comprehensive plan and the town's zoning ordinance to assist with much of the decision making process.

6. **Single family residential development, if permitted, should have a minimum density of one residential unit per two acres to a maximum of 5 acres.** The intent of the plan is to preserve the town's agricultural lands and its scenic atmosphere. With this range in density, it is expected that many of the natural amenities in the town can be retained, including large tracts of woodlands, open space, etc.
7. **The town shall control the future developments by maintaining these wooded areas under the one dwelling unit per five (5) acre minimums.** Rarely should the woodlands be developed with greater densities. Lands adjacent to woodlands may be developed at the same or at higher densities, but the town prefers a sensitive approach to future development and is thus viewing favorably unique development options such as conservation subdivision designs (Appendix E) or clustering to take place. Any new developments will be required to present detailed site plans that illustrate the development is located in a manner that will have a minimal impact on wildlife habitats and other natural areas within the town. In addition, preserving open space views along the town's roadways is also encouraged when development occurs within the woodlands classification.
8. **Developments should be done in a manner that will minimize potential conflicts.** If residential development were to occur in this classification, adequate buffers are encouraged between farming and non-farming operations in order to lessen conflicts. If it is found that new residential development will not have a negative affect on an existing farm operation or the rural character of the town, the residential development may be allowed to occur.
9. **Existing viewsheds should be maintained.** Care shall be given that developments occurring within these areas and along transportation corridors (i.e. state and county highways, or town roads) not negatively impact the view along these roads. Any future developments should be situated with ample buffer strips of natural vegetation between adjacent roads and the developments. This would help screen the development and thus maintain the existing rural character residents want to preserve.

Overall, the town recommends future residential developments within the proposed Residential Classification. This practice will encourage infill development, orderly development patterns and discourage further fragmentation of agricultural areas. All subdivisions proposed within the town of Lyndon shall be submitted to the Town Plan Commission and corresponding village (if within 1.5 miles of village boundary) for review.

Additionally, it is the intent of this plan to see all future residential developments occur without negatively affecting the function or the look of the town's unique environmental features. Large stands of trees as well as open spaces, if they are to be developed, should be developed in such a way as to complement their scenic beauty. The town's vision is to protect existing natural areas (vegetated areas and/or open space views) and productive farmland from being developed by steering most development to areas designated primarily for Residential development (Map 8.4).

## **Commercial Development**

The town does not view itself as a community that would attract large commercial businesses during the twenty year planning period. These large businesses are expected to locate within nearby communities that have adequate infrastructure (i.e. Plymouth, Cascade, Waldo, etc.).

However, the town has designated several future commercial sites along STH 57 taking advantage of the excellent exposure and access to the highway (see Map 8.4). The Commercial category for Lyndon identifies areas primarily for transient commercial uses and possible community commercial businesses (e.g. restaurant, etc.).

*Recommendations:*

1. **Commercial uses throughout the town are envisioned to continue.** Those businesses that are in current commercial operations will continue to function throughout the 20 year planning period.
2. **Areas for new commercial developments should be concentrated.** If any new commercial uses are to be developed within the town of Lyndon, they are recommended to be concentrated in areas along STH 57, and not dispersed throughout the town (see Map 8.4). Any other areas proposed within the town for commercial developments should be reviewed to limit incompatibilities (e.g. noise, lighting, etc.).
3. **The appearance of commercial structures should be controlled by the town.** Areas filled with blaring lights, competing signage, and vast areas of asphalt and concrete distract drivers and can detract from the town's rural character. The town should closely involve itself by forming a committee to review the designs and landscaping of future commercial establishments through building scale and appearance in order to maintain its rural character.
4. **The town is encouraged to provide safe access to future commercial sites.** Access roads will intersect several local roads and County Highways to reach the potential commercial businesses. As suggested by the Wisconsin Department of Transportation, the town of Lyndon recommends these future access roads be 500 feet from the STH 57 pavement edge on town roads, and 1,000 feet from the STH 57 pavement edge on County Highways. These recommended distances should help provide for safe ingress and egress.
5. **Access to the designated commercial areas should be maintained to one or two areas and not individual lots along the access roadways.** This will provide for more efficient traffic flow and safety. Also, if possible, commercial developments should allow for shared parking and driveways, have ample landscaping to break-up the parking areas as well as to shield the view from the roadway.
6. **Commercial signage should be controlled.** In order to control signs appearances, rather than allowing signs to control the town's appearance, the town may need to address signage regulations. Several sign designs that are inflatable, glittering, flashing, rippling, sparkling, have strings of lights, made with tinsel, "pom poms", pinwheels, pennants, banners, and streamers can have the potential to degrade the rural character of the town. It is also recommended that blaring lights, changeable lettering, electronic messaging, and trademark colors be prohibited because they are often deemed disruptive.
7. **Home-based businesses are envisioned to remain and are permitted.** With greater access to the Internet and better telecommunication systems, working from the home is a viable alternative to traditional employment practices. These uses do not need a zoning change and rarely disrupt neighboring uses. Each of the classifications, regarding

residential uses, recognizes home occupational businesses as a permitted use. The town will need to ensure that those home occupational businesses that do exist do not outgrow their current location or become nuisances to adjoining land owners. Those home occupational businesses that need a zoning change (to continue to operate) will be encouraged to relocate their business in commercial areas identified on the General Plan Design.

Overall, as with any kind of development, when commercial development is proposed within the town, the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs to benefits. The town should **not** encourage the development of commercial businesses that are not consistent with the scale of the town. More intensive commercial businesses should be directed to other adjacent communities that currently have adequate infrastructure and services.

## **Light Industrial Strategy**

Given Lyndon's proximity to several incorporated communities, the town does not envision itself as attracting large industries. Therefore the town has not designated any sites for future industrial development on the General Plan Design Map (Map 8.4). However, if any new light industry were to locate within the town, it shall reflect the character of the town.

### *Recommendations:*

1. **The town should guide large industrial development to adjacent communities.** Since the town does not view itself as attracting industry, it is envisioned that new industries locate in adjacent communities (e.g. Plymouth, etc.) with existing services and infrastructure. The town of Lyndon does not feel it will be cost effective to provide the services (emergency, fire, sewer, water, etc.) that large scale industrial businesses require. The community survey also indicated that the majority of the respondents felt there is not a need for industrial development.
2. **It is the recommendation of the town that existing industrial lands remain throughout the planning period.** These areas generally consist of storage facilities and other small industrial uses that exist in the town.
3. **If light industry is to locate within the town, it shall be compatible with the character of the town.** Any new industry allowed must be consistent with the scale of the town and be environmentally sound. Industrial developments shall incorporate buffers to lessen conflicts and maintain the rural character of the town.
4. **The town should ensure any past, present and future quarry operations are properly closed and that negative impacts do not affect neighboring properties.** The town will monitor quarries for negative effects and work with surrounding towns, Sheboygan County and state agencies to ensure they are reclaimed to a natural setting.
5. **Existing industrial sites should be redeveloped.** This plan is recommending the assessment and cleanup of any environmentally contaminated sites in the town and utilizing them for more productive uses. The town is encouraged to have any potential sites evaluated and devise a plan for the redevelopment of contaminated areas.

As with the commercial development, when light industrial development is proposed within the town the Town Plan Commission and Town Board must closely monitor the capacities of the infrastructure and community services that accommodate this new development and weigh the future costs (i.e. providing services/utilities) to benefits.

## **Governmental/Institutional/Utilities**

This classification identifies the Lyndon Town Hall, village of Cascade sanitary retention ponds, the telecommunication tower, etc. Due to Lyndon's rural nature, many of the governmental/institutional facilities and utilities are provided and located in other communities, thus are not mapped. Other uses in the town under this classification not identified on the map include the religious sites, cemeteries, town shop, etc.

### *Recommendations:*

1. **The Town Board will continue to monitor services provided to the town residents** although many of these services are being provided by other agencies and municipalities. The Town Board should work with adjoining communities and Sheboygan County to help provide future services as effectively and efficiently as reasonably possible. The town should continue to monitor the quality of fire, police and emergency services, etc. provided to ensure adequacy. The town is also encouraged to explore different options for handling future road maintenance, recycling services and disposal of solid waste, which could be more cost effective and more efficient for its residents. In addition, the Lake Ellen sanitary district should be monitored to determine the adequacy of the system for future growth in the area.
2. **Consider renovating existing Lyndon Town Hall or discuss the possibility of a shared facility with a surrounding community.** The Town Hall should be handicapped accessible and have adequate voting facilities. Therefore the town is encouraged to consider renovating the Town Hall facility. In addition, Lyndon should continue to work with the adjacent communities about the possibility of sharing a facility for community meetings.
3. **The town is encouraged to become actively involved with School Districts.** Lyndon should become involved with the long-range plans of the four School Districts (Plymouth, Sheboygan Falls, Random Lake and Oostburg) that are located in the town. The Town may establish a group or committee with citizens from each district to become aware and informed on situations such as new facilities, improvements to existing structures, curriculum changes, etc.
4. **The town should consider prohibiting all sewage systems within the town's environmental corridors.** The town should utilize its environmental corridors (i.e. wetlands, floodplains, steep slopes, etc.) as identifiers in areas where sewage systems may be prohibited to protect groundwater quality.
5. **The town should continue to work with Sheboygan County** to ensure that private septic systems are monitored and in good working order throughout the township. Also, the town should cooperate with the Sheboygan County Sheriffs Department to explore options of maintaining a high level of services.

6. **The town should consider applying for grants and other aids to assist the town in providing needed services.** Grant and aid programs may be explored by the Town Board when considering improvements to any of the town services or facilities. Sheboygan County or the Bay-Lake Regional Planning Commission are several entities that can inform the town on future grants available to them.
7. **The town of Lyndon will continue to review/update its Wireless Communications Facilities Ordinance and be aware of the changing issues on telecommunication towers and antennas.** The expanding use of "cell phones" provides many benefits, including safety and convenience. However, problems can arise when new towers, that are often hundreds of feet high, are built near people's homes, next to historic buildings, or in rural, scenic areas. Lyndon should work with adjoining communities to discuss issues such as alternate structures, joint use of new and existing towers, and visual and other potential adverse impacts of telecommunication towers. In addition, Lyndon must be informed as to when and where possible telecommunication towers may be constructed in and around the town.
8. **Ensure the updating of the Town of Lyndon Zoning Ordinance.** With the adoption of this comprehensive plan, the town must update the text of the Town of Lyndon Zoning Ordinance to be sure it is consistent with this comprehensive plan. The town's zoning map will need to be updated to reflect the categories in the new ordinance; however, the new zoning map should reflect the current use of the land in the town and **not** the future land use depicted on the General Plan Design Map (Map 8.4). The Zoning Ordinance will best protect the residents' quality of life, while providing the needed controls over incompatible uses. The town also recommended working with adjoining towns in order to make the land use regulations somewhat consistent with each other.

## **Parks and Recreation**

With the exception of the Lake Ellen boat launch, the town of Lyndon does not contain any recreational facilities. Given the close proximity of recreational facilities in the villages of Waldo and Cascade, the town has decided not to designate any future park areas. However, the potential exists for other recreational uses in the town.

### *Recommendations:*

1. **Cooperation in planning park and recreational facilities.** If future recreational development were to occur, it is recommended that the town cooperate with the surrounding towns, Sheboygan County, etc. to promote connectivity of recreational uses such as trails.
2. **Work cooperatively with the Wisconsin DNR on potential recreational sites.** Since the DNR owns a considerable amount of land within Lyndon, the town should cooperate with the DNR to determine the possibility of utilizing environmental corridors on DNR lands for future recreational uses. Also determine if the DNR has any future plans for the lands they own.
3. **Consider existing railroad corridor for future trail use.** Promote the possibility of rails-to-trails by converting the Canadian National railroad corridor into a trail in the future.

## **Agricultural Strategy**

The purpose of this classification is to preserve existing lands devoted to the growing of crops and the raising of livestock.

### *Recommendations:*

1. **The town should preserve, where appropriate, agricultural lands and open spaces.** The Agricultural classification was developed based upon the principle that the town will encourage the preservation of agricultural lands and the farmer's right to farm in order to better serve the residents of the town. It is also intended to safeguard, for future generations, the rural, agricultural atmosphere and character valued by the residents of the town of Lyndon.
2. **Developments for agricultural uses (e.g. hobby farms, etc.) within this classification are recommended to be a minimum of 5 acres.**
3. **Future residential developments are encouraged to be directed toward areas in the residential classification** (areas in yellow) on the General Plan Design Map (Map 8.4). In order to maintain the rural atmosphere of Lyndon and strive for farmland preservation, the Town Plan Commission and Town Board should encourage rezones in the Residential Classification on Map 8.4, and discourage rezones in areas illustrated as Agricultural.
4. **Low density residential development should be considered** if residential development is permitted, a single family residence with a two acre minimum to a five acre maximum is recommended in order to preserve natural areas, viewsheds, open spaces, and areas deemed important for the town to keep preserved.
5. **Site Plans should be required for all non-agricultural developments.** Any non-agricultural development proposed for areas in the Agricultural designation on the General Plan Design shall demonstrate a detailed site plan. The development shall be evaluated on a set of criteria set by the town of Lyndon (see page 8-21, #5). Approval or denial will be based on the criteria set.
6. **The town encourages new development techniques and programs which will preserve as much farmland as possible.** As new development occurs within the town, the surrounding farmland that exists may be preserved by utilizing various development techniques such as conservation/cluster subdivisions (Appendix E). These techniques can help protect the surrounding productive farmlands within the town. The specific details of the subdivision design shall be at the discretion of the town (and corresponding village if within 1.5 miles of village boundary), ensuring that the approval or denial is based on sound land use planning, and a minimal amount of prime farmland is converted for development purposes. The town is also encouraged to work with Sheboygan County to promote such programs as Purchase Development Rights to protect productive farmlands.
7. **As development pressure increases, the town will need to weigh the cost of converting farmland into other intensive uses.** A preferred approach is to encourage property owners thinking about developing subdivisions to plan for development on lands that are least productive (based upon the Natural Resources Conservation Services (NRCS) map data). This will aid in the continuation of preserving the most productive farmlands for future farming use, as well as those lands most buffered/hidden from the

views of individuals driving along town roads and county and state highways. Ultimately, this will keep large areas of open space undeveloped in order to maintain a sense/perception that the town is still a rural community.

8. **Natural buffers should be encouraged for development.** Adequate buffers are encouraged between farming and future non-farming operations in these areas in order to lessen conflict between land uses. Decisions to allow residential development in areas identified for agricultural uses should be limited and decisions to approve or deny must be based on sound land use planning criteria.
9. **The town should advocate that these agricultural lands are under adequate farming practices.** It is important for these lands to continue to be under the best management practices for agricultural activities. Inappropriate agricultural practices can have a significant adverse impact on the quality of surface water and groundwater unless properly managed.
10. **It is also recommended that the town address the issue of large-scale farming operations.** The trend in farming within the State of Wisconsin is showing that the smaller, family-owned farms have difficulty trying to compete with the larger farming operations, which eventually leads to the smaller farms ceasing operations and possibly selling out to developers just to survive. This in turn, could change the landscape of the town as a whole, and possibly create conflicts between different types of land uses.

Throughout the State of Wisconsin and beyond, the trend is turning to cooperative farming practices in which two or more small farming operations combine funds and equipment in order to keep up with the corporate mega-farms. To address the mega-farming issue, it is recommended that the town, along with UW-Extension, Sheboygan County, and other professional agencies develop a program to discuss several issues including the potential impacts that these corporate farms pose to the environment, as well as how mega-farms can affect a community's character. Several issues may include the spreading of animal waste, maintenance of local roads, etc. The town should also address large-scale farming operations when updating its zoning ordinance.

## **Woodlands/Open Space**

The Woodlands/Open Space classification is intended to achieve the goal of encouraging the preservation of woodlands and valuable open spaces within the town of Lyndon. These areas historically have not been farmed or developed due to the natural limits of the existing soils.

### *Recommendations:*

1. **Allowing limited residential developments within and/or adjacent to stands of woodlands may be acceptable to the town.** Many of the woodlands within the town are undisturbed. However, the town will likely face growing pressure to develop within these wooded areas and/or adjacent to them over the twenty year planning period. Many people are looking for home sites that already contain, or are adjacent to natural features (such as a wood lot, steep slopes, etc.)
2. **Consider controlling the future developments by maintaining these wooded areas under the one dwelling unit per five (5) acre minimums.** Rarely should the woodlands be developed with greater densities. Lands adjacent to woodlands may be

developed at the same or at higher densities, but the town prefers a sensitive approach to future development and is thus viewing favorably unique development options such as conservation subdivision designs (Appendix E) or clustering to take place. Any new developments will be required to present detailed site plans that illustrate the development is located in a manner that will have a minimal impact on wildlife habitats and other natural areas within the town. In addition, preserving open space views along the town's roadways is also encouraged when development occurs within this classification.

3. **Encouraging the replacement of woodlands (reforestation).** The town encourages new developments to replenish the woodlands that are removed by planting trees in areas that would be beneficial to the natural makeup of the area and the community as a whole. Benefits include maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, erosion prevention, etc.

## **Transportation**

The town of Lyndon's transportation network consists of two state highways, many county highways and various town roads. The local road system that is in place provides good traffic flow within the town. In addition, the maintenance of these roads has been adequate in the past.

**Require Area Development Plans.** If any new subdivisions are proposed within the town, the Lyndon Plan Commission and Town Board should require Area Development Plans. This will allow the town to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the town's future maintenance costs.

**Consider adopting an Official Map** to delineate future road extensions. An Official Map allows the Town Board to review development requests to ensure that all new developments and roads conform to the town's Official Map. In addition, the town is encouraged to work with the villages of Waldo and Cascade and surrounding communities to advocate consistency between the various Official Maps.

**Preserve town views along major transportation routes.** Limiting driveways and recommending landscaping/buffers along major transportation corridors assists in preserving the rural atmosphere that the town currently maintains.

**Provide safe access to future commercial sites adjacent to STH 57.** Access roads will intersect several local roads and County Highways to reach the potential commercial businesses adjacent to STH 57. As suggested by the Wisconsin Department of Transportation, the town of Lyndon recommends these future access roads be 500 feet from the STH 57 pavement edge on town roads, and 1,000 feet from the STH 57 pavement edge on County Highways. These recommended distances should help provide for safe ingress and egress.

**Ensure a cost effective road system management plan.** In order to control expenditures on town road repairs, it is recommended that the Town Board utilize the PASER (Pavement Surface Evaluation and Rating) program to assist in maintaining the roads in the future. The information derived from the PASER survey is used to assess the overall condition of road pavements and to determine the town's road maintenance, restoration and construction needs.

## **Environmental Corridors**

The preservation and protection of natural areas within the town of Lyndon will become increasingly important as population and development pressures increase. Many natural features are unsuitable for development, enhance the appearance of the town, or improve natural processes such as flood control, water retention or groundwater recharge. Wetlands, floodplains, Lake Ellen, and the rivers and creeks in Lyndon are all significant natural features within the town.

### *Recommendations:*

1. **This plan recommends that the natural features within the town remain in their natural state or be minimally modified for possible recreational uses.** Environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2) WDNR wetlands, (3) steep slopes of 12 percent or greater, (4) and a 75-foot setback from all navigable waterways. These four elements provide serious limitations to development, plus the floodplains, wetlands and the 75-foot building setback are generally regulated by either the federal, state, or county government. Together, these elements represent the areas of the town that are most sensitive to development and are intended to be preserved.
2. **Preserve the southern portion of Cedar Lane Road.** In addition to those elements of environmental corridors listed in recommendation number one, the town has decided to consider the southern portion of Cedar Lane Road from CTH N to CTH V as part of the town's environmental corridor. The town considers this road, and lands around it, as major components of the community's identity. The town feels that any development near the area would detract from its aesthetic beauty.
3. **Maintain vista along STH 57.** The town of Lyndon has also decided to designate an area along STH 57 as a portion of their environmental corridors. The town feels the area just to the north of the village Waldo and west of STH 57 should be preserved given the scenic vista it provides.
4. **Use this plan to serve as a guide for the preservation of environmental corridors.** Using the environmental corridors as a guide when reviewing proposed developments will give the town background information on what areas the town residents believe are important to maintaining the town's rural character and the quality of its natural resource base. The town should direct development away from environmental corridors, as much as possible - or have them sensitively designed within developments which will help minimize the negative effects on wildlife habitats and the rural nature of the town.
5. **Maintain wildlife corridors.** The town of Lyndon indicated that the land between the villages of Waldo and Cascade should be maintained in a rural setting in order to maintain ample wildlife corridors. Developments in the area between the villages, along STH 28, must be carefully reviewed. Prior to development being allowed in these areas, the developers must illustrate that it will have a minimal affect on wildlife habitats.
6. **Utilize existing natural areas to enhance the character of the town.** It is encouraged that the town preserve large natural areas and/or features within possible subdivisions to

enhance/retain buffers between residential uses and transportation routes, sheltering the developments while also helping to shield the developments from views along the routes.

### **IDENTIFIED “SMART GROWTH” AREAS**

During the planning process, the town of Lyndon Smart Growth Committee developed a recommended land use plan (Map 8.4) which identifies how the town should develop and preserve its lands throughout the 20 year planning period. During this process the Lyndon Smart Growth Committee identified areas that are considered “smart growth areas”. According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.” The “smart growth areas” within the town are found adjacent to the villages of Waldo and Cascade. Locating new areas of development near the community’s existing development allows for more orderly and efficient development patterns. In addition, locating the higher density developments adjacent to existing developments also assists the town in maintaining its rural character, while preserving the many valuable natural areas and agricultural lands that make up much of Lyndon’s landscape.

### **SUMMARY**

Overall, the Town of Lyndon General Plan Design is the result of approximately 22 months of preparation and work done by the Town of Lyndon Smart Growth Committee which generally worked towards several issues including:

- finding a balance between individual property rights and community wide interests and goals;
- steering residential developments to areas designated within the town in order to minimize land use conflicts;
- understanding the value of environmental corridors and wildlife habitats by steering development away from these areas;
- promoting environmental corridors to serve as natural buffers which will help lessen conflicts;
- preserving farmlands within the town;
- maintaining the town’s rural and open space character;
- steering more intensive developments toward the villages of Waldo and Cascade and the city of Plymouth in order to promote more efficient development patterns;
- cooperating with Sheboygan County, adjacent communities;
- identifying enough land to accommodate a variety of developments over a 20 year planning period.

The effect that this comprehensive plan will have on the town is twofold: first, it provides a future development scheme which is not only cost-effective but is also compatible with the town’s existing development pattern and provides for the achievement of the town’s vision and

goals outlined within the plan. Secondly, it identifies a responsible program to improve the overall condition and delivery of public facilities and services. In simple terms, the town must not only plan for new development that may occur, but must also plan on the timing and location of the new development that is within the framework of this plan design. To accomplish this, the Town Board, Town Plan Commission and town residents must work together in an organized and cooperative manner on all future planning efforts within the community. This may require cooperative agreements and joint planning with the adjoining communities and Sheboygan County.

Table 8.2 contains a summary of the year 2024 land uses which have been designated in the General Plan Design for the town of Lyndon along with their approximate acreage totals. It is important to note that the 2024 acres are by general location and not by individual land uses, resulting in larger acreage calculations than those acreage totals found in the 2002 land use inventory.

Table 8.2: 2024 General Plan Design Acreage Calculations, Town of Lyndon.

Land Use Type	2024 Acres
Residential	1,840
Commercial	288
Light Industrial*	0
Governmental/Institutional/Utilities	13
Parks and Recreation	4
Transportation	258
Agricultural	13,850
Woodlands/Other Natural Areas	5,478
Water Features	266
<b>Totals</b>	<b>21,997</b>

\* No Light Industrial areas are mapped, however industrial uses will be considered during the 20 year planning period (see pg. 8-24).

Source: Bay-Lake Regional Planning Commission, 2004

# Farmland Preservation Town of Lyndon Sheboygan County, Wisconsin

-  Agricultural Preservation Area
-  Transition Area
-  Environmentally Significant Area
-  Exclusion Area

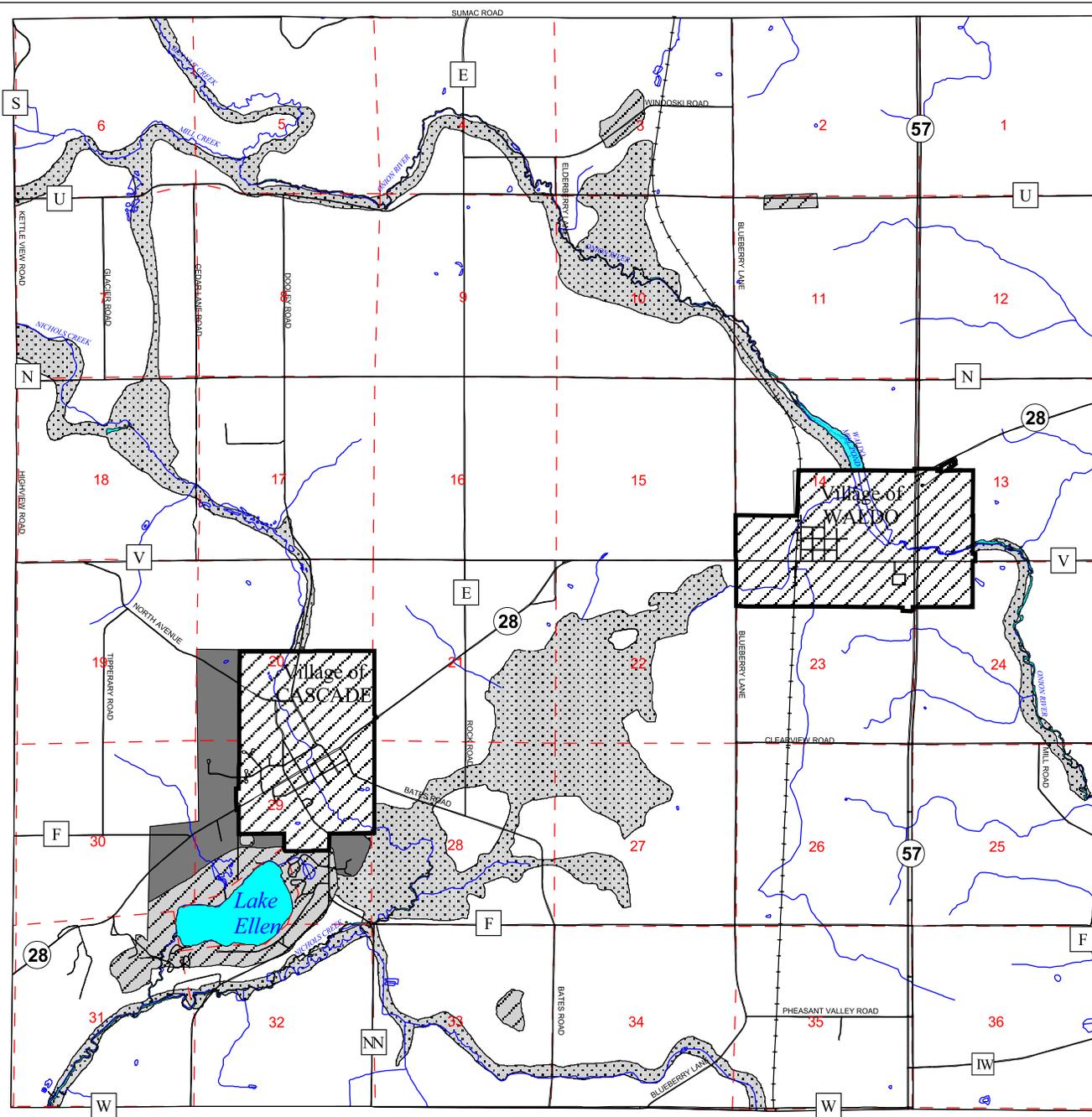
\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



Source: Bay-Lake Regional Planning Commission, 2004.



# Shorelands

## Town of Lyndon

Sheboygan County, Wisconsin

 Shorelands

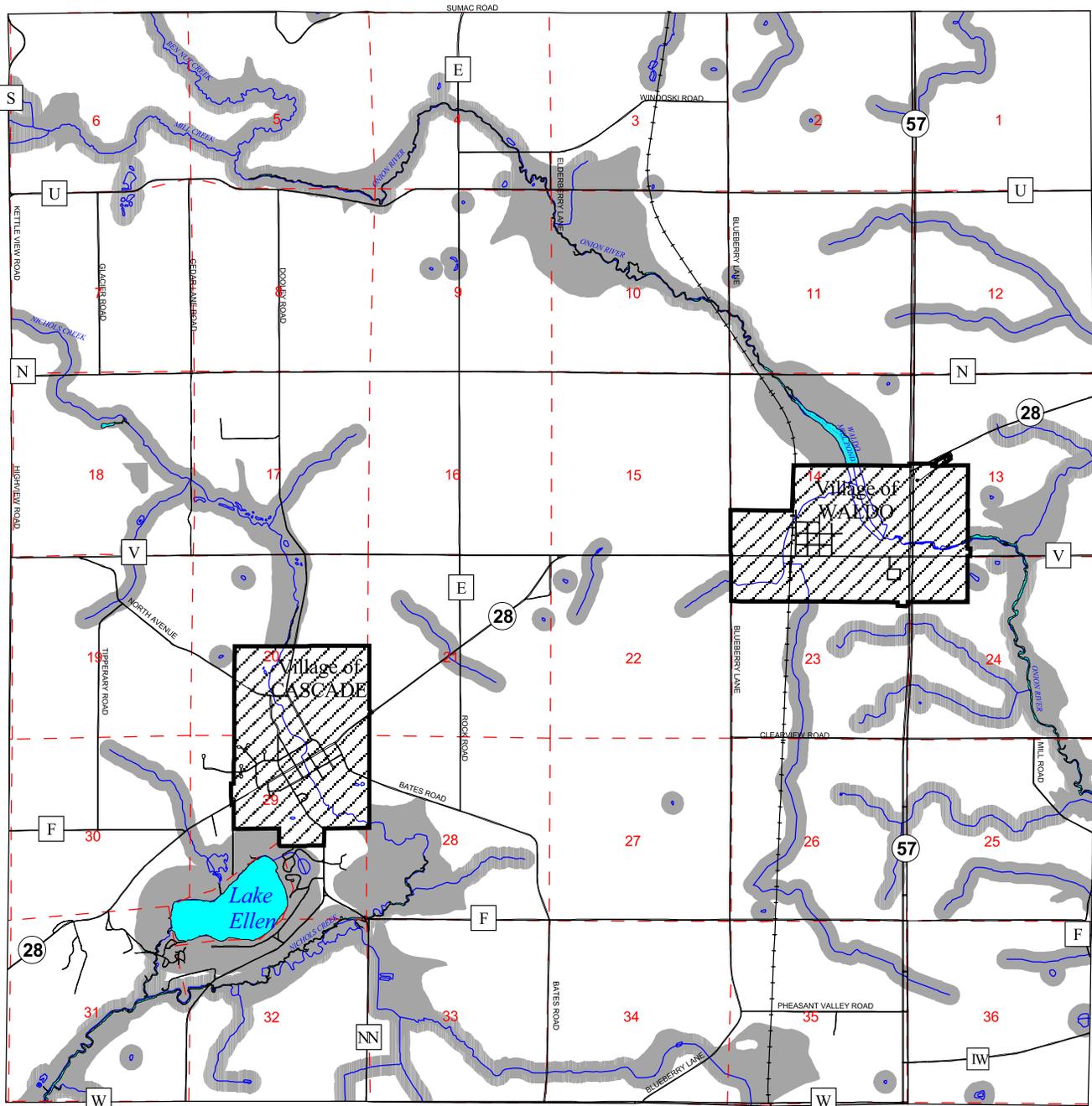
\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number



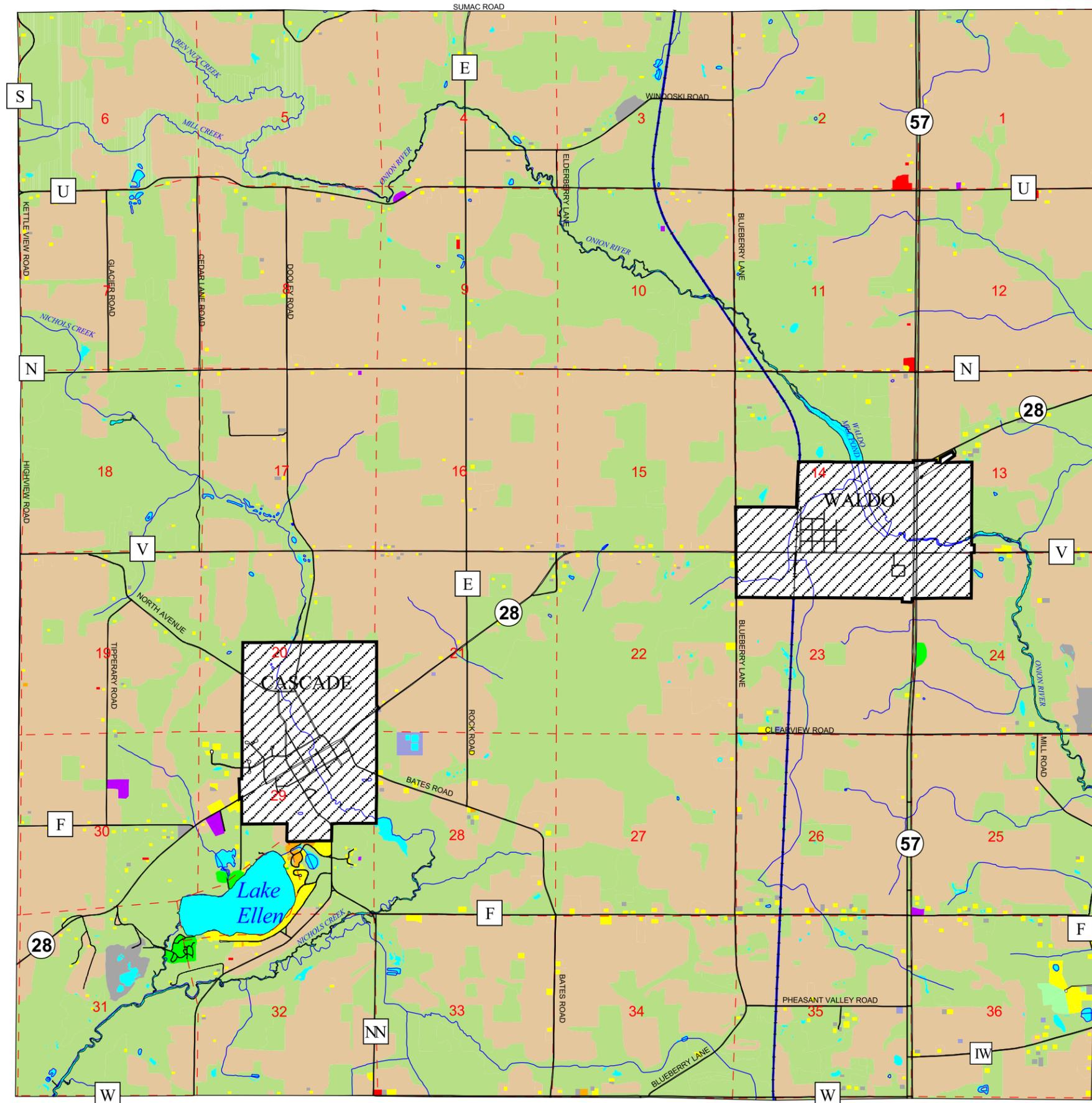
Source: FEMA; Bay-Lake Regional Planning Commission, 2004.



# 2002 Land Use

## Town of Lyndon

### Sheboygan County, Wisconsin



- Residential
- Mobile Homes
- Commercial
- Industrial
- Roads
- Transportation
- Communications/Utilities
- Governmental/Institutional
- Parks and Recreation
- Open Space/Fallow Fields
- Agricultural
- Water Features
- Woodlands, Wetlands, Undeveloped Open Space

### Map Features

- Village Boundary (Excluded)
- State Highway
- County Highway
- Local Road
- Surface Water Features
- Railroad
- Section Line
- Section Number

\*This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.



Source: Bay-Lake Regional Planning Commission, 2004.

# 2024 General Plan Design

## Town of Lyndon Sheboygan County, Wisconsin

-  Residential
-  Commercial
-  Light Industrial\*
-  Transportation
-  Governmental/Institutional/Utilities
-  Parks and Recreation
-  Agricultural
-  Water Features
-  Woodlands/Open Space
-  Environmental Corridors
-  State Lands

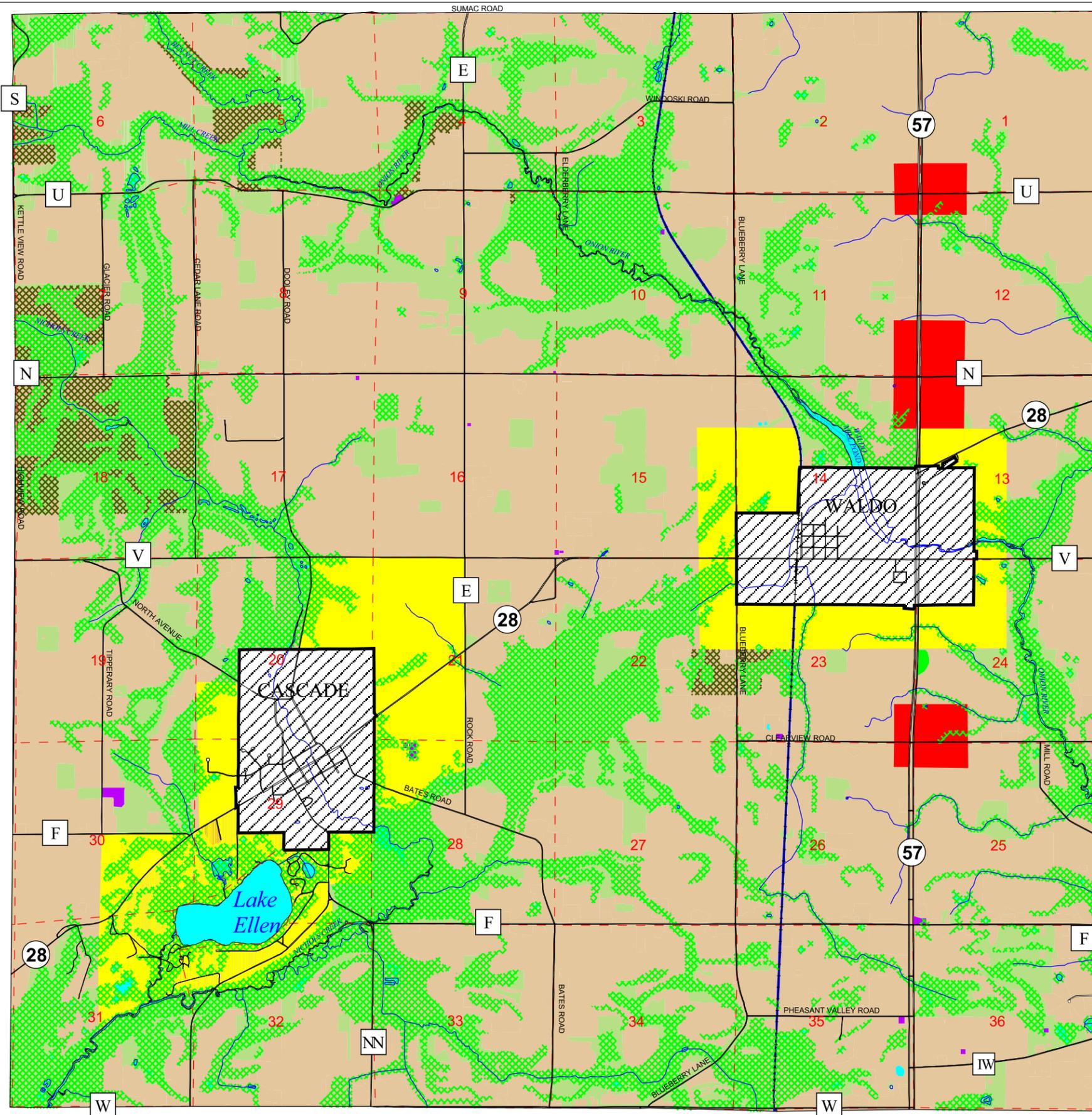
\* See Light Industrial Strategy in Chapter 8

### Map Features

-  Village Boundary (Excluded)
-  State Highway
-  County Highway
-  Local Road
-  Surface Water Features
-  Railroad
-  Section Line
-  Section Number

This map is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only. Bay-Lake RPC is not responsible for any inaccuracies herein contained.

Source: Bay-Lake Regional Planning Commission, 2004.



## Chapter 9 - IMPLEMENTATION

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### **INTRODUCTION**

Due to this being the Town of Lyndon's first comprehensive plan, it will be important that the town quickly understand the connection between planning and land use controls (e.g. zoning ordinances). This chapter provides information on the comprehensive plan amendment/update process and its overall use by the Town of Lyndon. More detailed information on various statutory powers which the town may utilize to implement this 20 Year Comprehensive Plan are also included in this chapter (under specific powers, the plan has identified recommendations for the town to consider in order to best bring about the vision identified in Chapter 1 of this document)

Examples of implementation can take the form of:

1. Carrying out the recommendations in the plan for specific projects, for example, creating an ordinance, establishing a park, etc;
2. Using the plan as a guide to public and private decision-making on matters that relate to the development of the town, for example, a rezoning request, and;
3. Reviewing and amending the plan as changes in the demographics, economy or political climate changes.

### **Role of the Plan**

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing the town be consistent with the community's adopted comprehensive plan. The Town Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure that all supporting town ordinances are consistent with the plan. When reviewing any petition or when amending any land controls within the town, the plan shall be reviewed, and a recommendation will be derived from its identified statements, goals, objectives, vision statement and General Plan Design. If a decision is one that needs to be made in which it is inconsistent with the comprehensive plan, then before the decision can take effect, the comprehensive plan must be amended to include this change in policy.

### **Role of the Elected Officials**

The elected officials must make their decisions from the standpoint of overall community impact-tempered by site specific factors. In this task elected officials must balance the recommendations made by plans and policies, the objectives of the applicant, the technical advice of staff, and the politically neutral recommendations of advisory boards, with their own judgment on the matter at hand.

The comprehensive plan will provide much of the factual information elected officials need in making a decision. Thus, the prime responsibility of implementing and updating the comprehensive plan falls on the shoulders of the Town Plan Commission however, elected officials should also become familiar with this important community plan and assert that community support and resources are maintained to ensure the comprehensive plan stays current and viable.

## **Role of the Town Plan Commission**

The powers and duties of the Town Plan Commission are set in Wisconsin Statutes and within any town ordinances establishing it. Overall, the Town Plan Commission should promote good planning practices in the town, plus keep the public and Lyndon Town Board well-informed on planning issues. Members of the Plan Commission need to become very familiar with the plan's maps and text as well as its stated vision statement, goals, policies, and programs. An annual review of the vision statement, goals, objectives and policies is recommended to keep them current. Another major function of the Town Plan Commission will be to make recommended amendments to the plan from time to time in order to keep it current and thus a valuable planning tool. The Plan Commission will also ensure that existing and future ordinances (or other land controls) are consistent with the adopted comprehensive plan. In addition, the Plan Commission will need to be sure that the comprehensive plan is updated at least once every 10 years per s 66.1001 (2) (i).

## **LAND USE PLANNING CONTROLS RECOMMENDATIONS**

### **Zoning**

The town of Lyndon has an established Zoning Ordinance. Several of the future land use recommendations may need re-zoning in order to take place. The plan recognizes that the preferred land use has a horizon year of 15 to 20 years in the future while zoning's authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would not be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on the market forces, the current political climate, and accuracy of the plan's assumptions.

- The comprehensive plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board will need to judge when re-zoning will occur, for it is not the intent that the zoning ordinance become a direct reflection of the plan in all instances. The comprehensive plan looks out to the future while the ordinance deals with present day.
- The Town Plan Commission should consider adopting/updating specific lighting, signage, and landscaping design standards in order to protect the character of the town, regarding commercial and industrial uses.
- Additional ordinances may be developed by the town in order to meet the "vision" listed in Chapter 1 of this plan.

### **Official Maps**

Under §62.23(6), the city council/village board/town board (under village powers) "...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks and playgrounds laid out, adopted and established by law." "The council/board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks, or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds." Once an area is identified on an official map, no building permit may be issued for that site, unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the city/village/town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.
  - Given the rural character of the Town of Lyndon, it is recommended that the town begin the official map process in specific areas where more intensive development is to take place, as opposed to the entire township. One method (to get started) is to take the County Parcel Map and add to it all town approved subdivision layouts.
  - Another option is to require Area Development Plans prior to the approval of certified survey maps or subdivision plats. It is important to note that the villages of Cascade, Waldo, Adell and the city of Plymouth currently have a right to exercise extra-territorial plat review over the town, and thereby influence the division of land within 1.5 miles of their borders with the town. The town would have discretion in the design of the development plan and in most instances the aforementioned incorporated communities would have approval authority of any Area Development Plans within 1.5 miles of their boundaries. If approved, the plans would be incorporated as part of the official map. Thus, developers would be required to prove to the town that their proposals will result in planned, orderly growth and development. In effect, roads and utilities would be planned to include areas beyond the land proposed to be platted. This would help the town avoid dead ends and looped streets that are characteristic of developments that have not considered adjacent lands owned by other parties.

### **Sign Regulations**

Many communities are finding themselves having to regulate signage especially along transportation corridors, in order to preserve a sense of place and “community character”. As signs become more bold, have greater illumination directed at them, and have greater square footage (some 600 square feet), the sides of roadways and within community centers become places of growing confusion as each sign attempts to get your attention.

- The town may wish to adopt stricter sign controls in order to preserve the rural look and character that the town currently maintains, especially as commercial businesses develop within the town along transportation corridors, as well as in adjoining communities.

### **Erosion and Storm Water Control Ordinances**

Under § 61.354 of the Wisconsin Statutes, the town may enact a construction site erosion control and storm water management zoning ordinance. Sheboygan County has an adopted Erosion Control ordinance in place. The purpose of such an ordinance is to protect water quality and to minimize the amount of sediment and other pollutants carried by runoff or discharged from construction sites to lakes, streams, and wetlands.

- The Town of Lyndon should support this type of ordinance and work with the county to develop, adopt, and ensure compliance by developers. In the long term, the town may wish to enforce such an ordinance themselves, though it is not recommended that the town undertake this responsibility within the planning period.

### **Historic Preservation Ordinances**

Historic preservation ordinances can assist communities in protecting their culture and history. The ordinances provide identification, protection, enhancement, maintenance and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a communities historical, architectural, archaeological, cultural, or aesthetic heritage. The ordinances can also set standards for alterations, design, restoration, demolition or new construction, ensuring that the features/neighborhoods maintain their historical significance. In addition, historic preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

- The town has an adopted ordinance providing for the historic preservation of the part of Cedar Lane Road between CTH V and CTH N and conditions concerning its use. However, the town may wish to identify other possible historical districts, structures, landmarks, etc. which are significant elements detailing the town’s history. Any future ordinances should also describe ways to renovate and restore structures or sites that reflect Lyndon’s history.

### **Design Review Ordinances**

Design review can accompany many different development aspects and will assist communities in achieving the identified look and character they expressed within their vision statements and goals. These ordinances however, need to be based upon well defined sets of criteria. Signage, lighting, exterior building material types and colors will have to be specifically identified within any ordinance.

- In the future, the town may wish to explore the use of such ordinances to promote a specific vision for an identified area within the town. Examples include new residential subdivisions, areas along highway corridors or adjacent to the town’s entryways.

### **Economic Development Committee**

An Economic Development Committee (EDC) is a not-for-profit organization representing the interests of both the public and private sectors within a community. EDCs have been formed in a number of communities to handle the municipality’s economic development activities and bridge the communication gap that oftentimes exists between the public and private sectors. Typical activities undertaken by an EDC include commercial and industrial development, business retention and recruitment, and tourism. EDCs consist of a Council of Directors and professional staff members. Council members typically depict a broad representation of the community’s business, labor and educational sectors and are jointly appointed by the community and its Chamber of Commerce or other existing business associations. The Council sets policy for the EDC and is responsible for all actions undertaken.

- It is recommended that the commercial and industrial needs of the town be expressly conveyed to the Sheboygan County Chamber of Commerce in order to attract the desired commercial and industrial growth in the future.

### **Building/Housing Codes**

The town should look to enforce all applicable building/housing codes to ensure that properties are adequately maintained to preserve the rural character of the town and to protect property values.

- The town should review the codes to determine their effectiveness within the town.

### **Floodplain Ordinance**

The Sheboygan County Shoreland-Floodplain ordinance regulates development within the designated FEMA floodplain areas. These regulations will limit development within identified areas. In some instances it will be important to re-adjust the floodplain boundaries in specific areas or within the entire town. To do so the town must follow three steps:

1. Hire an engineering firm to conduct hydrologic and hydraulic engineering models to calculate floodplain boundaries for the specified area.
2. Submit the re-calculated floodplain boundaries to the WDNR Bureau of Watershed Management and the FEMA for their review.
3. If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

### **Sanitary Codes**

The town will need to work with Sheboygan County to ensure that strict compliance with all sanitary codes is adhered to within the town. Groundwater protection is of great importance to the town and surrounding communities. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values.

- The town will want to review code enforcement with Sheboygan County to determine its effectiveness within the town. Also, the town will need to stay informed on any future changes to code minimum standards which may affect residents and their lands.

### **Subdivision Ordinances**

Section 236 of the Wisconsin Statutes regulates the division of raw land into lots for the purpose of sale or building development. The town may regulate, by ordinance, the subdivision of land within its boundary. The subdivision ordinance is related to the zoning ordinance in that the zoning ordinance regulates the lot size, density, and use of the land, while the subdivision ordinance regulates the platting, or mapping, of newly created lots, streets, easements, and open areas. Most importantly, the subdivision ordinance helps implement the comprehensive plan. A basis of the approval of a subdivision is its conformance or consistency with a local comprehensive plan. A subdivision ordinance would also allow the town to encourage well designed neighborhoods and ensure the creation of adequate land records. In addition, a subdivision ordinance would allow the town to set construction standards and timelines for improvements such as streets. The town could also require dedication of parks and playgrounds or a fee-in-lieu of dedication as a condition of approval of a subdivision, thus implementing another aspect of the comprehensive plan.

- It is recommended that the Town of Lyndon explore developing and adopting a subdivision ordinance to utilize the ordinance to regulate how lots are developed and arranged within specific areas. It is recommended that any ordinance be developed jointly with Sheboygan County, BLRPC and/or other planning services. Also, the villages of Cascade, Waldo, Adell and the city of Plymouth currently have a right to exercise extra-territorial plat review over the town, and thereby influence the division of land within 1.5 miles of their boundaries with the town.
- The town can petition Sheboygan County to amend the County Subdivision Ordinance to include specific town wishes/standards, as other towns have done in the past.

### **Lighting Controls/Ordinances**

As development encroaches upon the countryside, communities find that not only are the open spaces and natural features being altered, but also the night sky they enjoy in the evenings. Yard lighting can change the character of a town as surely as any physical developments. This is indeed the case when lighting is deemed excessive - such as in the case of many commercial/industrial uses (i.e. lighting of stockyards, parking lots, equipment yards, etc.). This is also the case in night operations of many Mega Farms.

Direct lighting or glare can and should be regulated in order to maintain the character of the town that so many people want to preserve. Many light manufacturers have light cutoff shields that will limit or remove glare, thus increasing the lights effectiveness and thus lowering its overall energy consumption (adding savings to the owner). Currently lighting and its evening glare is one of the chief complaints residents have in communities across this state and nation and the manufacturers of lights have positively responded. There are many examples today of gas stations, malls, as well as street lighting that have non-glare lighting. The technology exists and non-glare lighting is no more expensive than the older inefficient lighting.

- Consider a lighting control ordinance governing excessive light glare, especially over any operation that continues into the evening hours or may intrude on neighboring parcels or impact drivers' visibility.

### **COMPREHENSIVE PLAN INTERNAL CONSISTENCY**

The comprehensive plan was developed sequentially in order to develop a plan with supportive goals, objectives, policies, and programs. Utilizing the community survey and nominal group session as a base, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features, past population and housing data and infrastructure, a set of goals, objectives, policies and programs were developed in order to determine a desired vision which would be used throughout the planning period. The identified vision, goals and strategies expressed within this plan were utilized to determine the General Plan Design as well as the specified implementation actions the town will undertake throughout the planning period. Any amendment to the plan shall be accompanied with an overall review of the nine elements along with their identified goals, objectives, policies and programs, in order to ensure that inconsistency within and between elements does not occur in the future.

**PLAN REVIEW TIMELINE**

Plan Review Timeline										
Plan Components	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Goals, Objectives, Policies/Vision Statement					Review Chapter Goals					Review & Update Plan Goals
Population					Evaluate Against WDOA Estimates					Update
Housing										Update
Economics					Evaluate					Update
Growth Forecasts					Evaluate					Evaluate, Update
Natural Features					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Transportation					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Community Facilities					Inventory & Evaluate					Inventory & Evaluate, Update Recommendations
Land Use					Inventory & Evaluate					Update, Inventory, Evaluate, Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals

Source: Bay-Lake Regional Planning Commission, 2004.

**PROCESS FOR UPDATING PLAN**

As directed by §66.1001, any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission (or governmental unit). This plan shall be amended/updated following §66.1001 (4)(b) and the adopted written community procedures for fostering public participation.

- It is envisioned that the comprehensive plan will be amended with the assistance of the Town of Lyndon Plan Commission and that this Commission will follow the amendment process as outlined under §66.1001 (4)(b). Questions on procedures and resolution/ordinance languages can be forwarded to the Bay-Lake Regional Planning Commission for assistance.

**IMPLEMENTATION SCHEDULE**

The goals established in this schedule will be implemented over a twenty year planning period beginning in 2004 and running through the year 2024. They represent priorities for land use management for the town of Lyndon. The objectives provide more detailed and readily measurable steps toward reaching each goal.

The following implementation schedule has been developed to implement the comprehensive plan goals, objectives and policies. The plan outlines the responsible entity(ies) for each policy, cooperating agencies and a timeline for implementation. The implementation schedule should be evaluated and revised as needed on an annual basis.

Table 9.1: Town of Lyndon Implementation Schedule

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>Natural Resources Goals:</u></b></p> <ol style="list-style-type: none"> <li>1. <i>Preserve the role and the beauty of the natural landscape.</i></li> <li>2. <i>Protect the important natural landscape features such as woodlands, wetlands, floodplains, streams, lakes, and steep slopes and the town's air quality.</i></li> </ol>			
<p><b><u>Objectives:</u></b></p>			
<ol style="list-style-type: none"> <li>1. <i>Encourage strict enforcement of existing regulations in environmentally sensitive areas.</i></li> </ol>			
<ol style="list-style-type: none"> <li>2. <i>Carefully plan development adjacent to rivers, lakes, streams, and wetlands in order to not negatively impact these areas.</i></li> </ol>			
<ol style="list-style-type: none"> <li>3. <i>Identify any specific natural areas for protection.</i></li> </ol>			
<ol style="list-style-type: none"> <li>4. <i>Encourage clustering of development to limit sprawl and its many negative attributes.</i></li> </ol>			
<p><b><u>Policies:</u></b></p>			
Accurately identify key natural resources for protection and protect them through using an overlay district "Environmental Corridors" with appropriate protective language governing the district.	Plan Commission	Town Board, SCP, SCLWD, WDNR	Immediate
Work with Sheboygan County to educate residents about flood risks, shoreland and wetland preservation and steep slope risks and discourage development within this plan's identified environmental corridors.	Town Board	SC, SCP, SCLWD, WDNR	0-2 years
Identify and protect the open spaces and wildlife habitats from development to preserve the town's identified scenic areas.	Plan Commission	Town Board, SCP, WDNR	On-Going
Promote wetland restoration projects.	Plan Commission	Town Board, SCP, SCLWD, WDNR	On-Going
Promote forest crop management practices to enhance the town's woodland areas.	Plan Commission	Town Board, SCP	On-Going

<b>Activity</b>	<b>Lead Department</b>	<b>Cooperators</b> (See Pg. 9-31 for Abbreviations)	<b>Time Period</b>
Require that all resource extraction activities are conducted in a way that minimizes their impact on the surrounding environment.	Plan Commission	Town Board, SC, SCP, SCLWD, WDNR	On-Going
Support the enforcement of rules on private sewage systems and encourage better state level enforcement of rules governing solid hazardous waste disposal and wells.	Town Board	SCP, SCLWD	On-Going
Advocate the use of density bonuses, to preserve natural resources, for developers while also reducing automobile dependence and travel distance.	Plan Commission	Town Board, SCP, UW-Extension Agent	1-10 years and On-Going
Support a noise ordinance which limits development of incompatible uses next to one another while promoting noise barriers/buffering.	Plan Commission	Town Board	1-5 years
Coordinate the town's efforts to preserve natural resources with adjoining municipalities and state agencies.	Town Board	SC, SCP, WDNR, Surrounding Communities	Immediate
Encourage a buffer area (a zone of no buildings) around delineated wetlands.	Plan Commission	Town Board, WDNR	0-2 years
<p><b><u>Agricultural Development/Preservation Goals:</u></b></p> <ol style="list-style-type: none"> <li>1. <i>Preserve the farmland in the town for continued agricultural use.</i></li> <li>2. <i>Protect the existing farm operations from conflicts with incompatible uses.</i></li> </ol>			
<p><b><u>Objectives:</u></b></p>			
<ol style="list-style-type: none"> <li>1. <i>Identify the town's prime farmlands for preservation.</i></li> </ol>			
<ol style="list-style-type: none"> <li>2. <i>Have an orderly changeover of less productive agricultural lands to other uses.</i></li> </ol>			
<ol style="list-style-type: none"> <li>3. <i>Consider buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints regarding these agricultural lands.</i></li> </ol>			

<b>Activity</b>	<b>Lead Department</b>	<b>Cooperators</b> (See Pg. 9-31 for Abbreviations)	<b>Time Period</b>
<i>4. Advocate cooperation agreements with neighboring communities on all land development types within the planning area to limit locating incompatible land uses adjacent to one another.</i>			
<b><u>Policies:</u></b>			
Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.	Plan Commission	Town Board, SCP, UW-Extension	On-Going
Consider buffers for existing and future developments from areas that are to remain in agricultural production. Some buffers may include: earth berms, planting of trees and or shrubs.	Plan Commission	Town Board	0-3 years and On-Going
Follow the recommendations within the General Plan design of this document to focus limited growth.	Plan Commission	Town Board,	Immediate
Continue to use the Agricultural Zoning Districts to preserve the most productive farmlands in the town while allowing limited growth on less productive soils.	Plan Commission	Town Board	On-Going
Adopt language regarding small Agricultural businesses.	Town Board	Town Board, SCP, UW-Extension, Surrounding Communities	1-5 years
Ensure that the Town's Zoning Ordinance has regulatory language that assures a strong future for agriculture.	Town Board	Town Board, SCP, UW-Extension	1-3 years
<b><u>Sand and Gravel Mining Resources Goal:</u></b> <i>Future mining sites will not negatively impact the environmental features within the town's planning area or its existing developments.</i>			

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<b><u>Objectives:</u></b>			
1. <i>All possible mining sites should be identified by Sheboygan County for the town's use.</i>			
2. <i>Incompatible uses with mining should be well buffered from and shall not develop adjacent to one another.</i>			
3. <i>Scenic/key views, the natural environment and rural characteristics shall not be harmed by mining operations.</i>			
<b><u>Policies:</u></b>			
The town should steer incompatible uses away from identified mining sites.	Plan Commission	Town Board, EPA, WDNR, SCP, SCLWD	Immediate
The town should review the Sheboygan County Nonmetallic Mining Reclamation Ordinance and use it when deciding land use issues.	Plan Commission	Town Board, SCP, SCLWD	On-Going
The town should work with surrounding towns to ensure all abandoned, present and future mining operations will someday be reclaimed to a natural setting.	Town Board	EPA, WDNR, SCP, SCLWD, Surrounding Communities	Immediate
The town will inform residents of any future mining sites.	Town Board	SCP, SCLWD, NRCS	On-Going
<b><u>Historic, Archeological and Cultural Sites Goal:</u></b>			
<i>Historic, archeological and cultural locations and structures will remain preserved for the town, where appropriate.</i>			
<b><u>Objectives:</u></b>			
1. <i>To preserve buildings (churches, historic homes and buildings) structures (out buildings, bridges etc.) and other landscape features (cemeteries, fence lines, stone fences, etc.) that are the town's cultural history.</i>			
2. <i>Identify to the town residents, for their information and possible use these historic, archeological and cultural locations resources.</i>			

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<b><u>Policies:</u></b>			
Support the preservation and maintenance of historic, archeological, and cultural sites in the town.	Plan Commission	Town, State Historical Society	On-Going
Work to recognize historic figures or events.	Town Board	Town, State Historical Society	On-Going
<b><u>Water Supply - Groundwater and Surface Water Goals:</u></b> <i>1. Maintain or improve groundwater and surface water quality within the town.</i> <i>2. Carefully plan development adjacent to rivers, lakes, streams, and wetlands in order to not negatively impact these areas.</i>			
<b><u>Objectives:</u></b>			
<i>1. Identify the recharge areas for wells to know the areas that need to be protected to ensure a safe drinking water supply.</i>			
<i>2. Have identified potential contaminant sources within the recharge area for wells in order to identify threats to the water resource.</i>			
<i>3. Have long-term plans to address potential recharge areas and their threats.</i>			
<b><u>Policies:</u></b>			
Support the development of long-term plans (Wellhead Protection or Source Water Protection plans) protecting the town's water resources.	Town Board	EPA, WDNR, SCP, SCLWD, NRCS	On-Going
Support efforts to identify recharge areas and threat sources to the town's drinking water.	Town Board	EPA, WDNR, SCP, SCLWD, NRCS	On-Going
Promote the adoption of appropriate ordinances protecting water sources.	Plan Commission	Town Board, SCP, SCLWD	Immediate

<b>Activity</b>	<b>Lead Department</b>	<b>Cooperators</b> (See Pg. 9-31 for Abbreviations)	<b>Time Period</b>
Work with other jurisdictions that have protective ordinances or identified plans for water protection that extend within the town.	Town Board	Surrounding Communities, SC, EPA, WDNR, SCP, SCLWD	Immediate
Continue to work with Sheboygan County ensuring that all septic systems are in good working order and giving citations to residents that are not complying.	Town Board	SC, SCLWD	On-Going
Support agricultural and erosion control programs that are targeted to assist private landowners.	Plan Commission	EPA, WDNR, SCP, SCLWD	On-Going
<b><u>Wildlife Resources Goal:</u></b>			
<i>Maintain the town's diverse wildlife habitat for all town residents to enjoy.</i>			
<b><u>Objectives:</u></b>			
1. <i>Protect the town's areas of threatened and endangered species.</i>			
2. <i>Maintain connections among wildlife habitat areas.</i>			
<b><u>Policies:</u></b>			
Support the preservation of key habitat areas and large undeveloped contiguous natural areas.	Town Board	Plan Commission, WDNR	Immediate
Support neighboring jurisdiction's wildlife preservation plans.	Town Board	Plan Commission, Surrounding Communities, WDNR	On-Going
Incorporate natural resource areas into plans for parks and open spaces.	Plan Commission	SCP, WDNR	On-Going
Promote the utilization of native species when landscaping.	Plan Commission	WDNR	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>Housing Goal:</u></b>  <i>To provide for a variety of quality housing opportunities for all segments of the town's current and future population.</i></p>			
<p><b><u>Objective 1</u></b>  <i>To develop and implement policies and programs that provide a range of housing choices to meet the needs of all income levels and of all age groups and persons with special needs.</i></p>			
<p><b><u>Policies:</u></b></p>			
Advocate that there is adequate housing available for all persons, including those with low to moderate income, elderly, and residents with special needs.	Plan Commission	Town Board, SC	Immediate
Promote that affordable housing for first time homebuyers and residents that rent housing is available in the nearby villages and surrounding communities that contain adequate services.	Town Board	SC, SCP, Surrounding Communities	0-2 years and On-Going
Encourage that the town's zoning ordinance allows for, and/or encourages, a range in densities and lot sizes.	Plan Commission	Town Board	1-5 years
Support development with higher densities adjacent to the villages of Waldo and Cascade, to provide additional housing.	Plan Commission	Town Board	Immediate
When possible, advocate conservation by design developments as well as cluster type developments as an alternative to conventional zoning methods to provide for both open space preservation and for variety in housing choices.	Plan Commission	Town Board	On-Going
When qualified, work with Sheboygan County to apply for grants and become involved in programs to address the town's housing needs.	Town Board	SC, SCP	On-Going

<b>Activity</b>	<b>Lead Department</b>	<b>Cooperators</b> (See Pg. 9-31 for Abbreviations)	<b>Time Period</b>
When feasible, encourage the maintenance, preservation and rehabilitation of existing housing stock within the town.	Plan Commission	Town Board	On-Going
<p><b><u>Objective 2</u></b>  <i>Encourage new housing development that is done in an environmentally conscious and cost effective way.</i></p>			
<p><b><u>Policies:</u></b></p>			
Direct new development to appropriate locations to minimize the visual impact on the viewsheds from public right-of-ways.	Plan Commission	Town Board	On-Going
Regulate the construction of new homes through adequate building codes and ordinances.	Town Board	Plan Commission	0-3 years
Situate higher density residential development in areas that minimize impacts upon low density residential development.	Plan Commission	Town Board	On-Going
Identify areas in which new development should be restricted or maintained as open space.	Plan Commission	Town Board	Immediate
Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.	Plan Commission	Town Board	Immediate
Work with Sheboygan County and neighboring communities to establish innovative development guidelines for future consideration within the town.	Town Board	SC, SCP, Surrounding Communities	On-Going
<p><b><u>Economic Goal 1</u></b>  <i>Encourage small scale economic development while protecting and enhancing the town's environmental assets.</i></p>			

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<b><u>Objective:</u></b>			
<i>Future businesses should be directed to areas specified in the general plan design chapter which will enhance and promote the rural character of the town of Lyndon.</i>			
<b><u>Policies:</u></b>			
Strongly consider steering large commercial and industrial development to the plan's specified areas in the town or to nearby communities better served by existing infrastructure.	Plan Commission	Town Board	On-Going
Consolidate commercial and industrial growth in areas suited best for their operation and where needed services exist or can be readily extended - in order to establish specific service areas and to prevent co-locating incompatible uses.	Plan Commission	Town Board	On-Going
Direct more highway dependent businesses (that rely on access such as gas stations and fast-food restaurants, etc) along STH 57/28 in order to provide commercial service to local and through traffic.	Plan Commission	Town Board, SCCH	On-Going
Control the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town especially along major corridors and areas of scenic importance.	Town Board	Plan Commission	1-5 years
Allow home-based businesses to locate within the town until such a time as a zoning change is needed, then require them to locate within an area predominantly composed of business uses.	Town Board	Plan Commission	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>Economic Goal 2</u></b>  <i>Preserve the town's rural farming community and lifestyle.</i></p>			
<p><b><u>Objectives:</u></b></p>			
<p>1. <i>Protect farmlands for future agricultural operations.</i></p>			
<p>2. <i>Utilize least productive farmlands for more appropriate uses.</i></p>			
<p>3. <i>Work with farmers to offer viable alternatives to selling their lands for non-agricultural purposes, utilizing state and federal programs to offer consulting.</i></p>			
<p><b><u>Policies:</u></b></p>			
Identify productive agricultural lands by utilizing the Soil Survey of Sheboygan County.	Plan Commission	SCP, SCLWD, NRCS	Immediate
Consider the many values of the agricultural lands and the rural and scenic nature of the town before changing the zoning to non-agricultural uses.	Town Board	Plan Commission	On-Going
Identify those areas not in farmland and environmental corridors.	Plan Commission	Town Board, SCP	Immediate
Consider development techniques (e.g. Conservation Subdivisions) that preserve the agricultural lands and open spaces in the town.	Plan Commission	Town Board	On-Going
Consider buffers for new developments to limit negative views, noises, and smells from an agricultural operation.	Town Board	Plan Commission	0-3 years and On-Going
Encourage individuals to work with private, county, state, and federal partners to generate options and resources for farmers facing retirement and/or looking to transition into other business activities.	Town Board	SC, State	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>Transportation Goal:</u></b>  <i>To establish a safe and efficient transportation system for motor vehicles, pedestrians, and bicycles that is compatible with the town's adopted 20 Year Comprehensive Plan.</i></p>			
<p><b><u>Objectives:</u></b></p>			
<p>1. <i>Develop a transportation system that provides for all transportation modes.</i></p>			
<p>2. <i>Develop transportation system that is harmonious with surrounding land uses.</i></p>			
<p>3. <i>Provide for convenient and efficient vehicular movement near all commercial, industrial, and public facility locations.</i></p>			
<p>4. <i>Provide for adequate traffic controls (i.e. turning lanes, frontage roads) near businesses located along STH 57 and STH 28.</i></p>			
<p>5. <i>Plan for and designate future road rights-of-way within the town.</i></p>			
<p>6. <i>Provide and maintain aesthetically pleasing transportation corridors.</i></p>			
<p>7. <i>Identify and provide a safe system of bicycle paths and designated bicycle routes throughout the town.</i></p>			
<p>8. <i>Provide safe and convenient pedestrian traffic movement.</i></p>			
<p>9. <i>Develop an integrated multi-modal transportation system which, through its location, capacity, and design, will effectively serve the existing town land use development pattern and promote implementation of the town land use and transportation plan, meeting the anticipated transportation demand generated by existing and planned land uses.</i></p>			
<p>10. <i>Develop a balanced transportation system which will provide the appropriate types of transportation needed by all residents, regardless of income, physical ability or age, businesses, and industries at a level of service which will permit ready adaptation to changes in transportation demand and technology including travel needs and transportation management.</i></p>			
<p>11. <i>Develop a transportation system which reduces accident exposure and provides for increased travel safety.</i></p>			
<p>12. <i>Develop a transportation system which is economical and efficient, satisfying other objectives at the lowest possible environmental, social and financial public cost.</i></p>			
<p>13. <i>Develop a transportation system which minimizes adverse effects upon the property tax base and the natural and cultural resource base.</i></p>			

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<i>14. Develop a transportation system which preserves a high aesthetic quality and possesses a positive visual relation to the land.</i>			
<i>15. Develop a transportation system that facilitates energy conservation while minimizing associated pollution effects.</i>			
<i>16. Develop a transportation system that identifies and preserves multi-use utility and transportation corridors.</i>			
<b><u>Policies:</u></b>			
The proper use of land for, and adjacent to, transportation facilities should be pursued in accordance with the town's land use development objectives. The disruption of future development should be minimized by utilizing transportation corridor preservation techniques.	Town Board	SCP, SCHWYD, WisDOT, Plan Commission	On-Going
The total amount of land used for transportation facilities should be minimized.	Town Board	Plan Commission	On-Going
A minimum Level of Service (LOS) of 'C' (see page 5-22 of this plan) should be maintained on all highways and roads.	Town Board	Plan Commission	On-Going
The dislocation of households, businesses, industries, and public and institutional buildings as caused by the reconstruction of existing or the construction of new transportation facilities and terminals should be minimized.	Plan Commission, Town Board	SCHWYD, SCP, WisDOT	On-Going
The destruction of, or negative impacts to, historic buildings and of historic, scenic, scientific, archaeological, and cultural sites as caused by the reconstruction of existing or the construction of planned transportation facilities and terminals should be minimized.	Plan Commission, Town Board	SCHWYD, SCP, WisDOT	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
Transportation facility construction plans should be developed using sound geometric, structural, erosion control and landscape design standards which consider the aesthetic quality of the transportation facilities and the areas through which they pass.	Plan Commission, Town Board	SCHWYD, SCP, WisDOT	On-Going
Transportation facilities should be located to minimize impacts on visually pleasing buildings, structures, and natural features; and to enhance vistas to such features.	Plan Commission, Town Board	SCHWYD, SCP, WisDOT	On-Going
Any new businesses are recommended to be buffered from the major highway corridors (i.e. STH 57) to allow for possible frontage roads during the 20-year planning period.	Town Board	Plan Commission,	Immediate
The location of transportation facilities in or through environmental corridors and natural areas should be avoided.	Plan Commission	Town Board, SCHWYD, SCP, WisDOT, WDNR	On-Going
The loss of wetlands and environmental corridor land to transportation facility construction should be avoided.	Plan Commission	Town Board, SCHWYD, SCP, WisDOT, WDNR	On-Going
Adverse impacts on significant natural habitat, with special attention to endangered species should be avoided.	Plan Commission, Town Board	Town Board, SCHWYD, SCP, WisDOT, WDNR	On-Going
Use of the natural resource base in the development of transportation facilities should be minimized.	Plan Commission, Town Board	Town Board, SCHWYD, SCP, WisDOT, WDNR	On-Going
Full use of all existing transportation facilities should be encouraged through low- and non-capital intensive techniques cooperatively fostered by government, business, and industry, prior to any capital-intensive or disruptive construction of new facilities.	Town Board	Plan Commission, SCHWYD, SCP, WisDOT	On-Going

<b>Activity</b>	<b>Lead Department</b>	<b>Cooperators</b> (See Pg. 9-31 for Abbreviations)	<b>Time Period</b>
The amount of transportation system operating and capital investment costs should be minimized.	Plan Commission	Town Board	On-Going
The direct benefits derived from transportation system improvements should exceed the direct costs of such improvements using life-cycle costing methods.	Town Board	Plan Commission	On-Going
The transportation system should provide access and service with choices of modes throughout the town in a way designed to reduce overall average travel times to destinations within the town and county.	Town Board, Plan Commission	SCHWYD, SCP, WisDOT	On-Going
Bicyclists and pedestrians should be accorded a comfortable margin of safety on all streets and highways by ensuring compliance with American Association of State Highway and Transportation Officials (AASHTO) and Manual of Uniform Traffic Control Devices (MUTCD) guidelines and standards.	Town Board	SCHWYD, SCP, WisDOT	On-Going
Bicycle lanes or wide curb lanes should be constructed on arterial and higher volume collector highways and local roads.	Town Board, Plan Commission	SCHWYD, SCP, WisDOT	On-Going
Bicycle paths should be constructed to serve corridors that are not or cannot be served by highways and roads. The most common uses are along rivers, lake shores, canals, utility rights-of-way, and within college campuses.	Town Board, Plan Commission	SCHWYD, SCP, WisDOT	On-Going
Bicycle routing should direct bicyclists to suitable highways and streets without significantly compromising directness. Established bicycle suitability models should be used.	Town Board, Plan Commission	SCHWYD, SCP, WisDOT	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>Community Utilities/Facilities Goal:</u></b>  <i>Balance the town's growth with the cost of providing public utilities and community facilities.</i></p>			
<p><b><u>Objective:</u></b>  <i>Ensure the town's community facilities and public services are well maintained and sufficient for the needs of its residents.</i></p>			
<p><b><u>Policies:</u></b></p>			
Continue to encourage the concept of "mutual aid agreements" for all public services being provided (i.e. fire, waste, emergency medical, etc.).	Town Board	SC, SCP, Surrounding Communities	On-Going
Oversee the town's protective service agreements in order to ensure that the town continues to receive effective and efficient law enforcement, fire and emergency/medical services.	Town Board	SC, SCP, Surrounding Communities	On-Going
Continue to monitor the adequacy of the medical services, elderly care services and childcare services within the area.	Town Board	Plan Commission	On-Going
Continually monitor resident satisfaction regarding services and remain informed upon any of the service providers' needs to re-locate/upgrade their services.	Town Board	Plan Commission	On-Going
Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings (e.g. Lyndon Town Hall).	Town Board	Plan Commission	0-5 years
Continue to invest in updated roadwork equipment or look to contract these out in order to adequately and economically perform these services.	Town Board	Plan Commission	0-10 years and On-Going

<b>Activity</b>	<b>Lead Department</b>	<b>Cooperators</b> (See Pg. 9-31 for Abbreviations)	<b>Time Period</b>
Encourage the preservation of community identity and history by supporting actions that would advocate the protection and preservation of town cemeteries and other public town facilities.	Plan Commission	Town Board, State Historical Society	1-5 years
Work cooperatively with municipalities and select service providers to upgrade telecommunication, electrical and natural gas services when needed. Existing ordinances should be updated (i.e. telecommunication towers), and future ordinances should be considered/adopted to limit possible negative impacts.	Town Board	SC, SCP, Surrounding Communities	0-3 years
Promote cooperation and communication between the School Districts of Plymouth, Sheboygan Falls, Random Lake and Oostburg and the Lyndon Town Board or their representative to collectively strive for quality educational opportunities.	Town Board	SC, School Districts, Surrounding Communities	Immediate
Continue to monitor the housing growth within the Lake Ellen sanitary district to determine adequacy of the system for future growth in the area.	Town Board	Plan Commission	On-Going
Consider the possible impacts to the town's valued groundwater sources when evaluating future developments.	Plan Commission, Town Board	SCP, SCLWD, EPA, WDNR, NRCS	On-Going
Utilize the town's environmental corridors (i.e. wetland areas, floodplains, steep slope, areas of poor soils for development, or other sensitive areas the town wants to protect), as areas that the town may want to prohibit all sewage system uses to protect groundwater quality.	Plan Commission, Town Board	SCP, SCLWD, EPA, WDNR, NRCS	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>Parks and Recreational Lands Goal:</u></b>  <i>Anticipate safe recreational sites within or near the town that provide a number of activities for town residents.</i></p>			
<p><b><u>Objective:</u></b></p>			
<p><i>Have quality recreational sites that are available to all town residents.</i></p>			
<p><b><u>Policies:</u></b></p>			
Work with the WDNR, villages of Waldo and Cascade, and Sheboygan County in improving and/or creating new recreational facilities.	Town Board	Plan Commission, SC, SCP, WDNR, Surrounding Communities	On-Going
Take part in any planning efforts concerning additional recreational lands with the county, with School Districts and neighboring areas.	Town Board	Plan Commission, SC, SCP, School Districts, Surrounding Communities	Immediate
Use the town's official mapping powers to preserve any areas the town designates for future park and recreational uses.	Town Board	Plan Commission	0-10 years
Consider utilizing the natural features within the town, for enhancing recreational opportunities.	Town Board	Plan Commission, SC, SCP, WDNR	On-Going
Encourage public and private donations for funding park system improvements especially nature conservancy and sporting associations such as Ducks Unlimited, WDNR, U.S. Fish and Wildlife, etc.	Town Board	Plan Commission	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>Intergovernmental Cooperation Goal:</u></b>  <i>Foster cooperation between the town of Lyndon and any other municipality or government entity that makes decisions impacting the town and surrounding area.</i></p>			
<p><b><u>Objectives:</u></b></p>			
<p>1. <i>Encourage coordination and sharing/joint ownership of community facilities, equipment and other services whenever possible.</i></p>			
<p>2. <i>Promote coordination with adjacent communities on future planning projects to best maintain the rural character of the surrounding area.</i></p>			
<p>3. <i>Encourage improved participation with neighboring communities regarding meetings, workshops, mutual planning activities, etc.</i></p>			
<p><b><u>Policies:</u></b></p>			
<p>Work with neighboring communities and agencies regarding any water issues and other land uses which lie across town lines such as: Onion River</p>	<p>Town Board</p>	<p>Plan Commission, SC, SCP, WDNR, Surrounding Communities</p>	<p>0-2 years</p>
<p>Work cooperatively with surrounding municipalities to address possible boundary issues to minimize conflicts. This includes remaining aware of issues or regulations that would impact development within the town such as utilities, controls over corporate farming/"Mega Farms", Conservation by Design options, etc.</p>	<p>Town Board</p>	<p>Plan Commission, Surrounding Communities</p>	<p>0-2 years</p>

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>General Plan Design Goal:</u></b>  <i>Promote future development that will meet the needs of the town while protecting and enhancing its visual character, promoting environmental protection, conserving natural resources, meeting the needs of social and economic forces, providing for adequate services and facilities, and encouraging compatibility of future land uses.</i></p>			
<p><b><u>General Plan Design Objective:</u></b> <i>Advocate that all growth and development occurs in a planned and coordinated manner that will maintain or improve the rural quality of life associated with the town of Lyndon.</i></p>			
<p><b><u>Policies:</u></b></p>			
Utilize the Comprehensive Plan as an illustration of the town's overall development policy.	Town Board	Plan Commission	On-Going
Encourage future development in an orderly way to allow for proper distribution of community services.	Plan Commission	Plan Commission	On-Going
Work with the neighboring villages, towns and Sheboygan County to promote compatible growth within the border areas of the town.	Town Board	Plan Commission, SC, SCP, Surrounding Communities	Immediate
Prior to approving any Zoning change, Conditional Use, or Variance, the proposed change should be compared for consistency with the Town's Comprehensive Plan and overall Vision.	Town Board	Plan Commission	On-Going
Explore the creation and adoption of additional ordinances to control likely nuisances (i.e. excessive lighting, noise, etc.) produced during more intensive operations within the town, such as commercial uses, industrial uses, etc.	Town Board	Plan Commission	1-5 years

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<p><b><u>Residential Objective:</u></b> <i>Strive to maintain the stability and integrity of the existing open space areas while encouraging the development of new residential areas sufficient to meet the housing needs of the projected population. A town that is characterized by stable agricultural practices, a variety of housing types and densities, inclusion of open green spaces within developments, and environmental protection is ultimately desired.</i></p>			
<p><b><u>Policies:</u></b></p>			
<p>Encourage the protection of the residential areas identified on the town's 20 Year General Plan Design (Map 8.4) from impacts of non-residential uses not appropriate for the neighborhood. Residential areas should be distanced, buffered, or otherwise mitigated from physical hazards, unhealthy conditions, and protected from traffic, noise, and incompatible uses.</p>	Plan Commission	Town Board	On-Going
<p>Provide for sufficient densities and a broad range of housing choices within the town to meet the current and future needs of the local population.</p>	Plan Commission	Town Board	1-5 years
<p>Advocate that housing developments conform to the zoning districts that they are contained within. Modified conformance standards may be considered in areas that have been designated for conservation subdivision designs or open space designs such as: adjacent to environmental corridors, along transportation corridors (i.e. State and County Trunk Highways) and in areas where the town wants to preserve the open space views and natural appearance as part of retaining community character.</p>	Town Board	Plan Commission	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
<b><i>Commercial Objective:</i></b> Encourage small commercial developments that will serve the needs of the town and area residents, the specialized farming needs of the rural area, and the transient traffic along STH 57.			
<b><u>Policies:</u></b>			
Areas already characterized by commercial development and where town services, facilities and highway access are available should be given preference over scattered non-serviced areas.	Plan Commission	Town Board	On-Going
Future commercial establishments that require a full range of public services should be directed to locations in neighboring communities.	Plan Commission	Town Board, Surrounding Communities	On-Going
Adequate landscape screening “buffers” should be provided between commercial uses and adjacent noncommercial uses to shield or limit viewing of parking spaces, storage areas, outside machinery, etc.	Plan Commission	Town Board	1-3 years and On-Going
Encourage design criteria for commercial businesses in order to reduce clutter and maintain town views along the major highway corridors through the town.	Plan Commission	Town Board	1-3 years and On-Going
Advocate adequate building setbacks from abutting streets and highways.	Town Board	Plan Commission	0-2 years
<b><i>Light Industrial Objectives:</i></b>			
1. Limited light industrial development is recommended to be placed in areas that are compatible with surrounding land uses.			
2. Areas of industry should be screened or buffered from residential, institutional uses, etc. to limit incompatibilities.			

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
3. <i>Future intensive industrial uses (to include those requiring outside storage and excessive traffic, and/or generating odors, noise, and/or water, soil and air pollution) should be directed to the neighboring locations within the surrounding communities where adequate industrial facilities and services (sewer, water, natural gas, etc.) already exist.</i>			
4. <i>Intensive industrial uses shall not be intermixed with residential, governmental, or institutional uses.</i>			
<b><u>Policies:</u></b>			
To be permitted, the industrial development should not detract from the rural community appearance, over burden community services of the town, nor have a negative affect on the surrounding environment.	Town Board	Plan Commission, WDNR	On-Going
Adequate landscape screening “buffers” should be provided between industrial uses and adjacent non-industrial uses to shield or limit viewing of storage areas, outside machinery, etc.	Town Board	Plan Commission	1-3 years and On-Going
<b><u>Agriculture Objectives:</u></b>			
1. <i>Strive to maintain the identity of the town of Lyndon as an agricultural community by preserving the farmland in the town for continued agricultural use.</i>			
2. <i>Advocate that proposed development is done in an orderly manner that preserves farmland while protecting the existing farm operations from conflicts with incompatible uses.</i>			
<b><u>Policies:</u></b>			
Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.	Town Board	Plan Commission, Surrounding Communities, SCP	On-Going
Consider natural buffers for existing and future developments in areas that are to remain in agricultural production.	Town Board	Plan Commission	On-Going

Activity	Lead Department	Cooperators (See Pg. 9-31 for Abbreviations)	Time Period
Continue to use the Agricultural Zoning Districts to preserve the productive farmlands in the town while allowing limited growth on less productive soils.	Town Board	Plan Commission	On-Going
Advocate that the Town's Zoning Ordinance has regulatory language that assures a strong future for agriculture.	Town Board	Plan Commission	On-Going
<b><i>Natural and Cultural Resources Objective:</i></b> Incorporate the preservation of water resources, unique open spaces, and other cultural and natural resources into site designs, while also maintaining existing natural areas (contiguous woodlands, meadows, open spaces, marshes, wetlands, etc.), thus creating environmental corridors throughout the town for wildlife habitat and/or pedestrian linkages.			
<b><u>Policies:</u></b>			
Encourage innovative residential subdivision designs that promote open spaces and conservation.	Plan Commission	Town Board	On-Going
Utilize the environmental corridor designation of the 20 Year General Plan Design to promote and preserve wildlife habitat and trails where appropriate.	Plan Commission	Town Board, SCP, WDNR	Immediate
Carefully consider the impacts of allowing development within and adjacent to the environmental corridors (depicted on the Town of Lyndon, 20 Year General Plan Design).	Plan Commission	Town Board	On-Going
Consider being more restrictive within the environmental corridors, to include the establishment of minimum distances from features such as water ways, wetlands, prairies, etc.	Town Board	Plan Commission	0-3 years

Activity	Lead Department	Cooperators	Time Period
<b><i>Community Services Objective:</i></b> Ensure the adequate provision of community services (e.g. health and safety services) throughout the 20 year planning period in order to reach the desired vision of this plan.			
<b><u>Policies:</u></b>			
The town will continue to monitor services provided to town residents and explore options for maintaining or improving upon the level of existing services.	Town Board	Plan Commission, SC, SCP, Surrounding Communities	On-Going
The town of Lyndon should work with adjoining towns and villages, and service providers (public and private) to help ensure that future services are provided as effective and efficient as reasonably possible.	Town Board	SC, SCP, Surrounding Communities	Immediate

**List of Abbreviations for Table 9.1:**

SC – Sheboygan County

SCP – Sheboygan County Planning Department

SCLWD – Sheboygan County Land &amp; Water Conservation Department

SCHWYD - Sheboygan County Highway Department

SCCH – Sheboygan County Chamber of Commerce

EPA – Environmental Protection Agency

NRCS – US Department of Agriculture, Natural Resources Conservation Service

WisDOT – Wisconsin Department of Transportation

WDNR – Wisconsin Department of Natural Resources

**APPENDIX A**  
**PROCEDURES FOR PUBLIC PARTICIPATION**

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**TOWN OF LYNDON**  
**Sheboygan County**  
**COMPREHENSIVE PLAN**  
**“WRITTEN PROCEDURES TO FOSTER PUBLIC PARTICIPATION”**

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**PURPOSE**

In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, these adopted written procedures will be followed in order to involve the public in the comprehensive planning process to the greatest extent practicable. These procedures are designed to foster public participation, including open discussion, communication programs, information services, and public meetings and shall apply to the adoption and any amendments to the comprehensive plan.

**PLAN COMMITTEE MEETINGS**

The Town of Lyndon has established a Smart Growth Committee to develop and review a comprehensive plan. This body will adopt the plan by resolution and petition the Town Plan Commission to adopt the plan by resolution, who will in turn petition the Town Board to adopt the plan by ordinance.

All meetings of the Smart Growth Committee will be posted in advance and open to the public in accordance with Wisconsin law. The agenda shall provide for comments from the public. To foster intergovernmental cooperation, copies of the agenda will be sent in advance to adjacent municipalities and to Sheboygan County Planning and Resource Department.

**NOMINAL GROUP EXERCISE**

A nominal group meeting shall be held with the Smart Growth Committee and interested citizens are encouraged to participate. The purpose of this meeting will be to identify issues specific to the Town of Lyndon that need to be addressed in the comprehensive plan.

**OPEN HOUSES**

A minimum of two (2) “Open Houses” shall be held during the development of the comprehensive plan in order to present information regarding the comprehensive plan and to obtain public comment. One shall be held at the “midway” point to present background information, and the second open house will be held near the end of the planning process to present the plan prior to the required public hearing. The open houses shall be noticed in a local newspaper. In addition, the open houses will be noticed and posted in three locations by the Town Clerk. The open houses will provide the public with an opportunity to review and comment on work that has been accomplished by the Smart Growth Committee and the Bay-Lake Regional Planning Commission.

**PUBLIC ACCESS AND PUBLIC COMMENT ON DRAFT DOCUMENT**

In all cases Wisconsin’s open records law will be complied with. During the preparation of the comprehensive plan, a copy of the draft plan will be kept on file at the Town Hall and will be

available for public inspection during normal office hours. The public is encouraged to submit written comments on the plan or any amendments of the plan. Written comment should be addressed to the Town Clerk who will record the transmittal and forward copies of the comments to the Smart Growth Committee for consideration.

The Smart Growth Committee shall respond to written comments either individually or collectively by type of comments. Smart Growth Committee responses may be in the form of written or oral communication, or by a written summary of the Town's disposition of the comments in the comprehensive plan.

### **PLAN COMMISSION ADOPTION OF PLAN BY RESOLUTION**

The Town Plan Commission may recommend the adoption or amendment of the comprehensive plan only by the adoption of a resolution by a majority vote of the entire Plan Commission at a regularly scheduled and publicly noticed meeting of the Plan Commission in accordance with s.66.1001 (4) b. The vote shall be recorded in the official minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the Comprehensive Plan.

### **DISTRIBUTION OF THE RECOMMENDED PLAN**

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the recommended plan or amendment shall be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the Town of Lyndon.

### **ADOPTION OF COMPREHENSIVE PLAN BY TOWN BOARD**

After the Smart Growth Committee and Plan Commission resolutions recommending adoption, the Town Board will adopt the Comprehensive Plan by ordinance only after holding at least one public hearing at which the ordinance relating to the Comprehensive Plan is discussed. A majority vote of the members-elect is necessary for adoption. That hearing will be preceded by a Class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The Class 1 notice shall contain at least the following information:

1. The date, time, and place of the hearing.
2. A summary, which may include a map, of the proposed Comprehensive Plan.
3. The name of an individual employed by the Town of Lyndon who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan may be inspected before the hearing, and how a copy of the plan may be obtained.

Upon the day of publication of the public hearing notice, copies of the plan will be made available for public review at the nearest local library of the community and at the Town Hall.

Written comments on the plan from members of public will be accepted by the Town Board at any time prior to the public hearing and at the public hearing.

### **DISTRIBUTION OF THE ADOPTED PLAN**

In accordance with State Statute 66.1001(4), *Procedures for Adopting Comprehensive Plans*, one copy of the adopted plan or amendment shall be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. Every local governmental unit that is adjacent to the local governmental unit which is the subject of the plan.
3. The Wisconsin Land Council
4. The Wisconsin Department of Administration
5. The Bay-Lake Regional Planning Commission
6. The public library that serves the Town of Lyndon.

### **ADDITIONAL STEPS FOR PUBLIC PARTICIPATION**

The Town reserves the right to execute additional steps, means, or methods in order to gain additional public participation and or additional understanding of the Comprehensive Plan and the process of its development and adoption. These optional steps may include informational memos, postcards, letters, posters, fliers, or WEB site.

### **STATE STATUTES**

Where there is a conflict with these written procedures and provisions of s. 66.1001 (4) Procedures for Adopting a Comprehensive Plan, the state statutes shall apply.

### **AMENDMENTS**

The Town Board may amend these procedures from time to time.

Town of Lyndon,  
Sheboygan County, Wisconsin  
Resolution No. 2

**RESOLUTION ADOPTING WRITTEN PUBLIC PARTICIPATION PROCEDURES**

**WHEREAS**, the Town of Lyndon is preparing a Comprehensive Plan under Wis. Stats. 66.1001, and;

**WHEREAS**, the Town of Lyndon may amend the Comprehensive Plan from time to time, and ;

**WHEREAS**, Wis Stats 66.1001 (4) requires a governing body of a local unit of government adopt written procedures designed to foster public participation in the adoption or amendment of a comprehensive plan and;

**WHEREAS**, the Town has prepared and publicly reviewed such written procedures entitled Procedures for Public Participation for Adoption or Amendment of the Town of Lyndon Comprehensive Plan

**NOW THEREFORE BE IT RESOLVED**, the Town Board of the Town of Lyndon officially adopts Procedures for Public Participation for Adoption or Amendment of the Town of Lyndon Comprehensive Plan

Adopted this 14<sup>th</sup> of Aug 2002

Approved:

Robert M. J. J. J.  
Town Chair

Attest:

Julian F. Brachmann  
Town Clerk

**APPENDIX B**  
**2002 NOMINAL GROUP RESULTS**

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**July 23, 2002**

**Town of Lyndon**

**NOMINAL GROUP SURVEY RESULTS**

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**Background**

On July 23, 2002 members of the Town Smart Growth Committee were involved in a Nominal Group Process in order to produce a list of issues and concerns regarding future development in the town of Lyndon. The following is an explanation of the Nominal Group Process and the final list of issues and concerns as they were ranked and voted on by the group.

The list is important to the planning process as it will be used in formulating goals and objectives for the Town of Lyndon 20 Year Comprehensive Plan. The list also reinforces the issues addressed in the community-wide survey and also addresses new issues or items not discussed in the survey. In addition, the issues identified will be used as a checklist to ensure that they are addressed within the plan, and discussed by the Smart Growth Committee during the planning and research phase.

**Nominal Group Process**

The Nominal Group Process is a technique intended to facilitate a comprehensive exploration of ideas within a group by providing mechanisms to ensure that all participate, whether they are inclined to be vocal or not. This is achieved by having ideas evolve from each individual within the group (thus the term nominal) and prohibiting the group from debating or ridiculing any idea. The group action takes the form of voting to decide which of the ideas have the greatest merit in the eyes of the entire group. The steps in the process are:

1. The Silent Generation of Ideas in Writing - Each member of the group is asked to write down, in silence, as many ideas as possible in response to the basic question "What characteristics of your community should be maintained, enhanced, added, or eliminated?"
2. Round Robin Recording of Ideas on a Flip Chart - The ideas of each member of the group are recorded and posted for the group to see. This is done by having the group leader solicit one idea from each member at a time and recording these ideas on the flip chart. It is the responsibility of the group leader to ensure that in the process of posting ideas that neither debate nor ridicule ensues, and no member is allowed to dominate the dialogue. After all ideas are listed, it is the group leader's job to eliminate duplicate ideas and combine similar ideas with the consent of the author(s).
3. Preliminary Vote on Items of Importance - On a sheet handed out by the group leader, each member of the group is asked to identify their top five choices from among the ideas that were generated in steps 1 and 2. No one in the group should feel obliged to vote for his/her own ideas.
4. Tally the Sheets to Determine the Top Five Choices of the Group - Each member of the group is then asked to identify their top five choices. The most important issue is given a score of five points, the second most important, four points and so on, with the least

important issue scoring one point. These scores are placed next to each idea on the flip chart and tallied. The scores are then totaled to identify the five major issues facing the town of Lyndon, as well as several other issues that need to be addressed in the plan. The following list identifies the issues or concerns that were brought up by the group and voted on (in rank order):

#### TOWN OF LYNDON NOMINAL GROUP RESULTS

Score	Issue/Concern Regarding Future Development in Lyndon
<b>19</b>	Identify areas in the town for residential development
<b>14</b>	Encourage compatible land uses
<b>13</b>	Preservation of wetlands/encourage buffers, etc.
<b>12</b>	Preserve the right to farm
<b>11</b>	Be fair to land owners, farmers, business and general public
<b>11</b>	Encourage development along Hwy 57 (commercial)
10	Keep country setting, allow farmers to develop
8	Environmental awareness (preservation-green space, etc)
8	No more subdivisions or multifamily housing
8	Encourage small farm business
7	Concentrate commercial development/not scattered
6	Use of voluntary conservation easements and PDR's for preservation of open space and farmland
5	Own fire protection
4	Strict controls of mobile homes, storage buildings, and trailer parks
4	Discourage long driveways for better provision of services, maintain rural character, etc.
3	Removal of dilapidated structures, equipment, vehicles
3	No need for future industrial within town (parks exist North and South)
2	Maintain roads/no "super highway"/improve city and village streets
1	Keep road advertising signs to a minimum
1	Improve overall community communications/encourage participation
0	Development should be on small lots, in clusters, ideally on unproductive land
0	Cooperation between citizens (rural residents, farmers, business and Lake Ellen)
0	Restricted high power lines
0	Work together with Waldo and Cascade on parks
0	Need for lighting in some areas of town for safety, etc.
0	River and creek, maintain and upgrade
0	PUD's for existing gravel pits
0	Encourage development of future recreation trails (historic road, railroad)

**APPENDIX C**  
**DETAILED LAND USE TABULATION**

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## 2002 TOWN OF LYNDON DETAILED LAND USE

CODE	LAND USE CLASSIFICATION	ACRES
<b>100</b>	<b>RESIDENTIAL</b>	
110	Single Family Residential	170.1
180	Mobile Homes	10.2
199	Vacant Residence	1.1
<b>200</b>	<b>COMMERCIAL</b>	
210	Retail Sales	5.8
250	Retail Services	5.2
<b>300</b>	<b>INDUSTRIAL</b>	
360	Extractive	57.8
381	Open Storage	0.6
382	Enclosed Storage	28.3
399	Vacant Commercial	2.3
<b>400</b>	<b>TRANSPORTATION</b>	
412	State Highways	49.7
413	County Highways	82.3
414	Local Streets and Roads	79.6
417	Off-Street Parking	0.1
440	Rail Related	46.5
<b>500</b>	<b>COMMUNICATION/UTILITIES</b>	
537	Water Supply Wells	0.2
542	Electric Power Substations	0.7
546	Radio/Television Transmission Towers/Antennae	0.5
552	Natural Gas Substations	1.5
582	Waste Processing/Disposal/Recycling	0.3
583	Sewerage Treatment Plants	9.3
<b>600</b>	<b>INSTITUTIONAL/GOVERNMENTAL FACILITIES</b>	
611	Administrative Buildings	5.6
684	Fraternal Organizations/Clubhouses	6.4
691	Churches/Temples/Synagogues	0.2
694	Cemeteries	4.1
<b>700</b>	<b>OUTDOOR RECREATION</b>	
731	Campgrounds	12.8
736	Parks/Parkways/Trails/Forest Related Picnic Areas	6.0
737	Separate Picnic Areas	4.4
780	Water Related Activities	0.1
<b>800</b>	<b>AGRICULTURE/SILVICULTURE</b>	
805	Open Space	12.5
810	Croplands/Pastures	12,470.7
830	Long-Term Specialty Crops	32.2
870	Farm Buildings/Accessories	206.8
899	Vacant Agricultural Buildings	2.4
<b>900</b>	<b>NATURAL AREAS</b>	
911	Lakes	115.6
912	Reservoirs and Ponds	95.5
913	Rivers and Streams	54.6
950	Other Natural Areas	2,619.5
951	Woodlands	5,795.4
<b>TOTAL ACREAGE</b>		<b>21,996.9</b>

**APPENDIX D**  
**RARE SPECIES & NATURAL COMMUNITIES LIST**

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# Sheboygan County

## Rare Species & Natural Communities List

The following list includes Sheboygan County's rare species and natural communities that have been recorded in the Wisconsin Natural Heritage Inventory (NHI).

### AQUATIC OCCURRENCES

#### ANIMALS

- Unicorn clubtail
- Blanding's turtle
- Red shouldered hawk
- Slippershell mussel
- Piping plover
- Black crowned night heron
- Elegant spreadwing
- A side swimmer
- Lake herring
- Swamp spreadwing
- Violet masked glider
- Amber winged spreadwing
- Least darter
- Banded killifish
- Greater redhorse
- Pugnose shiner
- Ellipse
- Queen snake
- Striped shiner
- Shortnose cisco
- Kiyi
- Bloater
- Northern ribbon snake

#### PLANTS

- Swamp pink
- Small yellow lady's slipper
- Marsh valerian
- Showy lady's slipper
- Round leaved orchis
- Many headed sedge
- Waxleaf meadowrue
- Rams head lady's slipper
- Slender bog arrow grass
- Variegated horsetail
- Tufted hairgrass
- Common bog arrow grass
- Prairie white fringed orchid
- Leafy white orchis
- White adder's mouth
- Seaside crowfoot

#### NATURAL COMMUNITIES

- Northern wet forest
- Southern sedge meadow
- Lake soft bog
- Stream fast, hard, cold
- Emergent aquatic
- Open bog
- Floodplain forest
- Springs and spring runs, soft
- Lake shallow, hard, seepage
- Springs and spring runs, hard
- Alder thicket
- Shrub carr
- Hardwood swamp
- Spring pond
- Northern wet mesic forest
- Northern sedge meadow
- Lake shallow, hard, drainage
- Bog relict
- Interdunal wetland
- Lake deep, hard, drainage

## **TERRESTRIAL OCCURRENCES**

### **ANIMALS**

- Barn owl
- Seaside grasshopper
- Phyllira tiger moth
- Cherrystone drop
- Northern goshawk

### **PLANTS**

- American sea rocket
- Large roundleaf orchid
- American gromwell
- Cuckooflower
- Long spur violet
- Sand reed grass
- Seaside spurge
- Narrow leaved vervain
- Thickspike
- Sticky goldenrod
- Early anemone
- Yellow gentian
- Clustered broomrape
- Indian cucumber root
- Forked aster
- Dragon wormwood
- Yellow evening primrose
- Hooker orchis
- One flowered broomrape
- Prairie parsley
- Richardson sedge
- Marbleseed
- Small skullcap
- Dune thistle
- Hairy beardtongue
- Purple false oats
- Snow trillium
- Pale beardtongue
- Fragrant sumac
- Prairie dunewort
- Christmas fern

### **NATURAL COMMUNITIES**

- Northern mesic forest
- Southern mesic forest
- Northern dry mesic forest
- Great lakes dune
- Great lakes beach
- Southern dry mesic forest

Source: WDNR–Bureau of Endangered Resources,  
2002

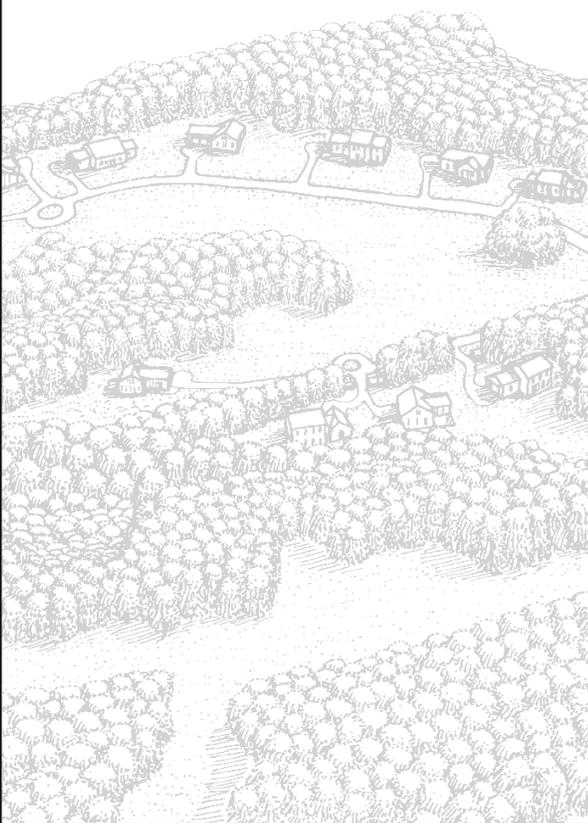
**APPENDIX E**  
**CONSERVATION BY DESIGN**

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# Growing Greener

## Conservation by Design



Communities across Pennsylvania are realizing that they can conserve their special open spaces, greenways and natural resources **at the same time** they achieve their development objectives. How? Conservation through local zoning and subdivision ordinances, an approach we're calling *Growing Greener: Conservation by Design*. If you want your community to take control of its destiny and ensure that new development creates more livable communities in the process, the *Growing Greener: Conservation by Design* approach might be right for you.



## Background

This booklet summarizes how municipalities can use the development process to their advantage to protect interconnected networks of open space: natural areas, greenways, trails and recreational lands. Communities **can** take control of their destinies so that their conservation goals are achieved in a manner fair to all parties concerned. All that is needed are some relatively straightforward amendments to municipal comprehensive plans, zoning ordinances and subdivision ordinances. These steps are described on the pages that follow.

*Growing Greener: Conservation by Design* is a collaborative program of the Pennsylvania Department of Conservation and Natural Resources (DCNR); the Governor's Center for Local Government Services; Natural Lands Trust, Inc., a regional land conservancy located in Media, PA; and an advisory committee comprised of officials from state and local agencies including the Pennsylvania Environmental Council, the Pennsylvania State University Cooperative Extension, and other non-profits and the private sector. The program is based on the work of Randall Arendt, Senior Conservation Advisor at Natural Lands Trust, and Michael Clarke, former president of Natural Lands Trust.

## How Do I Learn More?

The following services are available in Pennsylvania: (1) educational workshops, held at the county and regional level, for local officials, developers and others involved in making land use decisions; and presentations at conferences; (2) technical assistance for communities—primarily in the form of assessments of land use regulations, ordinance assistance and design services; and (3) training for professionals interested in learning how to write the ordinances and use the design methods that implement the *Growing Greener: Conservation by Design* standards.

### For more information contact:



NATURAL  
LANDS  
TRUST

Hildacy Farm  
1031 Palmers Mill Road  
Media, PA 19063  
tel: 610-353-5587  
fax: 610-353-0517  
[www.natlands.org](http://www.natlands.org)

Ann Hutchinson, AICP  
[ahutchinson@natlands.org](mailto:ahutchinson@natlands.org)  
Monica Drewniany, AICP  
[mdrewniany@natlands.org](mailto:mdrewniany@natlands.org)



717-772-3321  
[www.dcnr.state.pa.us](http://www.dcnr.state.pa.us)

Todd Stell  
Environmental Planner  
[tstell@dcnr.state.pa.us](mailto:tstell@dcnr.state.pa.us)



888-223-6837  
[www.landuseinpa.com](http://www.landuseinpa.com)

Neil Kinsey  
Local Government Policy Specialist  
[nkinsey@state.pa.us](mailto:nkinsey@state.pa.us)

# Putting Conservation into Local Codes

## *The Conservation Design Concept*

Each time a property is developed into a residential subdivision, an opportunity exists for adding land to a community-wide network of open space. Although such opportunities are seldom taken in many municipalities, this situation could be reversed fairly easily by making several small but significant changes to three basic local land-use documents—the comprehensive plan, the zoning ordinance and the subdivision and land development ordinance. Simply stated, Conservation Design rearranges the development on each parcel as it is being planned so that half (or more) of the buildable land is set aside as open space. Without controversial “down zoning,” the same number of homes can be built in a less land-consumptive manner, allowing the balance of the property to be permanently protected and added to an interconnected network of community green spaces. This “density-neutral” approach provides a fair and equitable way to balance conservation and development objectives.

## Four Keys to Conservation

Communities protect open space because it protects streams and water quality, provides habitat for plants and animals, preserves rural “atmosphere,” provides recreational areas, protects home values and reduces costs of municipal services. In short, land conservation makes your community a better place to live. Four basic actions underlie the *Growing Greener* process:

### **Envision the Future: Performing “community assessments”**

Successful communities have a realistic understanding of their future. The assessment projects past and current development trends into the future so that officials and residents may easily see the long-term results of continuing with current ordinance provisions. Communities use this knowledge to periodically

review and adjust their goals and strategies for conservation and development.

### **2 Protect Open Space Networks Through Conservation Planning**

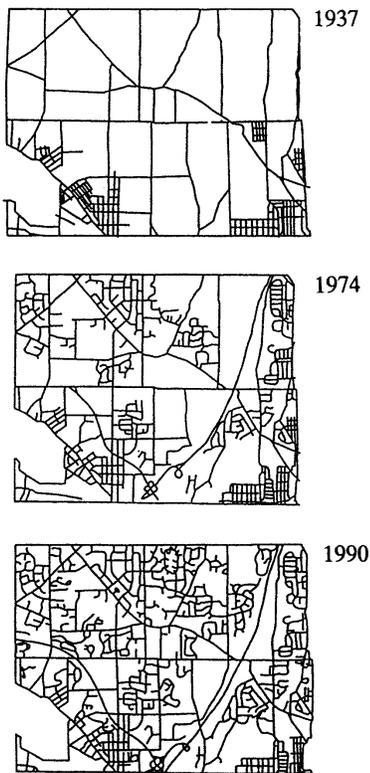
Successful communities have a good understanding of their natural and cultural resources. They establish reasonable goals for conservation and development—goals that reflect their special resources, existing land use patterns and anticipated growth. Their comprehensive plans document these resources, goals and policies. The plan contains language about the kinds of ordinance updating and conservation programs necessary for those goals to be realized. A key part of the Comprehensive Plan is a *Map of Potential Conservation Lands* that is intended to guide the location of open space in each new subdivision as it is being laid out.

### **3 Conservation Zoning: A “Menu of Choices”**

Successful communities have legally defensible, well-written zoning regulations that meet their “fair share” of future growth and provide for a logical balance between community goals and private landowner interests. They incorporate resource suitabilities, flexibility, and incentives to require the inclusion of permanent conservation lands into new subdivisions. The five zoning options summarized in this publication and described in detail in the *Growing Greener* manual respect the private property rights of developers without unduly impacting the remaining natural areas that make our communities such special places in which to live, work, recreate and invest in.

## 4 Conservation Subdivision Design: A Four-Step Process

Successful communities recognize that both design standards and the design process play an important part in conserving community resources. Such communities adopt subdivision codes which require detailed site surveys and analyses identifying the special features of each property, and introduce a simple methodology showing how to lay out new development so that the majority of those special features will be permanently protected in designated conservation areas or preserves. To a considerable extent, those preserves within new subdivisions can be pre-identified in the Comprehensive Plan so that each such area will form an integral part of a community-wide network of protected open space, as noted above.



**Figure 1**  
The pattern of “wall-to-wall subdivisions” that evolves over time with zoning and subdivision ordinances which require developers to provide nothing more than houselots and streets.

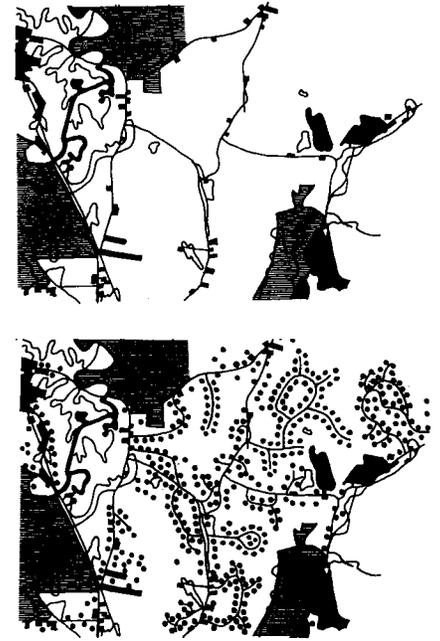
# 1 Envisioning the Future Performing “Community Assessments”

The “community assessment” visioning process helps local officials and residents see the ultimate result of continuing to implement current land-use policies. The process helps start discussions about how current trends can be modified so that a greener future is ensured.

Sad but true, the future that faces most communities with standard zoning and subdivision codes is to witness the systematic conversion of every unprotected acre of buildable land into developed uses.

Most local ordinances allow or encourage standardized layouts of “wall-to-wall houselots.” Over a period of decades this process produces a broader pattern of “wall-to-wall subdivisions” (see Figure 1). No community actively plans to become a bland suburb without open space. However, most zoning codes program exactly this outcome (see Figure 2).

Municipalities can perform assessments to see the future before it happens, so that they will be able to judge whether a mid-course correction is needed. A community assessment entails an evaluation of the land-use regulations that are currently on the books, identifying their strengths and weaknesses and offering constructive recommendations about how they can incorporate the conservation techniques described in this booklet. It should also



**Figure 2**  
A matching pair of graphics, taken from an actual “build-out map,” showing existing conditions (mostly undeveloped land) contrasted with the potential development pattern of “checkerboard suburbia” created through conventional zoning and subdivision regulations.

include a realistic appraisal of the extent to which private conservation efforts are likely to succeed in protecting lands from development through various nonregulatory approaches such as purchases or donations of easements or fee title interests.

The following parts of this booklet describe practical ways in which communities can take control of their destinies so that conservation goals will be achieved simultaneously with development objectives, in a manner that is fair to all parties concerned. Three interrelated documents—the Comprehensive Plan, Zoning Code and Subdivision and Land Development Code, stand together like a three-legged stool providing a balanced footing for achieving a municipality’s conservation goals.

## 2 Protecting Open Space Networks Through Conservation Planning

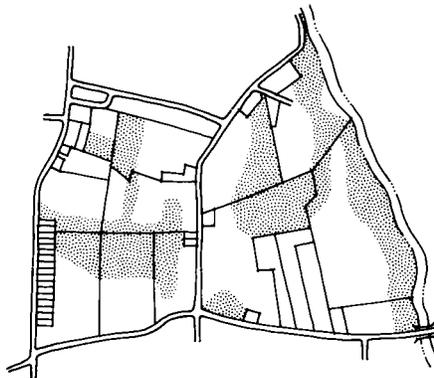
Although many communities have adopted either Comprehensive Plans or Open Space Plans containing detailed inventories of their natural and historic resources, very few have taken the next logical step of pulling together all that information and creating a *Map of Potential Conservation Lands*.

Such a map is vitally important to any community interested in conserving an interconnected network of open space. The map serves as the tool which guides decisions regarding which land to protect in order for the network to eventually take form and have substance.

A *Map of Potential Conservation Lands* starts with information contained in the community’s existing planning documents. The next task is to identify two kinds of resource areas. *Primary Conservation Areas* comprise only the most severely constrained lands, where development is typically restricted under current codes and laws (such as wetlands, floodplains, and slopes exceeding 25%). *Secondary Conservation Areas* include all other locally noteworthy or significant features of the natural or cultural landscape—such as mature woodlands, wildlife habitats and travel corridors, prime farmland, groundwater recharge areas, greenways and trails, river and stream corridors, historic sites and buildings, and scenic viewsheds. These Secondary Conservation Areas are often best understood by the local residents who may be directly involved in their identification. Usually these re-

source areas are totally unprotected and are simply zoned for one kind of development or another.

A base map is then prepared on which the Primary Conservation Areas have been added to an inventory of lands which are already protected (such as parks, land trust preserves, and properties under conservation easement). Clear acetate sheets showing each kind of Secondary Conservation Area are then



**Figure 3**  
Part of a *Map of Potential Conservation Lands* for West Manchester Township, York County. West Manchester’s map gives clear guidance to landowners and developers as to where new development is encouraged on their properties. Township officials engaged a consultant to draw, on the official tax parcel maps, boundaries of the new conservation lands network as it crossed various properties, showing how areas required to be preserved in each new development could be located so they would ultimately connect with each other. In this formerly agricultural municipality the hedgerows, woodland remnants, and the riparian buffer along the creek were identified as core elements of the conservation network.

laid on top of the base map in an order reflecting the community’s preservation priorities (as determined through public discussion).

This overlay process will reveal certain situations where two or more conservation features appear together (such as woodlands and wildlife habitats, or farmland and scenic viewsheds). It will also reveal gaps where no features appear.

Although this exercise is not an exact science, it frequently helps local officials and residents visualize how various kinds of resource areas are connected to one another, and enables them to tentatively identify both broad swaths and narrow corridors of resource land that could be protected in a variety of ways.

Figure 3 shows a portion of a map prepared for one Chester County township which has followed this approach.

The planning techniques which can best implement the community-wide *Map of Potential Conservation Lands* are Conservation Zoning and Conservation Subdivision Design. These techniques which work hand in hand are described in detail below. Briefly stated, conservation zoning expands the range of development choices available to landowners and developers. Just as importantly, it also eliminates the option of creating full-density “checkerboard” layouts that convert all land within new subdivisions into houselots and streets.

The second technique, “conservation subdivision design,” devotes half or more of the buildable land area within a residential development as undivided permanent open space. Not surprisingly, the most important step in designing a conservation subdivision is to identify the land that is to be preserved. By using the community-wide *Map of Potential Conservation Lands* as a template for the layout and design of conservation areas within new subdivisions, these developments help to create an interconnected network of open space spanning the entire municipality.

Figure 4 shows how the open space in three adjoining subdivisions has been designed to connect, and illustrates the way in which the *Map of Potential Conservation Lands* can become a reality.

Figure 5 provides a bird's-eye view of a landscape where an interconnected network of conservation lands has been gradually protected through the steady application of conservation zoning techniques and conservation subdivision design standards.

## 3 Conservation Zoning A "Menu" of Choices

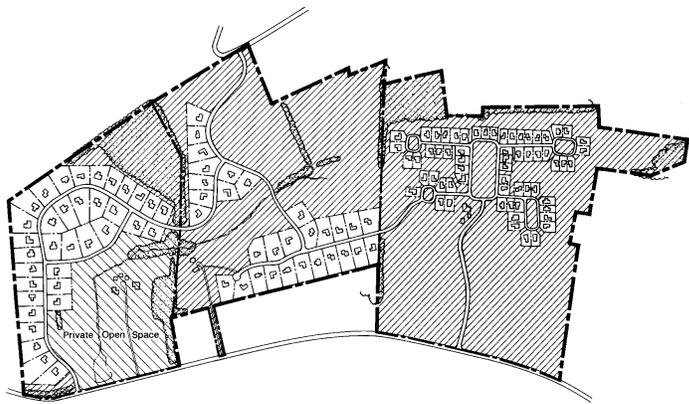
The main reason subdivisions typically consist of nothing more than houselots and streets is that most local land-use ordinances ask little, if anything, with respect to conserving open space or providing neighborhood amenities (see Figure 6).

Communities wishing to break the cycle of "wall-to-wall houselots" need to consider modifying their zoning to actively and legally encourage subdivisions that set aside at least 50 percent of the land as permanently protected open space and to incorporate substantial density disincentives for developers who do not conserve any significant percentage of land.

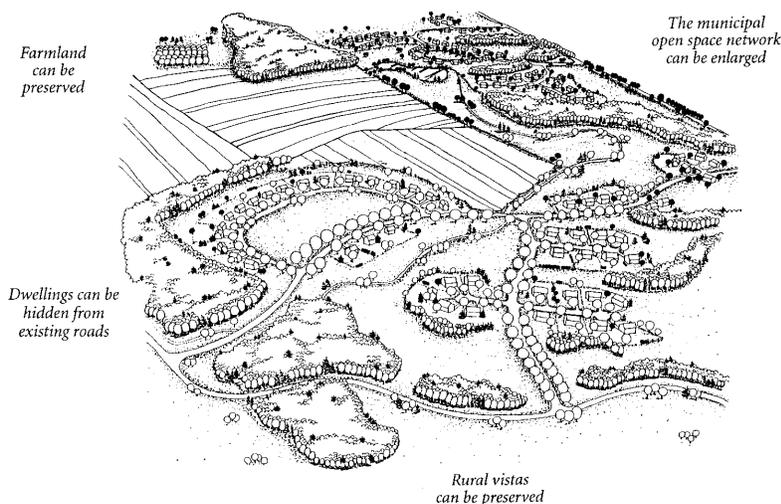
Following this approach, a municipality would first calculate a site's yield using traditional zoning. A developer would then be permitted full density *only* if at least 50 percent of the buildable land is maintained as undivided open space (illustrated in Figure 7: "Option 1"). Another full-density option could include a 25 percent density bonus for preserving 60 percent of the unconstrained land (Figure 8: "Option 2"). Municipalities might also consider offering as much as a 100 percent density bonus for protecting 70 percent of that land (Figure 11: "Option 5").

It is noteworthy that the 36 village-like lots in Option 5 occupy less land than the 18 lots in Option 1, and that Option 5 therefore contributes more significantly to the goal of creating community-wide networks of open space. The village-scale lots in Option 5 are particularly popular with empty-nesters, single-parent households, and couples with young children. Its traditional layout is based on that of historic hamlets and villages in the region, and new developments in this category could be controlled as Conditional Uses subject to a set of extensively illustrated design standards.

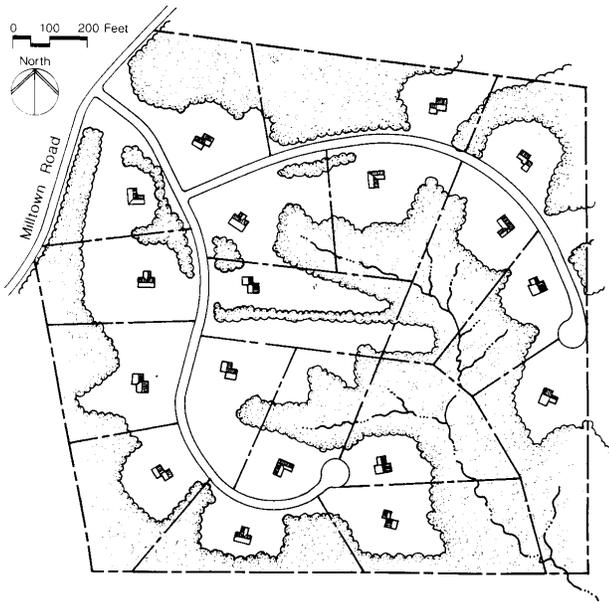
Developers wishing to serve the "estate lot" market have two additional options. One involves lots containing at least four acres of unconstrained land (Figure 9: "Option 3"). The other is



**Figure 4**  
The conservation lands (shown in gray) were deliberately laid out to form part of an interconnected network of open space in these three adjoining subdivisions.

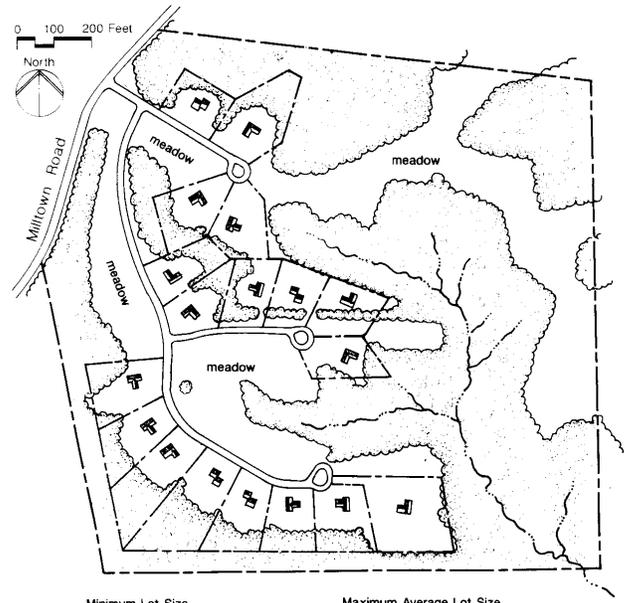


**Figure 5**  
This sketch shows how you can apply the techniques described in this booklet to set aside open space which preserves rural character, expands community parkland and creates privacy for residences. (Source: Montgomery County Planning Commission)



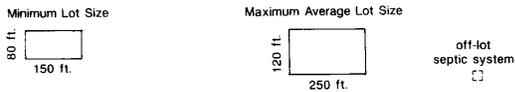
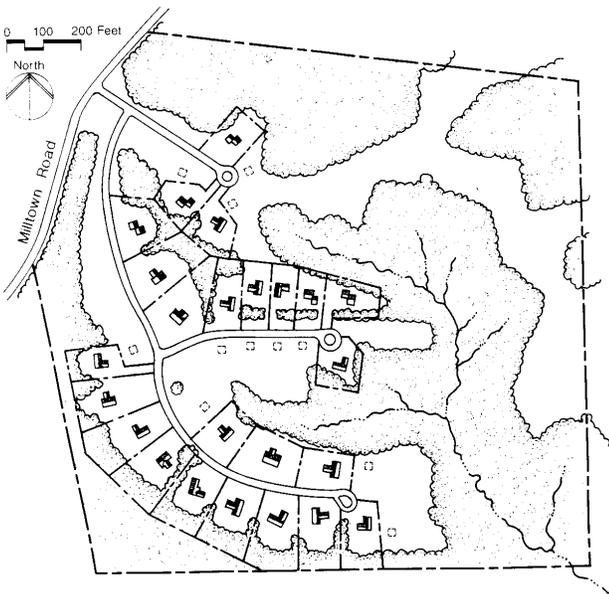
**Figure 6** YIELD PLAN

The kind of subdivision most frequently created in Pennsylvania is the type which blankets the development parcel with houselots, and which pays little if any attention to designing around the special features of the property. In this example, the house placement avoids the primary conservation areas, but disregards the secondary conservation features. However, such a sketch can provide a useful estimate of a site's capacity to accommodate new houses at the base density allowed under zoning—and is therefore known as a "Yield Plan."



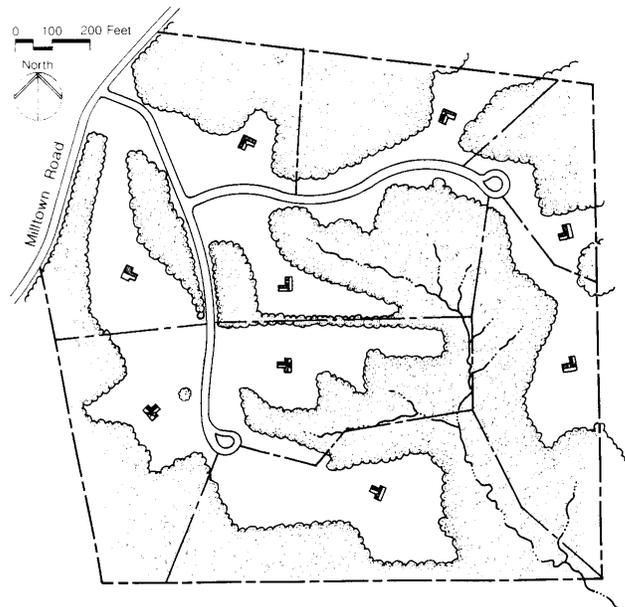
**Figure 7** OPTION 1

Density-neutral with Pre-existing Zoning  
18 lots  
Lot Size Range: 20,000 to 40,000 sq. ft.  
50% undivided open space



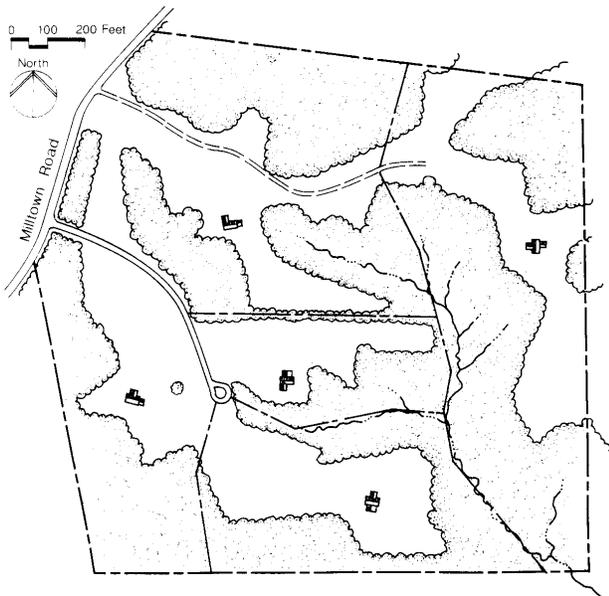
**Figure 8** OPTION 2

Enhanced Conservation and Density  
24 Lots  
Lot Size Range: 12,000 to 24,000 sq. ft.  
60% undivided open space

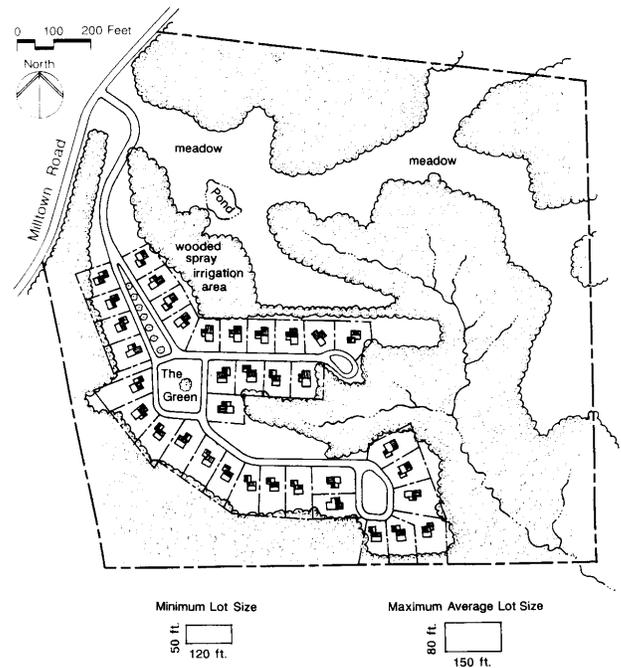


**Figure 9** OPTION 3

50% Density Reduction  
9 Lots  
Typical Lot Size: 160,000 sq. ft. (4 acres)  
Estate Lots



**Figure 10** OPTION 4  
Country Properties  
5 Lots  
Maximum Density: 10 acres per principal dwelling  
70% density reduction



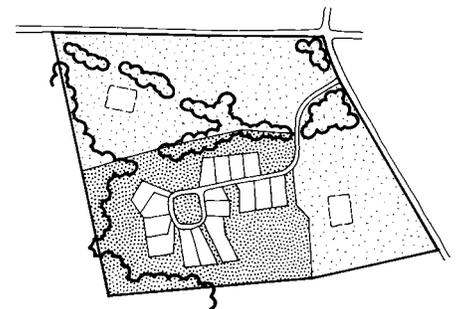
**Figure 11** OPTION 5  
Hamlet or Village  
36 Lots  
Lot Size Range: 6,000 to 12,000 sq. ft.  
70% undivided open space

comprised of “country properties” of at least 10 acres, which may be accessed by gravel drives built to new township standards for very low-volume rural lanes (Figure 10: “Option 4”). An additional incentive to encourage developers to choose this fourth option would typically be permission to build up to two accessory dwellings on these properties. Those units would normally be limited in size, subject to architectural design standards to resemble traditional estate buildings, and restricted from further lot division.

Two or more of these options could be combined on a single large property. One logical approach would combine Options 4 and 5, with the Option 4 “country properties” comprising part of the required greenbelt open space around an Option 5 village (see Figure 12).

Conspicuously absent from this menu of choices is the conventional full-density subdivision providing no unfragmented open space (Figure 6). Because that kind of development causes the largest loss of resource land and poses the greatest obstacle to conservation efforts, it is not included as an option under this approach.

For illustrative purposes, this booklet uses a one dwelling unit per two acre density. However, conservation zoning is equally applicable to higher density zoning districts of three or four units per acre. Such densities typically occur in villages, boroughs, urban growth boundary areas and TDR receiving areas where open space setbacks are critical to the residents’ quality of life.



**Figure 12**  
An Option 5 village surrounded by its own open space and buffered from the township road by two “country properties” (Option 4).

# 4 Conservation Subdivision Design

## A Four-Step Process

Designing subdivisions around the central organizing principle of land conservation is not difficult. However, it is essential that ordinances contain clear standards to guide the conservation design process. The four-step approach described below has been proven to be effective in laying out new full-density developments where all the significant natural and cultural features have been preserved.

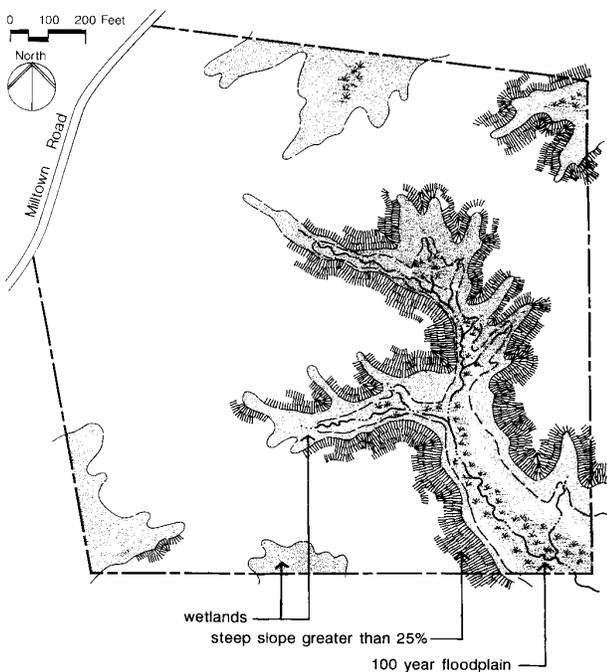
**Step One** consists of identifying the land that should be permanently protected. The developer incorporates areas pre-identified on the community-wide *Map of Potential Conservation Lands* and then performs a detailed site analysis in order to precisely locate features to

be conserved. The developer first identifies all the constrained lands (wet, floodprone, and steep), called *Primary Conservation Areas* (Figure 13). He then identifies *Secondary Conservation Areas* (Figure 14) which comprise noteworthy features of the property that are typically unprotected under current codes: mature woodlands, greenways and trails, river and stream corridors, prime farmland, hedgerows and individual free-standing trees or tree groups, wildlife habitats and travel corridors, historic sites and structures, scenic viewsheds, etc. After “greenlining” these conservation elements, the remaining part of the property becomes the *Potential Development Area* (Figure 15).

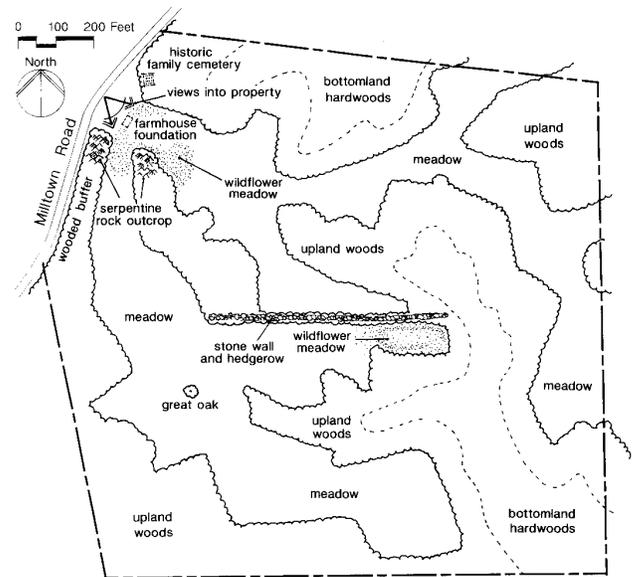
**Step Two** involves locating sites of individual houses within the Potential Development Area so that their views of the open space are maximized (Figure 16). The number of houses is a function of the density permitted within the zoning district, as shown on a *Yield Plan* (Figure 6). (In unsewered areas officials should require a 10 percent sample of the most questionable lots—which they would select—to be tested for septic suitability. Any lots that fail would be deducted and the applicant would have to perform a second 10 percent sample, etc.)

**Step Three** simply involves “connecting the dots” with streets and informal trails (Figure 17), while **Step Four** consists of drawing in the lot lines (Figure 18).

This approach reverses the sequence of steps in laying out conventional subdivisions, where the street system is the

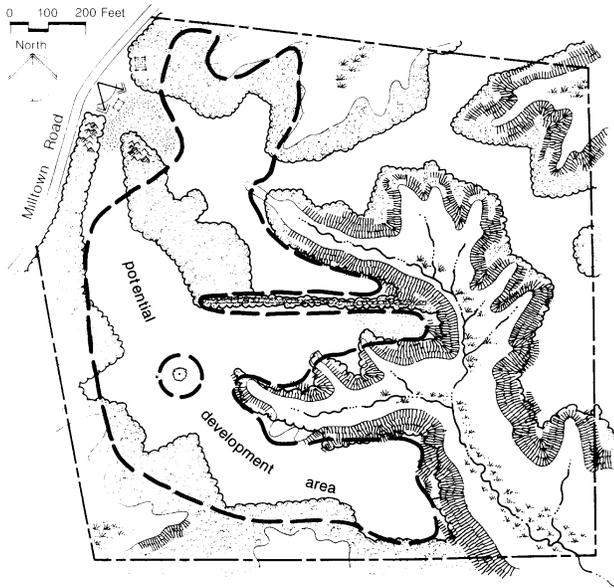


**Figure 13** STEP ONE, Part One  
Identifying Primary Conservation Areas

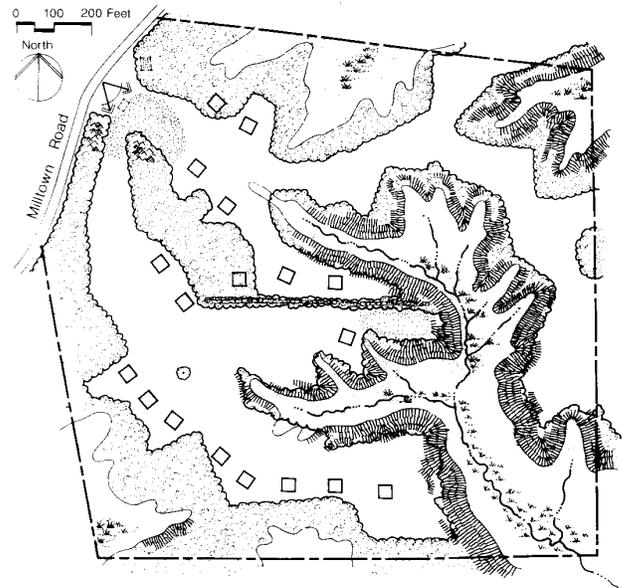


**Figure 14** STEP ONE, Part Two  
Identifying Secondary Conservation Areas

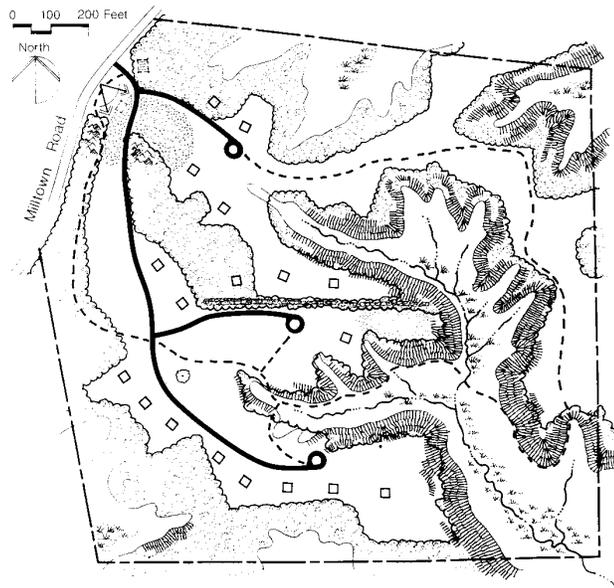
Typically unprotected under local codes, these special features constitute a significant asset to the property value and neighborhood character. Secondary conservation areas are the most vulnerable to change, but can easily be retained by following this simple four-step process.



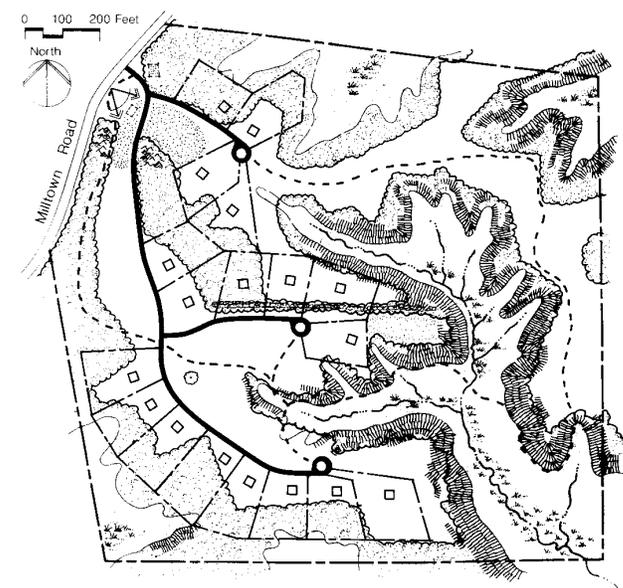
**Figure 15** STEP ONE, Part Three  
Potential Development Areas  
for Options 1, 2, and 5



**Figure 16** STEP TWO  
Locating House Sites



**Figure 17** STEP THREE  
Aligning Streets and Trails



**Figure 18** STEP FOUR  
Drawing in the Lot Lines

first thing to be identified, followed by lot lines fanning out to encompass every square foot of ground into houselots. When municipalities require nothing more than “houselots and streets,” that is all they receive. But by setting community standards higher and requiring 50 to 70 percent open space as a precondition

for achieving full density, officials can effectively encourage conservation subdivision design. The protected land in each new subdivision would then become building blocks that add new acreage to community-wide networks of interconnected open space each time a property is developed.

## Frequently Asked Questions About Conservation Subdivision Design

### *Does this conservation-based approach involve a “taking”?*

No. People who do not fully understand this conservation-based approach to subdivision design may mistakenly believe that it constitutes “a taking of land without compensation.” This misunderstanding may stem from the fact that conservation subdivisions, as described in this booklet, involve either large percentages of undivided open space or lower overall building densities.

There are two reasons why this approach does not constitute a “taking.”

*First, no density is taken away.* Conservation zoning is fundamentally fair because it allows landowners and developers to achieve full density under the municipality’s current zoning—and even to increase that density significantly—through several different “as-of-right” options. Of the five options permitted under conservation zoning, three provide for either full or enhanced densities. The other two options offer the developer the choice to lower densities and increase lot sizes. Although conservation zoning precludes full-density layouts that do not conserve open space, this is legal because there is no constitutional “right to sprawl.”

*Second, no land is taken for public use.* None of the land which is required to be designated for conservation purposes becomes public (or even publicly accessible) unless the landowner or developer wants it to be. In the vast majority of situations, municipalities themselves have no desire to own and manage such conservation land, which they generally feel should be a neighborhood responsibility. In cases where local officials wish to provide township recreational facilities (such as ballfields or trails) within conservation subdivisions, the municipality must negotiate with the developer for the purchase of that land on a “willing seller/willing buyer” basis. To facilitate such negotiations, conservation zoning ordinances can be written to include density incentives to encourage developers to designate specific parts of their conservation land for public ownership or for public access and use.

A legal analysis of the *Growing Greener* workbook, by Harrisburg land use attorney Charles E. Zaleski, Esq., is reprinted on the last page of this booklet.

### *How can a community ensure permanent protection for conservation lands?*

The most effective way to ensure that conservation land in a new subdivision will remain undeveloped forever is to place a permanent conservation easement on it. Such easements run with the chain of title, in perpetuity, and specify the various conservation uses that may occur on the property. These restrictions are separate from zoning ordinances and continue in force even if legal densities rise in future years. Easements are typically held by land trusts and units of government. Since political leadership can change over time, land trusts are the most reliable holder of easements, as their mission never varies. Deed restrictions and covenants are, by comparison, not as effective as easements, and are not recommended for this purpose. Easements can be modified only within the spirit of the original agreement, and only if the co-holders agree. In practice, while a proposal to erect another house or a country club building on the open space would typically be denied, permission to create a small ballfield or a single tennis court in a corner of a large conservation meadow or former field might well be granted.

## What are the ownership, maintenance, tax and liability issues?

Among the most commonly expressed concerns about subdivisions which conserve open space are questions about who will own and maintain the conservation land, and who will be responsible for the potential liability and payment of property taxes. The short answer is that whoever owns the conservation land is responsible for all of the above. But who owns this land?

### Ownership Choices

There are basically four options, which may be combined within the same subdivision where that makes the most sense.

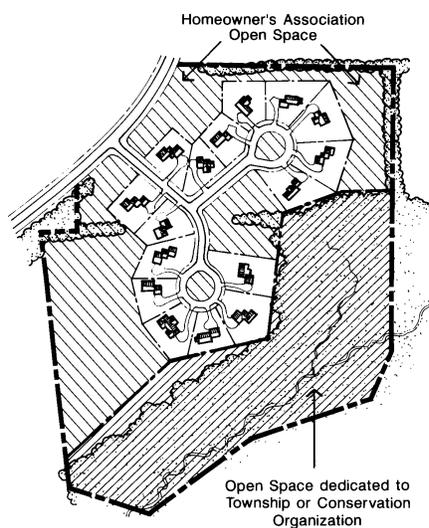
- *Individual Landowner*

At its simplest level, the original landowner (a farmer, for example) can retain ownership to as much as 80 percent of the conservation land to keep it in the family. (At least 20 percent of the open space should be reserved for common neighborhood use by subdivision residents.) That landowner can also pass this property on to sons or daughters, or sell it to other individual landowners, with permanent conservation easements running with the land and protecting it from development under future owners. The open space should not, however, be divided among all of the individual subdivision lots as land management and access difficulties are likely to arise.

- *Homeowners' Associations*

Most conservation land within subdivisions is owned and managed by homeowners' associations (HOAs). A few basic ground rules encourage a good performance record. First, membership must be automatic, a precondition of property purchase in the development. Second, zoning should require that by-laws give such associations the legal right to place liens on properties of mem-

bers who fail to pay their dues. Third, facilities should be minimal (ball fields and trails rather than clubhouses and swimming pools) to keep annual dues low. And fourth, detailed maintenance plans for conservation areas should be required by the municipality as a condition of approval. The municipality has enforcement rights and may place a lien on the property should the HOA fail to perform their obligations to maintain the conservation land.



**Figure 19**  
Various private and public entities can own different parts of the open space within conservation subdivisions, as illustrated above.

- *Land Trusts*

Although homeowners' associations are generally the most logical recipients of conservation land within subdivisions, occasionally situations arise where such ownership most appropriately resides with a land trust (such as when a particularly rare or significant natural area is involved). Land trusts are private, charitable groups whose principal purpose is to protect land under its stewardship from inappropriate change. Their most common role is to hold easements or fee simple title on conservation lands within new developments and elsewhere in the community, to ensure that all restrictions are observed. To cover their

costs in maintaining land they own or in monitoring land they hold easements on, land trusts typically require some endowment funding. When conservation zoning offers a density bonus, developers can donate the proceeds from the additional "endowment lots" to such trusts for maintenance or monitoring.

- *Municipality or Other Public Agency*

In special situations a local government might desire to own part of the conservation land within a new subdivision, such as when that land has been identified in a municipal open space plan as a good location for a neighborhood park or for a link in a community trail network. Developers can be encouraged to sell or donate certain acreage to municipalities through additional density incentives, although the final decision would remain the developer's.

- *Combinations of the Above*

As illustrated in Figure 19, the conservation land within new subdivisions could involve multiple ownerships, including (1) "non-common" open space such as cropland retained by the original farmer, (2) common open space such as ballfields owned by an HOA, and (3) a trail corridor owned by either a land trust or by the municipality.

### Maintenance Issues

Local officials should require conservation area management plans to be submitted and approved prior to granting final subdivision approval. In Lower Merion Township, Montgomery County, the community's "model" management plan is typically adopted by reference by each subdivision applicant. That document identifies a dozen different kinds of conservation areas (from woodlands and pastures to ballfields and abandoned farmland that is reforesting) and describes recommended management practices for each one. Farmland is typically leased by HOAs and land trusts to local farmers, who often agree to modify some of their agricultural prac-

tices to minimize impacts on nearby residents. Although ballfields and village greens require weekly mowing, conservation meadows typically need only annual mowing. Woodlands generally require the least maintenance: trimming bushes along walking trails, and removing invasive vines around the outer edges where greater sunlight penetration favors their growth.

### Tax Concerns

Property tax assessments on conservation subdivisions should not differ, in total, from those on conventional developments. This is because the same number of houses and acres of land are involved in both cases (except when part of the open space is owned by a public entity, which is uncommon). Although the open space in conservation subdivisions is taxed low because easements prevent it from being developed, the rate is similar to that applied to land in conventional subdivisions where the larger houselots are not big enough to be further subdivided. (For example, the undeveloped back half of a one-acre lot in a one-acre zoning district is subject to minimal taxation because it has no further development value.)

### Liability Questions

The Pennsylvania Recreation Use of Land and Water Act protects owners of undeveloped land from liability for negligence if the landowner does not charge a fee to recreational users. A tree root or rock outcropping along a trail that trips a hiker will not constitute landowner negligence. To be sued successfully in Pennsylvania, landowners must be found to have “willfully or maliciously failed to guard against a dangerous condition.” This is a much more difficult case for plaintiffs to make. Even so, to cover themselves against such situations, owners of conservation lands routinely purchase liability insurance policies similar to those that most homeowners maintain.

## How can on-site sewage disposal work with conservation subdivisions?

The conventional view is that the smaller lots in conservation subdivisions make them more difficult to develop in areas without sewers. However, the reverse is true. The flexibility inherent in the design of conservation subdivisions makes them superior to conventional layouts in their ability to provide for adequate sewage disposal. Here are two examples:

### Utilizing the best soils

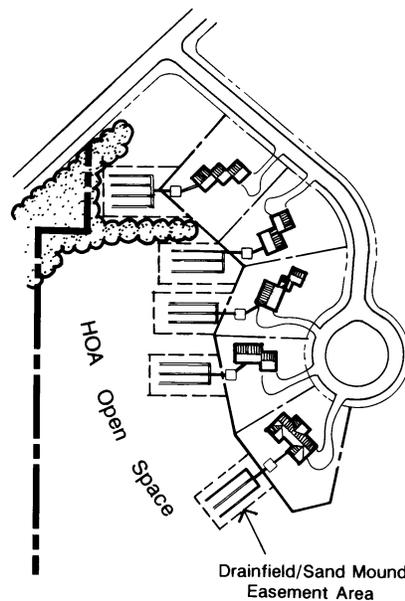
Conservation design requires the most suitable soils on the property to be identified at the outset, enabling houselots to be arranged to take the best advantage of them. If one end of a property has deeper, better drained soils, it makes more sense to site the homes in that part of the property rather than to spread them out, with some lots located en-

tirely on mediocre soils that barely manage to meet minimal standards for septic approval.

### Locating individual systems within the open space

Conventional wisdom also holds that when lots become smaller, central water or sewage disposal is required. That view overlooks the practical alternative of locating individual wells and/or individual septic systems within the permanent open space adjacent to the more compact lots typical of conservation subdivisions, as shown in Figure 20. There is no engineering reason to require that septic filter beds must be located within each houselot. However, it is essential that the final approved subdivision plan clearly indicate which parts of the undivided open space are designated for septic disposal, with each lot’s disposal area graphically indicated through dotted lines extending out into the conservation land. These filter beds can be located under playing fields, or conservation meadows in the same way they typically occupy positions under suburban lawns. (If mound systems are required due to marginal soil conditions, they are best located in passive use areas such as conservation meadows where the grass is cut only once a year. Such mounds should also be required to be contoured with gently sloping sides to blend into the surrounding landscape wherever possible.)

Although maintenance and repair of these septic systems remains the responsibility of individual lot owners, it is recommended that HOAs be authorized to pump individual septic tanks on a regular basis (every three or four years) to ensure that the accumulated sludge never rises to a level where it can flow into and clog the filter beds. This inexpensive, preventive maintenance greatly extends the life of filter beds.



**Figure 20**

A practical alternative to central water or sewage disposal facilities are individually-owned wells and/or septic systems located within conservation areas, in places specifically designated for them on the final plan.

## How does this conservation approach differ from “clustering”?

The *Growing Greener* conservation approach described here differs dramatically from the kind of “clustering” that has occurred in many communities over the past several decades. The principal points of difference are as follows:

### Higher Percentage and Quality of Open Space

In contrast with typical cluster codes, conservation zoning establishes higher standards for both the quantity and quality of open space that is to be preserved. Under conservation zoning, 50 to 70 percent of the unconstrained land is permanently set aside. This compares with cluster provisions that frequently require only 25 to 30 of the gross land area be conserved. That minimal open space often includes all of the most unusable land as open space, and sometimes also includes undesirable, left-over areas such as stormwater management facilities and land under high-tension power lines.

### Open Space Pre-Determined to Form Community-wide Conservation Network

Although clustering has at best typically produced a few small “green islands” here and there in any municipality, conservation zoning can protect blocks and corridors of permanent open space. These areas can be pre-identified on a comprehensive plan *Map of Potential Conservation Lands* so that each new development will add to—rather than subtract from—the community’s open space acreage.

### Eliminates the Standard Practice of Full-Density with No Open Space

Under this new system, full density is achievable for layouts in which 50 per-

cent or more of the unconstrained land is conserved as permanent, undivided open space. By contrast, cluster zoning provisions are typically only optional alternatives within ordinances that permit full density, by right, for standard “cookie-cutter” designs with no open space.

Simply put, the differences between clustering and conservation zoning are like the differences between a Model T and a Taurus.

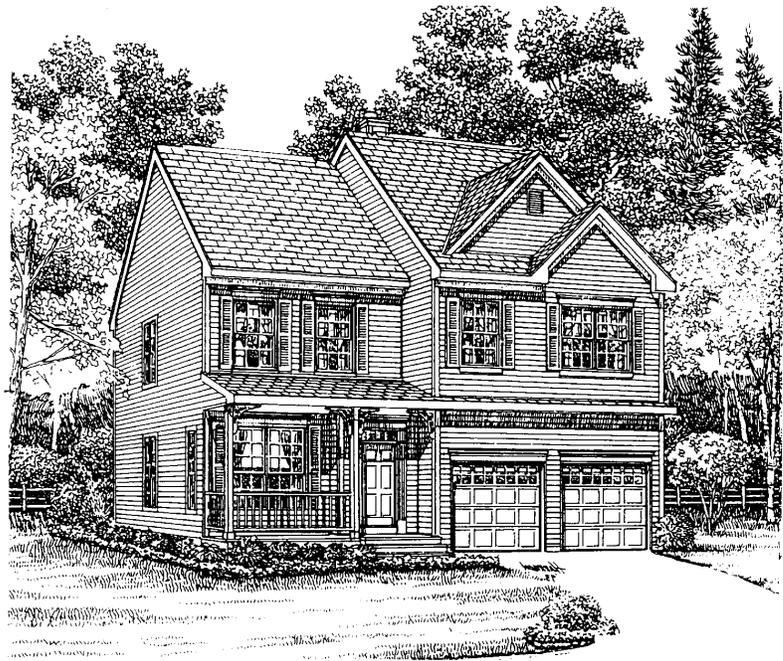
## How do residential values in conservation subdivisions compare to conventional subdivisions?

Another concern of many people is that homes in conservation subdivisions will differ in value from those in the rest of

the community. Some believe that because so much land is set aside as open space, the homes in a conservation subdivision will be prohibitively priced and the municipality will become a series of elitist enclaves. Other people take the opposite view, fearing that these homes will be smaller and less expensive than their own because of the more compact lot sizes offered in conservation subdivisions.

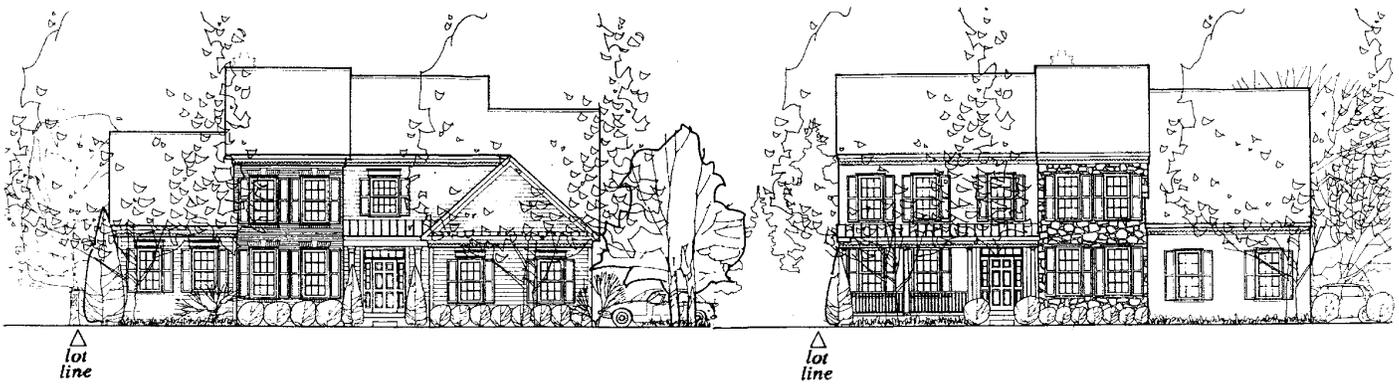
Both concerns are understandable but they miss the mark. Developers will build what the market is seeking at any given time, and they often base their decision about selling price on the character of surrounding neighborhoods and the amount they must pay for the land.

In conservation subdivisions with substantial open space, there is little or no correlation between lot size and price. These developments have sometimes been described as “golf course commu-



**Figure 21**

This house design fits comfortably on lots 45 to 50 feet wide, demonstrating that homes with 2,400 sq. ft. of floorspace and a two-car garage can be built within the village-scale lots featured in the “Option 5” zoning alternative. (Courtesy of Hovnarian Homes, Fox Heath subdivision, Perkiomen Township, Montgomery County.)



**Figure 22**

Developers who wish to build larger homes will find this example interesting. Although it contains nearly 3,000 sq. ft. and features an attractive side-loaded garage, it fits onto lots just 100 feet wide. This has been achieved by positioning the homes off-center, with 30 feet of side yard for the driveway and five feet of yard on the opposite side. This ensures 35 feet spacing between homes. (Courtesy of Realen Homes, Ambler)

nities without the golf course,” underscoring the idea that a house on a small lot with a great view is frequently worth as much or more than the same house on a larger lot which is boxed in on all sides by other houses.

It is a well-established fact of real estate that people pay more for park-like

settings, which offset their tendency to pay less for smaller lots. Successful developers know how to market homes in conservation subdivisions by emphasizing the open space. Rather than describing a house on a half-acre lot as such, the product is described as a house with 20 and one-half acres, the larger figure re-

flecting the area of conservation land that has been protected in the development. When that conservation area abuts other similar land, as in the township-wide open space network, a further marketing advantage exists.

## Relationship of the Growing Greener Approach to Other Planning Techniques

Successful communities employ a wide array of conservation planning techniques simultaneously, over an extended period of time. Complementary tools which a community should consider adding to its “toolbox” of techniques include the purchase of development rights; donations of sales to conservancies; the transfer of development rights; and “landowner compacts” involving density shifts among contiguous parcels. Other techniques can be effective, but their potential for influencing the “big picture” is limited. The *Growing Greener* approach offers the greatest potential because it:

- does not require public expenditure,

- does not depend upon landowner charity,
- does not involve complicated regulations for shifting rights to other parcels, and
- does not depend upon the cooperation of two or more adjoining landowners to make it work.

Of course, municipalities should continue their efforts to preserve special properties in their entirety whenever possible, such as by working with landowners interested in donating easements or fee title to a local conservation group, purchasing development rights or fee title with county, state or federal grant

money, and transferring development rights to certain “receiving areas” with increased density. However, until such time as more public money becomes available to help with such purchases, and until the Transfer of Development Rights mechanism becomes more operational at the municipal level, most parcels of land in any given community will probably eventually be developed. In that situation, coupling the conservation subdivision design approach with multi-optioned conservation zoning offers communities the most practical, doable way of protecting large acreages of land in a methodical and coordinated manner.

# Appendix

## *Selected Examples of Conservation Subdivisions in Pennsylvania*

The two examples shown here demonstrate how conservation design principles can be used to protect different kinds of resources. In Garnet Oaks, a woodland wildlife preserve was set aside by the developer, who also constructed extensive walking trails. A well-equipped tot lot and an informal picnic grove provide additional amenities to the residents. At Farmview, 137 acres of productive farmland were permanently protected, in addition to most of the woodlands. This subdivision prompted the township to revise its conventional zoning so that the developer's creative design could be approved. Since that time over 500 acres of prime farmland has been preserved in this community through conservation subdivision design representing a \$3.5 million conservation achievement (at an average land value of \$7,000) and these figures continue to grow as further subdivisions are designed. The potential for replicating this and achieving similar results throughout the Commonwealth is enormous.

### **Garnet Oaks**

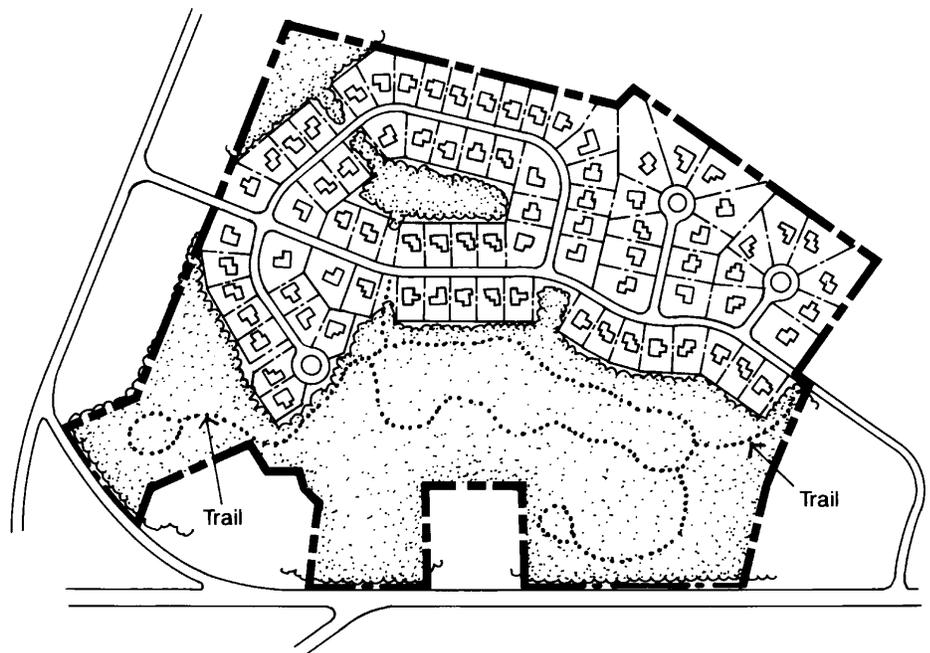
*Foulk Road, Bethel Township, Delaware County*

Developer: Realen Homes, Ambler

Development Period: 1993–94

Just over half of this 58-acre site has been conserved as permanent privately-owned open space through the simple expedient of reducing lot sizes to the 10,000–12,000 sq. ft. range (approximately 1/4 acre). The developer reports that these lot sizes did not hinder sales because about two-thirds of the lots directly abut the densely wooded open space, which gives them the feel and privacy of larger lots. In fact, the evidence indicates that the open space definitely enhanced sales in two ways: increased absorption rates and higher prices (through premiums added to the prices of lots which abut the conservation areas).

The locations of these conservation areas were carefully selected after a comprehensive analysis of the site's natural and historic features had been conducted. Those secondary features that



were identified for preservation included a line of mature sycamore trees along an existing farm lane, a stone wall and springhouse, and several areas of healthy deciduous upland woods, in addition to the site's delineated wetlands. Based on information received from post-sales interviews in its previous developments, Realen's staff learned that today's homebuyers are considerably more discerning than they were 10 and 20 years ago, and now look for extra amenities not only in the houses but also in the neighborhood setting. This knowledge led Realen to take special measures to protect trees on individual houselots and within the street right-of-way. Their approach included collaborating with the Morris Arboretum in preparing a training manual for subcontractors and conducting training sessions in tree conservation practices, attendance at which



### The woodland trail at Garnet Oaks

was required of all subcontractors.

The centerpiece of Garnet Oaks' open space is the near mile-long woodland trail which winds its way through the 24-acre conservation area, connecting a well-equipped playground and a quiet picnic grove to the street system in three locations. Where the trail traverses areas of wet soils it is elevated on a low wooden boardwalk. This trail, which

was cleared with assistance from a local Boy Scout Troop, features numerous small signs identifying the common and botanical names of the various plants and trees along the trail. Realen's staff also designed and produced an attractive eight-page trail brochure that illustrates and describes the flora, fauna, environmental areas, and historic features along the trail. The guide also explains the developer's creative use of

low-lying woods as a temporary detention area for stormwater runoff, a naturalistic design that helped avoid a more conventional approach in which many trees within the preserve would have been removed to provide for a conventionally engineered basin. Realen's sales staff reported that prospective buyers who picked up a copy of the trail brochure and ventured out onto the trail typically decided to make their home purchase in Garnet Oaks.

## Farmview

*Woodside Road and Dolington Road, Lower Makefield Township, Bucks County*

Developer: Realen Homes, Ambler

Development Period: 1990–96

Located on a 418-acre site, Farmview is a 322-lot "density-neutral" subdivision whose layout was designed to conserve 213 acres of land (51 percent of the property), including 145 acres of cropland and 68 acres of mature woods. While 59 percent of the original farmland was needed for development, 41 percent categorized as prime agricultural and farmland of statewide importance was able to be preserved in addition to nearly all of the wooded areas.

The 145 acres of farmland that have been saved were donated by the developer to the Lower Makefield Farmland

Preservation Corporation, a local conservation organization whose members include local farmers, township residents and an elected official liaison. This cropland is leased to farmers in the community through multi-year agreements that encourage adaption of traditional farming practices to minimize impacts on the residents, whose yards are separated from their operations by a 75-foot deep hedge-row area thickly planted with native specie trees and shrubs.

Realen Homes also donated the 68 acres of woodland to the township to support local conservation efforts in cre-

ating an extended network of forest habitat and wildlife travel corridors. These areas also offer potential for an informal neighborhood trail system in future years. (The developer's offer to construct such trails was declined by the supervisors, citing liability concerns, despite the fact that other townships in the region actively encourage such trails in new subdivisions and also on township conservation lands.)

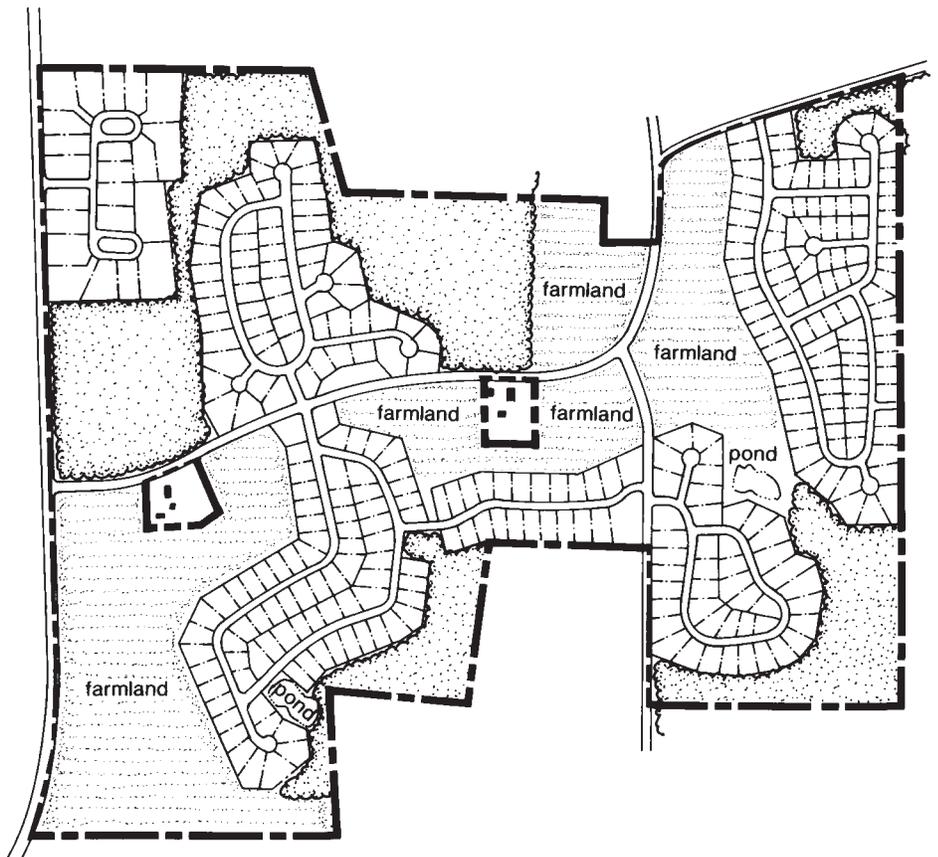
Had it not been for the developer's initiative and continued interest, this subdivision would have been developed into the same number of standard-sized

one-acre lots, which was the only option permitted under the township's zoning ordinance in 1986 when Realen purchased the property. After 18 months of discussing the pros and cons of allowing smaller lots in exchange for serious land conservation benefits, the supervisors adopted new zoning provisions permitting such layouts specifically to preserve farmland when at least 51 percent of a property would be conserved. These regulations target the most productive soils as those which should be "designed around."

Although other developers were at first skeptical of Realen's proposal to build large homes (2,600–3,700 sq. ft.) on lots which were typically less than a half an acre in a marketplace consisting primarily of one acre zoning, the high absorption rate helped convince them that this approach was sound. Contributing to the project's benefits to both the developer and the township were reduced infrastructure costs (for streets, water, and sewer lines). Premiums added to "view lots" abutting the protected fields or woods also contributed to the project's profitability.



Homes with views overlooking working farmfields at Farmview



ECKERT SEAMANS CHERIN & MELLOTT, LLC

ATTORNEYS AT LAW

October 16, 1997

One South Market Sq. Building  
213 Market Street  
Post Office Box 1248  
Harrisburg, PA 17108

**Randall G. Arendt, Vice President**  
**Conservation Planning**  
**Natural Lands Trust, Inc.**  
**1031 Palmers Mill Road**  
**Media, PA 19063**

**Re: Conservation Planning Documents and**  
***Growing Greener* Workbook**

Dear Mr. Arendt:

I have had the opportunity to review the *Growing Greener* workbook and the proposed conservation planning concepts set forth in that workbook for compliance with the provisions of the United States Constitution, the Pennsylvania Constitution, and the Pennsylvania Municipalities Planning Code (the "MPC"). In my opinion, the conservation planning concepts as set forth in the *Growing Greener* workbook are constitutional land use control concepts and the provisions comport with the requirements of the Pennsylvania Municipalities Planning Code.

The subdivision concept which provides for a conceptual preliminary plan and standards for that plan is authorized specifically under the MPC as part of the two-stage planning process allowed by Section 503(1) of the MPC. The Zoning Ordinance concept utilizes a multi-tiered zoning system with options available to the landowner under the Zoning Ordinance. Such a device is specifically authorized under Section 605 of the MPC which specifically encourages innovation and promotion of flexibility, economy and ingenuity in development based upon express standards and criteria. The proposed ordinances contained in the workbook satisfy that specific requirement.

The provisions of both the United States Constitution and the Pennsylvania Constitution require that the land use regulations be reasonable and be intended to benefit the public health, safety and welfare. The concept of providing a variety of options for choices by the landowner meets both the reasonableness and public purpose tests of constitutionality. The benefit of the *Growing Greener* concept is that there will be a greater amount of usable open space, while at the same time the landowners will be able to make reasonable use of their property under the options available as proposed in the workbook.

Individual municipalities within the Commonwealth of Pennsylvania will have to apply the concepts and will have to establish their own densities based upon the unique circumstances in each particular municipality. There can be no guarantee that all such ordinances will be constitutional unless they satisfy the requirements of being reasonable with regard to the locational circumstances of the particular property and community in question. However, it is my opinion that if the concepts and procedures set forth in the *Growing Greener* workbook are followed and that the densities and requirements reflect the unique circumstances of the individual municipality, that the *Growing Greener* concept is lawful and constitutional in the Commonwealth. The concepts set forth in the *Growing Greener* workbook provide a new method of addressing the pressures of growth and development throughout both the urban and rural portions of the Commonwealth of Pennsylvania, and I urge the municipal officials to give full consideration to these exciting new concepts.

Very truly yours,



Charles E. Zaleski

CEZ/ljr

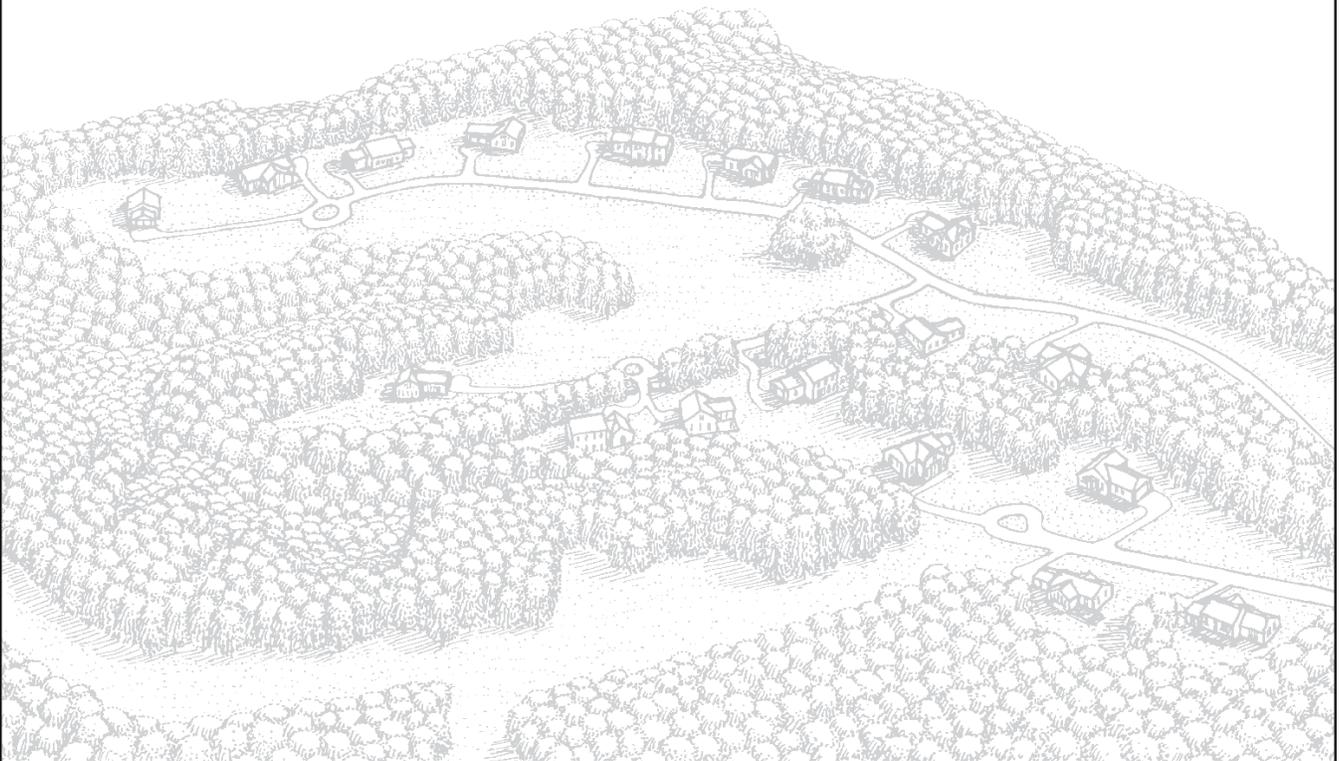
Harrisburg  
Pittsburgh  
Allentown  
Philadelphia  
Boston  
Fort Lauderdale  
Boca Raton  
Miami  
Tallahassee  
Washington, D.C.

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Chesapeake Bay Program  
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**APPENDIX F**  
**GLOSSARY OF TERMS**

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## Planning and Zoning Definitions

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- Alley:** a permanently reserved public or private secondary means of access to an abutting property.
- Accessory Structure:** a detached subordinate structure located on the same lot as and incidental to the principal structure.
- Accessory Use:** a use incidental to and on the same lot as a principal use. *See also* “accessory structure” and “principal building”.
- Acre:** a unit of area used in land measurement and equal to 43,560 square feet. This is approximately equivalent to 4,840 square yards, 160 square rods, 0.405 hectares, and 4,047 square meters.
- Adaptive Reuse:** the conversion of obsolescent or historic buildings from their original or most recent use to a new use.
- Adequate Public Facilities Ordinance (APFO):** an ordinance that ties development approvals to the availability and adequacy of public facilities. Adequate public facilities are those facilities relating to roads, sewer systems, schools, and water supply and distribution systems.
- Administrative Appeal (Appeal):** a quasi- judicial\* process before the local zoning board to review a contested ordinance interpretation or an order of an administrative zoning official.
- Adverse Impact:** a negative consequence to the physical, social, or economic environment.
- Aesthetic Zoning:** the regulation of building or site design to achieve a desirable appearance.
- Affordable Housing:** housing that has its mortgage, amortization, taxes, insurance, and condominium and association fees constituting no more than 30% of the gross household income per housing unit. If the unit is rental, then the rent and utilities constitute no more than 30% of the gross household income per rental unit. *See* s. COMM 202.01, Wis. Admin. Code.
- Agriculture:** the use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), or animal and poultry husbandry; this includes the necessary accessory uses for packing, treating, or storing the produce from these activities. *See also* ss. 30.40( 1) and 91.01( 1), *Wis. Stats* .
- Agricultural Conservation Easement:** conservation easements that restrict specifically farmland from development or specified farming practices and give farmers income, property, and estate tax reductions.
- Agricultural Protection Zoning:** a method for protecting agricultural land use by stipulating minimum lot sizes or limitations on non- farm use.
- Air Rights:** the ownership or control of all land, property, and that area of space at and above it at a height that is reasonably necessary or legally required for the full use over the ground surface of land used for railroad or expressway purposes.
- Amendment:** a local legislative act changing a zoning ordinance to make alterations, to correct errors, or to clarify the zoning ordinance. A class 2 notice must be published and a public hearing must be held before a county board may adopt a proposed amendment. *See* s. 59.69, *Wis. Stats*.
- Amenities:** features that add to the attractive appearance of a development, such as underground utilities, buffer zones, or landscaping.
- Americans with Disabilities Act (ADA):** a congressional law passed in 1990, which provides a clear and comprehensive national mandate for the elimination of discrimination against individuals with disabilities as well as clear, strong, consistent, enforceable standards addressing discrimination against individuals with disabilities.
- Amortization:** a method of eliminating nonconforming uses (usually minor structures) by requiring the termination of the nonconforming use after a specified period of time, which is generally based on the rate of economic depreciation of the use or structure.
- Annexation:** the process of incorporating an area of land in a township into a municipality. *See* ch. 66, subch. II, *Wis. Stats*.
- Appellate Body:** a body authorized to review the judgments made by administrative officers. For example, a board of adjustment hears appeals of the decisions of a county zoning administrator.

**Aquatic and Terrestrial Resources Inventory (ATRI):** a public and private partnership to gather, link, and make available data used for decisions affecting Wisconsin's landscape; a systematic and comprehensive information management system developed by the Wisconsin DNR to improve environmental and resource management decisions.

**Aquifer:** a geologic formation, usually comprised of saturated sands, gravel, and cavernous and vesicular rock, that carries water in sufficient quantity for drinking and other uses.

**Aquifer Recharge Area:** the surface area through which precipitation passes to replenish subsurface water bearing strata of permeable rock, gravel, or sand.

**Architectural Control/ Review:** regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the historic character or general style of surrounding areas.

**Area Variance (Variance):** the relaxation of a dimensional standard in a zoning ordinance decided by a local zoning board. *See* ss.59.69, 60.61, 60.62 and 62.23, *Wis. Stats.*

**Arterial:** a major street, which is normally controlled by traffic signs and signals, carrying a large volume of through traffic.

**Bargain Sale:** the sale of land (to a conservation organization, for example) at less than market value.

**Base Flood:** a flood that has a one percent chance of being equaled or exceeded in any give year, commonly called a 100- year flood. *See also "floodplain"*.

**Benchmark:** a performance- monitoring standard that allows a local government to periodically measure the progress of a local comprehensive plan's goals and policies; also, a fixed and recorded elevation point from which another, relative elevation can be surveyed.

**Berm:** A low earthen ridge constructed as a landscaping feature or to direct runoff or deflect noise.

**Best Management Practices (BMPs):** the conservation measures and management practices intended to lessen or avoid a development's impact on surrounding land and water.

**Billboard:** a sign that identifies or communicates a message related to an activity conducted, a service rendered, or a commodity sold at a location other than where the sign is located.

**Block:** a unit of land or contiguous lots or parcels bounded by a roadway or other barrier.

**Board of Appeals/ Board of Adjustment (BOA):** a board of appointed individuals that hears appeals on variances and exceptions. Board of Appeals applies to cities, villages, and towns, whereas Board of Adjustment applies to counties.

**Brownfields:** lands contaminated by spills or leaks and that are perceived to be unsuitable for future development due to its hazardous nature or owner liability concerns.

**Buffer Area:** an area separating two incompatible types of development or a development and sensitive natural resources.

**Build Out:** the maximum, theoretical development of land as permitted under zoning regulations.

**Build Out Analysis:** a projection, based on the maximum, theoretical development of all lands, of the impact of a community's cumulative growth.

**Building Coverage:** *See "lot coverage"*.

**Building Line:** the line parallel to the street line that passes through the point of the principal building nearest the front lot line.

**Building Scale:** the relationship between the volume of a building and its surroundings, including the width of street, amount of open space, and volume of surrounding buildings. Volume is determined by the three-dimensional bulk (height, width, and depth) of a structure.

**Bulk Regulations:** standards that establish the maximum size of structures on a lot and the location where a building can be, including coverage, setbacks, height, impervious surface ratio, floor area ratio, and yard requirements.

**Bundle of Rights Concept of Property:** *See "rights"*.

**Business Improvement Districts (BID):** an area within a municipality consisting of contiguous parcels subject to general real- estate taxes other than railroad rights- of-way and that may include railroad rights- of- way, rivers, or highways continuously bounded by the parcels on at least one side. *See* s. 66.1109( 1)( b), *Wis. Stats.*

**Business Incubator:** retail or industrial space, which may offer shared or subsidized management support such as information and advice on regulations, advertising, promotion, marketing, inventory, labor relations, and finances and facility support such as clerical staff, security, electronic equipment, and building maintenance that is affordable to new, low profit- margin businesses.

**By Right:** a use that complies with all zoning regulations and other applicable ordinances and that is permitted without the consent of a review board.

**Capital Improvement:** a physical asset that is large in scale or high in cost.

**Capital Improvements Plan/ Capital Improvements Program (CIP):** a city's or county's proposal of all future development projects and their respective cost estimates listed according to priority.

**Capital Improvement Programming/ Capital Improvement Planning:** the scheduling of budgetary expenditures for infrastructure to guide and pace development.

**Carrying Capacity Analysis:** an assessment of a natural resource's or system's ability to accommodate development or use without significant degradation.

**Census Tract:** a relatively permanent county subdivision delineated to present census data.

**Central Business District (CBD):** the primary, downtown commercial center of a city.

**Certificate of Appropriateness:** a permit issued by a historic preservation review board\* approving the demolition, relocation, or new construction in a historic district.

**Certificate of Compliance:** an official document declaring that a structure or use complies with permit specifications, building codes, or zoning ordinances.

**Cesspool:** a buried chamber such as a metal tank, perforated concrete vault, or covered excavation that receives wastewater or sanitary sewage to be collected or discharged to the surrounding soil.

**City:** an incorporated municipality. Cities are divided into the four following classes for administration and the exercise of corporate powers:

- a) Cities of 150,000 population and over- 1st class cities
- b) Cities of 39,000 and less than 150,000 population- 2nd class cities.
- c) Cities of 10,000 and less than 39,000 population- 3rd class cities.
- d) Cities of less than 10,000 population- 4th class cities.

*See ch. 62, Wis. Stats.*

**Clear Zone:** an area within a roadway right- of- way that is free of any obstructions, thus providing emergency vehicle access.

**Closed (Executive) Session:** a governmental meeting or portion closed to everyone but its members and members of its parent body for purposes specified in state law. Governmental meetings are subject to Wisconsin's 'Open Meetings Law.' *See s.19.81- 19.98, Wis. Stats .*

**Cluster Development Zoning (Clustering):** concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space. For example, in a five- acre minimum lot zoned area, 10 units would be constructed on 50 acres; however, 10 units could also be 'clustered' on 20 acres (allowing minimum two- acre lots), leaving the remaining 30 acres as common open space.

**Collector:** a street designed to carry a moderate volume of traffic from local streets to arterial\* streets or from arterial streets to arterial streets.

**Combination Zones:** a zone that is placed over another, now underlying zone and that adds or replaces existing requirements of the underlying zone.

**Commercial District:** a zoning area designated for community services, general business, interchange of services, and commercial recreation.

**Common Open Space:** squares, greens, parks, or green belts intended for the common use of residents.

**Community Development Block Grant (CDBG):** a grant program administered by the U.S. Department of Housing and Urban Development (HUD), the state departments of Administration and Commerce, and the Wisconsin Housing and Economic Development Authority (WHEDA) that provides money for community rehabilitation and development. *See s.16.358 and 560.045, Wis. Stats.*

**Community Development Zone:** Zones meeting certain requirements and designated by the state Department of Commerce for the purpose of administering tax benefits designed to encourage private investment and to improve both the quality and quantity of employment opportunities. The Community Development Zone Program has more than \$38 million in tax benefits available to assist businesses that meet certain requirements and are located or willing to locate in one of Wisconsin's 21 community development zones. *See s.560.70, Wis. Stats. See also "enterprise development zone".*

**Community of Place:** *See "sense of place".*

**Comprehensive Plan:** a county development plan or city, village, town, or regional planning commission master plan prepared under and meeting the content requirements outlined in s.66.1001, *Wis. Stats.* Comprehensive plans provide a vision and general idea of how land should be used to assure public health, safety, and welfare.

**Concurrency Management System:** the process used to determine that needed public services are concurrent with a development's impacts.

**Concurrency Test:** an analysis of public facilities' ability to accommodate a development; in other words, adequate capacity of facilities must precede or be concurrent with a development's demand.

**Conditional Use:** a land use, construction activity, or structural development, which must be tailored to the site conditions and adjacent property uses through a public and technical review process, that is listed as a conditional use in a zoning district.

**Conditional Use Permit:** a permit issued by a zoning administrator, if the applicant meets certain additional requirements, allowing a use other than a principally permitted use.

**Conditional Zoning:** special conditions an owner must meet in order to qualify for a change in a zoning district designation.

**Condominium:** real estate and improvements where portions are designated for separate ownership and the remainder for common ownership. *See s.703.02, Wis. Stat .*

**Congestion Mitigation and Air Quality Program (CMAQ):** a program under the U.S. Department of Transportation intended to fund transportation projects and programs in non- attainment and maintenance areas that reduce transportation- related emissions.

**Conservation Areas:** environmentally sensitive and valuable lands protected from any activity that would significantly alter their ecological integrity, balance, or character except in cases of overriding public interest.

**Conservation Development Zoning:** a type of cluster development zoning that emphasizes a planned unit development for preserving open space, wetlands, natural landscaping, floodplains, or other prioritized resources as well as for preventing stormwater runoff.

**Conservation Easement:** a recorded legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features. *See s. 700.40, Wis. Stats.*

**Conservation Reserve Program:** a federal Department of Agriculture program that pays farmers to convert 'erodible' cropland into vegetative cover.

**Consolidated Metropolitan Statistical Area (CMSA):** a statistical area defined by the U.S. Census; a large metropolitan statistical area with a population of one million or more that includes one or more primary metropolitan statistical areas (PMSA). *See also "metropolitan statistical area" and "primary metropolitan statistical area" in this category.*

**Contested Case:** a hearing similar to a court proceeding where parties have a right to review and object to evidence and cross- examine witnesses who testify.

**Contiguous Properties:** properties sharing a property line.

**Cooperative Agreement:** an agreement between two or more organizations to share in the financing or managing of a property, providing of services, or some other joint venture. *Also see ss. 66.0307, 150.84, and 299.80, Wis. Stats. for specific examples of authorized agreements .*

**County:** a political subdivision of the state. Counties are delineated in ch. 2, *Wis. Stats.* Wisconsin has 72 counties. *See ch. 59, Wis. Stats.*

**cul de sac :** a circular end to a local street [*French* , "bottom of the bag" ]

**Dedication:** the transfer of property from private to public ownership.

**Deed Restriction:** a limitation, which is recorded with the county register of deeds and to which subsequent owners are bound, on development, maintenance, or use of a property.

**Design Guideline:** an activity standard that preserves the historic or architectural character of a site or building.

**Design Review/ Control:** an aesthetic evaluation, considering landscape design, architecture, materials, colors, lighting, and signs, of a development's impact on a community

**Design Standards:** criteria requiring specific dimensional standards or construction techniques. *See also "performance standards".*

**Detachment:** the transposition of land from a municipality back into a township. *See s. 66.0227, Wis. Stats.*

**Developer:** a person or company that coordinates the ownership, financing, designing, and other activities necessary for the construction of infrastructure or improvements.

**Development:** an artificial change to real estate, including construction, placement of structures, excavation, grading, and paving.

**Development Values:** the economic worth of land based upon the fair market price after residential, commercial, or industrial structures have been added.

**District:** a part, zone, or geographic area within the municipality where certain zoning or development regulations apply.

**Down Zoning:** a change in zoning classification that permits development that is less dense, intense, or restrictive. *See also "up zoning".*

**Dwelling Unit:** the space in a building that comprises the living facilities for one family. *See also "multifamily," "single-family attached," and "single-family detached dwelling".*

**Easement:** written and recorded authorization by a property owner for the use of a designated part of the property by others for a specified purpose. *See also "conservation easement".*

**Ecological Impact:** a change in the natural environment that could disrupt wildlife habitat or vegetation, or that could cause air, water, noise, or soil pollution.

**Economic Unit:** units of land that, although they may be separated from one another physically, are considered one economically.

**Eminent Domain:** the right of a government unit to take private property for public use with appropriate compensation to the owner. *See ch. 32, Wis. Stats.*

**Enabling Act:** legislation authorizing a government agency to do something that was previously forbidden. *See also "takings".*

**Enterprise Development Zone:** zones meeting certain statutorily defined criteria and designated by the state Department of Commerce for providing tax incentives to new or expanding businesses whose projects will affect distressed areas. An enterprise development zone is "site specific," applying to only one business, and is eligible for a maximum of \$3.0 million in tax credits. The department can designate up to 79 zones, which can each exist for up to seven years. The department is allowed to vary zone benefits to encourage projects in areas of high distress. *See s.560.70, Wis. Stats. See also "community development zone".*

**Environmental Corridors:** linear areas of natural resources that are critical to maintaining water quality and quantity and to providing habitat linkages that maintain biological diversity. Environmental corridors are often associated with rivers and streams.

**Environmental Impact Ordinance:** a local legislative act requiring an assessment of the potential harmful environmental effects of a pending development so that steps to prevent damage can be taken.

**Environmental Impact Report (EIR):** a report that assesses an area's environmental characteristics and then determines the impact that a proposed development will have.

**Environmental Impact Statement (EIS):** a statement prepared under the National Environmental Policy Act (NEPA) or Wisconsin Environmental Policy Act (WEPA) predicting the impacts a proposed government action is likely to have on the environment and describing the affected environment and the alternative actions considered. *See s.1.11, Wis. Stats., P.L.91- 190, 42 USC 4331, NR 150, Wis. Admin. Code.*

**Environmental Nodes:** discrete, inherently non- linear areas of natural resources that are sometimes isolated from areas with similar resource features. Planning objectives often include linking environmental nodes.

**Environmentally Sensitive Areas:** areas such as wetlands, steep slopes, waterways, underground water recharge areas, shores, and natural plant and animal habitats that are easily disturbed by development.

**Esplanade:** waterfront area intended for public use.

**Estate Management Strategies:** strategies enacted during a landowner's lifetime or upon her death to help preserve family lands and farms.

**Ex parte Contact:** communication, which is normally prohibited, with a decision maker in a quasi-judicial proceeding, which is not part of a public hearing or the official record in a matter.

**Exactions:** compensation, which may take the form of facilities, land, or an actual dollar amount, that a community requires from a developer as condition of the approval of a proposed development project. Exactions may be incorporated into the community's zoning code or negotiated on a project-by-project basis; but, they must reflect the type and extent of the expected adverse impacts of the development.

**Executive Session:** *See "closed session".*

**Extraterritorial Zoning:** a local government's authority to zone areas outside its boundaries. Under Wisconsin law, the extraterritorial zone for 1st, 2nd, and 3rd class cities extends 3 miles beyond the corporate limits. The limit extends 1½ miles beyond the municipal boundary for 4th class cities and villages. *See s.62.23(7a), Wis. Stats.*

**Exurban Area:** the area beyond a city's suburbs.

**Fee Simple Acquisition:** the purchase of property via cash payment.

**Fee Simple Interest in Property:** absolute ownership of and with unrestricted rights of disposition to land. This describes the possession of all rights to property except those reserved to the state. *See "rights".*

**Fiscal Impact Analysis:** the projection of the costs and benefits of additional or new facilities, rentals, or remodeling of existing facilities, including data relative to increased instructional, administrative, maintenance, and energy costs and costs for new or replacement equipment.

**Fiscal Impact Report:** a report projecting the costs and revenues that will result from a proposed development.

**Floating Zone:** an unmapped zoning district that is described in ordinance and on the zoning map only when an application for development is approved.

**Floodplains:** land that has been or may be covered by flood water during a 'regional flood' as is defined in NR 116, Wis. Adm. Code. The floodplain includes the floodway and floodfringe, and is commonly referred to as the 100-year floodplain.

- *Floodfringe:* that portion outside of the floodway covered by water during a regional flood.

This term is generally associated with standing water, but may under local floodplain zoning ordinances, be developed for specified purposes if development is protected from flooding.

- *Floodway:* the channel of a river or stream and those portions of the floodplain adjoining the channel required to discharge a regional flood.

This term is generally associated with flowing water and is required by local floodplain zoning ordinances to remain undeveloped and free of obstructions. *See also "base flood".*

**Forest Crop Law:** a program enacted in 1927 that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to make an acreage share payment or a state contribution. Under the program, land is taxed at a constant annual rate while its timber is taxed after harvest. Entries into the FCL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See ch. 70, Wis. Stats.*

**Front Lot Line:** the lot line separating an interior lot from the street, or the shortest lot line of a corner lot to a street.

**Gentrification:** the resettlement of low and moderate-income urban neighborhoods by middle and high-income professionals.

**Geographic Information System (GIS):** computer technology, tools, databases, and applications that provide spatial (geographic) data management, analysis, and mapping capabilities to support policy evaluation, decision-making, and program operations.

**Geologic Review:** an analysis of geologic features on a site, including hazards such as seismic hazards, surface ruptures, liquefaction, landslides, mud slides, erosion, and sedimentation.

**Gift Credit:** a dollar or in-kind matching amount (labor, supplies, land donation, etc.) required to secure funds for a development.

**Global Positioning System (GPS):** a computerized tool for determining longitudinal and latitudinal coordinates through the use of multiple orbiting satellites.

**Green Spaces:** *See* “open spaces”.

**Growth Management:** the pacing of the rate or controlling of the location of development via law enactment to manage a community’s growth.

**Hamlet:** a predominantly rural, residential settlement that compactly accommodates development.

**Hamlet Lot:** a small residential lot in a contiguous group with adjacent and fronting lots oriented toward each other in some ordered geometric way and forming a boundary with the surrounding countryside.

**Hazardous Substance:** any substance or combination of substances, including solid, semisolid, liquid or gaseous wastes, which may cause or significantly contribute to an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or which may pose a substantial present or potential hazard to human health or the environment because of its quantity, concentration, or physical, chemical, or infectious characteristics. This term includes irritants, strong sensitizers, explosives, and substances that are toxic, corrosive, or flammable. *See* s.292.01(5), *Wis. Stats.*

**Heavy Industry:** the basic processing and manufacturing of products from raw materials; or, a use engaged in the storage or manufacturing processes using flammable or explosive materials or those that potentially involve offensive conditions. *See also* “light industry”.

**Highly Erodible Soils:** soils highly susceptible to erosion as determined by an equation that considers soil type, slope, and amount of rainfall but does not consider current land management or vegetative cover. These soils are often identified in county soil survey books.

**Historic Area:** an area designated by an authority, having buildings or places that are important because of their historical architecture or relationship to a related park or square or because those areas were developed according to a fixed plan based on cultural, historical, or architectural purposes.

**Historic Preservation:** the research, protection, restoration, and rehabilitation of historic properties.

**Historic Property:** a building, structure, object, district, area, or site, whether on or beneath the surface of land or water, that is significant in the history, prehistory, architecture, archaeology, or culture of Wisconsin, its rural and urban communities, or the nation. *See* s.44.31(3), *Wis. Stats.* *See* s.13.48(1m)(a), *Wis. Stats.*

**Homeowner’s Association:** a nonprofit organization made up of property owners or residents who are then responsible for costs and upkeep of semiprivate community facilities.

**Home Rule:** constitutional provisions in some states that give local units of government substantial autonomy. Wisconsin is a “strong” home rule state.

**Incorporation:** orderly and uniform development of territory from town to incorporated status. *See* ch. 66, subch. II, *Wis. Stats.*

**Impact Fees:** cash contributions, contributions of land or interests in land, or any other items of value that are imposed on a developer by a political subdivision to offset the community’s costs resulting from a development. *See* s. 66.0617, *Wis. Stats.*

**Impervious Surface:** a ground cover such as cement, asphalt, or packed clay or rock through which water cannot penetrate; this leads to increases in the amount and velocity of runoff and corresponds to increases in soil erosion and nutrient transport.

**Improvements:** the actions taken to prepare land, including clearing, building infrastructure such as roads and waterlines, constructing homes or buildings, and adding amenities.

**Incentive Zoning:** the granting of additional development possibilities to a developer because of the developer’s provision of a public benefit.

**Industrial District:** a district designated as manufacturing, research and development, or industrial park.

**Infill:** the development of the last remaining lots in an existing developed area, the new development within an area already served by existing infrastructure and services, or the reuse of already developed, but vacant properties. *See also* “redevelopment”.

**Infrastructure:** public utilities, facilities, and delivery systems such as sewers, streets, curbing, sidewalks, and other public services.

**Installment Sale:** a real estate transaction in which the landowner and the recipient negotiate terms for the property to be transferred over an extended period of time rather than all at once.

**Intermodal Surface Transportation Efficiency Act, 1991 (ISTEA):** a federal transportation act that authorized the first 23 “high priority corridors” of the total 42 authorized by the ISTEA, the National Highway System Designation Act (1995), and the Transportation Equity Act for the 21st Century.

**Intelligent Transportation System (ITS):** a system of technologies, including traveler information systems to inform motorists of weather and road conditions, incident management systems to help emergency crews respond more efficiently to road incidents, and commercial vehicle operations to increase freight transportation efficiency, intended to relieve state highway congestion.

**Interim Zone of Influence:** a procedure for the exchange of information or resolution of conflicts on certain proposed land- uses between a city or town and the county.

**Interim Zone/ Development Controls:** See “moratorium”.

**Judicial Appeal:** the review of a local zoning decision by the state judicial system.

**Land:** soil, the ground surface itself, a subdivision, a tract or parcel, a lot, an open space, or the physical elements below ground.

**Land Banking:** the obtaining, holding, and subsequent release of lands by a local government for controlled development or conservation.

**Land Exchange:** a transaction where a public agency or nonprofit organization exchanges a land parcel for another land parcel with high conservation value.

**Land use Intensity System (LUD):** a comprehensive system created in the mid- 1960s by the U.S. Federal Housing Administration for determining or controlling the intensity of land development.

**Land use Inventory:** a study, cataloging the types, extent, distribution, and intensity of current and future uses of land in a given area.

**Land use Plan:** the element of a comprehensive plan that designates and justifies the future use or reuse of land. See s.66.1001, *Wis. Stats.*

**Landfill:** a disposal facility for solid wastes. See ch.289, *Wis. Stats.*

**Land Trust:** a private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

**Large- Lot Zoning:** a requirement that each new house be constructed on a minimum number of acres (generally, five or more acres). Developments that feature large- lot zoning may include the dispersal of some impacts, less efficient infrastructure, and greater areas of land use.

**Leapfrog Development:** new development separated from existing development by substantial vacant land.

**Leaseback:** See “purchase/ leaseback”.

**Level of Service (LOS):** a measurement of the quantity and quality of public facilities.

**Light Industry:** the manufacture and distribution of finished products, including processing, fabrication, assembly, treatment, packaging, incidental storage, and sales. See also “heavy industry”.

**Limited Development:** the development of one portion of a property to finance the protection of another portion.

**Lot:** a parcel of land that is occupied or intended for occupancy, including one main building and any accessory buildings, open spaces, or parking spaces. See also “through lot”.

**Lot Area:** the area of a horizontal plane bounded by the vertical planes through front, side, and rear lot lines.

**Lot Averaging:** the design of individual adjoining lots within a residential subdivision where the average lot is the minimum prescribed area for the zoning district.

**Lot- by- Lot Development:** a conventional development approach where each lot is treated as a separate development unit conforming to all land- use, density, and bulk requirements.

**Lot Coverage:** the total when an area of a lot covered by the total projected surface of all buildings, impervious surfaces, or vegetative coverage is divided by the gross area of that lot.

**Lot Depth:** the average horizontal distance between the front and rear lot lines.

**Lot Line:** the property lines at the perimeter of a lot.

**Lot Width:** the distance between side lot lines. This is generally measured at the front setback, but the specific protocol varies between jurisdictions.

**LULU:** a locally unwanted land use. *See also* “NIMBY,” “NIABY,” and “NIMTOO”.

**Main Street Program:** a comprehensive revitalization program established in 1987 to promote and support the historic and economic redevelopment of traditional business districts in Wisconsin. The Main Street Program is administered by the state Department of Commerce.

**Managed Forest Law:** a law enacted in 1985, replacing the Forest Crop Law and Woodland Tax Law, that exempts DNR approved privately owned forest land from general property taxes but instead requires the owner to pay an annual acreage payment, a state contribution, a yield tax, or a withdrawal penalty. Landowners have the option to choose a 25 or 50 year contract period. Enrollment is open to all private landowners owning ten or more acres of woodlands. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law (FCL), Woodland Tax Law (WTL), and Managed Forest Law (MFL). *See ch. 70, Wis. Stats.*

**Manufactured Housing:** a structure, containing within it plumbing, heating, air- conditioning, and electrical systems, that is transportable in one or more sections of certain sizes and is built on a permanent chassis, and when connected to the required utilities, is designed to be used as a dwelling with or without a permanent foundation. Such housing must comply with the standards established under the National Manufactured Housing Construction and Safety Standards Act. *See* 42 USC 5401 to 5425 and ch.409, *Wis. Stats.*

**Map:** a drawing or other representation that portrays the spatial distribution of the geographic, topographic, or other physical features of an area.

**Metropolitan Statistical Area (MSA):** a statistical area defined by the U.S. Census; a freestanding metropolitan area (i.e. an area with a minimum population of 50,000 and adjacent communities with a high degree of economic and social integration) or a Census Bureau defined urbanized area with a population of 100,000 or greater (75,000 in New England), not closely associated with other metropolitan areas. Nonmetropolitan counties surround these areas typically. *See also* “consolidated metropolitan statistical area” and “primary metropolitan statistical area”.

**Mini- Lot Development:** a development containing lots that do not meet the minimum size or other requirements.

**Mitigation:** the process of compensating for the damages or adverse impacts of a development.

**Mitigation Plan:** imposed development conditions intended to compensate for the adverse impacts of the development.

**Mixed- Use Development:** a development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

**Modernization:** the upgrading of existing facilities to increase the input or output, update technology, or lower the unit cost of the operation.

**Moratorium:** a temporary development freeze or restriction pending the adoption or revision of related public policies or provisions of public infrastructures or services.

**Multifamily Dwelling:** a building or portion occupied by three or more families living independently of each other.

**Multimodal Transportation:** an integrated network of various transportation modes, including pedestrian, bicycle, automobile, mass transit, railroads, harbors, and airports.

**Municipality:** a city, village, town, or other unit of local government. The application of this term varies and it often has specific legal meanings.

**National Environmental Policy Act (NEPA):** a congressional act passed in 1969, establishing a national environmental policy. NEPA requires federal agencies to consider the environmental effects of decisions early in their decision- making processes and to inform the public of likely impacts. Environmental impact statements (EISs) are prepared consistent with this law. The act also established the Council on Environmental Quality. *See* P.L. 91- 190, 42 U.S.C. 4321- 4347. *See also* “environmental impact statement” and “Wisconsin Environmental Policy Act (WEPA)”.

**National Register of Historic Places in Wisconsin:** places in Wisconsin that are listed on the national register of historic places maintained by the U.S. Department of the Interior, National Park Service.

**Neighborhood Plan:** a plan that provides specific design or property- use regulations in a particular neighborhood or district.

**Neighborhood Unit:** the model for American suburban development after World War II based around the elementary school with other community facilities located at its center and arterial streets at its perimeter.

**Neotraditional Development:** a land- use approach that promotes neighborhoods with a variety of housing and architectural types, a central gathering point, and interconnecting streets, alleys, and boulevards edged with greenbelts.\* *See also "New Urbanism" and "smart growth".*

**Net Acre:** an acre of land excluding street rights- of- way\* and other publicly dedicated improvements such as parks, open space, and stormwater detention and retention facilities.

**New Urbanism:** an approach to development that includes the reintegration of components such as housing, employment, retail, and public facilities into compact, pedestrian- friendly neighborhoods linked by mass transit. *See also "Neotraditional development" and "smart growth".*

**NIABY:** Not in anyone's backyard. *See also "LULU," "NIMBY," and "NIMTOO".*

**NIMBY:** Not in my backyard. *See also "LULU," "NIABY," and "NIMTOO".*

**NIMTOO:** Not in my term of office. *See also "LULU," "NIMBY," and "NIABY".*

**Nonconforming Activity:** an activity that is not permitted under the zoning regulations or does not conform to off-street parking, loading requirements, or performance standards.

**Nonconforming Building:** any building that does not meet the limitations on building size or location on a lot for its use and district.

**Nonconforming by Dimension:** a building, structure, or parcel of land that is not compliant with the dimensional regulations of the zoning code.

**Nonconforming Lot:** a use or activity which lawfully existed prior to the adoption, revision, or amendment of an ordinance but that fails to conform to the current ordinance.

**Nonconforming Use:** a use (or structure) that lawfully existed prior to the adoption or amendment of an ordinance but that fails to conform to the standards of the current zoning ordinance.

**Noncontributing Building:** a building or structure that does not add to the historic architecture or association or cultural values of the area.

**North American Industry Classification System (NAICS):** a classification system developed by the United States, Canada, and Mexico to provide comparable industrial production statistics collected and published in the three countries. The NAICS replaces the Standard Industrial Classification (SIC) system and provides for increased comparability with the International Standard Industrial Classification (ISIC) system developed and maintained by the United Nations. *See also "Standard Industrial Classification (SIC)".*

**Office Park:** a large tract that has been planned and developed as an integrated facility for a number of separate office buildings and that considers circulation, parking, utilities, and compatibility.

**Open Session:** a meeting that is in accordance with Wisconsin's 'Open Meetings Law.' *See s.19.85- 19.98, Wis. Stats .*

**Open (Green) Spaces:** a substantially undeveloped area, usually including environmental features such as water areas or recreational facilities. *See also "common open spaces".*

**Ordinance:** a local law; a legislative enactment of a local governing body.

**Orthophoto Quad:** an aerial photograph that has been adjusted, via the correcting of distortions and inaccuracies due to plane tilt, elevation differences, or the curvature of the earth's surface, to reflect as accurately as possible the actual topography of the earth's surface.

**Outright Donation:** the donation of land to a unit of government or a qualified charitable land conservation management organization.

**Outright purchase:** the acquisition of land for the benefit of the public.

**Overlay Zone:** an additional land use or zoning requirement that modifies the basic requirements of the underlying designation.

**Parcel:** *See "lot".*

**Pedestrian Friendly:** a development that is primarily accessible to pedestrians rather than automobiles and with an emphasis on street sidewalks rather than parking.

**Performance Standards:** general criteria established to limit the impact of land uses or development. *See also "design standards"*.

**Pervious Surface:** a ground cover through which water can penetrate at a rate comparable to that of water through undisturbed soils.

**Planned Unit Development:** land under unified control to be developed in a single development or a programmed series of phases. A planned development includes the provisions, operations, maintenance, facilities, and improvements that will be for the common use of the development districts, but which will not be maintained at general public expense.

**Plan Commission:** an appointed local government commission authorized to make and adopt a master plan, consistent with s.66.1001, *Wis. Stats.*, for the physical development of the city. *See* s.62.23, *Wis. Stats.*

**Plat:** a map of a lot, parcel, subdivision, or development area where the lines of each land division are shown by accurate distances and bearings.

**Point System:** numerical values assigned to a development's impacts on a community's resources.

**Political Subdivision:** a city, village, town, county, sanitary district, school district, inland lake protection and rehabilitation district, or other special purpose unit of government.

**Pre-acquisition:** a technique where one organization (usually a private land trust) purchases a property and holds it until another organization (usually a government agency) can allocate the funds to purchase it.

**Preservation:** leaving a resource undisturbed and free from harm or damage. While 'preservation' is often used interchangeably with 'conservation,' the latter entails a connotation of prudent resource use.

**Primary Metropolitan Statistical Area (PMSA):** a statistical area defined by the U.S. Census; an area within a consolidated metropolitan statistical area consisting of a large urbanized county or cluster of counties that demonstrates very strong internal economic and social links, in addition to close ties to other portions of the larger area. *See also "metropolitan statistical area" and "consolidated metropolitan statistical area"*.

**Prime Agricultural Land:** land determined by local governments to be important for sustaining agricultural operations and that are often protected from conversion to other uses. *See* ch.91, *Wis. Stats.*

**Prime Farmland:** farmland classified by the Natural Resources Conservation Service as best for the crop production of row, forage, or fiber because of level topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Ideally, prime farmland allows least cost to both the farmer and the natural resources. *See* ch.91, *Wis. Stats.*

**Principal Building:** the building, including all parts connected, where the primary use of the lot is conducted.

**Private Road:** a way open to traffic, excluding driveways, established as a separate tract for the benefit of adjacent properties.

**Privately Owned Waste- Treatment Systems (POWTS):** sewage treatment and disposal systems, which are also called on- site sanitary systems, that are not connected to sewer lines or wastewater treatment plants.

**Public Dedication:** reserving land in a subdivision for public use such as a school or park.

**Public Road:** public property dedicated and reserved for street traffic.

**Purchase of Development Rights (PDR):** a public or private government initiative that acquires the development rights of property to limit development and protect natural features or open space. *See also "rights" and "transfer of development rights"*.

**Purchase/ Leaseback:** an arrangement where a community purchases a natural area and then either leases it back with special lease restrictions or sells it back with deed restrictions designed to protect the natural features of the property.

**Quarter, Quarter Zoning:** a development standard that limits non-farm development to one house per 40 acres ( $\frac{1}{4}$  of  $\frac{1}{4}$  of the original 640- acre section).

**Quasi- Judicial Decisions:** "resembling a court;" quasi- judicial decision making must follow rules of due process and is midway between legislative and administrative functions. Examples of quasi- judicial decisions include variances, appeals, and conditional- use permits.

**Quasi- Public Use/ Facility:** a use conducted or a facility owned or operated by a nonprofit or religious institution that provides public services.

**Rear- lot Line:** a lot line, opposite the front lot line, that generally does not abut a public roadway.

**Redevelopment:** any proposed replacement of existing development. *See also "infill"*.

**Redevelopment Authority:** an authority, known as the "redevelopment authority of the city of [city name]," created in every city with a blighted area. This authority, together with all the necessary or incidental powers, is created to carry out blight elimination, slum clearance, and urban renewal programs and projects as set forth in Wisconsin Statutes. *See s.66.1333 ( 3)( a) 1, Wis. Stats .*

**Reforestation:** the planting or replanting of forest plants.

**Regional Plan:** a plan that covers multiple jurisdictions, often within the administrative area of a regional planning commission, and that can be prepared jointly by cooperating municipalities, regional planning commissions, state agencies, or other entities.

**Requests for Proposals (RFP):** a document describing a project or services and soliciting bids for a consultant's or contractor's performance.

**Requests for Qualifications (RFQ):** a document describing the general projects, services, and related qualifications of bidding consultants or contractors.

**Reservation of Site:** *See "public dedication"*.

**Reserved Life Estate:** an arrangement where a landowner sells or donates property to another party (for example, a conservation organization) while retaining the right to lifetime use.

**Revolving Fund:** a conservation fund, replenished through donations or selling of the land to another conservation organization or a government agency, used to purchase land or easements.

**Rezoning:** an amendment to a zoning map or zoning ordinance that changes the zoning- district designation and use or development standards.

**Right of First Refusal:** an agreement between a landowner and another party (for example, a land trust) that gives the other party a chance to match any third- party offer to purchase lands.

**Right of Way (ROW):** a strip of land occupied by or intended to be occupied by a street, crosswalk, walkway, utility line, or other access.

**Rights (The Bundle of Rights Concept of Property):** government and private owners each hold portions of the bundle of rights in real property.

Owner property rights include:

- *Right to Use:* the right to improve, harvest, cultivate, cross over, or not to use.
- *Right to Lease:* the right to lease for cash or the right to hold a cash, including a share lease or third or fourth lease, a crop share lease, a one year lease, or a perpetual lease.
- *Right of Disposition:* the right to sell, to bequeath, to mortgage, or to establish trusts on all or part of a property.

Government property rights include:

- *Eminent domain: the right to purchase land for public use*
- *Escheat: the right for the succession in title where there is no known heir*
- *Regulation*
- *Taxation*

**Riparian Areas:** the shore area adjacent to a body of water.

**Roadway Setback:** the required or existing minimum distance between a public roadway (measured from the centerline or edge of right- of- way) and the nearest point on a structure.

**Scenic Corridor:** a linear landscape feature that is visually attractive (for example, stream corridors or blufflines).

**Scenic Easement:** an easement\* intended to limit development in order to preserve a view or scenic\* area.

**Seasonal Dwelling:** a dwelling not used for permanent residence or not occupied for more than a certain number of days per year. The standard varies between jurisdictions.

**Secondary Dwelling Unit:** an additional dwelling unit in a freestanding building or above a residential garage and located within or on the same lot as the principal dwelling unit.

**Sense of Place:** the constructed and natural landmarks and social and economic surroundings that cause someone to identify with a particular place or community.

**Set Back:** the minimum distance a building, structure, or activity can be separated from a designated feature such as a waterway or bluffline.

**Shoreland:** a state mandated water resource protection district that Wisconsin counties must adopt.

Shorelands include lands adjacent to navigable waters within 1,000 feet of the ordinary high- water mark of a lake, pond, or flowage and within 300 feet of the ordinary high- water mark or floodplain of a river or stream.

**Shoreland- Wetland:** shorelands that are designated as wetlands on Wisconsin Wetlands Inventory maps. See *Wis. Stats.*

**Shoreline Stabilization:** the placement of structural revetments or landscaping practices to prevent or control shoreline erosion.

**Side Lot Line:** a lot line that is neither a front lot line nor a rear lot line.

**Single- family Attached Dwelling:** one of two or more residential buildings having a common wall separating dwelling units.

**Single- family Detached Dwelling:** a residential building containing not more than one dwelling unit surrounded by open space.

**Sign:** any device that is sufficiently visible to persons not located on the lot that communicates information to them.

**Site Plan:** a scaled plan, which accurately and completely shows the site boundaries, dimensions and locations of all buildings and structures, uses, and principal site development features, proposed for a specific lot.

**Sliding Scale Zoning:** a ratio of dwelling units to land acreage that concentrates development on smaller lots by increasing the minimum lot size for houses built on larger parcels.

**Smart Growth:** an approach to land- use planning and growth management that recognizes connections between development and quality of life. The features that distinguish smart growth approaches vary. In general, smart growth invests time, attention, and resources in restoring community and vitality to center cities and older suburbs. In developing areas, the approach is more town- centered, is transit and pedestrian oriented, and has a greater mix of housing, commercial, and retail uses. Smart- growth approaches preserve open space and other environmental amenities. The term is also used to refer to Wisconsin's comprehensive planning law. See s.66.1001, *Wis. Stats.* See also "*New Urbanism*" and "*Neotraditional development*".

**Special Designation:** the protection of scenic river corridors and other valuable resources through state or federal means such as recognition, acquisition, or technical assistance.

**Special District/ Special Purpose Unit of Government:** a government entity that is responsible for performing specific tasks and oversight essential to a community's or region's well being. Special districts include sanitary districts, metropolitan sewerage districts, drainage districts, inland lake protection and rehabilitation districts, business improvement districts, tax incremental financing districts, architectural conservancy districts, and port authorities.

**Special Exception:** See "*conditional use*".

**Spot Zoning:** a change in the zoning code or area maps that is applicable to no more than a few parcels and generally regarded as undesirable or illegal because it violates equal treatment and sound planning principles.

**Stand:** a number of plants growing in a continuous area. Examples include 'a stand of hardwood' or 'a stand of timber.'

**Standard Industrial Classification/ Standard Industrial Code (SIC):** an industry classification system to facilitate the collection, tabulation, presentation, and analysis of data relating to establishments and to ensure that data about the U.S. economy published by U.S. statistical agencies are uniform and comparable. See also "*North American Industry Classification System (NAICS)*".

**Statewide Comprehensive Outdoor Recreation Plan (SCORP):** a plan that aims to offer a research base and overall guidance for all providers of Wisconsin's outdoor recreation, including federal, state, county, city, village, and town governments, resorts and other businesses, and a variety of other public and private organizations. Ideally, SCORP is used in conjunction with other planning documents such as property master plans, community park and open space plans, the State Trails Strategic Plan, six- year development plans, and county and regional planning commission plans.

**Stewardship Program:** a state bonding program established by the Wisconsin Legislature in 1989 and re-authorized in 1999 that provides funds to protect environmentally sensitive areas and to maintain and to increase recreational opportunities across the state.

**Stormwater Detention/ Stormwater Retention:** the storage of stormwater runoff.

**Stormwater Management:** the reduction of the quantity of runoff, which affects flooding, or of pollutants generated at a development site and carried in stormwater.

**Story:** a space in a building between the surface of any floor and the surface of the next above floor or roof.

**Subdivision:** the description (usually by survey) and recording of separate land parcels or lots.

**Summary Abatement:** a legal action taken to suppress the continuation of an offensive land use. *See also "tax abatement"*.

**Sustainability:** long- term management of ecosystems intended to meet the needs of present human populations without compromising resource availability for future generations.

**Sustainable Development:** development that meets the needs of the present generation without compromising the needs of future generations.

**Takings:** government actions that violate the Fifth Amendment to the U.S. Constitution, which reads in part, "nor shall private property be taken for public use, without just compensation." Such actions include regulations that have the effect of "taking" property. The Supreme Court has established four clear rules that identify situations that amount to a taking and one clear rule that defines situations that do not.

The court has found "takings" in the following circumstances:

- *where a landowner has been denied "all economically viable use" of the land;*
- *where a regulation forced a landowner to allow someone else to enter onto the property;*
- *where the regulation imposes burdens or costs on a landowner that do not bear a "reasonable relationship" to the impacts of the project on the community; and*
- *where government can equally accomplish a valid public purpose through regulation or through a requirement of dedicating property, government should use the less intrusive regulation, for example, prohibiting development in a floodplain property.*

The Supreme Court has also said that where a regulation is intended merely to prevent a nuisance, it should *not* be considered a taking.

**Tax Abatement:** a release of a certain tax liability for a specific period of time and under certain circumstances. *See also "summary abatement"*.

**Tax Increment:** additional tax revenue resulting from a property- value increase; the amount obtained by multiplying the total of all property taxes levied on all taxable property within a tax- incremental district in a year by a fraction having as a numerator the value increment for that year in the district and as a denominator that year's equalized value of all taxable property in the district. In any year, a tax increment is "positive" if the value increment is positive and "negative" if the value increment is negative. *See s.66.1105, Wis. Stats.*

**Tax Increment Financing (TIF):** a local governmental financing of private- sector redevelopment, anticipating the additional revenues of the tax increment.\* *See s.66.1105, Wis. Stats.*

**Town:** the political unit of government; a body corporate and politic, with those powers granted by law. *See ch. 60, Wis. Stats.*

**Township:** all land areas in a county not incorporated into municipalities (cities and villages).

**Tract:** an indefinite stretch or bounded piece of land; in subdivisions, a tract is often divided into individual lots.

**Traditional Neighborhood:** a compact, mixed- use neighborhood where residential, commercial, and civic buildings are within a close proximity. *See also "Neotraditional development" and "New Urbanism"*.

**Traffic Calming:** the process of increasing pedestrian safety via decreasing automobile speed and volume.

**Traffic Impact Analysis:** an analysis of the impacts of traffic generated by a development.

**Traffic Impact Mitigation Measure:** an improvement by a developer intended to reduce the traffic impact created by a development.

**Transfer of Development Rights:** a technique, involving the designation of development (receiving) zones and protected (sending) zones, for guiding growth away from sensitive resources and toward controlled development centers by transferring development rights from one area to another via local law authorization such as a deed or easement. *See also "rights" and "purchase of development rights"*.

**Transit- Oriented Development (TOD):** moderate or high- density housing concentrated in mixed- use developments\* that encourages the use of public transportation.

**Transitional Use:** a permitted use or structure that inherently acts as a transition or buffer between two or more incompatible uses.

**TRANSLINKS 21:** a statewide transportation system plan prepared by the Wisconsin Department of Transportation in response to federal and state laws.

**Transportation Demand Management (TDM):** a strategy that alleviates roadway stress by reducing vehicle density via the increasing of passengers per vehicle.

**Transportation enhancements (ISTEA & TEA- 21):** funds contributed by the federal highway transportation program to enhance cultural, aesthetic, and environmental aspects of local transportation and transit systems.

**Underlying Zoning District:** a term referring to a zoning district when it is affected by an overly district.

**Undevelopable:** an area that cannot be developed due to topographic or geologic soil conditions.

**Unified Development Code:** the combining of development regulations into a single zoning code.

**Universal Transverse Mercator Grid (UTM):** a civilian grid system, which uses only numbers and can be handled by digital mapping software and Geographic Information Systems.

**Unnecessary Hardship:** a unique and extreme inability to conform to zoning ordinance provisions due to physical factors; and, one of three tests a property must meet in order to qualify for a zoning variance.

**Up Zoning:** changing the zoning designation of an area to allow higher densities or less restrictive use. *See also "down zoning"*.

**Urban Area:** the area within a municipal boundary that is serviced by infrastructure; an intensively developed area with a relatively large or dense population.

**Urban Forest:** all trees and associated vegetation in and around a city, village, or concentrated development.

**Urban Growth Area:** an area designated for urban development and usually designed to protect open space or resources beyond its boundaries.

**Urban Growth Boundary:** the perimeter of an urban growth area.

**Urban Sprawl:** low- density, automobile- dependent, and land- consumptive outward growth of a city; the spread of urban congestion and development into suburban and rural areas adjoining urban areas.

**Utility Facilities:** any above ground structures or facilities used for production, generation, transmission, delivery, collection, or storage of water, sewage, electricity, gas, oil, or electronic signals.

**Variance:** a relaxation of dimensional standards by a local zoning board in compliance with statutory criteria. *See s.59.99( 7 ), Wis. Stats.*

**Vehicle Miles Traveled (VMT):** a measure of automobile and roadway use.

**Village:** an incorporated area with a population under 5,000. *See ch. 61, Wis. Stats.*

**Watershed:** the area where precipitation drains to a single body of water such as a river, wetland, or lake.

**Wellhead Protection:** a plan to determine the water collecting area for a public well, identify the pollution sources within that area, and detect, prevent, and remedy potential contamination to the collecting area.

**Wetlands Inventory Map:** a map of wetlands classified according to their vegetation, hydrology, and types of human influence, developed by the Wisconsin Department of Natural Resources, used to identify wetlands for protection.

**Wetlands Reserve Program:** a federal program with state partnering to restore the functions and values of wetlands and to preserve riparian areas through conservation easements and wetland reconstruction.

**Wildlife Habitat Incentives Program:** a program that awards landowners federal cost-sharing funds after the installation of improvements to wildlife or fishery habitat.

**Wisconsin Administrative Code (Wis. Admin. Code):** a component of state law that is a compilation of the rules made by state agencies having rule-making authority. These rules provide the detailed provisions necessary to implement the general policies of specific state statutes

**Wisconsin Environmental Policy Act (WEPA):** a state law establishing a state environmental policy. WEPA requires state agencies to consider the environmental effects of decisions early in their decision-making processes and to inform the public of likely impacts and alternatives that were considered. Environmental impact statements (EISs) are prepared consistent with this law. *See also "environmental impact statement" and "National Environmental Policy Act (NEPA)". See NR 150, Wis. Admin. Code, and s.1.11, Wis. Stats.*

**Wisconsin Initiative for Statewide Cooperation on Landscape Analysis and Data (WISCLAND):** a partnership between government agencies, private companies, and nonprofit groups to collect, analyze, and distribute landscape information.

**Wisconsin Register of Historic Places:** a listing of districts, sites, buildings, structures, and objects that are significant in national, state, or local history, architecture, archaeology, engineering and culture. The Wisconsin register of Historic Places is maintained by the Wisconsin State Historical Society. *See s. 44.36, Wis. Stats.*

**Woodland Tax Law:** a law enacted in 1954 that extended land eligibility of the Forest Crop Law to owners of small forest parcels. Entries into the WTL closed as of 1 January 1986 with enactment of the Managed Forest Law. Today about 25,000 landowners, owning more than 2.5 million acres, are enrolled in the three existing forest tax laws: Forest Crop Law, Woodland Tax Law, and Managed Forest Law. *See ch. 70, Wis. Stats.*

**Zero Lot Line:** the location of a building in such a manner that one or more of its sides rests directly on its lot line.

**Zone:** an area designated by an ordinance where specified uses are permitted and development standards are required.

**Zoning Inspector:** an appointed position to administer and enforce zoning regulations and related ordinances.

**Zoning Permit:** a permit issued by the land-use or zoning administrator authorizing the recipient to use property in accordance with zoning-code requirements.

Source: *Land-Use Lingo: A Glossary of Land-Use Terms*, WDNR, 2001.

Note: All references are to 1999-2000 Wisconsin Statutes.

**APPENDIX G**  
**RESPONSE TO PUBLIC COMMENTS**

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## **RESPONSE TO PUBLIC COMMENTS**

Prior to the Lyndon Town Board taking action on the recommended *Town of Lyndon 20 Year Comprehensive Plan*, a 30-day public review period was established beginning January 12, 2004 leading up to the public hearing date of February 11, 2004. The recommended comprehensive plan was available for public review at five locations within and near the town, and was also distributed to every local unit of government located within and adjacent to the town of Lyndon. In addition, copies of the recommended plan were distributed to Sheboygan County and the Wisconsin Departments of Administration, Transportation and Natural Resources. From this review period, the town received written comments from the Department of Transportation and the Department of Administration. In addition, several verbal comments were expressed at the public hearing regarding the *Town of Lyndon 20 Year Comprehensive Plan*.

The town of Lyndon has prepared the following in response to comments received regarding the *Town of Lyndon 20 Year Comprehensive Plan* prior to its adoption on July 14, 2004. All comments were reviewed on a case-by-case basis and separated into two categories: those comments addressing information of a factual nature; and those comments expressing an opinion about aspects of the plan. All factual comments were reviewed, compared to the plan and information was changed accordingly where needed. All comments expressing opinions or ideas were reviewed and may be considered for incorporation into the plan on a case-by-case basis. Incorporated ideas or opinions should be consistent with the vision of the *Town of Lyndon 20 Year Comprehensive Plan*.

# *Bay-Lake Regional Planning Commission*

## *July, 2004*

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Paul Jadin  
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Sec., Cory Nettles

### Staff

#### **Mark A. Walter**

Executive Director

#### **Jeffrey C. Agee-Aguayo, AICP**

Transportation Planner III

#### **Tony D. Bellovary**

GIS Technician

#### **Richard J. Malone**

Office Accounts Coordinator

#### **Kathrine L. Hess**

Economic Planner I

#### **Angela M. Pierce**

Natural Resources Planner I

#### **Brenda L. Rehberg**

Administrative Assistant

#### **Brandon G. Robinson**

Community Assistance Planner II

#### **Joshua W. Schedler**

GIS Specialist

#### **James J. Van Laanen, AICP**

Transportation Planner II

