

Town of Lyndon

SHEBOYGAN COUNTY, WISCONSIN

20-Year Comprehensive Plan Update

JUNE 2015

Assistance Provided by:



Sheboygan County UW-Extension



Bay-Lake Regional Planning Commission

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Town of Lyndon Plan Commission

**A RESOLUTION RECOMMENDING AMENDMENTS
TO THE TOWN OF LYNDON COMPREHENSIVE PLAN**

WHEREAS, on July 14, 2004, the Town of Lyndon adopted the *Town of Lyndon 20 Year Comprehensive Plan* to address the needs of the Town and to meet the comprehensive planning requirements of Wisconsin's Smart Growth Law, § 66.1001, Wis. Stats; and

WHEREAS, Wisconsin's Smart Growth Law requires that comprehensive plans be periodically updated; and

WHEREAS, the Town Board has requested and received the assistance of Bay-Lake Regional Planning Commission and the University of Wisconsin Extension to update the Town's comprehensive plan; and

WHEREAS, input to update the Town's comprehensive plan was obtained from the Town Board, the Town Plan Commission, interested residents of the Town and other organizations; and

WHEREAS, the *Town of Lyndon, Sheboygan County, Wisconsin, 20-Year Comprehensive Plan Update (2015)* was prepared, which addresses and amends, where appropriate, the nine elements identified in Wisconsin's Smart Growth Law; and

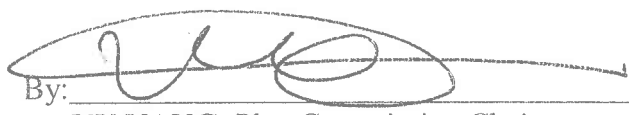
WHEREAS, copies of said comprehensive plan amendments were made available to the residents of the Town at the Lyndon Town Hall, the Plymouth Public Library, and on the website of the Bay-Lakes Regional Plan Commission; and

WHEREAS, a public hearing concerning amendments to the Comprehensive Plan (preceded by a Class 1 notice published at least thirty days prior to the hearing), was held by the Town Plan Commission on this date, as required by § 66.1001(4)(d), Wis. Stats.;

NOW, THEREFORE, BE IT RESOLVED, that the Town of Lyndon Plan Commission hereby recommends that the Lyndon Town Board adopt the amendments to the Town's Comprehensive Plan in the *Town of Lyndon, Sheboygan County, Wisconsin, 20-Year Comprehensive Plan Update (2015)*, pursuant to §§ 62.23 and 66.1001(4), Wis. Stats.

Adopted: **June 3, 2015.**

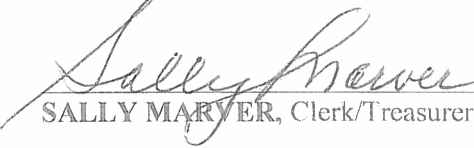
TOWN OF LYNDON PLAN COMMISSION

By: 
VU VANG, Plan Commission Chair

CERTIFICATE OF ADOPTION

I hereby certify that the foregoing Resolution was duly adopted by the Plan Commission of the Town of Lyndon on the date indicated above.

Dated: June 3, 2015


SALLY MARVER, Clerk/Treasurer

Published/Posted on 6-9, 2015 by _____

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Town of Lyndon, Sheboygan County, Wisconsin

**AN ORDINANCE AMENDING THE
TOWN OF LYNDON COMPREHENSIVE PLAN**

WHEREAS, on July 14, 2004, the Town of Lyndon adopted the *Town of Lyndon 20 Year Comprehensive Plan* to address the needs of the Town and to meet the comprehensive planning requirements of Wisconsin's Smart Growth Law, § 66.1001, Wis. Stats; and

WHEREAS, Wisconsin's Smart Growth Law requires that comprehensive plans be periodically updated; and

WHEREAS, the Town Board has requested and received the assistance of Bay-Lake Regional Planning Commission and the University of Wisconsin Extension to update the Town's comprehensive plan; and

WHEREAS, input to update the Town's comprehensive plan was obtained from the Town Board, the Town Plan Commission, interested residents of the Town and other organizations; and

WHEREAS, the *Town of Lyndon, Sheboygan County, Wisconsin, 20-Year Comprehensive Plan Update (2015)* was prepared, which addresses and amends, where appropriate, the nine elements identified in Wisconsin's Smart Growth Law; and

WHEREAS, copies of said comprehensive plan amendments were made available to the residents of the Town at the Lyndon Town Hall, the Plymouth Public Library, and on the website of the Bay-Lakes Regional Plan Commission; and

WHEREAS, on June 3, 2015, the Town Plan Commission, by a majority vote of the entire commission recorded in its official minutes, adopted a resolution recommending to the Town Board the adoption of the amendments to the Town's Comprehensive Plan in the *Town of Lyndon, Sheboygan County, Wisconsin, 20-Year Comprehensive Plan Update (2015)*; and

WHEREAS, a public hearing concerning the amendment to the Comprehensive Plan, preceded by a Class I notice published at least thirty days prior to the hearing, was held by the Town Plan Commission on June 3, 2015, as required by § 66.1001(4)(d), Wis. Stats.; and

WHEREAS, pursuant to §§ 60.10(2)(c), 60.22(3), 61.35, 62.23, and 66.1001, Wis. Stats., the Town Board has authority to enact this ordinance in order for the Town to amend its Comprehensive Plan and order its publication;

NOW, THEREFORE, the Town Board of the Town of Lyndon does hereby ordain as follows:

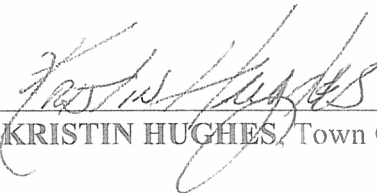
Section 1. Amendment of Comprehensive Plan. The *Town of Lyndon, Sheboygan County, Wisconsin, 20-Year Comprehensive Plan Update (2015)*, which amends the Town's Comprehensive Plan, is adopted pursuant to § 66.1001(4)(c), Wis. Stats.

Section 2. Severability. Should any portion of this Ordinance be declared unconstitutional or invalid by a court of competent jurisdiction, the remainder shall not be affected.

Section 3. Effective Date. Upon adoption, this Ordinance shall take effect the day after publication or posting.

Enacted on: **June 3, 2015.**

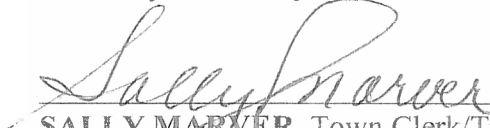
TOWN OF LYNDON

By: 
KRISTIN HUGHES, Town Chairperson

CERTIFICATE OF ENACTMENT

I hereby certify that the foregoing Ordinance was duly enacted by the Town Board of the Town of Lyndon on the date indicated above.

Dated: June 3, 2015


SALLY MARVER, Town Clerk/Treasurer

CERTIFICATE OF POSTING/PUBLICATION

I hereby certify that the foregoing Ordinance was duly posted/published on _____, 2015, pursuant to ss. 60.80.

Dated: 6-9, 2015

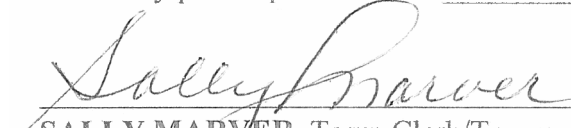

SALLY MARVER, Town Clerk/Treasurer

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Chapter 1 - INTRODUCTION

COMPREHENSIVE PLAN UPDATE PROCESS

This Town of Lyndon comprehensive plan update contains relevant amendments to select components of the town's initial comprehensive plan that was adopted in 2004. As outlined in the Comprehensive Planning legislation, s. 66.1001, Wis. Stats., this comprehensive plan update allows the town to continue to regulate land use activities through several actions. Each of the actions list below shall be consistent with this comprehensive plan update for the Town of Lyndon.

- (a) Official mapping established or amended under s. 62.23 (6).
- (b) Local subdivision regulation under s. 236.45 or 236.46.
- (c) County zoning ordinances enacted or amended under s. 59.69.
- (d) City or village zoning ordinances enacted or amended under s. 62.23 (7).
- (e) Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- (f) Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. 59.692, 61.351, 61.353, 62.231, or 62.233.

Update Process

During this comprehensive plan update, the town's Land Use Committee conducting multiple public meetings per month to review plan recommendations and updated demographic data. Amendments to the plan were based on development trends since the town's 2004 comprehensive plan was adopted; along with the projected population and housing growth through 2040. A survey of select landowners was conducted by Sheboygan County UW-Extension in 2012, which also provided information to assist with this plan update. Ultimately, with the assistance of UW-Extension, the town revised its future land use development strategy, future land use map (i.e., 20-Year Land Use Plan), and implementation plan to ensure an up-to-date guidance tool is available for land use decisions for years to come. Open Houses were used to provide information and gather additional input from the public. The town also conducted the mandatory public review and public hearing prior to adoption of this comprehensive plan update.

Public Participation

During the development of this comprehensive plan update, Town of Lyndon followed its "Written Procedures to Foster Public Participation" which were adopted in 2002. These procedures, located in Appendix A of the town's 2004 comprehensive plan, provide a list of actions that encourage the public's involvement during the comprehensive planning process.

AMENDMENTS TO THE TOWN OF LYNDON 2004 COMPREHENSIVE PLAN

This comprehensive plan update contains a variety of selective amendments to the nine chapters found within the *Town of Lyndon 20-Year Comprehensive Plan* that was adopted in 2004. The following is a summary of the components that were amended within each chapter. These changes are further detailed in this comprehensive plan update document.

- Chapter 1: Issues and Opportunities
 - Vision Statement modification
 - Amendments to overall goals, objectives, policies, and programs of the plan

- Chapter 2: Agricultural, Natural, and Cultural Resources
 - Amendments to goals, objectives, policies, and programs
- Chapter 3: Housing and Population
 - Amendments to goals, objectives, policies, and programs
 - Updated demographics of the community and on future population and housing growth
- Chapter 4: Economic Development
 - Amendments to goals, objectives, policies, and programs
 - Updated labor force and an analysis of the community's economic base
- Chapter 5: Transportation
 - Amendments to goals, objectives, policies, and programs
 - Updated inventory of transportation facilities
- Chapter 6: Utility and Community Facilities
 - Amendments to goals, objectives, policies, and programs
- Chapter 7: Intergovernmental Cooperation
 - Amendments to goals, objectives, policies, and programs
- Chapter 8: Land Use
 - Amendments to goals, objectives, policies, and programs
 - Projection of future land use demands (e.g., anticipated population and housing)
 - Update of Future Land Use Plan development strategy and map for the town
- Chapter 9: Implementation
 - Amendments to strategies and short-term action plan to assist implementation efforts.

20-Year Vision Statement

Town of Lyndon, Wisconsin 2035

“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, Hingham, Adell, Cascade, and Town of Plymouth (hereafter referred to as neighboring communities), and Sheboygan County. 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. Update our Town of Lyndon 20-year comprehensive plan as described in the Wisconsin Comprehensive Planning Law, known as "Smart Growth" (s. 66.1001 Wisconsin State Statutes).
2. Update a 20-year comprehensive plan in order to:
 - best reflect the interests of town residents,
 - follow orderly and cost efficient methods when developing and
 - preserve significant features of the community.
3. Periodically review and update, when necessary, the adopted 20-year 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 recommendations 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 Future Land Use Plan 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 20year 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.

Chapter 2 - AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

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 water & 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. Consider clustering of development to limit sprawl.

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. Support wetland restoration projects.
5. Support 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 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 conditional use permits 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 neighboring communities 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. Consider buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints regarding these agricultural lands.
3. 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 Future Land Use Plan 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 endeavors.
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 county and state agencies to promote innovative programs which ensure the protection of farmlands such as Purchase of Development Rights (PDR).
3. 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

1. Mining sites should not negatively impact environmental features within the town's planning area.
2. Protect existing mines from conflicts with incompatible uses.

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 be developed adjacent to one another.
3. Scenic views, the natural environment and rural characteristics shall not be harmed by mining operations.

Policies:

1. The town should encourage 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 will work with neighboring communities and Sheboygan County to locate possible mining sites within the town's planning area.
2. The town will work with the neighboring communities 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 should be preserved for the town.

Objectives:

1. 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. Support town residents seeking information and possible use of 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 historic sites are identified and appropriately protected.
2. The Town Board could 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 could 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 potential threats 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.
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 the SPS 383 code.

Goal: Wildlife Resources

Maintain the town's diverse wildlife habitat for town residents.

Objectives:

1. Encourage protection of the town's areas where threatened and endangered species exist.
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. Support 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. Support stewardship grants for non-profit conservation organizations who provide funding for the acquisition of land or easements for conservation purposes and restoration of wildlife habitat.

Chapter 3 - HOUSING AND POPULATION

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 chapter 3 of the town's 2004 comprehensive plan). 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 many income levels, and of multiple age groups and persons with special needs.

Policies:

1. Advocate that there is adequate housing available for those with low to moderate income, elderly, and residents with special needs.
2. Consider affordable & adequate housing for first time homebuyers and renters.
3. Encourage that the town's zoning ordinance allows for, and/or encourages, a range in densities and lot sizes.
4. Consider development with higher densities adjacent to neighboring communities to assist in providing 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. 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 should identify areas for residential development to help establish housing 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. Regulate the construction of new homes through adequate building codes and ordinances.
2. Situate higher density residential development in areas that minimize impacts upon low density residential development.
3. Identify areas in which new development should be restricted or maintained as open space.
4. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.
5. 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 and amend policies as needed.

POPULATION CHARACTERISTICS

Table 3.2(a): Town of Lyndon Population Trends and Projections, 1980-2040.

US Census				2013 WDOA Projections					
1980	1990	2000	2010	2015	2020	2025	2030	2035	2040
1,342	1,432	1,463	1,542	1,550	1,610	1,665	1,710	1,725	1,710

Source: U.S. Bureau of the Census, Census of Population and Housing, 1980-2010; Wisconsin Department of Administration, for years cited; Wisconsin Department of Administration, Official Population Projections, 2013; and Bay-Lake Regional Planning Commission, 2015.

Figure 3.2: Town of Lyndon Population Trends and Projections, 1980-2040.

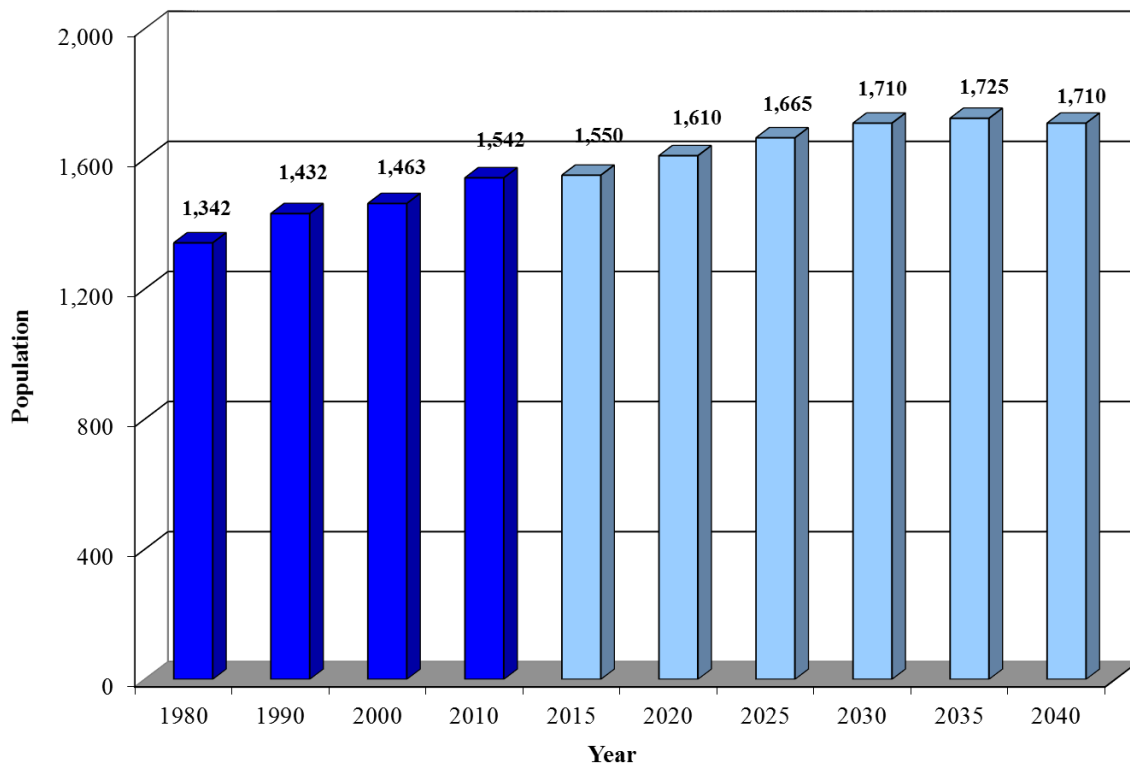


Table 3.2(b): Population Projections, Town of Lyndon and Surrounding Areas 2010-2040.

Geographic Location	2010 Census Population	2013 WDOA Population Projection						# Change 2010-2040	% Change 2010-2040
		2015	2020	2025	2030	2035	2040		
Town of Lyndon	1,542	1,550	1,610	1,665	1,710	1,725	1,710	168	10.9
Town of Lima	2,982	3,000	3,105	3,200	3,280	3,300	3,260	278	9.3
Town of Mitchell	1,304	1,320	1,385	1,440	1,490	1,515	1,510	206	15.8
Town of Plymouth	3,195	3,220	3,345	3,460	3,555	3,590	3,560	365	11.4
Village of Cascade	709	710	735	760	780	785	780	71	10.0
Village of Waldo	503	500	520	540	555	565	560	57	11.3
Village of Adell	516	515	530	540	550	550	535	19	3.7
Hingham CDP	886	Projections not available							
Sheboygan County	115,507	115,915	119,890	123,400	126,160	126,830	125,160	9,653	8.4

(CDP) Census-Designated Place

Source: U.S. Bureau of the Census, Census of Population and Housing, 1980-2010; Wisconsin Department of Administration, for years cited; Wisconsin Department of Administration, Official Population Projections, 2013; and Bay-Lake Regional Planning Commission, 2015.

Age Groups

Table 3.5: Population by Age Groups, Town of Lyndon 2010.

Age Groups	Total	Percent
School Age		
5-17	260	16.9
Working and Voting Age		
16+	1,268	82.2
16-64	1,055	68.4
18+	1,222	79.2
18-64	1,009	65.4
Retirement Age		
65+	213	13.8
Total Population	1,542	

Source: 2010 US Census American FactFinder; and Bay-Lake Regional Planning Commission, 2015.

HOUSING CHARACTERISTICS

Table 3.7(a): Town of Lyndon Housing Unit Trends, 1980-2010.

Geographic Location	Year				Percent Change	
	1980	1990	2000	2010	2000-2010	1980-2010
Town of Lyndon	490	566	629	692	10.0	41.2

**** 69 units or 10% of the total housing units (692) are for seasonal, recreational, or occasional use in the Town of Lyndon.**

Source: U.S. Bureau of the Census, 1970, Series 100, Table 2; 1980 Census of Population and Housing, STF 1A, Table 4; 1990 Census of Population and Housing, STF 1A; 2000; and 2010 US Census American FactFinder; and Bay-Lake Regional Planning Commission, 2015.

Figure 3.4: Town of Lyndon Historic Housing Unit Levels, 1980-2010.

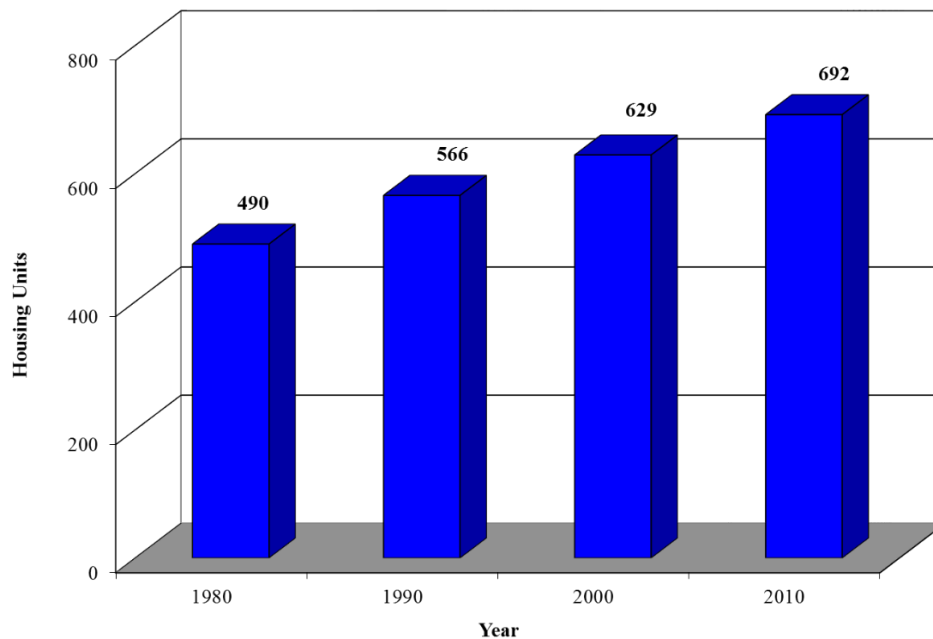


Table 3.7(b): Town of Lyndon and Surrounding Areas Housing Units, 2000 and 2010.

Geographic Location	Year		Number Change	Percent Change
	2000	2010		
Town of Lyndon	629	692	63	10.0
Town of Lima	1,029	1,153	124	12.1
Town of Mitchell	437	489	52	11.9
Town of Plymouth	1,178	1,229	51	4.3
Village of Cascade	274	291	17	6.2
Village of Waldo	174	209	35	20.1
Village of Adell	216	224	8	3.7
Hingham CDP	NA	327	NA	NA

(CDP) Census-Designated Place

Source: U.S. Bureau of the Census, 1970, Series 100, Table 2; 1980 Census of Population and Housing, STF 1A, Table 4; 1990 Census of Population and Housing, STF 1A; 2000; and 2010 US Census American FactFinder; and Bay-Lake Regional Planning Commission, 2015.

Household Forecasts

Table 3.7(c): Household Projections, Town of Lyndon and Surrounding Areas 2010-2040.

Geographic Location	2010 Census Households	2013 WDOA Household Projection						# Change 2010-2040	% Change 2010-2040
		2015	2020	2025	2030	2035	2040		
Town of Lyndon	589	606	637	667	695	711	713	124	21.1
Town of Lima	1,089	1,121	1,174	1,226	1,274	1,300	1,298	209	19.2
Town of Mitchell	464	481	511	537	561	575	574	110	23.7
Town of Plymouth	1,152	1,188	1,249	1,309	1,361	1,389	1,387	235	20.4
Village of Cascade	274	281	294	308	321	327	329	55	20.1
Village of Waldo	197	200	211	222	231	239	239	42	21.3
Village of Adell	210	214	223	231	238	242	238	28	13.3
Hingham CDP	311	Projections not available						NA	NA

(CDP) Census-Designated Place

Source: U.S. Bureau of the Census, 1970, Series 100, Table 2; 1980 Census of Population and Housing, STF 1A, Table 4; 1990 Census of Population and Housing, STF 1A; 2000; and 2010 US Census American FactFinder; Wisconsin Department of Administration, Official Household Projections, 2013; and Bay-Lake Regional Planning Commission, 2015.

Chapter 4 - ECONOMIC DEVELOPMENT

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:

Future businesses should be directed to areas specified in the Future Land Use Plan component which will enhance and promote the rural character of the Town of Lyndon.

Policies:

1. Strongly consider directing 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. Encourage more highway dependent businesses along STH 57/28 in order to provide commercial service to local and through traffic.
4. Monitor the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town especially along major corridors and areas of scenic importance.

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 of 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 unsightly 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 Purchase of Development Rights (PDR) 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 township; this is a responsibility of the Town Plan Commission. They will also help 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 town's agricultural base while avoiding conflicting uses.

LABOR FORCE CHARACTERISTICS

Occupation

Table 4.2: Employed Persons 16 years and over by Occupation, 2009-2013, 5-year estimate, Town of Lyndon.

Occupation	Town of Lyndon	
	Number	Percent
Management, business, science, and arts	235	31.2
Service	68	9.0
Sales and office	171	22.7
Natural resources, construction, and maintenance	105	13.9
Production, transportation, and material moving	175	23.2
Civilian employed population 16 years and over	754	

2010 US Census American FactFinder; and Bay-Lake Regional Planning Commission, 2015.

Industry

Table 4.3: Employed Persons by Industry Group (Non-Farm Industries), 2009-2013, 5-year estimate, Town of Lyndon.

Industry	Town of Lyndon	
	Number	Percent
Agriculture, forestry, fishing and hunting, and mining	77	10.2%
Construction	59	7.8%
Manufacturing	243	32.2%
Wholesale trade	7	0.9%
Retail trade	102	13.5%
Transportation and warehousing, and utilities	22	2.9%
Information	11	1.5%
Finance and insurance, and real estate and rental and leasing	20	2.7%
Professional, scientific, and management, and administrative and waste management services	48	6.4%
Educational services, and health care and social assistance	78	10.3%
Arts, entertainment, and recreation, and accommodation and food services	47	6.2%
Other services, except public administration	14	1.9%
Public administration	26	3.4%
Total	754	

2010 US Census American FactFinder; and Bay-Lake Regional Planning Commission, 2015.

Industry and Employment Forecast

Industry and employment projections have been developed from the year 2010 to 2020 for the 11 county Bay Area Workforce Development district which consists of Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, Shawano, and Sheboygan counties.

- As seen in the Table 4.7, it is anticipated that there will be an overall 12 percent increase in full and part-time nonfarm employment from 2010 to 2020. The Professional and Business Services industries are expected to add 8,750 jobs for a 23 percent increase, followed by Leisure and Hospitality with 8,091 new jobs reflecting a 21 percent gain.

Table 4.7: Bay Area Workforce Development Employment Projections, 2010-2020.

NAICS Code	Industry Title	2010 Annual Employment	2020 Projected Employment	Change (2010-2020)	Employment Percent
Total, All Nonfarm Employment		428,331	481,083	52,752	12.32
Goods-Producing		100,518	110,295	9,777	9.73
	Natural Resources and Mining / Construction	18,189	23,159	4,970	28.26
	Manufacturing	82,329	87,136	4,807	5.84
Services-Providing		298,752	340,027	41,275	13.82
	Trade, Transportation, and Utilities	74,502	81,018	6,516	8.75
420000	Wholesale Trade	15,272	16,872	1,600	10.48
440000	Retail Trade	42,750	45,409	2,659	6.22
480000	Transportation and Warehousing	14,236	16,574	2,338	16.42
	Information	5,105	5,503	398	7.80
	Financial Activities	23,010	26,489	3,479	15.12
520000	Finance and Insurance	20,343	23,483	3,140	15.44
530000	Real Estate and Rental and Leasing	2,667	3,006	339	12.71
	Professional and Business Services	37,366	46,116	8,750	23.42
540000	Professional, Scientific, and Technical Services	11,256	14,120	2,864	25.44
550000	Management of Companies and Enterprises	7,338	8,306	968	13.19
560000	Administrative and Support and Waste Management and Remediation Services	18,772	23,690	4,918	26.20
	Education and Health Services, including State and Local Government	74,548	86,007	11,459	15.37
610000	Educational Services, including State and Local government	27,149	28,795	1,646	6.06
620000	Health Care and Social Assistance, including State and Local Government	47,399	57,212	9,813	20.70
	Leisure and Hospitality	38,738	46,829	8,091	20.89
710000	Arts, Entertainment, and Recreation	5,131	5,784	653	12.73
720000	Accommodation and Food Services	33,607	41,045	7,438	22.13
	Other Services (Except Government)	22,375	24,880	2,505	11.20
	Government	23,108	23,185	77	0.33
Total Self-Employed and Unpaid Family Workers		29,061	30,761	1,700	5.85

Source: Office of Economic Advisors, Wisconsin Department of Workforce Development October 2013, and Bay-Lake Regional Planning Commission, 2015.

Chapter 5 - TRANSPORTATION

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 are compatible with the town's adopted 20-Year Comprehensive Plan.

Objectives:

1. Develop a transportation system that allows for a variety of transportation modes.
2. Develop a transportation system that is harmonious with surrounding land uses.
3. Support convenient and efficient vehicular movement near commercial, industrial, and public facility locations.
4. Allow 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. Support aesthetically pleasing transportation corridors.
7. Assist in identifying and providing a safe system of bicycle paths and designated bicycle routes throughout the town.
8. Encourage safe and convenient pedestrian traffic movement.
9. Encourage safe and convenient transportation movement near active railroad crossing areas.

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 the town's 2004 comprehensive 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. New businesses are recommended to be buffered from 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. The Sheboygan County Non-motorized Transportation Pilot Program (i.e., NOMO) should be used for transportation improvements in the Town of Lyndon.

Programs:

1. Work with the Sheboygan County Highway Commission, the Wisconsin Department of Transportation, and other planning commissions 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.
5. Support the policies and programs of Sheboygan County's Non-motorized Transportation Pilot Program (i.e., NOMO).

INVENTORY OF TRANSPORTATION FACILITIES

Rail Transportation

The Wisconsin & Southern Railroad 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.

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Chapter 6 – UTILITY AND COMMUNITY FACILITIES

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 Americans with Disabilities Act (ADA) accessibility to all public buildings (e.g. Town of Lyndon 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, neighboring communities, 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, school districts and neighboring communities.
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. Support 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 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 contact appropriate agencies (i.e. WDNR, BLRPC, etc.) to further enhance the quality of the town's existing recreational systems/sites.

Chapter 7 - INTERGOVERNMENTAL COOPERATION

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 and mutual planning activities.

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, and Nichols Creek.
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 large corporate farms, and Conservation by Design options.

Programs:

1. The Town Board or their representative should 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.
2. The Town Board or their representative should work with Sheboygan County and planning commissions on town, other county, or regional planning activities.
3. The Town Board should utilize the UW-Extension, the Wisconsin Towns Association (WTA), and the Urban Town Association (UTA).
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.

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FUTURE LAND USE STRATEGY

Goal: Future Land Use Plan

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: 20-Year 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 a guide 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 neighboring communities, UW-Extension, 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 Vision Statement.
5. Explore the creation and adoption of additional ordinances to control likely nuisances (i.e. excessive lighting, noise, etc.) produced 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. The Town of Lyndon is characterized by stable agricultural practices, a variety of housing types and densities, inclusion of open green spaces within developments, and environmental protection.

Policies:

1. Encourage the protection of the residential areas identified on the town's Future Land Use Plan (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. Support of 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. 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, along transportation corridors and areas where the town wants to preserve the open space views.

Objective: Commercial

Encourage small commercial developments that will serve the needs of the town and area residents.

Policies:

1. Areas already characterized by commercial development and where town services, facilities and highway access are available, especially STH 57 corridor, 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 neighboring 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. 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.

Objectives: 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 Future Land Use Plan map 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, Future Land Use Plan).
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 the level of existing services.
2. The Town of Lyndon should work with neighboring communities, and service providers (public and private) to help ensure that future services are provided as effectively and efficiently as reasonably possible.

Program:

The town has the responsibility of reviewing and updating the Town of Lyndon Future Land Use Plan 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 the land use controls (either state, county or local) that currently exist within the Town of Lyndon, which may regulate the use of land for specific purposes. These controls should be reviewed periodically to make sure that they assist in implementing the future development within the town.

Existing Comprehensive Plan

The initial comprehensive plan for the Town of Lyndon was adopted in 2004. Amendments to the town's 2004 plan are found within this 2015 update document. The Town of Lyndon should also continue to monitor the progress of comprehensive plans of its neighboring communities in order to avoid any conflicts in future land use decisions.

Plans, Ordinances, and Other Regulations

The following is a listing of controls used to assist with the implementation the town's comprehensive plan. These controls consist of various town ordinances or Sheboygan County regulations including:

- Town of Lyndon Zoning Ordinance
- Historic Preservation Ordinances (e.g., portions of Cedar Lane Road)
- Regulation of Boating on the Waters of Lake Ellen
- Personal Wireless Service Facilities Ordinance
- Sheboygan County Farmland Preservation Plan
- Sheboygan County Land Subdivision Ordinance
- Erosion and Stormwater Control Ordinance
- Sheboygan County Sanitary Ordinance
- Sheboygan County Shoreland-Floodplain Ordinance
- Sheboygan County Recycling Ordinance

As outlined in the Comprehensive Planning legislation, s. 66.1001, Wis. Stats., several of the actions listed above (i.e., zoning ordinance, subdivision ordinance, and shoreland zoning), shall be consistent with this comprehensive plan update for the Town of Lyndon.

LAND USE INVENTORY

A detailed field inventory of land uses of the town was conducted in 2002. This land use data is still considered viable for this comprehensive plan update and is illustrated on Map 8.3 and detailed in Table 8.1 and Appendix C of the town's 2004 comprehensive plan.

LAND USE TRENDS AND FORECASTS

Existing Land Use Issues and Conflicts

1. Covering 34 square miles of land, the Town of Lyndon contains ample land for future growth. However, when allocating lands for the next 20 years, the town also accounted for the large amount of environmental features and prime agricultural lands that are envisioned to be preserved.
2. The town will review its zoning ordinance to correct inconsistencies with the future land use plan.
3. Cooperation with the neighboring communities regarding development patterns near municipal boundaries.
4. The incompatibilities with farm and non-farm development as development pressures increase.

Anticipated Land Use Trends

1. Natural features will continue to be maintained, preserving the environmental assets, recreational areas and cultural features of the Town of Lyndon.
2. Prime farmlands will continue to be preserved in the town to allow for general crop farming.
3. 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.
4. 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.
5. The town continues to work with the neighboring communities, along with Sheboygan County to conduct cooperative planning efforts, ensuring efficient and cost-effective development patterns and lessening potential conflict.

Development Considerations

1. Continue to work cooperatively with neighboring communities and Sheboygan County to provide quality, cost-effective services. Proposed developments should be reviewed by the fire department, EMS/ambulance, etc. to ensure access and proper response times.
2. Continuously monitor population change, housing increases, etc. to determine if revisions to the town's Future Land Use Plan are needed.
3. Buildable land should be monitored in the town and neighboring communities to analyze the trends occurring (e.g., location, lot sizes, etc.). This will help ensure orderly development patterns as development occurs.
4. The price of lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the town will continue to fluctuate as the market continues to change.
5. Redevelopment possibilities within the town should be considered for reclamation.

FUTURE LAND USE PLAN PROJECTIONS

Five-Year Incremental Land Use Projections

Wisconsin Statutes require comprehensive plans to include land use projections in five-year increments for future residential, commercial, industrial, and agricultural uses in the community over the 20-year planning period. Table 8.1(b) details the potential amount of acreage needed for future development within the Town of Lyndon through 2040.

Residential Projections

The potential amount of land needed to accommodate the town's future residential development was projected utilizing the following data:

- the town's forecasted household projection based on the 2013 Wisconsin Department of Administration, Official Household Projections (see Table 3.7(c)), and
- an average lot size of two (2) acre per dwelling unit

Based on this methodology, the town would need approximately 248 acres for future permanent residential development by 2040 (see Table 8.1(b)).

Note: The projections are for single family homes and do not account for multiple family developments which have greater residential densities.

Commercial Projections

The ratio of residential acreage to commercial acreage (16:1), based on the town's land use inventory, was utilized to project possible land needed for future commercial growth in the Town of Lyndon. Using this methodology, the town may need up to 15.5 acres for future commercial development by 2040. On the Future Land Use Plan map, the town has designated select areas along STH 57 for commercial development.

Also 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 neighboring communities which can provide adequate services.

Industrial Projections

Industrial growth was projected in the same manner as the commercial land. The town utilized its land use inventory to determine the ratio of residential acreage to industrial acreage (6.5:1) in order to calculate possible industrial lands needed by the town for the next 20 years. By 2040 the Town of Lyndon may need over 38 acres to accommodate industrial land uses.

However, the Town of Lyndon does not see itself as being a community that would attract significant industries; therefore the town has decided not to allocate industrial lands on its Future Land Use Plan (Map 8.4). It is felt that the majority of the industries should locate within the neighboring communities that contain adequate infrastructure and services. If light industrial uses are considered for the Town of Lyndon, they shall fit the character of the town and be environmentally friendly.

Table 8.1(b) Five-Year Incremental Land Use Projections, 2015 – 2040.

Year	Residential*		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2015	34.0	34.0	2.1	2.1	5.2	5.2
2020	62.0	96.0	3.9	6.0	9.5	14.8
2025	60.0	156.0	3.8	9.8	9.2	24.0
2030	56.0	212.0	3.5	13.3	8.6	32.6
2035	32.0	244.0	2.0	15.3	4.9	37.5
2040	4.0	248.0	0.3	15.5	0.6	38.2

Source: Bay-Lake Regional Planning Commission, 2015.

NOTE:

- 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, recreation areas, etc. In most standard residential development, these additional factors generally account for approximately 25 percent of the gross land area.

Agricultural Projections

The Town of Lyndon has a vast amount of agricultural land and it is the town's intention to preserve much of the prime agricultural areas over the next 20 years. In an effort to preserve the prime farmland in the town, future development is recommended to locate near existing growth where adequate facilities and services may be available. As a result, the conversion of agricultural lands to non-farm uses in the Town of Lyndon is likely to be minimal over the 20-year planning period.

FUTURE LAND USE PLAN

The town's Future Land Use Plan was developed based on the information contained in:

1. The Town of Lyndon background data detailed in chapters 2 through 8 of the town's 2004 comprehensive plan as well as amendments found in this document;
2. The town's goals, objectives, and policies; and
3. results from the sample Survey, Open Houses, and other public input received during the planning process.

The data contained within this document were contributing factors in the amendments of the Town of Lyndon Future Land Use Plan map (Map 8.4) and the following Recommended Development Strategy for the town's 20-year planning period.

Future Land Use Plan Classifications

This section of the plan details the suggested development strategy for the town's 20-year planning period. The future land use plan classifications listed below provide information on type, location, and density of future development in the Town of Lyndon over the next 20 years.

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 Village of Cascade, including land 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 and 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, Wetland, and Open Space

Identifies areas of vast woodlands, wetland, and open space 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

Although the town's land use has not experienced much change since the detailed inventory was conducted in 2002, a number of present day land use issues were not discussed, or have taken on greater importance. Therefore, the following future land use recommendations are the result of the Town of Lyndon making the necessary amendments to ensure that the comprehensive plan will effectively assist with town's future land use planning efforts from 2015 to 2040. The following text discusses each of the recommended land use classifications as depicted on the Future Land Use Plan.

Residential Classification

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 Development

The intent of this classification is to direct 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 Village of 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, two-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 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 two-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 persons in the community should be advocated.** Housing should be available 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 neighboring 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, wetland and floodplain, 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, neighboring communities 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 and open space. 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 complies with the town and corresponding village maps regarding street extensions and minimum standards for streets.

Agricultural Area, Woodlands, Wetland, and 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 the town'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 Future Land Use map (Map 8.4). In order to maintain the rural atmosphere of the town 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 area, woodlands, wetland and/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 community if within 1.5 miles of the community 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 Future Land Use Plan 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 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 of the town's 2004 comprehensive plan) 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 impact 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 communities (if within 1.5 miles of the community 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, open space views and productive farmland from being developed by encouraging most development to areas designated primarily for residential development (Map 8.4).

Commercial Classification

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 the Town of Lyndon identifies areas primarily for transient commercial uses and possible community commercial businesses.

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 such as 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 reviewing 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, and 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 signage, rather than allowing signs to control the town's appearance, the town may need to address 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. Blaring lights, changeable lettering, electronic messaging, and trademark colors may be prohibited if they are 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 Future Land Use Plan.

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 neighboring communities that currently have adequate infrastructure and services.

Light Industrial Classification

Given the Town of 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 Future Land Use Plan 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 neighboring communities.** Since the town does not view itself as attracting industry, it is envisioned that new industries locate in neighboring communities, such as Plymouth, 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 impacts 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 providing services/utilities against benefits.

Governmental/Institutional and Utilities Classification

This classification identifies the Town of Lyndon Hall and Department of Public Works (DPW) shop, Village of Cascade sanitary retention ponds, the telecommunication tower, and cemeteries. Due to the Town of Lyndon's rural nature, many of the governmental/institutional facilities and utilities are provided and located in other communities, thus are not mapped.

Recommendations:

1. **The Town Board will continue to monitor services provided to the town residents** even though many of these services are being provided by other agencies and municipalities. The Town Board should work with neighboring 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. 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. **Continue to maintain a Town of Lyndon Hall to serve the diverse population.**
3. **The town is encouraged to become actively involved with School Districts.** The town should be aware of the long-range plans of the four school districts: Plymouth, Sheboygan Falls, Random Lake and Oostburg that are located in the town. The town could 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 and curriculum changes.
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. The town also should cooperate with the Sheboygan County Sheriff's 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.**
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. The Town of Lyndon should work with neighboring 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, the town must be informed 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 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 land in the town and **not** future land use depicted on the Future Land Use Plan 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 neighboring communities in order to make the land use regulations somewhat consistent with each other.

Parks and Recreation Classification

The Town of Lyndon contains the Lake Ellen boat launch, the Onion River project, and other DNR hunting and recreational properties. 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 neighboring communities and Sheboygan County to promote connectivity of recreational uses such as trails.
2. **Work cooperatively with the Wisconsin Department of Natural Resources (WDNR) on potential recreational sites.** Since the DNR owns a considerable amount of land within the Town of Lyndon, the town should cooperate with the DNR to determine the possibility of utilizing environmental corridors on DNR lands for future recreational uses. Also, ascertain if the DNR has any future plans for the lands they own.

Agricultural Classification

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 such as hobby farms within this classification are recommended to be a minimum of 5 acres.** The Town of Lyndon recognizes the increased growth of farmers markets in Wisconsin and supports hobby farmers in these endeavors.
3. **Future residential developments are encouraged to be directed toward areas in the residential classification** (areas in yellow) on the Future Land Use Plan map (Map 8.4). In order to maintain the rural atmosphere of the town 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 town preservation.
5. **Site Plans should be required for all non-agricultural developments.** Any non-agricultural development proposed for areas in the agricultural designation on the Future Land Use Plan 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 in the town's 2004 comprehensive plan). 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 community if within 1.5 miles of community boundary, ensuring that the approval or denial is based on sound land use planning, and a minimal amount of prime farmland is being 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 and county roads and state highways. Ultimately, this will keep large areas of open space undeveloped in order to maintain the rural atmosphere of the town.
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 large scale farms. To address the large 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 large scale 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, Wetland, and Open Space Classification

The Woodlands, Wetland, and 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.

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, wetlands or steep slopes.
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.** 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 Classification

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.

Recommendations:

1. **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.
2. **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 neighboring communities to advocate consistency between the various official maps.
3. **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.
4. **Support 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.
5. **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 Pavement Surface Evaluation and Rating (PASER) 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 Classification

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 rivers and creeks 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 impact 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.

“SMART GROWTH AREAS”

The Town of Lyndon developed an updated Future Land Use Plan (Map 8.4) which illustrates how the town is recommended to develop and preserve its lands throughout the 20-year planning period. The areas considered “smart growth areas” within the town are found adjacent to the Village of 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 town's valuable natural areas and agricultural lands.

SUMMARY

Overall, the Town of Lyndon Future Land Use Plan update was developed to take into account several issues including:

- finding a balance between individual property rights and community wide interests and goals;
- directing 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 directing 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;
- encouraging more intensive developments toward neighboring communities with adequate infrastructure and services in order to promote more efficient development patterns;
- cooperating with Sheboygan County, neighboring communities;
- identifying enough land to accommodate a variety of developments over a 20-year planning period.

To ensure this comprehensive plan update is effective and implemented appropriately, 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 neighboring communities and Sheboygan County.

Table 8.2 contains a summary of the year 2040 land uses which have been designated in the Future Land Use Plan for the Town of Lyndon along with their approximate acreage totals. It is important to note that the year 2040 acres are by general location and not by individual land uses, resulting in larger acreage calculations.

Table 8.2: Future Land Use Plan Acreage, Town of Lyndon.

Land Use Type	Year 2040 Acres
Residential	884
Commercial	129
Light Industrial*	NA
Governmental/Institutional and Utilities	10
Parks & Recreation	5
Transportation	258
Agricultural	14,785
Woodlands, Wetland, and Open Space	5,660
Water Features	266
Totals	21,997

* Light Industrial areas were not mapped, however future light industrial uses may be considered by the town.

Source: Bay-Lake Regional Planning Commission, 2015.

Future Land Use Plan

Town of Lyndon

Sheboygan County, Wisconsin

- Residential
- Commercial
- Light Industrial*
- Governmental/Institutional/Utilities
- Parks and Recreation
- Agricultural
- Woodlands, Wetland, and Open Space
- Transportation
- Environmental Corridors
- State Lands

*Note: Not all Future Land Use Categories are Mapped

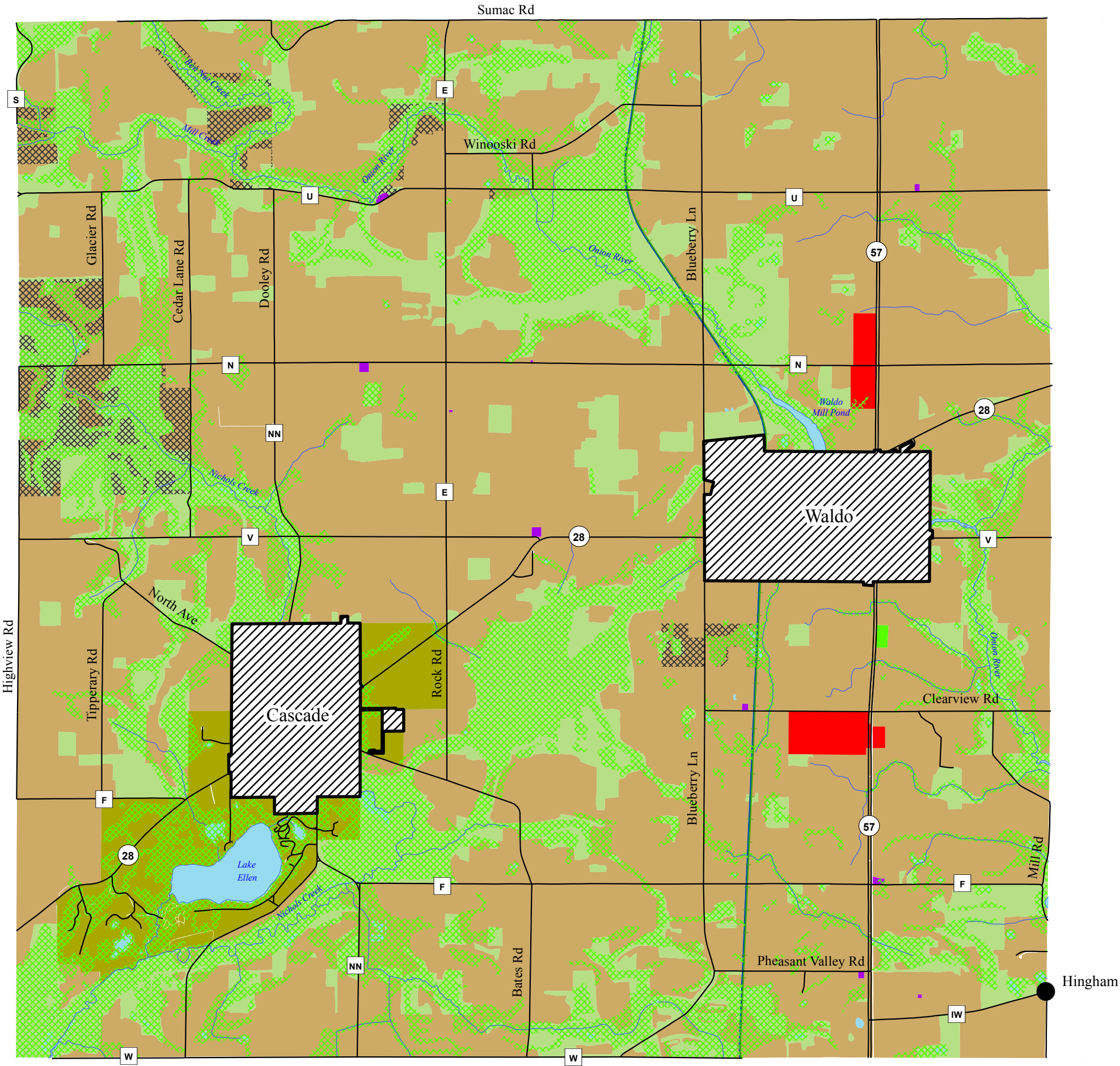
Base Map Features

- Village Boundary (Excluded)
- Road Centerline
- Railroad
- Surface Water Feature
- Census Designated Place (CDP)



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: Town of Lyndon; Sheboygan County; Bay-Lake Regional Planning Commission, 2015.



Chapter 9 - IMPLEMENTATION

INTRODUCTION

As detailed in the Implementation element of the *2004 Town of Lyndon Comprehensive Plan*, there are various actions that should be utilized by the town to implement this 20-Year comprehensive plan update. Additional examples of implementation include:

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.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

This comprehensive plan update was developed in a manner to promote consistency amongst land use ordinances and regulations, planning documents, and other materials in order to work toward achieving the long-term vision of the Town of Lyndon. It is important that the town periodically review the plan elements and development strategies for applicability and consistency. These reviews will also ensure the plan contains the most current information available to make reasonable land use decisions.

PROCESS FOR UPDATING PLAN

Any future revisions to the town's comprehensive plan should follow s. 66.1001(4)(b), Wis. Stats., and the procedures for fostering public participation approved by the Town of Lyndon. The town's comprehensive plan should be updated at least once every 10 years as required by s. 66.1001(2)(i), Wis. Stats. It is recommended that the town's comprehensive plan be reviewed/updated with direction from the Town of Lyndon Plan Commission and Town Board based on the following schedule:

10-YEAR COMPREHENSIVE PLAN REVIEW TIMELINE

Plan Review Timeline										
Plan Components	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Goals, Objectives, Policies & Vision Statement					Review Element Goals					Review & Update Plan Goals
Natural Features					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Population & Housing					Evaluate Against WDOA Estimates					Update
Growth Forecasts					Evaluate					Evaluate & Update
Economics					Evaluate					Update
Transportation					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Utilities & Community Facilities					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals				Evaluate Shared Goals				Evaluate Shared Goals
Land Use					Inventory & Evaluate					Inventory, Evaluate & Update Recommendations

Source: Bay-Lake Regional Planning Commission, 2015.