

**CHAPTER 2
FUTURE LAND USE PLAN**

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Chapter 2 - FUTURE LAND USE PLAN

INTRODUCTION

This chapter discusses the 20-Year General Plan Design for the Town of Wilson. Over a 16 month period, the Plan Commission and advisory committee members reviewed and analyzed background data and evaluated future growth options for the Town of Wilson. The background data provided in Volume II (Community Resources) was referenced during the preparation of the town's General Plan Design. From these meetings and presentations to the public, the Town of Wilson 20-Year General Plan Design was drafted and approved. A current land use inventory coupled with comprehensive development strategies and implementation tools such as zoning ordinances will assist in achieving the town's 20-Year General Plan Design.

The General Plan Design map (Map 2.1) reflecting the type, location, and density of specific future land uses is the focal point for discussion within this chapter.

STATE PLANNING GOALS

The individual elements of the Comprehensive Planning legislation (s.66.100 (2)) contain a combined 14 separate goals to be addressed during the planning process. These basic planning criteria were developed to ensure local officials are developing a plan that accounts for each individual component of the community.

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.

13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

LAND USE ISSUES AND CONFLICTS

During the many steps in the preparation of the town's Comprehensive Plan, several land use issues were identified and discussed. The primary goal of the comprehensive planning process is to identify land use issues and conflicts and opportunities for resolutions as stated during the Intergovernmental Cooperation Workshop. Noted below are some of the common themes expressed during the planning process. They should be addressed during implementation of the Comprehensive Plan through completion of the development strategies and utilizing of zoning ordinances.

- Review present zoning map to see how it compares to current land uses.
- Allocate sufficient land for construction of housing for all age groups and persons with disabilities.
- Expansion of parks and recreation areas to better serve the needs of town residents.
- Preservation and enhancement of the Lake Michigan shoreline, parks, conservancies, open spaces, creeks, and rivers.
- Cooperation with the neighboring communities regarding development patterns adjacent to the town boundaries.
- Create a land use pattern that stabilizes and protects existing and potential property values.
- Monitor incompatibilities between farm and non-farm development as development pressures increase.

ANTICIPATED LAND USE TRENDS

During the planning process, several existing land use and demographic trends are expected to continue throughout the 20 year planning period. These trends were taken into consideration while preparing the village's development strategies.

- The ratio of persons per household will decrease resulting in greater amount of acreage to accommodate future residential growth.
- Existing neighborhoods of higher density development may include affordable housing.
- New residential areas east of CTH OK will continue to develop at lower densities.
- The town's many natural features will continue to be preserved.
- The town's designated business area along the I-43 corridor will continue to be the focus of multi-purpose development (small retail, professional services, general purpose shopping, light industrial).
- The town will continue to preserve and promote its historical buildings and sites.

- There will continue to be a growing demand for human services as the median population age increases.
- Agricultural lands will be continued to be preserved to the greatest extent possible.
- Town officials will work with leaders of neighboring municipalities to conduct cooperative planning efforts ensuring efficient and cost-effective development patterns that will result in fewer land use conflicts.
- The town's ideal location will invite both population growth and business development.

DEVELOPMENT CONSIDERATIONS

Due to the fact the Town of Wilson is located adjacent to I-43, situated south of the Sheboygan Metropolitan Area, and nestled on the shores of Lake Michigan, it will most likely enjoy both a healthy growth in population and an increase in business activity during the next 20 years. Town officials will need to keep in mind some development considerations for the town. The General Plan Design encompasses future land use considerations for the town. Some of the development strategies defined in the previous chapter are highlighted again below because of their importance to the basic development components of the town. Business and residential developers should be made aware of the long range development plans of the town. In addition, Wilson officials should be working with neighboring communities to avert potential future land use conflicts along the town's border and in the environmentally sensitive areas where their disturbance could have adverse impacts on area communities.

- Being located on the shores of Lake Michigan and divided by the Black River and Weedens Creek, it is essential that the environment is protected from any negative impacts that may be associated with increased development. The development of a stormwater management plan will aid in protecting the town's water resources along with its drinking water.
- Environmental features should be utilized for potential parks and open space, or preserved for important ecological and environmental functions such as stormwater retention, groundwater filtration, flood control, and to maintain wildlife habitat.
- In an effort to make the Lake Michigan shoreline more attractive for residents and visitors, the town should support studies and efforts to determine origins of contaminants and economical ways of clean-up of these pollutants.
- Orderly and efficient development patterns will allow for more economical municipal sewer service to its residents and businesses in the more urbanizing areas of the town.
- Development of the Official Map should be considered to ensure compatible street designs and layouts with neighboring incorporated communities.
- Alternate methods of transportation should be consistently evaluated to determine need and possible positive influence on the environment.

Redevelopment Opportunities

- Any business and residential sites that are beyond renovation should be redeveloped in a way that maintains the town's overall character, including scale, architectural styles, etc.
- Work with Wisconsin DNR staff on a plan for the redevelopment of the former landfill on Moening Road and South 18th Street.

- Maintain a detailed waterfront development plan that will recommend new development and redevelopment, along with enhancement of existing land uses.
- Utilize the natural areas within the town for potential recreational uses and uses that are more productive from an economic standpoint, while maintaining their natural beauty and function.

Land Supply and Value

Amount and Demand

The amount of land available for development within the town is determined by calculating areas of existing development and lands considered not developable based on natural features or other criteria

- General residential trends have seen more single-family development with less dense population that will require a larger amount of land. The town has experienced more residential growth along its municipal borders with the City of Sheboygan expanding down through the east central part of the town. Land is available within the town limits for continued growth of single-family development and multi-family facilities.
- The area along the I-43 corridor is experiencing commercial growth due to the ease of access and visibility for motorists.
- While the land along the Lake Michigan shoreline is largely developed, any redevelopment or infill should be comprised of land uses that fit with the character of the surrounding area while enhancing areas such as the Black River.
- A majority of the industrial land use in the town is utilized by Aldrich. The amount of designated vacant industrial land is limited.
- Working with the neighboring incorporated communities through some joint planning activities will help ensure orderly development patterns as the town develops and land uses continue to change along its borders.

Refer to the General Plan Design portion of this chapter, in addition to the General Plan Design Map (Map 2.1) to identify which areas of the Town of Wilson are designated for future development/preservation.

Price

The price of developable lands may vary depending on the surrounding land uses, location, access, services, along with other subjective factors. Land prices in the town will tend to climb as the area continues to develop because of its ideal location. Town officials should continue to monitor residential, commercial, industrial and other land prices within and adjacent to the town by maintaining contact with local realtors and developers.

DESIGN YEAR LAND USE PROJECTIONS

Five Year Incremental Land Use Projections

Wisconsin Statute 66.1001(2)h requires Comprehensive Plans to include projections in five-year increments for future residential, commercial, industrial, and agricultural land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based over the 20-year planning period. Table 2.1 illustrates the potential amount of acreage needed for

future development within the Town of Wilson through 2025 based on the WDOA population projections.

Residential Projections

Table 2.1 illustrates the potential amount of acreage needed for future development within the Town of Wilson through 2025 based on the WDOA population projections.

The town’s future residential land use acreage of 336 acres was projected utilizing the following methodology:

- projected housing needs based on Wisconsin Department of Administration (WDOA) projections with 384 new homes being built by 2025;
- an average dwelling unit per 1/2 acre for housing development, and
- a multiplication factor ranging from 1.25 to 2.5 to allow for market flexibility.

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

Commercial Projections

To calculate the commercial land use projections of 71 acres, the Bay-Lake Regional Planning Commission compared the current ratio of residential acreage to commercial land use acreage by parcel as shown on the 2006 land use inventory. This ratio was approximately 9 acres of residential to one acre of commercial land.

Industrial Projections

A projected acreage of 37 acres for industrial use is calculated in the same manner as the commercial lands by using the current ratio of residential acreage to industrial land use acreage by parcel as indicated on the 2006 land use inventory. This ratio was approximately 6 acres of residential to one acre of industrial land.

2025 gross land use calculations are 448 acres of residential development, 95 acres for commercial development, and 49 acres for industrial development.

Table 2.1: Five-Year Incremental Land Use Projections, 2005-2025, Town of Wilson

Year	Residential*		Commercial		Industrial	
	Acres	Total	Acres	Total	Acres	Total
2005	48.8	48.8	10.4	10.4	5.4	5.4
2010	57.8	106.5	12.3	22.7	6.4	11.8
2015	66.5	173.0	14.1	36.8	7.4	19.2
2020	76.0	249.0	16.2	53.0	8.4	27.7
2025	86.6	335.6	18.4	71.4	9.6	37.3

* This is a net total for residential development.

There are several other factors that must be taken into consideration including:

- It is **not** the intent of the plan to see an entire area within a classification develop but rather the specified uses shall be allowed if consistent with the type, location, and density of the development.
- Some of the areas will be hindered from densely developing based on the natural composition (plan determinants) of the area.

- Within residential growth areas, land area must be allocated for future roads, recreation areas, etc. These additional support uses generally account for approximately 25 percent of the gross land area.

Utilizing a 1/3 per acre housing lot as an average, the town would need to allocate 224 acres for residential development and nearly 300 acres total when considering support land uses such as roads, parks, etc. and for consideration of natural areas that cannot be developed.

Agricultural Projections

A considerable amount of agricultural acres exist within the town. In an effort to preserve the prime farmland, future development is recommended to locate near developing areas where adequate facilities and services may be available. As a result, the consumption rate of the prime agricultural should be reasonable over the 20-year planning period.

GENERAL PLAN DESIGN LAND USE CLASSIFICATIONS

The land use classifications defined below provide a solid basis for creation of its future General Plan Design. By utilizing these land use classifications, this section details the suggested type, location and density of development for the 20-year planning period. The Town of Wilson Zoning Ordinance contains the zoning districts that further define the types of land uses that may occur within these general land use categories. The Town of Wilson’s future land use classifications include:

- Residential
- Commercial
- Industrial
- Governmental/Institutional/Utilities
- Conservancy
- Agriculture
- Transportation
- Park and Open Space

Residential

Recommendations:

1. **Existing residential neighborhoods found throughout the town will remain** during the 20 year planning period with the possibility of infill developments and rehabilitation or redevelopment of existing structures whenever possible that promote the same housing types and densities.
2. **The visual character** of residences along the shoreline involves maintaining the views shared by residents and visitors; integrating the natural landscape; varying the lot sizes to take advantage of values; and ensuring there are appropriate shoreland set backs.
3. **New residential development within existing neighborhoods should follow the town’s current zoning standards.** Future developments should correspond to surrounding land uses according to scale and density, especially on a variety of infill lots.

4. **New development should correspond with the existing neighborhood residential types** to avoid incompatibilities, compromising of the area's visual appearance, and set uniform design standards for use and appearance of the neighborhood. Duplexes and single-family homes could share the same neighborhood. This is done through careful planning and design resulting in higher densities without any noticeable change in the neighborhood character.
5. **Locate houses to minimize disruption to the natural character.** Group houses to preserve the natural features of the landscape.
6. **Permit the construction of multi-family housing** in appropriate locations.
7. **Traffic and circulation standards** will discourage non-local traffic from passing through residential neighborhoods by establishing a hierarchy of roads.
8. **The inclusion of open spaces and natural features** which may be used for either passive or active recreational activities.
9. **Maintain a transportation network** that includes walking and biking trails; allows for minimal parking when needed for public access to park area; and incorporates the aesthetic character of the shoreline.
10. **Future residential developments shall be sensitive to natural features** by preserving wildlife habitat, conforming to set back requirements, incorporating natural features into the landscape, and planting trees along streets to maintain road edges and control erosion run off.
11. **Encourage land owners to be responsible for maintaining their property** through deed restrictions, covenants, and easements that guarantee land control and management of natural areas.

Commercial

This district primarily contains an area located along the I-43 corridor and CTH OK and at other major arterial crossroad locations. However, commercial activities may be located in residential areas where compatible or located in designated locations within the town that are either oriented to the highway user or reached by vehicle.

Recommendations:

1. **The visual character** of this district will be an important component in maintaining symmetry, safety, and traffic flow along this primary route in and through the town.
2. **Provide an adequate framework for future expansion** of highway orientated commercial development through clustering and coordinated growth with neighboring municipalities.
3. **Preservation of the environment and landscape** is important to improve the area's visual appearance; decrease run off due to an increase of impervious services; provide natural buffers between buildings; and retain natural features such as clusters of older vegetation and trees.
4. **Create a strong visual image** with the front façades facing public spaces or streets and by maintaining a distinctive architectural style through the use of size, materials, colors, texture, and composition.

5. **Home-based businesses are envisioned to remain.** With greater access to the Internet and better telecommunication systems, working from the home is a viable alternative to traditional employment practices. The town will need to ensure that the home occupational businesses do not outgrow their current location or become nuisances to adjoining property owners.
6. **Traffic and circulation** must be a priority for this high volume area. Proper and uniform signage; street linkages; accessible and identifiable parking areas; and appropriate visual screening methods will offer residents and visitors a safe passage in and out of the town.
7. **The mix of land uses will encourage a variety of activities and uses.** The area should invite outdoor activities and pedestrian uses such as outdoor eating, multi-modal transportation options; and community gathering places.

Industrial

This district will contain businesses involved with the manufacturing of a product. Suitable businesses in these areas whose principal operation is manufacturing, fabricating, processing, assembly, repairing, storing, cleaning, or testing of materials, goods, or products. The town identified the current Aldridge Chemical facility and a site located west of I-43 and north of Stahl Road as its industrial areas.

Recommendations:

1. **The visual character** of this district will be an important component in maintaining symmetry, safety, and traffic flow along this primary route in and through the town.
2. **Preservation of the environment and landscape** is important to improve the area's visual appearance; decrease run off due to an increase of impervious services; provide natural buffers between buildings; and retain natural features such as clusters of older vegetation and trees.
3. **Industries should be sensitive to the environment** and not become detrimental to the surrounding area by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.
4. **Traffic and circulation** must be a priority for this these high volume areas. Proper and uniform signage; street linkages; accessible and identifiable parking lots; and appropriate visual screening methods will offer residents and visitors a safe transportation routes in and through the town.

Governmental/Institutional/Utilities

This district identifies government buildings, emergency/police facilities, utility sites, religious facilities, etc. located in the Town of Wilson

Recommendations:

1. **Continue to monitor services provided to town residents and businesses.** As development pressures grow, the town will continue to monitor the capacities of the existing utilities and services (e.g., healthcare, emergency, waste disposal, etc.) to ensure that the services provided are effective and efficient.

2. **Maintenance of the existing governmental/institutional facilities** to maintain their safety, functionality, visual appearance, and stature within the town.
3. **Maintain involvement in the long-range plans of area school districts** as they plan for future projects such as new facilities, improvements to existing structures, curriculum changes, etc.
4. **Examine the possibility of establishing a visitor/culture center.**
5. **Address telecommunication towers and antennas.** Recommend alternate structures (e.g. water tower) and joint use of new and existing towers rather than developing new towers in the town.
6. **Explore renewable energy options where feasible** as more homeowners are utilizing individual renewable energy systems for their power. Determine any possible impacts prior to allowing individual systems.

Agriculture

The town contains large amounts of prime agriculture land and would like to preserve it. When it is appropriate for existing agriculture land to be developed, it should be at a density compatible with surrounding land uses.

Recommendations:

1. **Existing farmland in this district will include mainly farming and farm-related activities.**
2. **Minimize the disruption of existing hedgerows and woodland** by locating homes in groups of 4 or 5 with areas of 8 units where they are not prominently featured on ridges and hilltops and have open spaces and natural features around them.
3. **Maintain the existing rural character of homesteads** when building new structures or remodeling existing structures.
4. **Preserve the natural environment and landscape** through the protection of prime agriculture land, hedgerows and woodlands, environmental corridors, and the integration of plants and landscaping in areas that will maintain the rural character.
5. **Create a transportation system that is safe for residents and visitors to the area** by limiting access drives on public roads, utilizing existing roads and drives to fields and homes, and effectively planning for future roads based on traffic and natural features.
6. **Limit the development to farming and farm related activities, residential, and home-based businesses** that do not significantly affect the home site or surrounding character.
7. **Include trails, compatible recreational areas, and shared open spaces** which will preserve the town's rural character and promote the concept of community.

Transportation

This district identifies the network of town roads, county highways, and I-43 while proposing methods to maintain and improve the area's transportation facilities.

Recommendations:

1. **Consider adopting an “Official Map”** to delineate future road extensions. The Official Map should be consulted when the Town Plan Commission and Town Board reviews development requests to ensure that all new developments conform to the Official Map.
2. **Continue to work with officials of the neighboring communities on new developments** taking place along the town borders to ensure proper infrastructure is in place and design standards are being implemented.
3. **Ensure that minimum transportation standards are met for new developments.** This is especially important along the major roadways which should be highlighted using streetscape, and building placement guidelines, etc.
4. **Address the pedestrian and bicycle safety issues** as the demand and need for non-motorized trails increase with new developments and rising fuel costs.
5. **Explore traffic calming techniques** at trouble intersections including accessibility throughout the town.
6. **Continue to utilize the PASER pavement rating system.** 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.

Park and Open Space

This district incorporates existing recreational facilities, trails, parks and open spaces within the Town of Wilson. In addition, officials need to ensure existing and future neighborhoods within the town are served with adequate park facilities, ranging from passive to active recreation.

Recommendations:

1. **Review recommendations in Sheboygan County’s Comprehensive Outdoor Recreation Plan** for the creation of new or expansion of existing recreational facilities in the town and neighboring communities.
2. **Continue upgrading park and recreation facilities** to meet the needs of citizens with special needs along with providing opportunities for all ages of the population. Ensure that the recreational facilities are properly maintained and are compliant with the Americans with Disabilities Act (ADA) safety regulations.
3. **Review the plans for future residential developments** in order to determine the need for additional recreational facilities.
4. **Work with the local school districts** on their future development plans for park facilities and the option of sharing facilities for non-school related events.
5. **Continue to utilize natural areas and environmental corridors as recreational sites.** This will help preserve the many natural features located within the town, maintain wildlife habitat, and provide for possible linkages to trails.
6. **Explore possible funding resources for park upgrades or future recreation development** to include public and private donations for funding recreational facilities. The town is encouraged to contact agencies (e.g., WDNR, Coastal Management, Bay-

Lake RPC, etc.) and apply for grant funding to further enhance the quality of the beach area and other recreational resources.

7. **Continue to maintain public access to Lake Michigan.**

Conservancy

This district includes the natural features of environmental corridors and conservancy areas. Preservation and protection of natural areas will become increasingly important as population and development pressures increase. Many natural features enhance the appearance of the town; are unsuitable for development; and have characteristics critical to the environmental enhancement, ecological stability and water quality of the area.

Recommendations:

1. **Environmental corridors within the town should remain in their natural state** or be minimally modified for possible recreational uses. The environmental corridors are represented by four elements including; (1) 100-year floodplains as defined by the Federal Emergency Management Agency (FEMA), (2) DNR wetlands, (3) steep slopes of 12 percent or greater, (4) and a water setback for buildings from all navigable waterways. These elements provide limitations to development and are generally regulated by either the federal, state, or county government. Together, these elements represent the portions of the town most sensitive to development. The corridors are an overlay to the recommended General Plan Design and should be utilized as a reference.
2. **Direct development away from environmental corridors as much as possible** - or design development which will help minimize the negative effects on water resources, wildlife habitats and the overall character of the area.
3. **Future development should maintain the woodlands and green space areas.** Lands adjacent to woodlands may be developed at the same or at higher densities by utilizing unique development options such as conservation designs or clustering.
4. **Encourage the replacement of woodlands (reforestation)** to replenish these woodlands as a beneficial component to the natural makeup of the area. Benefits include maintaining/improving wildlife habitat and recreation opportunities, restoration of clean water resources, erosion prevention, noise suppression, etc.
5. **Develop and maintain a stormwater management plan** through an effort to protect the town's water supply. The town should promote best management practices such as promoting detention/retention ponds, establishing erosion controls, preserving vegetative cover, etc.
6. **Assist in efforts to improve the quality of beaches** by cooperating with government agencies, surrounding communities, etc. to promote efforts to remedy beach closings.
7. **Allow for informal passive recreational activities** such as biking, walking, jogging, swimming, and canoeing (where access to Lake Michigan is available).

“SMART GROWTH AREAS”

According to Wisconsin Statute 16.965, a “smart growth area” is “an area that will enable the development and redevelopment of lands within existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are

both contiguous to existing development and at densities which have relatively low utility and municipal and state governmental costs.”

The Town of Wilson “smart growth areas” consist of the following attributes:

- Infill development along with new development that is contiguous with current town growth. This allows for more orderly and efficient development patterns within existing and proposed neighborhoods along with adequate provision of services.
- Sufficient commercial and industrial areas have been designated along I-43 to allow for an increase in these types of businesses without compromising growing residential areas or promoting sprawl that will consume large tracts of agriculture land.

2025 GENERAL PLAN DESIGN LAND USE ACREAGES

Table 2.2 contains a summary of the year 2025 land uses, along with their approximate acreage totals, which have been designated on the Town of Wilson 20-Year General Plan Design (Map 2.1). It is important to note that the 2025 acres are generated by mapping general locations and not by calculating individual parcels.

Table 2.2: 2025 General Plan Design Acreage, Town of Wilson

General Plan Design Category	2025 Acres
Residential	4,599
Commercial	1,369
Industrial	1,003
Governmental/Institutional/Utilities	15
Agricultural	6,005
Conservancy	216
Parks and Recreation	1,209
Transportation	268
Totals	14,684

Source: Bay-Lake Regional Planning Commission, 2006.

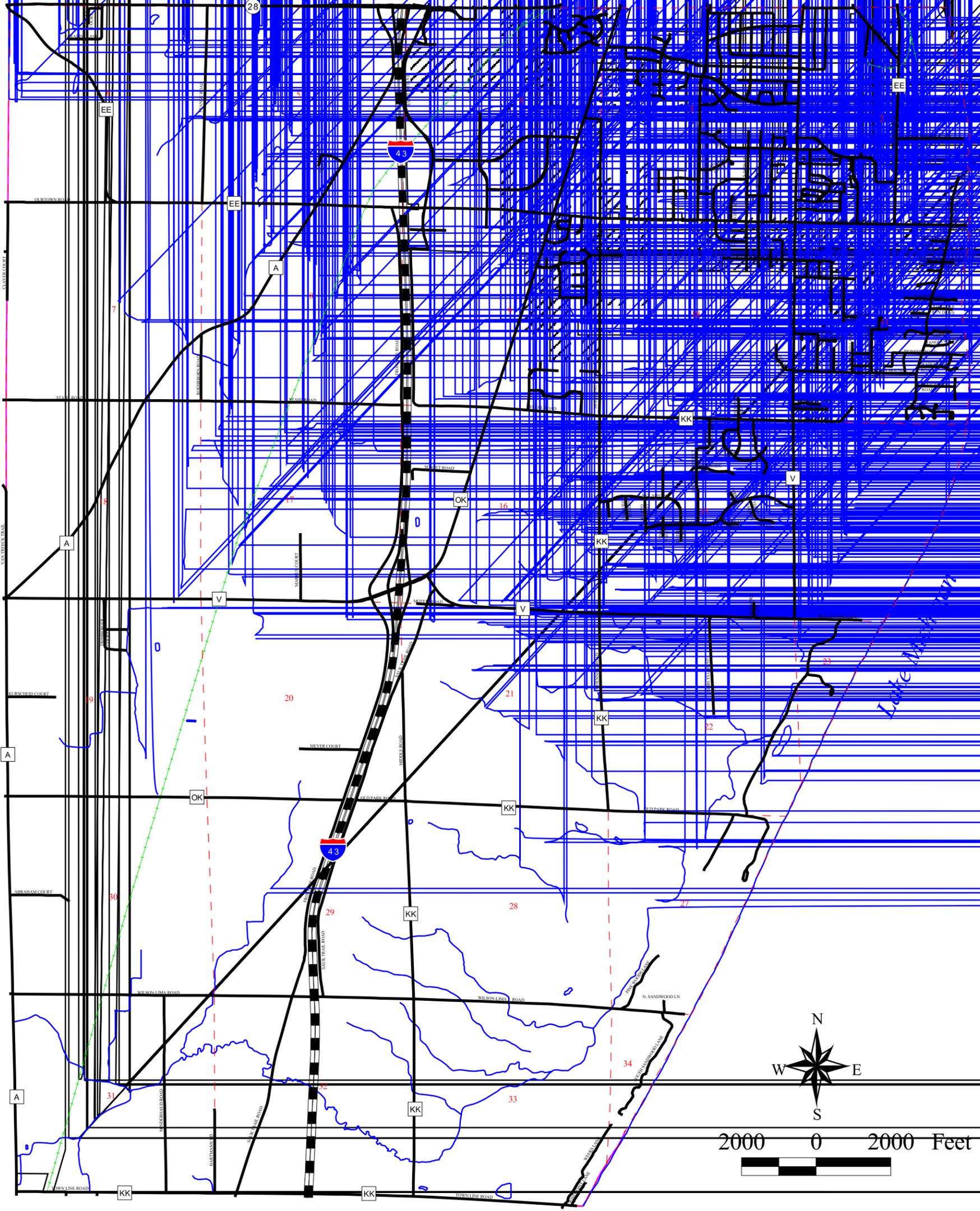
20-Year General Plan Design

Town of Wilson

Sheboygan County, Wisconsin

Town of Wilson

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|---|-----------------|---|--------------------------------------|
|  | Residential |  | Governmental/Institutional/Utilities |
|  | Commercial |  | Agricultural |
|  | Industrial |  | Environmental Corridors |
|  | Park/Open Space |  | City/Village |
|  | Conservancy | | |

Source: Town of Wilson; Sheboygan County; Bay-Lake Regional Planning Commission, 2007.

20-Year Comprehensive Plan