

**CHAPTER 1  
ISSUES AND OPPORTUNITIES**

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# **Chapter 1 - ISSUES AND OPPORTUNITIES**

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## **PURPOSE OF THE COMPREHENSIVE PLAN**

The *Town of Wilson 20-Year Comprehensive Plan* was adopted as an ordinance on June 20, 2007 by the Wilson Town Board. This Comprehensive Plan meets the requirements of Wisconsin's comprehensive planning law (1999 Wisconsin Act 9) and was adopted under the authority granted by Sections 66.23 and 66.1001 ("Smart Growth") of the Wisconsin Statutes. The drafting of the Comprehensive Plan was overseen by the Town of Wilson's Plan Commission with assistance from advisory committee members. Several sub-committees met during the planning process to review and comment on many topics addressed in the Comprehensive Plan. Public input received during the 18-month planning was instrumental in the development of the plan. The intent of this Comprehensive Plan is to be used as a guide by town officials when making land use decisions over the next 20 years.

The cornerstone of this plan is the future land use map, referred to in this document as the General Plan Design (GPD) as shown in Map 2.1. The GPD is ultimately the goal to be achieved through the implementation of this Comprehensive Plan. To assist officials in working toward achieving this desired land use map for the town, a thorough list of strategies has been created. These 11 goals with detailed objectives, policies, and programs provide a roadmap for officials and resident to follow as they work to implement the town's Comprehensive Plan. This GPD map shall be used for reference and in conjunction with the town's regulatory tools (i.e. ordinances) to guide future decisions on where and how the Town of Wilson should be developed as well as preserved.

## **State Planning Enabling Legislation**

Wisconsin State Statute 66.1001 states: "Beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit's comprehensive plan:

- (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) Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

This means any of the town's ordinances or regulations relating to land use may need updating to ensure consistency with the adopted comprehensive plan.

## **TOWN OF WILSON HISTORY AND DESCRIPTION**

### **History**

In 1846, all of the territory comprising the Town of Wilson was separated from Town of Sheboygan when the growing number of settlers demanded their independence. The first town meeting was held at Graham's store in the City of Sheboygan and the name of Wilson was given the new organization in honor of its first settler, David Wilson. Mr. Wilson came from Iowa in

March, 1840 and located in section 11. In 1842, he built a log cabin and was joined by his family.

The original township had only 22 full sections and six fractional sections due to the curving Lake Michigan shoreline. Practically all the land located in the Town of Wilson was soldier's claims taken up after the war of 1812 and was purchased by early settlers whether upon payment of delinquent taxes or at the Government's nominal price of \$1.25 per acre. Land speculators as early as 1838 purchased land at the mouth of the Black River. No permanent settlement was made in the Town of Wilson until the spring of 1840. Up to 1846 the settlement in the Town of Wilson was confined to a small area along the lakeshore about 4 miles south of Sheboygan.

The first settlements were along the lakeshore and were not made for the purpose of farming, but to engage in fishing. Because Lake Michigan abounds with many species of fish, fisheries became profitable. Small dairy farms developed as immigrants moved into the more westerly portions of the town. The first schooling was taught in the winter of 1846-7 by Milo Chamberlain. As the town became more populated, one-and-two room schools were organized. Cheese making became a prosperous industry and factories were established in a number of locations. Though the town was slow to develop commercially, it was said to have three advantages over other townships in the county; namely the lakeshore; the shores of the Black River and its tributaries which flow into Lake Michigan; and, finally, the railroad which cuts through the township lengthwise from northeast to southwest.

Over the decades the fishing industry moved south and north. However, the town continued to develop as a farming community with summer homes, and later, year round residences in the sections along the Lake Michigan shoreline. The Town Wilson Hall, which continues to serve the community, was built in 1934. Today it is a township 'in transition'. A large portion of the town remains rural with large and small family farms. A commercial area has developed along the I-43 corridor and railroad tracks. Efforts are continually made to preserve its unique natural features – shoreline, wetlands and woodlands. The residential section is growing as families find it an easy commute to workplaces, commercial centers, good schools, and recreation within the area.

### **Description**

The Town of Wilson is located in east central Sheboygan County and encompasses an area of approximately 23 square miles or 14,684 acres. The town is bisected by Interstate 43 running north/south with Lake Michigan constituting the town's eastern border. The Town of Wilson is bordered by the City of Sheboygan to the north, Village of Kohler and City of Sheboygan Falls to the northwest, Town of Lima to the west, Village of Oostburg to the southwest, and Town of Holland on the south side.

Map 1.1 is a location map of the Town of Wilson in Wisconsin and Map 1.2 is the Town of Wilson.

### **PLAN CONTENTS**

This comprehensive plan consists of eleven chapters laid-out in two volumes along with an appendices section.

**Volume I: Town Plan:** This volume describes how the Town of Wilson envisions itself developing over the next 20 years. It contains detailed development strategies, a general plan design (future land use map), and a plan implementation process.

**Chapter 1: Issues and Opportunities** – provides a brief overview of the town’s history; establishes the town’s vision statement; and details the future development strategies (goals, objectives, policies, and programs).

**Chapter 2: Future Land Use Plan** – highlights a desirable future land use plan through a general plan design; identifies land use issues and conflicts; acknowledges future land use trends; and evaluates future development considerations.

**Chapter 3: Implementation** - contains a detailed work plan to implement the goals, objectives, policies, and programs with identified stakeholders and dates for completion of each strategy.

**Volume II: Community Resources:** The background information serves as a basis for development of the town’s Future Land Use Plan (Chapter 2).

**Chapter 4: Inventory and Trends** – summarizes the resources and demographic data found in chapters 5 thru 11.

**Chapter 5: Natural, Agricultural and Cultural Resources** - provides a description of the physical characteristics that comprise the town’s landscape.

**Chapter 6: Population and Housing** - presents historic demographic information along with future population and housing projections.

**Chapter 7: Economic Development** – highlights labor force statistics, the area’s economic base, and an analysis regarding existing and future economic conditions of the area.

**Chapter 8: Transportation** - details the existing transportation system and highlights current and future transportation needs.

**Chapter 9: Utilities and Community Facilities** - inventories the town’s utilities and public facilities including parks and emergency services.

**Chapter 10: Intergovernmental Cooperation** - contains programs to facilitate joint planning and decision making processes with other government units.

**Chapter 11: Land Use Controls and Inventory** – outlines existing land uses and land use controls being enforced by the town.

**Appendices:** Contains public participation materials (visioning exercise, nominal group results, open house comments, and economic development SWOT analysis); the town’s detailed land use; a comprehensive list of available resources; a directory of acronyms and definitions; an inventory of endangered and threatened species; and other relevant support information.

## **PLAN DEVELOPMENT PROCESS**

The planning process for the town was completed in four phases:

**First Phase:** Promote Public Participation and Identify Issues

- Adopted public participation procedures to foster more public input during the planning process (Appendix A).

- Conducted an issues identification workshop and a visioning survey to identify current and future issues and concerns relative to land use and development within the town (Appendix B).

**Second Phase:** Inventory and Interpretation

- Collected data on existing conditions.
- Analyzed data to identify existing and potential problem areas.
- Developed an overall vision statement along with the plan’s goals, objectives, policies and programs by using results from the various issue identification workshops and background data.

**Third Phase:** Development of the General Plan Design (Future Land Use Plan).

- Utilized the first two stages to create a recommended land use plan to guide future development of the town over the next twenty years.
- Presented the preliminary General Plan Design to the citizens of the town as well as nearby municipalities, county and state departments, schools, and organizations for their review and comment. The comments were considered for inclusion into the final General Plan Design Map and text.

**Fourth Phase:** Identify tools and process necessary for implementation of the plan.

- Reviewed and summarized implementation tools such as zoning ordinances and an official map.
- Established an action plan to ensure there are steps taken to achieve the intent of the plan.

**PUBLIC PARTICIPATION**

One of the primary components of the comprehensive planning process is public participation. In accordance with Wisconsin State Statute 66.1001(4), which defines “Procedures For Adopting Comprehensive Plans”, written public participation procedures were adopted by the Town of Wilson in October 2005.

Public meetings were held to review background data, plan elements and growth scenarios. Two “Open Houses” were also held to present background information and plan recommendations to the public. From these meetings, the town’s Plan Commission and advisory committee members developed the *Town of Wilson 20-Year Comprehensive Plan*.

**Nominal Group Exercise**

In November 2005, the Town of Wilson Plan Commission and ad hoc members participated in a nominal group exercise. The purpose of this brainstorming session was to produce a list of issues and concerns regarding future development in the town.

The following are the top issues and concerns facing the town according to the Plan Commission and ad hoc members. A description of the Nominal Group process and the entire list of results can be found in Appendix C.

1. Preserve Coastline in Natural (Rural) state more single family vs. condos
2. Preserve farmland

3. Residential development density greater than 20,000 sq. ft.
4. Preserving Black River's integrity
5. Stormwater management
6. Work with city and county on main roads
7. Continue corridor development as needs arise
8. Development of recreation areas
9. (tie) Potential water tower/wells
  - (tie) Work with adjacent communities on land use plans such as Village of Kohler

### **Open Houses**

Two open houses were held during the planning process. The first was held at the planning mid-point on June 12, 2006 at the town hall. Various informational pieces were available for the public to review. Citizens attending the open house were encouraged to ask questions and provide written comments on the displays and overall planning process.

The second open house was held January 22, 2007 at the town hall. This second open house was held at the conclusion of the planning process. This scheduled event allowed the residents and other interested persons the opportunity to review the completed draft plan and provide input as to its contents and scope. Comments from the two open houses can be found in Appendix D.

### **Visioning**

A community-wide visioning exercise was conducted to determine what the public's image of Wilson would like looking in the future. The visioning process was designed to provide a foundation for the development of the goals, objectives, policies, and programs and other elements of the comprehensive plan. The Town of Wilson Plan Commission and ad hoc members crafted the following vision statement during the planning process.

#### **Town of Wilson 20-Year Vision Statement**

*"Wilson's visionary government and community leaders have planned ahead to ensure the town is well-prepared to meet the growing needs of its residents and businesses while preserving and enhancing the natural qualities of the land through implementation of this comprehensive plan."*

### **DEVELOPMENT STRATEGIES (GOALS, OBJECTIVES, POLICIES, AND PROGRAMS)**

Goals, Objectives, Policies and Programs have a distinct and different purpose within the planning process:

- **Goals** - describe desired outcomes 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 action steps to carry out the plan.

**Note:** Since many planning issues are interrelated (e.g., land use and transportation), the goals, objectives and policies of one category may relate to those stated in other categories.

### **SUMMARY OF DEVELOPMENT GOALS**

The eleven goals stated below illustrate how the Town of Wilson will approach overall growth and development within its municipal boundaries and its planning area over the next 20 years. These goals are also listed by topic with applicable objectives, policies, and programs on succeeding pages.

1. To ensure the land within the Town of Wilson is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).
2. To help achieve the town's long-range vision by utilizing the *Town of Wilson 20-Year Comprehensive Plan* as a guide for local officials to reference when making land use decisions.
3. To preserve and further enhance the function and attractiveness of the town's natural landscape.
4. To maintain the town's agricultural base.
5. To preserve and enhance the town's cultural resources.
6. To provide for a variety of quality housing opportunities for all segments of the town's current and future population.
7. To provide an environment conducive for sustainable economic development.
8. To establish safe and efficient transportation systems for all modes of transportation.
9. To provided residents with efficient and cost effective public services and facilities.
10. To offer a variety of park and recreational activities for residents and visitors.
11. To coordinate with adjacent communities, Sheboygan County, and other interested groups/agencies on planning projects.

### **GOALS, OBJECTIVES, POLICIES, AND PROGRAMS**

#### **Land Use**

**GOAL:** To ensure the land within the Town of Wilson is developed/preserved according to the strategies described in the Future Land Use Plan (Chapter 2 of this document).

#### **Community Planning**

**GOAL:** To help achieve the town's long-range vision by utilizing the *Town of Wilson 20-Year Comprehensive Plan* as a guide for local officials to reference when making land use decisions.

***Objective 1:*** Utilize this 20-year comprehensive plan to best reflect the interests of all town residents and its business community by following an orderly and cost efficient process that will maximize areas designated for development while preserving the town's significant environmentally sensitive and prime agriculture areas.

***Policies:***

- A. This 20-year comprehensive plan will be consulted by the Town Plan Commission, Town Board and other governmental entities before making any decisions regarding land use and land use policies.
- B. Ensure all growth and development occurs in a planned and coordinated manner to maintain or improve the quality of life associated with the rural character of the town.

**Programs:**

- Ensure adjacent land uses are compatible with existing uses and suitable for the natural composition of the land.
  - Define land use patterns and population densities that avoid sprawl and overcrowding which leads to traffic congestion, pollution, noise, and general decline in overall community appearance.
  - Create a land use pattern that stabilizes and protects existing and potential property values.
  - Encourage infill development within existing use districts (i.e. residential, commercial, industrial)
  - Steer development to areas with existing roads and within the sewer service districts.
- C. Encourage cooperation and communication between the town, neighboring municipalities, and county government in implementing this 20-year plan.

**Programs:**

- Present the adopted 20-year comprehensive plan to neighboring municipalities and Sheboygan County.
- Participate in any joint planning meetings facilitated by neighboring municipalities and Sheboygan County.
- Encourage media coverage of any ongoing multi-jurisdictional planning initiatives and plan implementation projects outlined within this comprehensive plan.

***Objective 2:*** The Town Board and Town Plan Commission have the overriding responsibility to review and update the town's comprehensive plan as needed.

***Policies:***

- A. Establish a review process to update, when necessary, the adopted 20-year comprehensive plan to maximize to the greatest extent possible the benefits of future development and preservation of significant features such as agricultural, natural and cultural resources.
- B. Review existing town and Sheboygan County ordinances as they relate to the implementation and updating of this plan.

- C. Ensure the public is informed and involved to the greatest extent possible when considering updates and revisions to the town's comprehensive plan.

### **Natural Resources**

**GOAL:** To preserve and further enhance the function and attractiveness of the town's natural landscape.

***Objective 1:*** Identify and maintain the features of the town that help to sustain an orderly natural environment.

***Policies:***

- A. Protect landscape features such as wetlands, floodplains, streams, lakes, woodlands, etc.

**Programs:**

- Use of the Environmental Corridors designation on the General Plan Design Map (Map 2.1) for reference to make future land use decisions.
  - Restrict development in all classified wetlands, flood hazard and high groundwater areas through the use of appropriate zoning designations.
  - Support projects to protect the unique natural features of the town and the Lake Michigan shoreline.
  - Encourage sound management practices of the town's woodlands and wetlands.
- B. Use management techniques when developing areas adjacent to rivers, lakes, streams, and wetlands and other environmentally sensitive areas.

**Programs:**

- Encourage the inclusion of environmental corridors, buffer zones, grasslands and other natural areas in new and existing developments.
  - Work with neighboring communities and Sheboygan County to further explore ways to best utilize or preserve natural features within the town and surrounding areas - such as through Wisconsin Department of Natural Resources (WDNR) grants for river protection plans, coastal management, etc.
  - Preserve the integrity of the Black River area.
- C. Advocate for the preservation of natural scenic vistas.
- D. Support the preservation and reconnection of natural corridors for species movement between significant natural areas.

***Objective 2:*** Encourage protection of water resources (surface and ground).

***Policies:***

- A. Restore and preserve surface water quality (inland and coastal wetlands, lakes, rivers, and streams).

- B. Participate in efforts to maintain the natural beauty and integrity of the Lake Michigan shoreline, while providing for public use and access.

**Programs:**

- Support studies and activities to determine the causes of beach closings.
  - Promote efforts to improve the quality of beaches in the area.
- C. Work cooperatively with surrounding jurisdictions and Sheboygan County to protect groundwater resources.
- D. Identify and preserve groundwater resources and recharge sites (wetlands, lakes and ponds) and areas of shallow soils.
- E. Promote the use of sound agricultural and soil conservation methods that minimize groundwater contamination.
- F. Consider techniques for erosion control (e.g., buffer strips, easements, land use controls, flood controls, etc.) for any new resident and business development.
- G. Continue to implement the town’s stormwater management; erosion control; and illicit discharge, detention, and elimination ordinances adopted by the Town Board.

**Objective 3:** Ensure that present and future mining sites will not adversely affect surrounding land uses.

***Policies:***

- A. Encourage siting of mining operations where scenic views and the health of the natural environment will not be compromised.

**Programs:**

- Require mining operations to have a mitigation plan in place to show they can compensate for any negative impact (e.g., noise, odors, impacts on groundwater and local roads) on the neighboring properties or other portions of the town and surrounding areas prior to approval by the Town Board.
- Require new and expanding mining operations to provide cooperation and bonded funds throughout the reclamation process to ensure that the area is restored to the original state or is consistent with the vision of the town.

**Agricultural Resources**

**GOAL:** To maintain the town’s agricultural base.

**Objective 1:** Preserve the town’s farmland for continued agricultural use.

***Policies:***

- A. Designate areas to be protected for agricultural use.

**Programs:**

- Provide exclusive/prime agricultural zoning for areas so farmers may participate in the programs outlined in the Sheboygan County Farmland Preservation Plan.
- B. Advocate for the use of sound agricultural and soil conservation practices to minimize surface and groundwater contamination and soil erosion.

**Programs:**

- Encourage Nutrient Management Planning, Land Buffer Programs, etc.
- Support studies that evaluate the impacts of agricultural operations on the environment.
- Encourage buffering of farming facilities operations along the town's environmental corridors.

**Objective 2:** Minimize the potential for conflicts between landowners.

***Policies:***

- A. Consider clustering and conservation designs for future housing developments in order to preserve contiguous lands for future farming.
- B. Recommend buffers separating non-farming uses from agricultural lands in order to lower the number of possible nuisance complaints regarding agricultural operations.
- C. Maintain a clear process for the transformation of less productive agricultural lands to other uses.

**Program:**

- Utilize a planned large unit development approach as opposed to a parcel by parcel process to avoid fragmentation within the town.
- D. Offer methods to create a safe environment for travel between agricultural fields and farming operations.
- E. Advocate for cooperation agreements with neighboring communities on all land development types along municipal borders to limit locating incompatible land uses adjacent to one another.
- F. Inform homebuyers of what to expect when moving into an agricultural community (e.g., odors, hours of operation, slow moving vehicles, etc.).

**Programs:**

- Promote Wisconsin's Right to Farm legislation.
- Encourage realtors and developers to enclose literature on the Right to Farm legislation to individuals moving to or building a home in the farming portions of the town.

**Objective 3:** Recognize the economic importance of agriculture in the community.

***Policies:***

- A. Consider supporting a “Cost to Benefit” analysis on the conversion of agricultural land to other uses.
- B. Advocate that the town’s Zoning Ordinance has regulatory language that assures a strong future for agriculture.

**Cultural Resources**

**GOAL:** To preserve and enhance the town’s cultural resources.

***Objective:*** Encourage the preservation of the town’s historic and archeological locations.

***Policies:***

- A. Maintain an inventory of historically significant structures and landscape features.
- B. Support initiatives to enhance the area’s cultural resources such as the James Tellen Woodland Sculpture Garden.
- C. Discourage the destruction of historic sites and any incompatible land uses around them.
- D. Continue to support the town’s agricultural heritage.
- E. Encourage cultural events that support the area’s history.
- F. Market the town’s historical assets with its recreational activities on the website and county marketing booklets.

**Housing**

**GOAL:** To provide for a variety of quality housing opportunities for all segments of the town’s current and future population.

***Objective 1:*** Use and support existing policies and programs that help citizens obtain housing.

***Policies:***

- A. Support housing developments for all persons including low and moderate income, elderly and residents with special needs.

**Programs:**

- Work with Sheboygan County and housing organizations to apply for grants to address the town’s housing needs.
  - Promote the availability of land for development or redevelopment of low-income and moderate-income housing.
  - Inform residents of available housing assistance programs through the county and organizations such as Lakeshore CAP.
- B. Advocate that the town’s zoning ordinance allows for and/or encourages a range of densities and lot sizes.

**Programs:**

- Review existing zoning ordinances to identify outdated standards that limit certain housing choices.
  - Require larger residential lots in areas not served by public sewer.
  - Limit multi-family housing to two or four unit buildings.
  - Ensure emergency vehicles have access in any new developments.
- C. Encourage the maintenance, preservation and rehabilitation of the town’s existing housing stock.

**Programs:**

- Enforce local building codes that help improve the condition of dilapidated housing.
  - Prevent non-residential uses in existing single-family residential neighborhoods.
- D. The Town Board may work with the state, county and Bay-Lake RPC to monitor the town’s population characteristics to stay informed of changing demographics/characteristics within the town.

***Objective 2:*** Promote housing development that is environmentally conscious and cost effective.

***Policies:***

- A. Encourage new housing in areas in which community facilities and infrastructure already exist.
- B. Situate higher density residential development to minimize the impacts upon low density residential development.
- C. Enforce regulations on lands adjacent to Lake Michigan and other water features in the town in an effort to protect/improve these valuable resources.
- D. Encourage the infill of existing vacant residential property with similar housing types and densities.
- E. Direct new development to appropriate locations to minimize the visual impact on the environment and from public right-of-ways.
- F. Establish set-backs for housing adjacent to industrial land uses and primary roads.
- G. Explore development ideas that encourage responsible use of land and minimize potential negative impacts on natural or unique areas.

**Programs:**

- Consider conservation by design developments as well as cluster type developments as an alternative to conventional zoning methods to provide for open space/agriculture preservation and a variety in housing choices.
- Restrict the building of any new developments within the legal set backs of environmental corridors.

## **Economic Development**

**GOAL:** To provide an environment conducive for sustainable economic development.

***Objective 1:*** Locate businesses in areas that will not compromise the town's overall rural atmosphere.

***Policies:***

- A. Direct large commercial and industrial development to designated areas within the town or neighboring incorporated communities to be better served by existing infrastructure.

**Programs:**

- Ensure there is an adequate amount of land for future business expansions and for new manufacturers locating in the town.
  - Establish zoning tools that will allow for a mix of land uses and parcel sizes.
- B. Promote retail, general purpose shopping, professional services, and similar businesses to locate along the I-43 corridor in order limit the amount of traffic flowing through the more rural areas of the town.

**Program:**

- Encourage infill of vacant industrial, commercial, and retail buildings and underutilized parcels.
- C. Implement design standards for the amount of signage, lighting, landscaping, buffering, and access of business sites throughout the town, especially along major corridors and areas of scenic importance.
- D. Support the development of home-based businesses that do not compromise the character of residential neighborhoods.
- E. Maintain and expand the town's infrastructure to enable existing employers to grow and allow for new businesses to develop.

**Program:**

- Assess on an ongoing basis the capacity of existing infrastructure (roads, electricity, internet, phone, safety services, etc.) to accommodate expanding and new development.
- F. Institute a communication process between employers and local officials to ensure issues of concern are being addressed in a timely and effective manner.

**Program:**

- Establish an Economic Development Committee comprised of town officials, business leaders, and community leaders.

***Objective 2:*** Inform the new residents of the town's economic, environmental, agricultural and recreational assets.

***Policies:***

- A. Develop and expand an official town website to include updated information on business resources, businesses/services, available greenspace and buildings, schools, etc.
- B. Ensure information on the town is included in any of Sheboygan County’s promotional materials either print or digital.
- C. Create and maintain an environment that is clean, pleasant, and inviting to visitors.

**Programs:**

- Continue to improve the appearance of the primary entrances to the town.
- Install signage to direct visitors to key locations within the town –businesses, natural areas, and parks.
- Implement design standards for construction of new buildings that are compatible with the rural setting and exhibit a coordinated design image throughout the structure.
- Invest in the expansion and enhancement of the natural areas and parks that will be attractive to visitors and provide recreational opportunities for residents.

**Transportation**

**GOAL: To establish safe and efficient transportation systems for all modes of transportation.**

***Objective 1:*** Promote an efficient road system that ensures the highest degree of mobility and accessibility while protecting the safety of its users and is able to adapt to changes in transportation demand and technology.

***Policies:***

- A. Maintain the functional integrity of existing and future roadways through appropriate land use controls and design standards.
- B. Continue maintenance of current roads through agreements with Sheboygan County, neighboring adjoining communities, and private contractors as necessary.
- C. Promote access management (i.e. stop lights) as a means of protecting the capacity and safety of the existing road network.
- D. Encourage a transportation system that identifies and preserves multi-use utility and transportation corridors.
- E. Protect existing investments in the road network with proper maintenance.
- F. Support safe and convenient pedestrian traffic movement for people of all ages and physical abilities.
- G. Adopt an Official Map.

**Objective 2:** Encourage a transportation system that complements and enhances the rural character and natural environment of the town.

***Policies:***

- A. Advocate for transportation projects that contribute to improved air quality and reduced energy consumption.
- B. Promote alternative non-motorized means of travel to reduce automotive dependency.
- C. Support transportation investments that encourage the protection of natural resources, scenic views, open space, and agricultural land.
- D. Encourage transportation demand strategies that reduce the number of single occupant vehicles such as park-and-ride lots and carpooling.

**Objective 3:** Provide a safe system of multi-model routes throughout the town.

***Policies:***

- A. Promote the location of bicycle lanes on roads unless a more direct bicycle path can be provided.
- B. Bicycle paths, not served by roads and highways, should be constructed to serve as corridors. The most common uses are along rivers, lakeshores and utility right-of-ways.
- C. Bicycle routing should direct bicyclists to suitable highways and roads without significantly compromising directness through the use of established bicycle suitability models.

### **Utilities/Community Facilities**

**GOAL:** To provided residents with efficient and cost effective public services and facilities.

**Objective 1:** Promote quality community facilities and public services that are well maintained, efficient and cost-effective for residents.

***Policies:***

- A. Encourage concentrated development in areas where appropriate utilities, community facilities, and public services are readily available.
- B. Provide safe and convenient ADA (Americans with Disabilities Act) accessibility to all public buildings.
- C. Maintain community identity by advocating protection and preservation of the town’s historic sites, cemeteries and other town owned facilities.
- D. Coordinate, consolidate and share governmental facilities and services where possible.

**Programs:**

- Continue the concept of “mutual aid agreements” for public services.

- Provide the community with adequate road maintenance, solid waste/recycling practices and facilities, protective services, etc.
- E. Locate new telecommunication towers on structures such as water towers and use existing telecommunication towers for multiple purposes to minimize the adverse impact on the town's visual appearance.

**Programs:**

- Continually monitor and update controls for telecommunication and electrical services (e.g., telecommunication towers and wind farms) to limit negative impacts but allow for development opportunities.
  - Work with adjacent communities, Sheboygan County, school districts and other jurisdictions to maximize the joint use of community facilities to reduce costs, promote efficiency in use, and avoid duplication and overbuilding of services.
- G. Ensure there is adequate infrastructure to meet current and future needs of town residents and businesses.

**Programs:**

- Work with technology providers (cell, internet, cable) to identify and serve areas within the town that currently do not have service.
- Monitor the need for upgrades to the town's municipal sewer facility.
- Monitor the future need for drilling of new wells and construction of water towers.
- Assess the need for additional safety services to be located in certain parts of the town as development occurs in those areas.
- Work with neighboring municipalities to procure services for town residents that are not cost effective to be provided by the town.

**Objective 2:** Consider environmental and resource sustainability opportunities when making land use decisions

***Policies:***

- A. Evaluate possible adverse impacts to the groundwater sources when evaluating future developments.
- B. Promote the use of shared on-site wastewater treatment systems where appropriate.
- C. Utilize the town's environmental corridors (i.e., wetland areas, floodplains, steep slope, areas of poor soils for development, etc.), as areas that the town may want to prohibit all sewage system uses to protect groundwater quality.
- D. Encourage sustainability planning for development proposals.
- E. Promote energy conservation measures.

**Programs:**

- Encourage energy conservation measures in all community facilities as a means to showcase conservation measures and set a positive example to homeowners and businesses.
- Promote and encourage residents, businesses and institutions to reduce, reuse and recycle.
- Consider alternative energy options where feasible.

**Parks and Recreation**

**GOAL: To offer a variety of park and recreational activities for residents and visitors.**

***Objective:*** Advocate safe parks and recreational sites that provide a wide range of activities for individuals of all ages.

***Policies:***

- A. Work with the state of Wisconsin on the maintenance and enhancements to the park facilities and access roads to public parks such as Kohler-Andrae State Park.

**Programs:**

- Explore available resources and contact appropriate agencies (e.g. WDNR, BLRPC, etc) to further enhance the quality of the town’s recreational systems.
  - Incorporate where appropriate open space and recreational facilities into new housing developments.
- B. Work with Sheboygan County, the City of Sheboygan, Village of Kohler, along with other adjacent communities in the planning for the development of additional recreational parks and trails within and surrounding the town.

**Programs:**

- Provide input for the updates to the Sheboygan County Comprehensive Outdoor Recreation Plan.
  - Evaluate the need for the construction of additional recreational facilities such as soccer/football/baseball fields that can be used jointly by area communities.
- C. Discuss any future trailway development with residents as well as affected property owners.
- D. Build access for the disabled, elderly and very young when planning/designing/coordinating and constructing any new recreation projects, including parking, trails, etc.

**Intergovernmental Cooperation**

**GOAL: To coordinate with adjacent communities, Sheboygan County, and other interested groups/agencies on planning projects.**

**Objective:** Promote cooperation between the Town of Wilson and any other municipality or government entity that makes decisions impacting the town and surrounding area.

***Policies:***

- A. Work cooperatively with surrounding municipalities to address potential boundary issues to minimize conflicts.

**Programs:**

- Improved communication and participation with neighboring communities regarding meetings, trainings, mutual planning activities, etc.
  - The Town Board or its representative (as the responsible party) is encouraged to meet annually and work with Sheboygan County, the Bay-Lake Regional Planning Commission or other planning agencies on town planning activities, and county and/or regional planning activities.
  - Work with neighboring communities and agencies regarding any water and other land uses which lie across town lines such as Lake Michigan.
- B. Develop coordination and the sharing/joint ownership of community facilities, equipment and other services whenever possible.

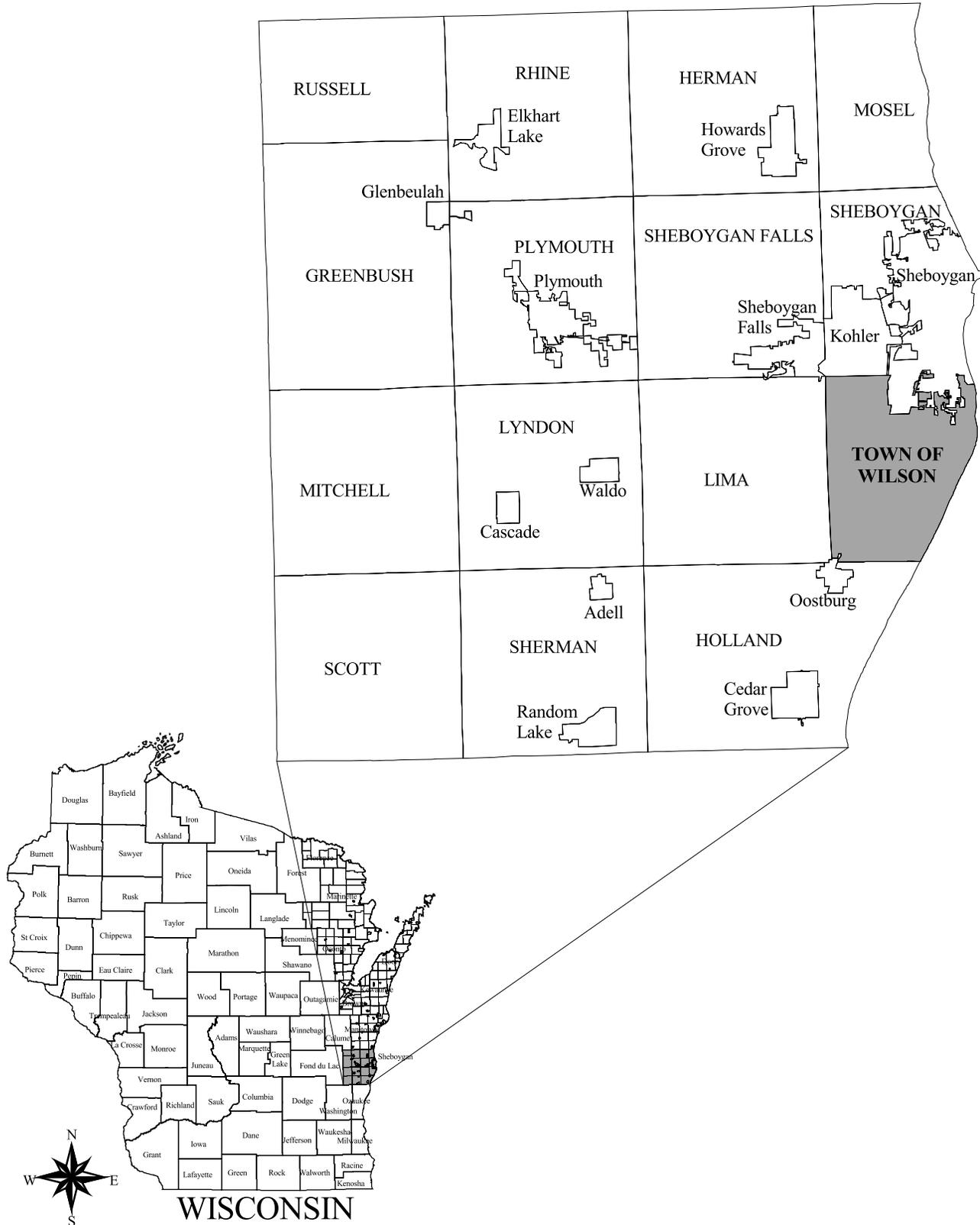
**Program:**

- Continue the concept of “mutual aid agreements” for public services.
- C. Promote cooperation and communication with the Sheboygan School District to collectively support quality educational opportunities.
- D. Explore the possibility of jointly developing and managing future conservation areas with Sheboygan County, WDNR, etc.
- E. Utilize any available applicable resources to assist the town and its officials in achieving the goals of this Comprehensive Plan.

# Location Map

## Town of Wilson

### Sheboygan County, Wisconsin



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