



# Town of Lyndon

2026 Comprehensive Plan

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Town of Lyndon  
Sheboygan County, Wisconsin

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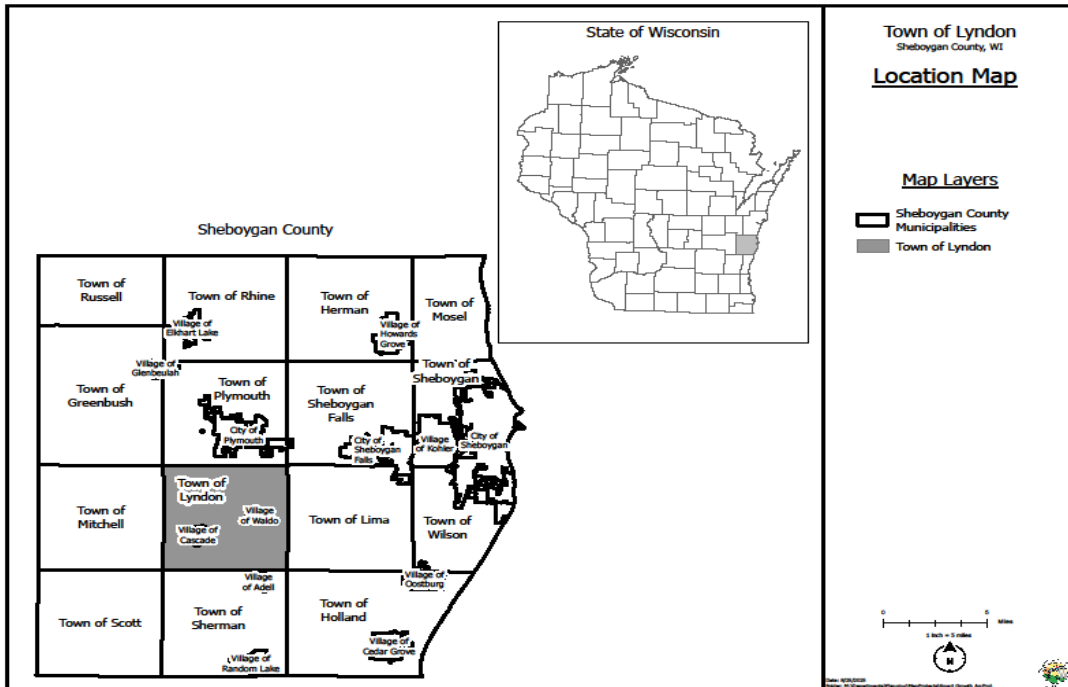
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*Resolutions and Ordinances to adopt the Plan to be inserted here.*

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# Chapter 1 – IMPLEMENTATION

## Introduction

This element outlines a variety of actions and activities necessary to implement the intent and vision of this comprehensive plan. Implementation can take many forms, including:

- Striving to achieve the goals, actions, and future land use plan of this comprehensive planning document.
- Using the plan's content to guide public and private decision-making on matters that relate to the development of the Town and the prioritization of public revenues.
- Reviewing, evaluating, and amending the plan as demographics, the economy, political climates, or fiscal realities change.

## Role of the Town

Predominately, Town staff, the Town plan commission, and the Town's elected officials will carry out implementation of this plan.

### Town Staff

Town staff, in various departments, will typically carry out the day-to-day operations of implementation. For example, staff may administer new programs, facilitate presentations to discuss regulatory changes, or coordinate amongst partners to finance capital projects as recommended by the plan. Staff often provide technical advice to Plan Commissioners and elected officials to inform decision-making on topics related to the comprehensive plan.

### Town Plan Commission

The Plan Commission's primary responsibility is to implement the comprehensive plan and to ensure supporting Town ordinances and other land use studies are consistent with the plan, while ultimately providing recommendations to the Town Board for official decision-making. When reviewing any petition of amending any land control within the Town, the comprehensive plan shall be reviewed, and a recommendation will derive from its goals, actions, and Future Land Use Plan. If a decision needs to be made that is inconsistent with the comprehensive plan, the comprehensive plan must be amended before the decision can take effect. The Plan Commission will need to ensure that the comprehensive plan is updated every 10 years. An annual review of the plan is recommended so the Plan Commission may stay familiarized with the plan's content, goals, actions, and strategies.

## Elected Officials

The Town's elected officials make decisions from the standpoint of overall community impact – tempered by specific, situational factors. Elected officials balance recommendations made by plans and policies, the objectives of applicants and the public, technical advice from staff, recommendations of advisory boards, the Town Plan Commission, and their own judgement. The comprehensive plan provides much of the information elected officials need to make a decision. While the prime responsibility of implementing and updating the comprehensive plan falls on the Town Plan Commission's recommendations, elected officials should become familiar with this plan and assert that resources are maintained to keep comprehensive plan current and viable.

## Zoning

The Town currently maintains a general Zoning Ordinance within Chapters 9 & 10 of the Code of Ordinances of the Town of Lyndon, Sheboygan County, Wisconsin. Several of the future land use recommendations may need re-zoning in order to take place. Instances of current use and planned use may conflict, yet it would not be appropriate to immediately make a current use nonconforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on the market forces, the current political climate, and accuracy of the plan's projections.

## Evaluation and Monitoring

This comprehensive plan should be reviewed annually to ensure that it reflects the existing conditions and development characteristics present at the time. When amendments are required or proposed, the Town of Lyndon should notify the public and affected property owners to provide them with an opportunity to comment on proposed amendments. Proposed comprehensive plan amendments should consider the likely and possible future use of the affected area and associated impacts (i.e., land supply, transportation, environmental, economic, utilities, and social impacts). Changes should reflect the strategies and Future Land Use Plan as detailed in the "Land Use" element of this document.

The Town of Lyndon should also consult with other governmental agencies and neighboring communities to obtain their input, particularly on the goals and actions recommended in this plan.

Finally, at a minimum of once every 10 years, the Town of Lyndon should formally update its comprehensive plan, as required by Wisconsin State statute. The update should continue to provide an opportunity for public and stakeholder input throughout the planning process and adoption of the updated plan by ordinance.

## History and Description of Planning Area

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

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

## Comprehensive Plan Revision 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.

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

## Revision Process

During this comprehensive plan revision, the Town's Plan Commission and Comprehensive Plan Ad Hoc Committee conducting multiple public meetings per month to review plan recommendations and updated demographic data. Revisions to the plan were based on development trends since the Town's 2004 Comprehensive Plan and July 2015 Update were adopted; along with the projected population and housing growth through 2050. A survey of select landowners was conducted by Sheboygan County UW- Extension in 2012, which also provided information to assist with this plan revision. Ultimately, with the assistance of Sheboygan County Planning and Conservation, 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 revision.

## Public Participation

During the development of this comprehensive plan revision, Town of Lyndon followed its "Written Procedures to Foster Public Participation" which were adopted in 2025. The Town's website, [www.lyndonshebcowi.gov](http://www.lyndonshebcowi.gov), served as a key method of communication to the public, along with a standing agenda item at both Plan Commission and Town Board meetings.

## Statement of Purpose

According to §66.1001, the Town is required to maintain a comprehensive plan that addresses nine statutory elements that will assist the Town in future development and redevelopment over a twenty-year planning period.

### *Town of Lyndon, Wisconsin 2045*

*“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:
  - a. best reflect the interests of Town residents,
  - b. follow orderly and cost-efficient methods when developing and
  - c. 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 rights-of-way and any future parklands/trailways the Town would like to see developed.
6. The adopted 20-year comprehensive plan should be presented to neighboring municipalities and shall be presented to Sheboygan County as discussed within the Implementation element of the plan.
7. Cooperation and communication shall be encouraged between the Town, neighboring municipalities, and county government in implementing this 20-year plan.

*Programs:*

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

## Background Information Summary

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

### Existing Conditions

#### *Demographic Trends*

The Town of Lyndon experienced its highest population in 1910 (1,742 people) with a major decline to 1930 (930 people) due to the incorporation of the villages of Waldo and Cascade. Population figures from the U.S. Census show limited population growth.

The table below sets forth a history of population numbers.

Year	Population
1990	1,432
2000	1,463
2010	1,542
2020	1,526
2024	1,548

The Town’s population is overwhelmingly white (91.2% in 2024 down from 98.2% in 2010) and male (53% to 47%). The male to female ratio is little changed from 2010.

#### *Age Distribution*

From 1980 to 2000 there were fluctuations in the age distribution of the Town. According to the 2000 Census, the population age 19 and under has declined by 22 percent since 1980, whereas

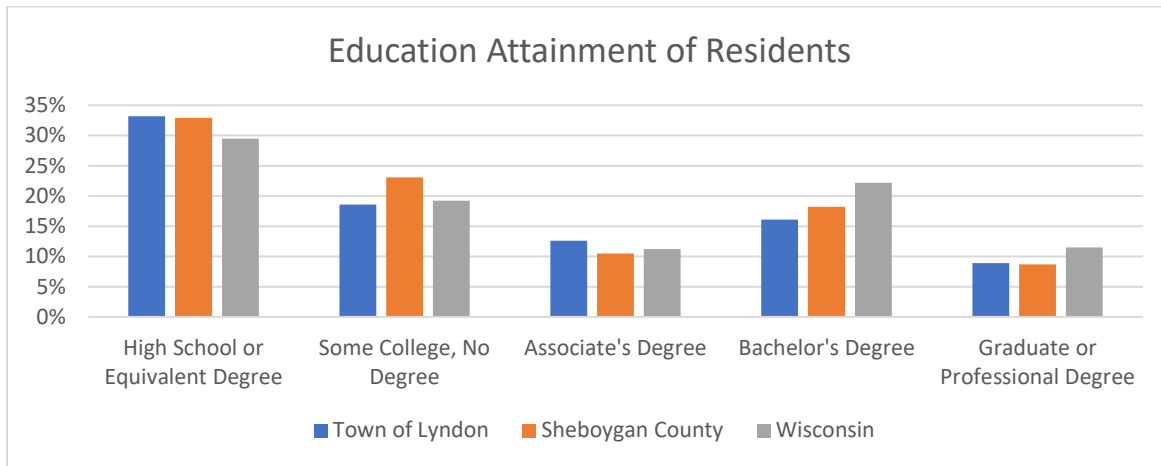
the elderly population (those age 65 and older) has increased by 47 percent. The largest age groups in 2000 were from the 34 to 54 age groups.

The 2020 Census data shows that the 35- to 64-year-old age group makes up almost 50% of the Town’s population. The largest segment of the population was the 55-59 age group with 9.3% of the population.

Census data forecasts an increase in an older population with a projection over 25% of the Town’s population will be older than 65 years. The same forecasts show that by 2029, 63.7% of the Town’s population will be older than 35 years.

*Education Levels*

The table below illustrates the levels of education that individuals age 25 and over have completed for the Town of Lyndon, Sheboygan County and Wisconsin.



Source: U.S. Bureau of the Census, Census 2020

*Income Levels*

In 1989, the median household income for the Town of Lyndon was \$36,250. By 1999 (reported in 2000 Census), the median household income for the Town increased by \$19,871 up to \$56,121. In 2000, the municipal per return income reported in the Town of Lyndon was \$40,031, which was a 15 percent increase from 1997. Per return, income is based on income tax returns filed in the year cited to the Wisconsin Department of Revenue.

The 2020 Census listed median household income at \$85,553, average household income at \$97,136. In 2024, those numbers increased to median household income of \$95,294 and average household income of \$112,074. About one-third of the Town’s households enjoy an income level of between \$100,000 to \$149,999.

### *Employment Characteristics*

For the period 1990 to 2001, the civilian labor force in Sheboygan County increased by 14 percent, the number of unemployed increased by three percent and the number of employed increased by 19 percent. The unemployment rate experienced a high of 5.7 percent in 1991 and a low of 2.0 percent in 1999. In 2000, most people in the workforce in the Town of Lyndon were employed by the manufacturing industry, 36.3 percent. The education, health and social services industry was the second highest employment division for Lyndon at 11.9 percent, followed by the retail trade industry with 10.2 percent of total employment in 2000.

The 2020 Census data showed an unemployment rate of 3.1%. From a population of 1,262 people over the age of 16, just under 70% were employed. Of those people aged 25 to 54 93.2 % were employed.

While the Town is thought of as an agricultural area, only 7.3% of the Town's population were employed in the agricultural industry while 25.6% were employed in the manufacturing industry. Healthcare (11.9%) and the retail trade (10.1%) took second and third place in the employment distribution for Town residents.

### *Forecasts*

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

### *Population*

A 2025 Wisconsin Department of Administration (WDOA) report on the 2020-2050 projections notes that many of Wisconsin's Counties and Towns are expected to lose population due to declining birth rates and an aging population. According to the report, Lyndon's population is projected to decline by 153 residents from 2020-2050.

### *Housing*

The total number of housing units within the Town of Lyndon (as reported by the U.S. Census) increased from 1970 to 2000 by 251 housing units. In 2000, there were 629 total housing units, a 66 percent increase since 1970. The number of housing units grew by 29 percent between 1970 and 1980.

The total number of housing units within the Town of Lyndon (as reported by the U.S. Census in 2020) was 705. In 2024 the number of housing units is listed at 720. This is an increase of about 100 units in ten years. Between 2020 and 2024 the Town added 15 units.

A reasonable conclusion would be that planners should expect to add 5 to 8 housing units per year. Changes to minimum lot size zoning and/or the willingness to allow more units than the minimum lot size zoning calls for will affect the units per year numbers.

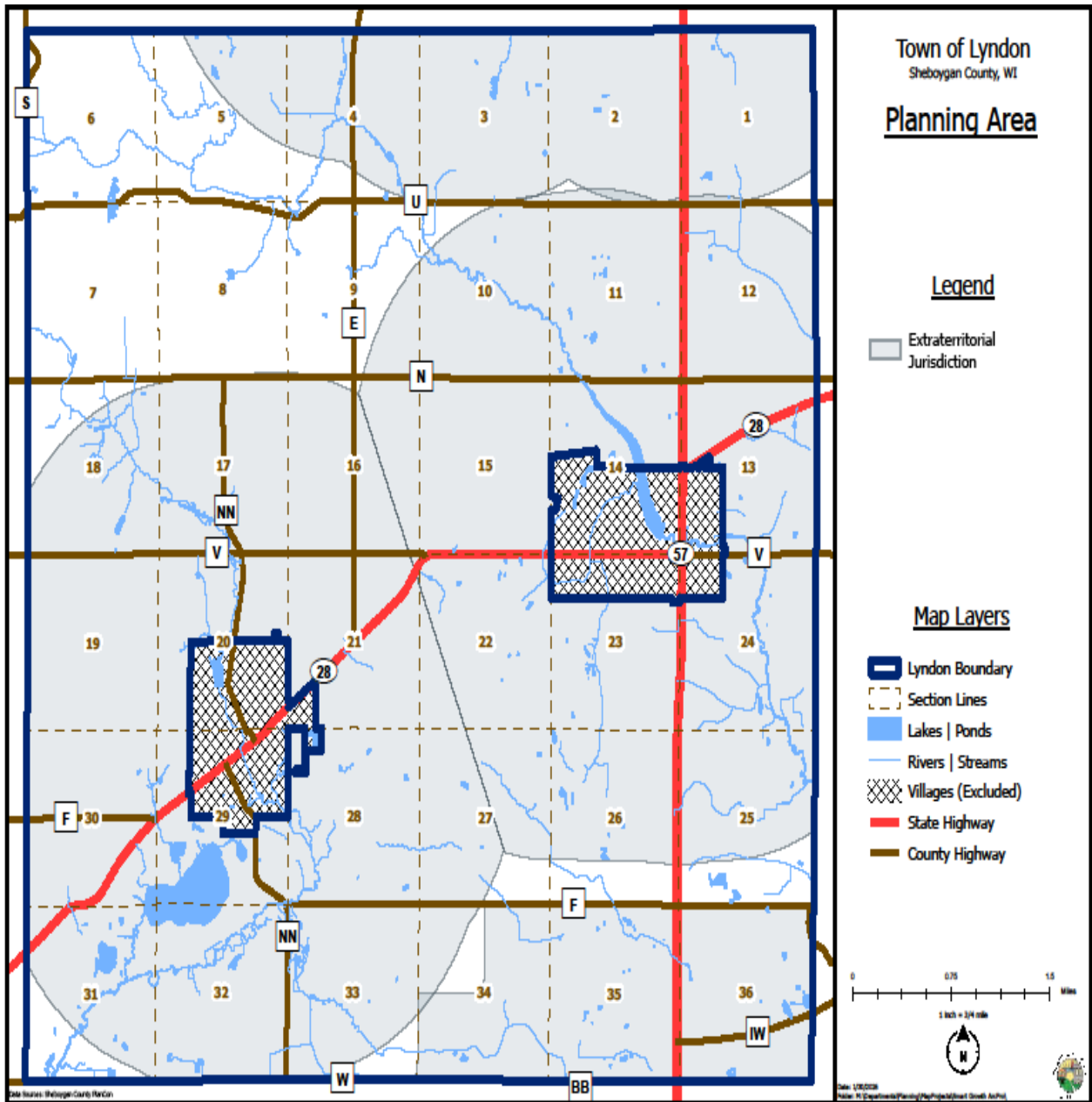
### *Employment Forecast*

Wisconsin's Department of Workforce Development (WDWD) projects that employment in the Bay Area Region (11 counties in the northeastern area of the State of Wisconsin including Sheboygan) will grow at an average annual growth rate of 8.78 percent between 2020- 2030.

According to the WDWD's occupational projections for the state between 2020 and 2030, the following are the top 10 occupations forecast to have the greatest number of openings:

- Production Occupations
- Food Preparation and Serving Related Occupations
- Office and Administrative Support Occupations
- Sales and Related Occupations
- Transportation and Material Moving Occupations
- Healthcare Support Occupations
- Business and Financial Operations Occupations
- Construction and Extraction Occupations
- Education; Training; and Library Occupations
- Personal Care and Service Occupations

The top two occupation groups in the state, for comparison, are Food Preparation and Serving Related Occupations and Office and Administrative Support Occupations. The Office and Administrative Support Occupation also has a negative growth rate for both the state and the Bay Area.



## Chapter 2 – AGRICULTURAL & NATURAL RESOURCES

### Introduction

This section provides an inventory of the existing natural and agricultural resources within the Town of Lyndon. The inventory is to provide an understanding of the physical characteristics of the area as these features are major determinants of the area's development potential. To understand where and how these resources relate to one another is important to help limit unnecessary public expenditures and minimize negative impacts to these valued environmental resources of the Town.

### Natural Resources

Natural resources are materials that occur in nature and are essential or useful to humans, such as water, air, land, trees, animals, plants, soil, and minerals.

#### *GEOLOGY*

##### Glacial Geology

The topography of Sheboygan County is essentially a result of the last two substages of the Wisconsin Stage of Glaciation. Each glacial substage carried in glacial debris known as "drift" or "till" and pushed or deposited it to form plains, depressions, valleys and hills. This resulted in the eastern and western portions of the county having a difference in relief. The lands range from level and rolling in the east, to hilly and irregular in the west. From the east the lands rise to the west with rolling hills and scattered pockets of flat lands. The western portion of the county contains the northern half of the Kettle Moraine composed of gravely hills, kettle shaped holes, coarse, sandy soils, numerous eskers, etc. which give the area a picturesque appearance. Ground Moraine makes all of the soils found in the Town of Lyndon. Ground Moraine is the "till" that was deposited near the edge or directly beneath the base of a glacier usually consisting of clay, silt, sand, pebbles, cobbles and boulders.

##### Bedrock Geology

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

## *TOPOGRAPHY*

The Town of Lyndon has Kettle Moraine type topography in the western half of the Town. It is characterized by rugged, gravelly hills, kettle shaped holes and coarse sandy soils. The eastern half of the Town is characterized by gently rolling hills and flat lands. The elevation increases from east to west, with the majority of the steep slopes located in the western portion of the Town. Elevations in the Town range from 800 feet in the east to over 1,100 feet in the west.

## **Climate**

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

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

## **Soil Limitations**

### *Private Sewage Systems*

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

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

New technologies for private sewage systems are allowed under the Wisconsin Administrative Code SPS 383 health and safety code. The code will allow the use of soil absorption systems on sites with at least six inches of suitable native soil. The revised code gives property owners the opportunity and flexibility to meet environmental performance standards with several treatment technologies.

The code will allow for infill development where it was not permitted previously by the former plumbing code as interpreted by the Wisconsin Department of Workforce Development (DWD). Housing and population density will likely increase in some areas due to the Wisconsin Administrative Code SPS 383. This in turn may increase the need for land use planning and integration of environmental corridors to address the adverse impacts related to development. Planning along with land use controls such as zoning will help achieve more efficient development patterns.

### *Basements*

Within the Soil Survey of Sheboygan County, the NRCS provides information on the suitability and limitations of soils for a variety of natural resource and engineering uses. In particular, the soil survey provides information on the limitations of each soil for building site development including the construction of dwellings with basements. Dwellings are considered to be structures built on shallow excavations on undisturbed soil with a load limit the same as for a single family dwelling no higher than three stories. The ratings are based on soil properties, site features and observed performance of the soils.

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

### *Prime Agricultural Lands*

Approximately 62 percent of the Town's land is classified as prime agriculture land with minimal modifications. These lands are found throughout the Town generally away from the existing waterways. However, the eastern half of the Town generally has better soils for farming. Two classes of prime farmland are identified: those areas where all land is prime farmland (44 percent) and those areas that are considered prime farmland with conditions (e.g. only when drained) (18

percent). The rest of the Town is classified as not prime farmland and are located in and around wetland areas.

## Water Resources

### *Watersheds*

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

Onion River Fishery Area and Stream Bank protection area, (SBPA) DNR premier trout fishing property in this region. Restoration restored the stream to class one trout stream status. This effort began in the early 1990s and continues to this day.

### *Surface Water Features*

The following information for the lakes, rivers and streams within the Town has been taken from the WDNR Surface Water Features of Sheboygan County. The lakes, rivers and streams are protected under the county's Shoreland and Floodplain ordinance to protect its valuable water resources. A number of unnamed intermittent streams and several ponds exist throughout the Town of Lyndon as well.

## Lakes

- Lake Ellen
- Waldo Mill Pond

## Rivers and Streams

- Onion River
- Mill Creek
- Ben Nutt Creek
- Nichols Creek

## Groundwater

In Wisconsin the primary sources for groundwater contamination are agricultural activities, municipal landfills, leaky underground storage tanks, abandoned hazardous waste sites, and spills. Septic tanks and land application of wastewater are also sources for possible

contamination. The most common groundwater contaminant is nitrate-nitrogen, which comes from fertilizers, animal waste storage sites and feedlots, municipal and industrial wastewater and sludge disposal, refuse disposal areas, and leaking septic systems.

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

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

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

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

## Floodplains

Floodplains are normally defined as those areas, excluding the stream channel, subject to inundation by the 100-year recurrence interval flood event. This event has a one percent chance of occurring in any given year.

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

Floodplains, as identified by the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRM), provide for storm water retention, groundwater recharge, habitat for various types of waterfowl and wildlife and considered a valuable recreational resource. Section 87.30(1) of the Wisconsin Statutes and Wisconsin Administrative Code NR 116 require counties, cities, and villages to adopt floodplain zoning ordinances to address the problems associated with development in floodplain areas. Any development adjacent to or within a designated floodplain should be discouraged, if not strictly prohibited.

## Wetlands

According to the WDNR, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophilic vegetation. Other common names for wetlands are swamps, bogs, or marshes.

Wetlands provide scenic open spaces valuable and irreplaceable as habitats for many plants and animals. In addition, wetlands act as natural pollution filters for lakes, streams, and drinking water, as well as groundwater discharge areas and floodwater retention areas.

The identified wetlands are scattered throughout the Town (approximately 3,176 acres) with the largest areas along the Onion River, Nichols Creek (near Lake Ellen) and an area between the villages of Waldo and Cascade south of STH 28.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes are under the jurisdiction of the WDNR and mandate that shoreland wetlands be protected in the rural areas of the state.

Wetlands not in the shoreland zone are protected from development by the federal government through the Clean Water Act and state statutes.

It should be noted that all wetlands, no matter the size, are subject to WDNR and possible federal regulations, if they meet the state definition.

## Woodlands

There are approximately 5,795 acres of woodlands are found within the Town. The woodlands of the area provide aesthetic views, provide wildlife habitat, and offer multiple recreational choices. Woodlands also maintain watershed cover, provide shade, serve as a windbreak, help reduce soil erosion, act as a noise barrier, and screen unsightly developments.

## Air Quality Issues

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

Sheboygan County is designated as a maintenance area for ground-level ozone. Sheboygan County is in attainment for the one-hour ozone air quality standard, but is subject to a Wisconsin Department of Natural Resources maintenance plan.

## Wildlife Habitat

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

## Threatened and Endangered Species

Many rare, threatened, and endangered species are found within Sheboygan County. There have been rare species occurrences within the Town of Lyndon, including areas along Nichols Creek in the northwestern portion of the Town. Potential impacts should be discussed before development occurs so as not to disturb potential habitats for these flora and fauna.

## Parks and Open Spaces

The Town of Lyndon currently does not contain any park facilities. However, citizens of the Town are able to utilize existing parks in the villages of Cascade and Waldo. Cascade contains two park areas whereas Waldo has one park site.

## Scientific and Natural Areas

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

## Environmental Corridors

Environmental corridors within the Bay-Lake region have uniform guidelines, but are ultimately regulated by various agencies/Sheboygan County as listed below:

- WDNR wetlands w/ 50-foot buffer
- 100-year FEMA floodplains
- Slopes equal to 12% or greater
- 75-foot lake and river setback
- Surface water

Other features considered part of the environmental corridor definition on an area-by-area basis include:

- Designated scientific and natural areas
- Unique and isolated woodland areas
- Scenic viewsheds
- Historic and archeological sites
- Unique geology
- Wetland mitigation sites
- Isolated wooded areas
- Unique wildlife habitats
- Parks and recreation areas

The Town of Lyndon contains approximately 5,940 acres of environmental corridors as determined using the Bay-Lake RPC definition.

When considering future development, it is important to understand that environmental corridors serve many purposes:

- They protect local water quality.
- They can be used as a means of controlling, moderating, and storing floodwaters while providing nutrient and sediment filtration.

- They can provide fish and wildlife habitat, recreational opportunities, and serve as buffers between land uses.

### Other Local Key Natural Features

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

### Historic and Archeological Sites

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

Care should be taken whenever excavation is done within the Town, since there is always the possibility of disturbing a historical or archeological site. The State of Wisconsin requires any findings of human bones to be reported (Wisconsin Statute 157.70) so an investigation can be done by the State Historical Society. Also, land developers trying to obtain state permits from the Wisconsin Department of Natural Resources or any development involving federal monies, are required to be in compliance with Section 106 of the National Historic Preservation Act and 36 CFR Part 800: Protection of Historic Properties. For further information, please contact the State Historical Society of Wisconsin, 816 State St., Madison, WI 53706.

### Cultural Resources

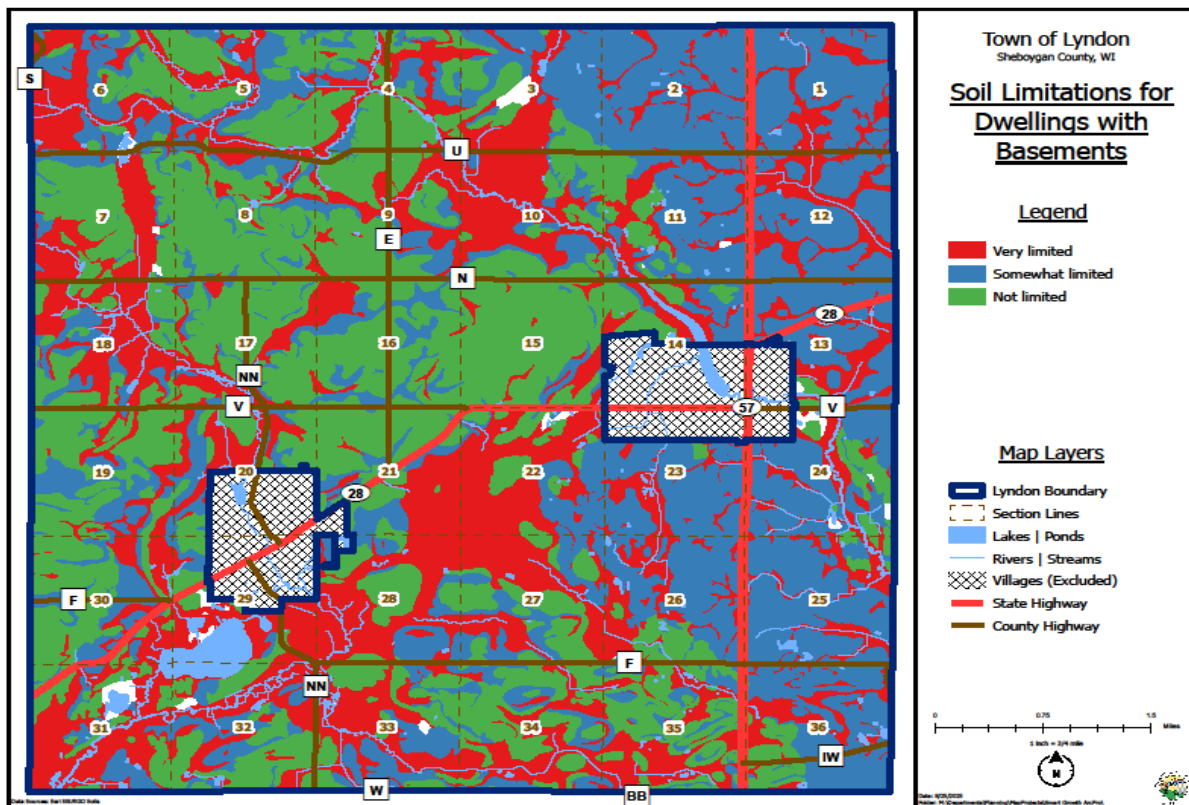
There are only a few identifiable cultural sites within the Town. Examples of cultural sites are places that further social behavior. For example, a Town Hall, for it has been a focal point in furthering democracy and free speech; education/religious centers for they advance moral and intellectual teachings;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

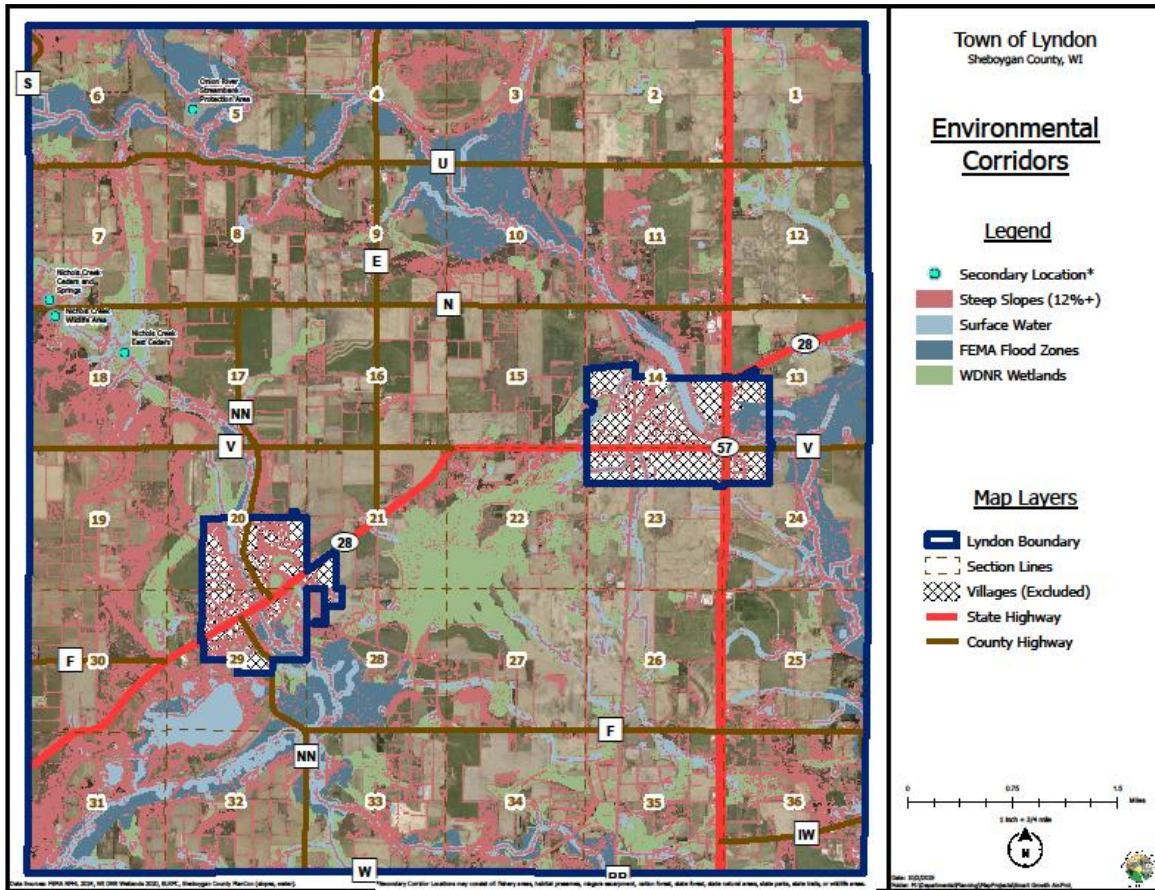
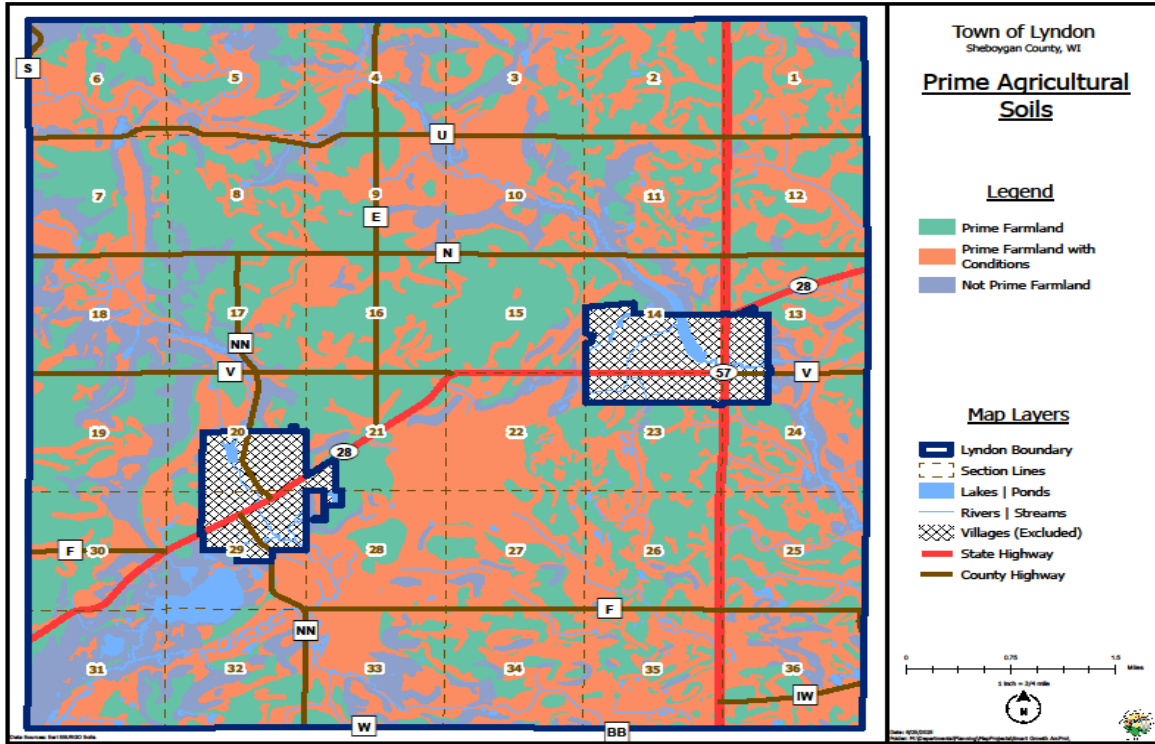
### Metallic and Non-Metallic Resources

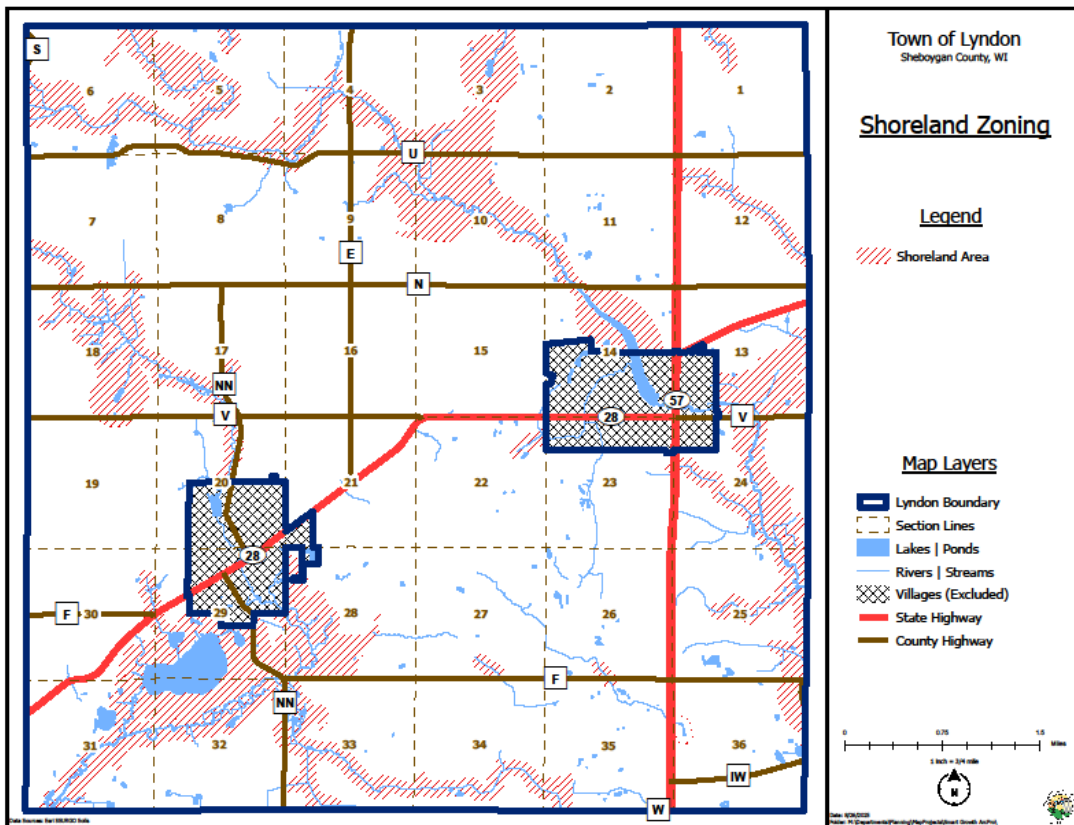
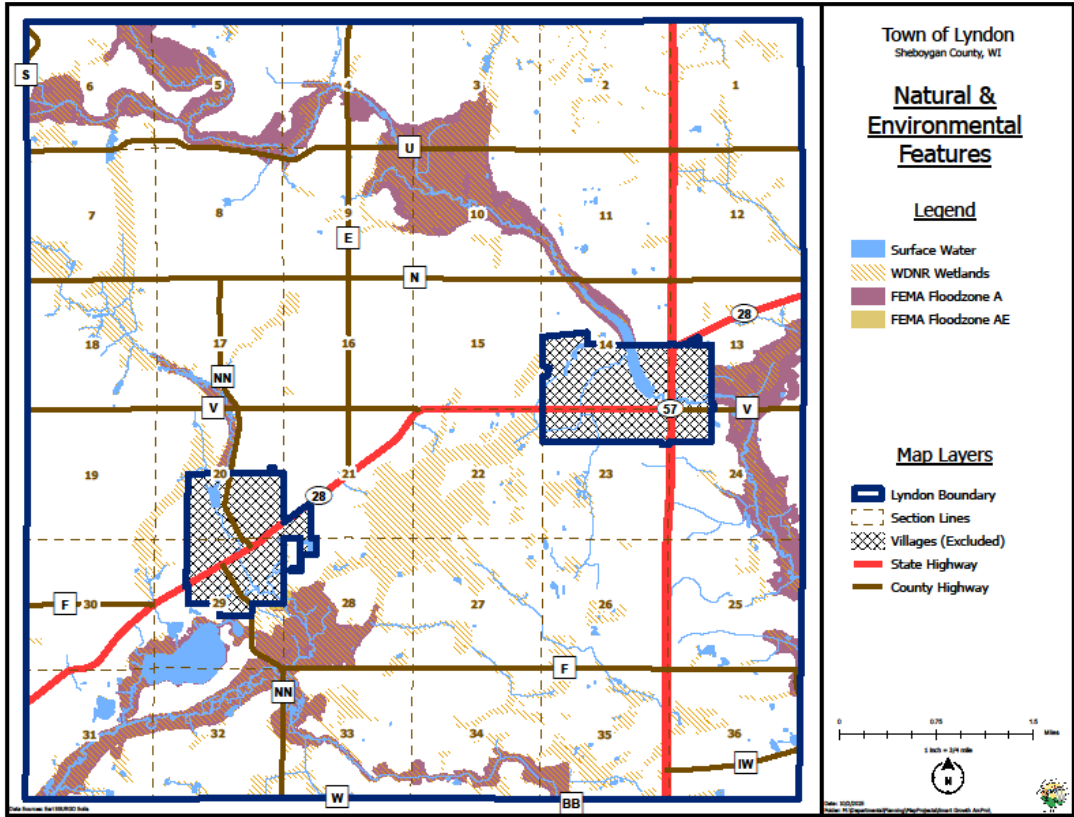
There is currently no metallic mining within the Town. Metallic mining in Wisconsin has occurred since the time it was settled. Metals mined in the state include copper, lead, iron, and zinc. Mining has economic value to multi-regional areas, but also has the ability to potentially harm natural

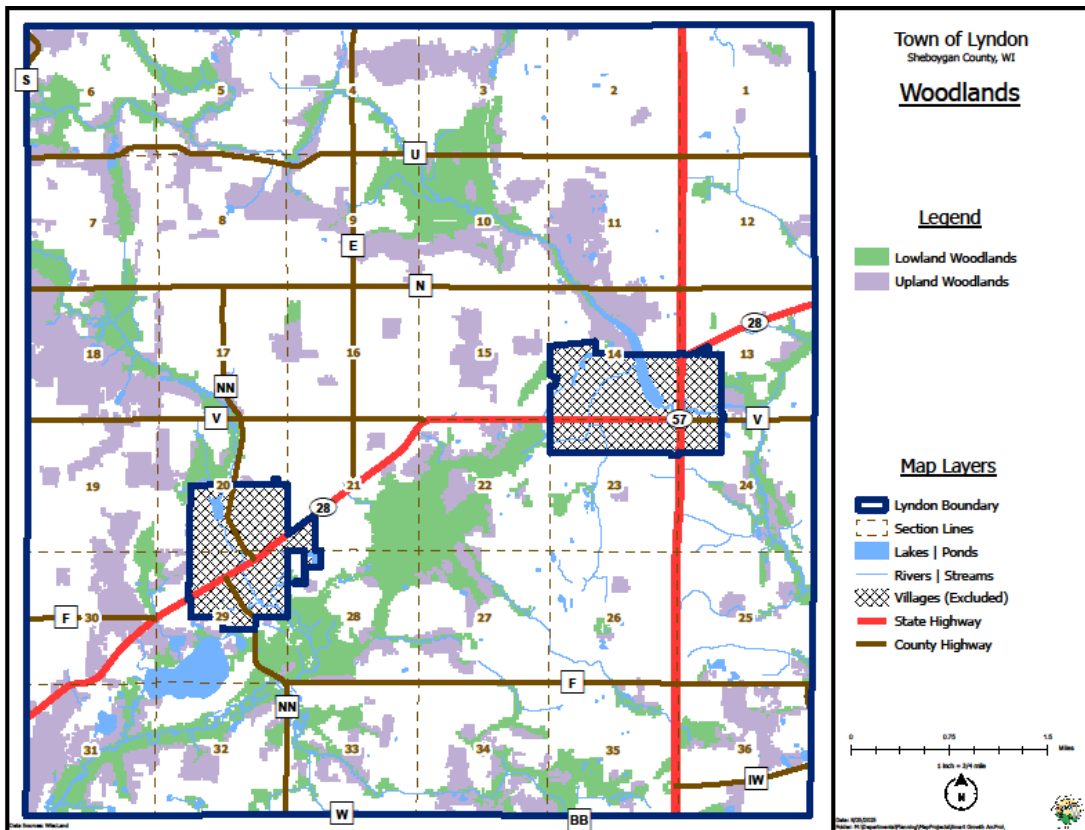
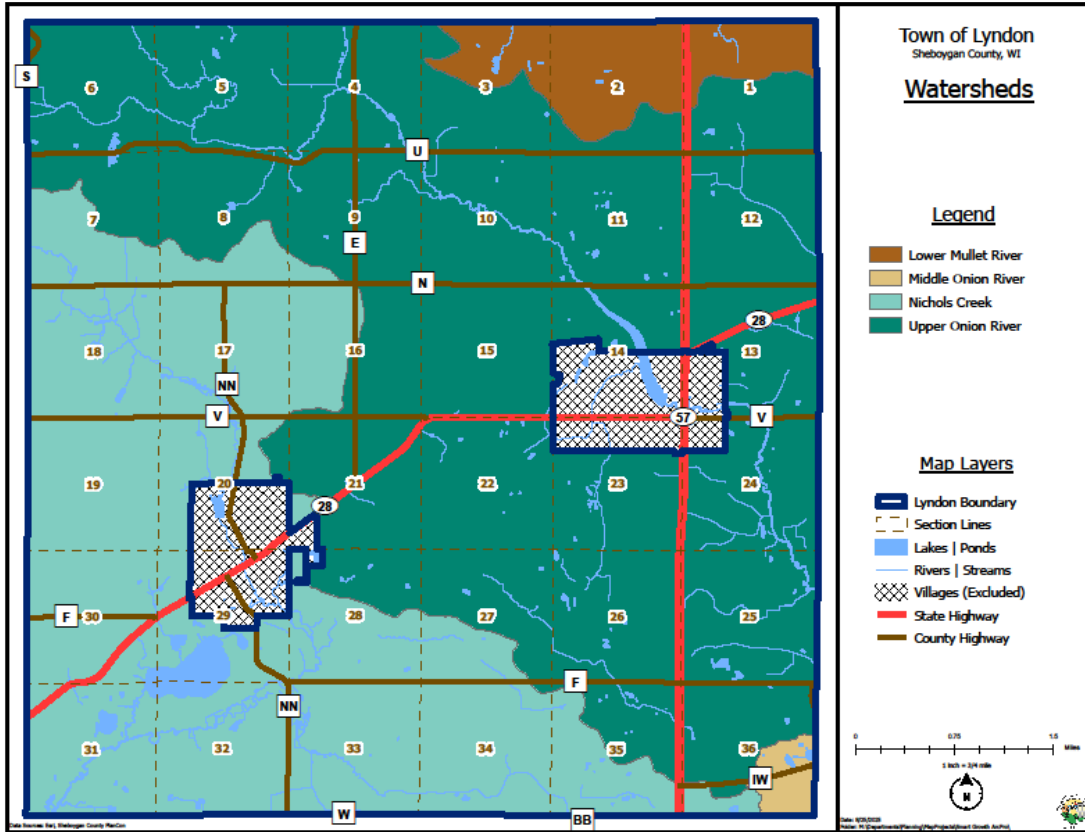
resources. Any new mines need to have a permit granted by the WDNR and are subject to the requirements of NR 135, which includes a reclamation plan. This plan is a detailed technical document designed to meet the goals which lead to successful reclamation and will help reduce the effects to the environment once the mine is abandoned. The plan has minimum standards that must be met in order to be accepted. The WDNR defines successful reclamation as “the restoration of all areas disturbed by mining activities including aspects of the mine itself, waste disposal areas, buildings, roads and utility corridors”. Restoration is defined as, “returning of the site to a condition that minimizes erosion and sedimentation, supports productive and diverse plants and animal communities and allows for the desired post-mining land use”.

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









## Chapter 3- HOUSING AND POPULATION

### Introduction

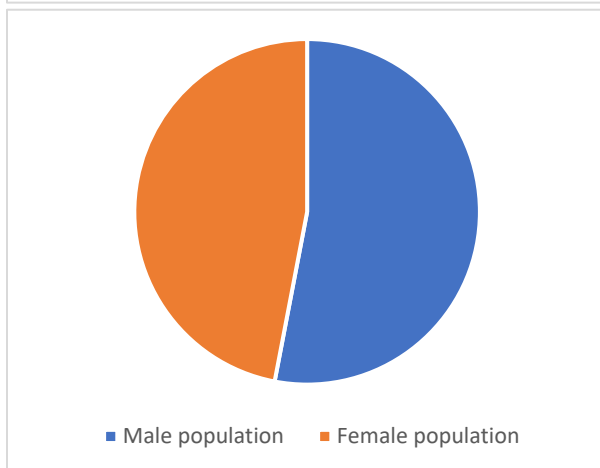
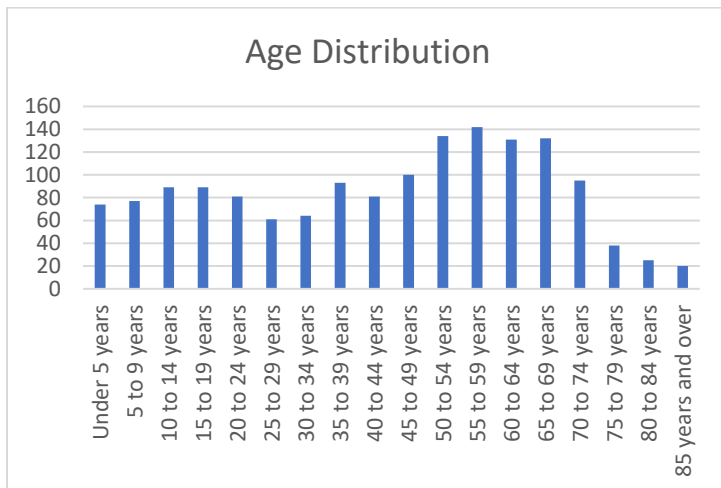
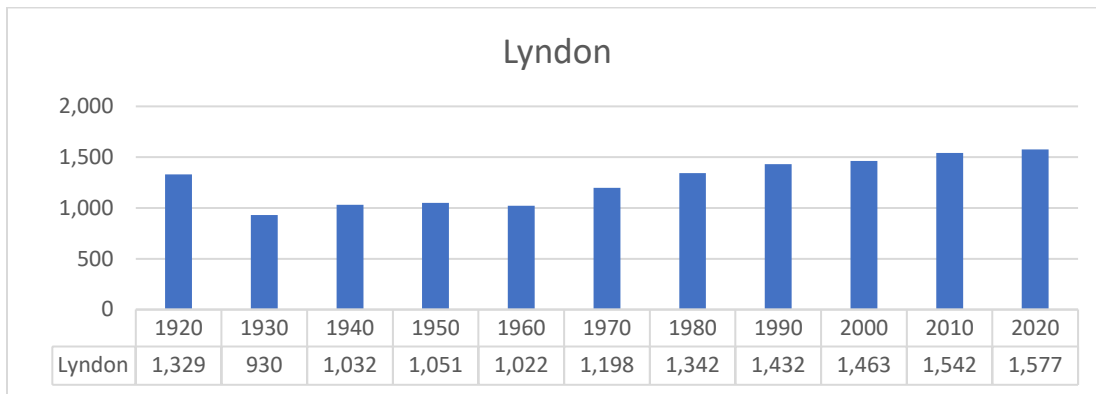
Population change is the primary component in tracking the past growth of an area as well as predicting future population trends. Population characteristics relate directly to the Town's housing, educational, community and recreational facility needs, and to its future economic development. It should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

### Historical Population Levels, 1920-2020, Town of Lyndon & Selected Areas

Year	Town of Lyndon	Village of Cascade	Village of Waldo	Town of Sherman	Sheboygan County
1920	1,329	362		1,197	59,913
1930	930	286	315	1,088	71,235
1940	1,032	358	324	988	76,221
1950	1,051	403	367	1,146	80,631
1960	1,022	449	403	1,264	86,484
1970	1,198	603	408	1,436	96,660
1980	1,342	615	416	1,445	100,935
1990	1,432	620	442	1,461	103,877
2000	1,463	681	450	1,520	112,656
2010	1,542	709	503	1,505	115,507
2020	1,577	665	407	1,408	117,752

Source: U.S. Bureau of the Census, General Population Characteristics 1840-1970, Bay-Lake Regional Planning Commission, December 1975; Census 2000; Census 2010, Census 2020 and Bay-Lake Regional Planning Commission, 2002.

## Historic Population Levels, 1920-2020, Town of Lyndon



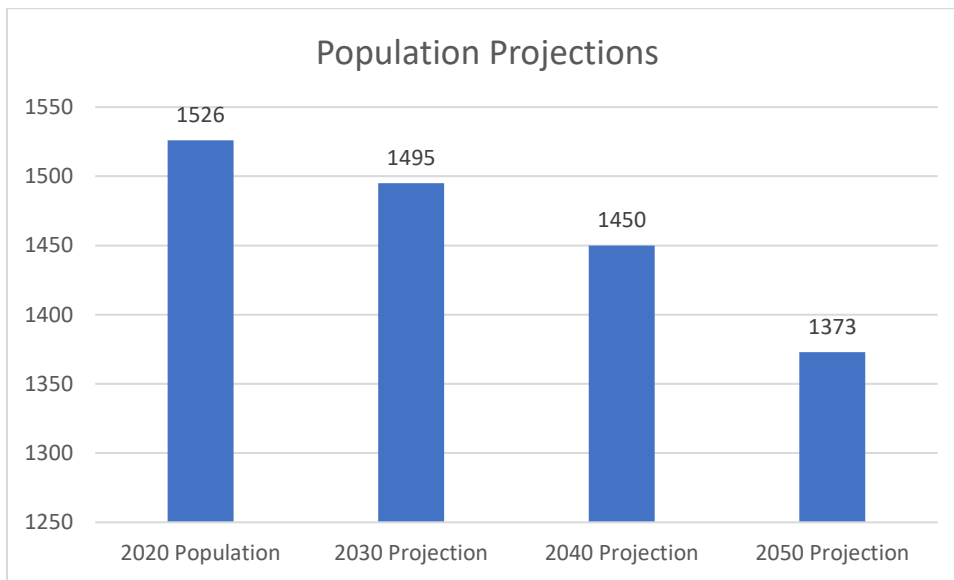
The median age of males in the Town of Lyndon is 47, while the median age for females is 39.5.

Source: U.S. 2020 Decennial Census Data

## Population Projections

Population projections are an important factor necessary to assess the Town’s future need for housing, community facilities, transportation, and other population-related facilities. They can also be used to forecast the Town’s future expenditures, revenues, and tax receipts.

In 2024, the Wisconsin Department of Administration (WDOA) Demographic Services Center prepared population projections to the year 2050 for the communities and counties utilizing information from the U.S. 2020 Census.



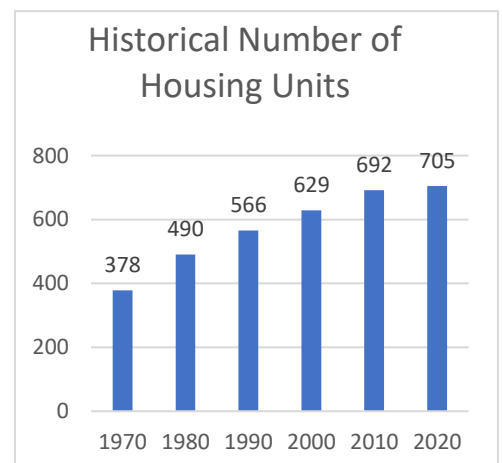
## Housing Characteristics

### *Housing Occupancy and Tenure*

In the year 2020, the Town of Lyndon had 614 occupied housing units, accounting for 87.1% of the total housing units in the Town

Of the 614 occupied units, 89.7 % were owner-occupied while 10.3% were renter-occupied.

Of the total 705 units located within the Town, 91 were considered to be vacant in 2020. (3 “for rent”, 9 “for sale only”, 2



“sold, not occupied”, 76 “seasonal, recreational or occasional use”, and 1 “all other vacant”)

### *Age of Housing*

As of 2020, the majority of housing units (39%) in the Town of Lyndon were built in 1939 or earlier.

### *Condition of Housing Stock*

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

As of 2020, there were 286 structures (39.4% of the total housing units) built prior to 1940 many of which may not be substandard. According to the 2020 census, every housing unit in the Town contained complete plumbing and kitchen facilities. Units without complete kitchen or plumbing facilities are typically considered substandard and removed from being considered as part of the overall housing stock. The Town of Lyndon does not have substandard structures based on these criteria.

### *Housing Values*

According to 2023 ACS data, the median household value of housing units in the Town of Lyndon was \$280,000.

### *Housing Costs- Rents and Mortgage*

Providing affordable housing which meets the needs of future Town of Lyndon residents is an important element of planning. Housing influences the economy, transportation, infrastructure, natural features, and various other aspects of a comprehensive plan.

According to the U.S. Department of Housing and Urban Development (HUD), housing affordability is defined as paying no more than 30% of household income for housing.

### *Rent*

According to the 2023 ACS data, the median gross rent for renter-occupied housing units the Town of Lyndon was \$1,021.

### *Owner Costs*

For owner-occupied housing units with a mortgage in 2023, the median monthly owner cost in the Town was \$1,925. For owner-occupied units without a mortgage, the median month cost was \$740.

### *Subsidized and Special Needs Housing*

Within the Sheboygan County area exists a variety of agencies which assist persons with various physical and mental disabilities or other special needs in find and developing appropriate housing. The Sheboygan County Department of Health and Human Services has information regarding the following: WHEDA, Lakeshore CAP and Housing Management Services.

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

### *Housing Development Environment*

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

# Chapter 4 – ECONOMIC DEVELOPMENT & CULTURAL RESOURCES

## Introduction

The economic development element details the Town’s general economic characteristics including workforce, economic base and economic opportunities, along with a complete listing of economic development resources. These characteristics are compared to Sheboygan County and the State of Wisconsin.

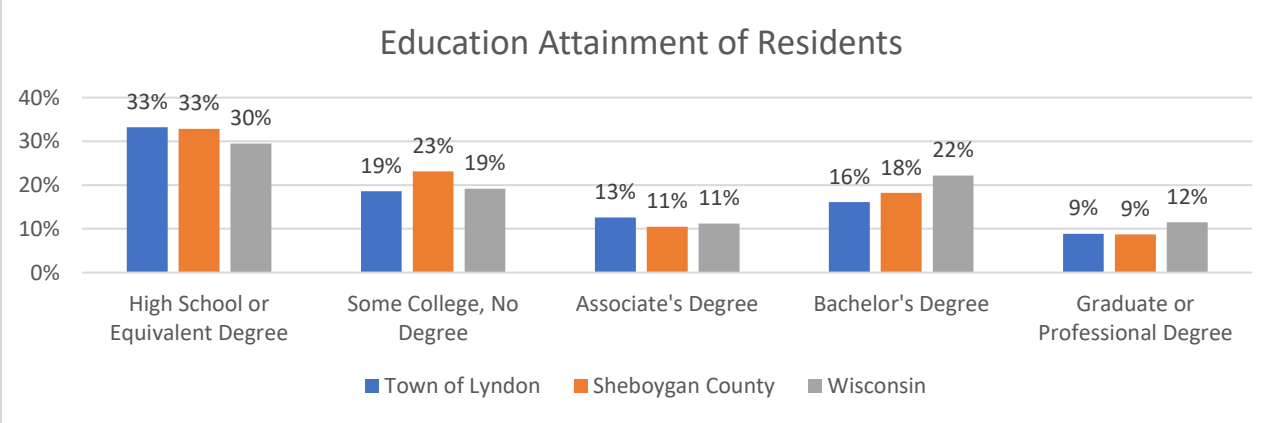
The purpose of this inventory is to establish strategies for economic growth and vitality that will maintain and enhance the identity and quality of life in the Town of Lyndon. Since the economy is interrelated with all aspects of community life, the economic development priorities also have an impact on strategies developed for other community characteristics such as natural resources, housing, transportation, utilities, and land use.

## Labor Force Characteristics

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

## Education Attainment

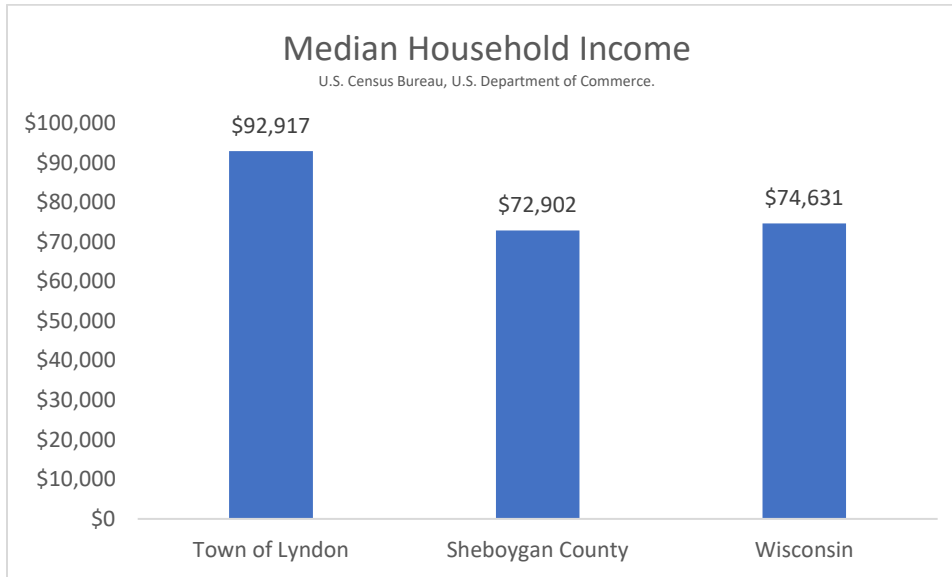
The education levels attained by the residents of a community will often be an indicator of the type of jobs in the area and the general standard of living. The graph below shows the education of the levels of the population in the Town (age 25 and older) in comparison to the county and state.



Source: 2020 U.S. Census Bureau, U.S. Department of Commerce. "Educational Attainment." American Community Survey, ACS 5-Year Estimates Subject Tables

## Median Household Income

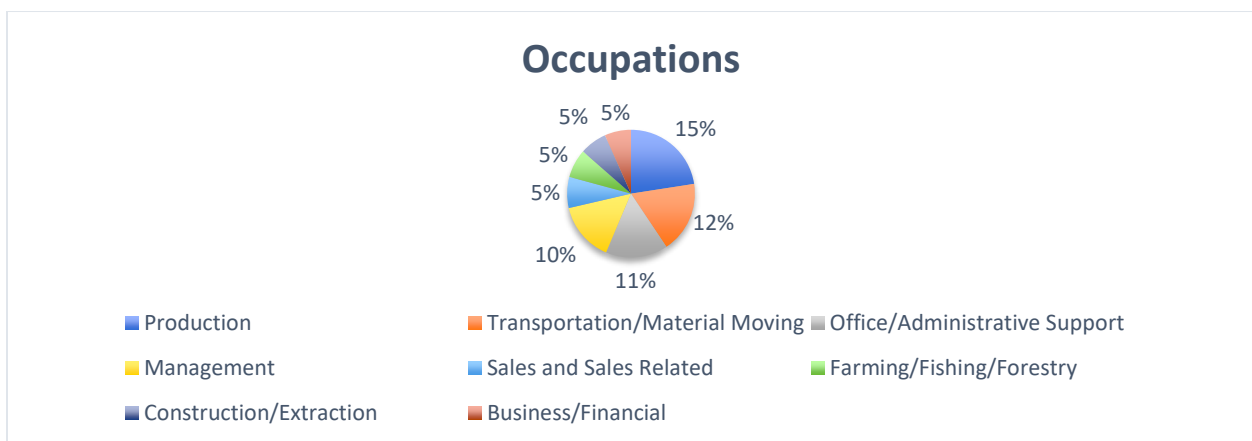
The median household income is a general indicator of the economic well-being of all households in the community. The graph below indicates the median household income to be over \$20,000 higher than Sheboygan County, and about \$18,000 higher than the state.



Source: U.S. Census Bureau, U.S. Department of Commerce. "Income in the Past 12 Months (in 2023 Inflation-Adjusted Dollars)." American Community Survey

## Occupation

The occupation of the labor force is helpful in describing the employment requirements and trends of the labor force.

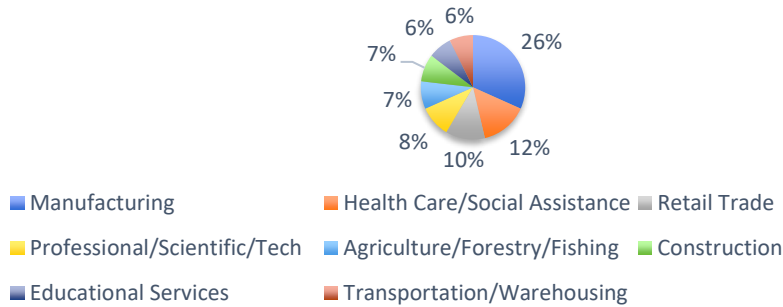


Source: ESRI 2024 Civilian Labor Force Profile

## Industry

According to the ESRI 2024 Civilian Labor Force Profile, the data below represents the top eight industries in the Town of Lyndon.

## Top Industries in the Town of Lyndon

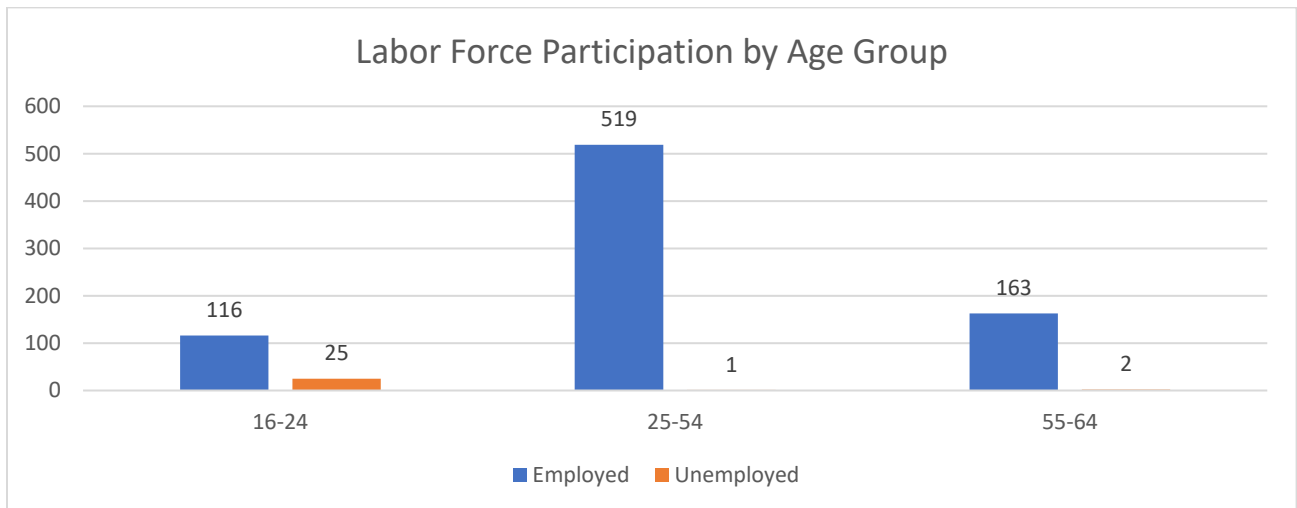


Source: ESRI 2024 Civilian Labor Force Profile

## Labor Force and Employment

Labor force and employment data can indicate the size and stability of the local economy as measured by the local workforce. Employment and labor force trends can be used to help understand the strengths, weaknesses, and predictability of the area economy.

The Labor Force Participation Rate shows the number of employed and unemployed people in the labor force as a share of the total working-age population (those 16 and older). Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and sex characteristics of the population; changes in the number of residents aged 16 and over; the proportion of citizens aged 16 and over working or seeking employment; and seasonal conditions.



Source: ESRI 2024 Civilian Labor Force Profile

## Unemployment Rate

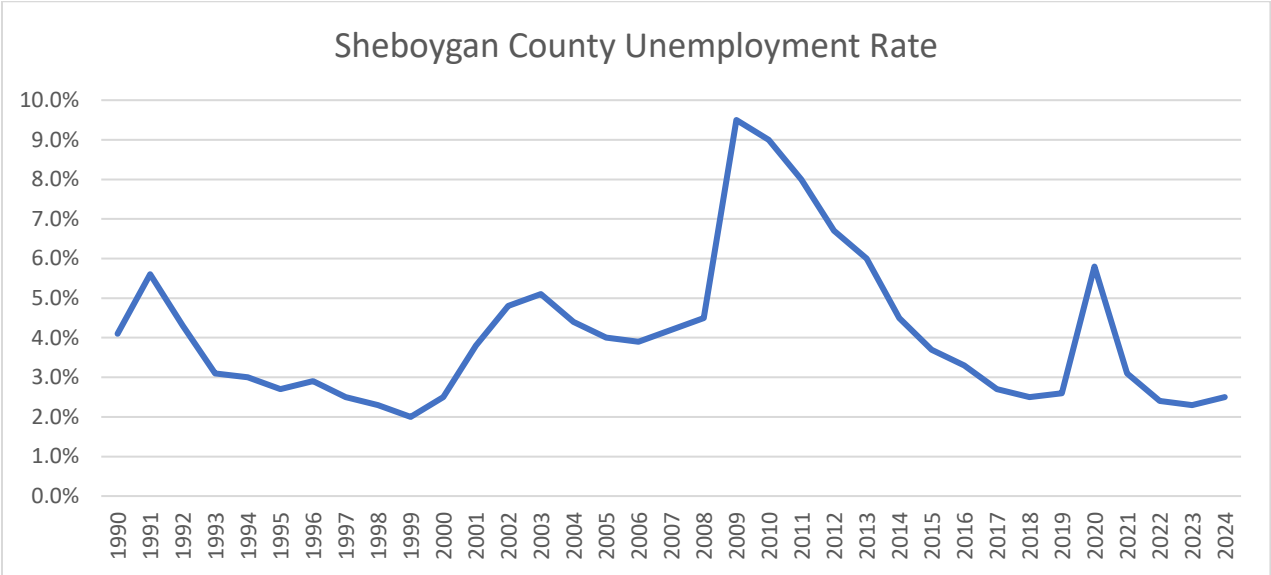
The unemployment rate is the proportion of the civilian labor force that is currently unemployed. Persons not employed and not looking for work are not counted as in the labor force and

therefore, not counted as unemployed. The graph below shows the fluctuations in Sheboygan County’s civilian labor force since 1990, with the state and national averages to compare.

Variations in the number of persons in the labor force are the result of many factors, such as shifts in the age and sex characteristics of the population; changes in the number of residents aged 16 and over; the proportion of citizens aged 16 and over working or seeking employment; and seasonal conditions.

Companies looking to expand operations seek areas with higher unemployment rates or excess labor. With a rapidly growing economy in many parts of the Upper Midwest, one of the major criteria companies use in selecting an area to locate is available labor. However, continued high unemployment rates are the result of a much greater problem that may indicate an under-skilled, or under-educated workforce, or an area that lacks sufficient infrastructure or capital investment to support economic expansion.

Since 1990, the unemployment rate in Sheboygan County has varied greatly, excluding the year 2009 due to the U.S. recession, and 2020 due to the global coronavirus pandemic that had shut down nearly all businesses/industries for several months, and in some cases permanently, leaving millions without work throughout the country.



Source: U.S. Bureau of Labor Statistics

### Local Employment Forecast

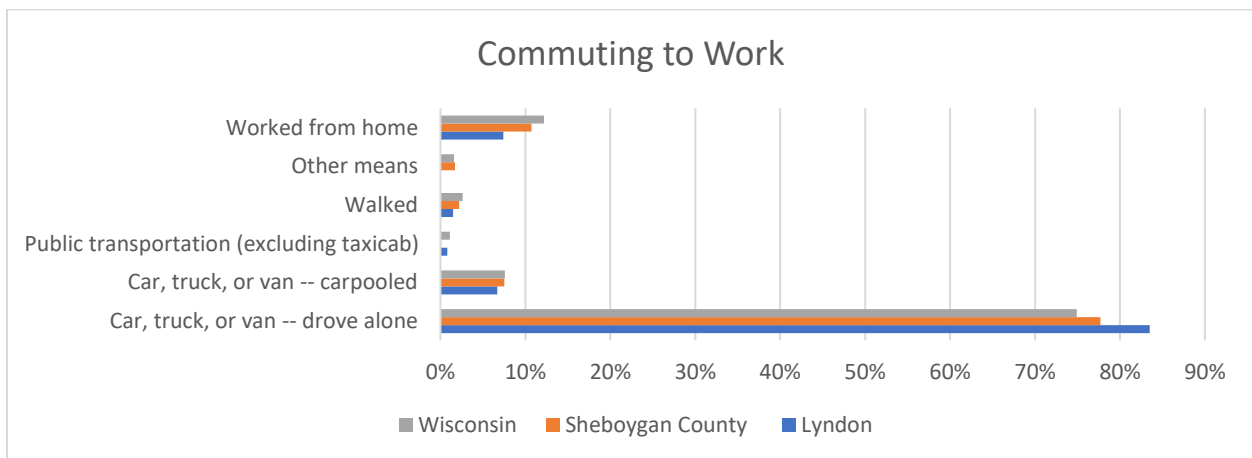
According to the State of Wisconsin Department of Workforce Development (DWD), DWD produces industry and occupation employment projections to better understand the future of

the workforce. These projections account for key factors such as retirements, career changes, and shifting demand within the labor market.

Sheboygan County is part of the Bay Area WDA (Workforce Development Area), which also includes Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Menominee, Oconto, Outagamie, and Shawano Counties. In the Bay Area WDA, regional employment is projected to grow by 7.3% – an increase of 34,002 jobs – between 2022 and 2032. This growth rate slightly exceeds the statewide projection of 7.1% during the same period. The education and health services industry is projected to add the most jobs in the region. However, because it is already one of the largest industries in the WDA, its proportional growth (relative to its size) is 0.7 percentage points lower than the overall growth rate across all industries. It’s important to note that these projections estimate the number of filled positions, not the total potential demand. As a result, they may understate workforce shortages – particularly those tied to an aging population. Despite slower labor force growth, job growth is expected to continue, which will likely intensify challenges related to labor supply.

### Commuting Patterns

Identifying and tracking commuting patterns is a labor market concept that refers to worker flows between municipalities and/or counties. These commuting patterns highlight the communities that have a strong local economic base and attract workers from surrounding communities. Conversely, it demonstrates which areas lack local employment opportunities for their residents or serve as “bedroom” communities that may offer a greater number and perhaps more affordable housing options in comparison to other locations.



Source: U.S. Census Bureau, U.S. Department of Commerce. "Selected Economic Characteristics." American Community Survey, ACS 1-Year Estimates Data Profiles, Table DP03

## Top Employers within Sheboygan County

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

<u>Company</u>	<u>Product of Service</u>	<u>Size</u>
Kohler Co.	Enameled iron and metal sanitary ware manufacturing	5000+
Bemis Mfg. Co.	Plastics product manufacturing	1000+
Aurora Medical Group Inc.	Physician offices	1000+
Nemak	Aluminum die-casting foundries	1000+
Sargento Foods Inc.	Cheese manufacturing	1000+
ACUITY	Direct property and casualty insurers	1000+
Johnsonville Sausage	Meat processing	500-999
Rockline Industries Inc.	Converted paper product manufacturing	500-999
Fresh Brands Distributing Inc. (Piggly Wiggly - Midwest)	Managing offices	500-999
HSHS St. Nicholas Hospital	General medical and surgical hospital	500-999
Masters Gallery Foods Inc.	Dairy-product merchant wholesalers	500-999
Millipore Sigma (Merck KGaA)	Chemical manufacturing	500-999
The Vollrath Co.	Kitchen utensil, pot and pan manufacturing	500-999
American Orthodontics Corp.	Dental equipment and supplies manufacturing	500-999

## Community Design

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

### *Signage*

Community character can be impacted quite dramatically by the type of signs allowed throughout the community and along transportation corridors. In order to preserve a sense of place and to help define community character without it being dictated by competing signage.

### *Landmarks*

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

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

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

### *Pathways*

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

#### *Major Pathways:*

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

#### *Secondary Pathways:*

Each of the sections of the Town's roads entering and transecting the Town.

#### *Minor Pathways:*

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

### *Edges*

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

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

### *Districts*

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

- Kris Hughes Memorial Town Hall
- Lake Ellen District

### *Nodes*

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

- Cedar Lane

### *Community Entryways*

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

- *Primary Entryways: STH 57 and 28, and the county highways entering into the Town.*
- *Secondary Entryways: Town Roads (internal network)*

# Chapter 5 - TRANSPORTATION

## Introduction

Chapter 5 presents the Town's transportation goals, objectives, and policies and includes identification of various programs that provide funding assistance for the Town's transportation facilities and services. This chapter includes an inventory and analysis of applicable transportation plans, including: state and county airport plans, the state railroad plan, state, and regional bicycle plans, as well as any other special transportation plans that are applicable to the Town. At the conclusion of the chapter, specific transportation system recommendations are presented and include design standards, recommended improvements, capacity additions to existing facilities, new road alignments, highway expansion projects, and improvements to other transportation modes.

## Funding and Technical Assistance Programs

The Town of Lyndon receives funding from various sources: General Transportation Aid (GTA), Local Road Improvement Program (LRIP), and Sheboygan County Sales Tax Revenue Sharing.

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

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

## Inventory of Transportation Facilities

### Highways

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

### Waterborne Transportation

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

## Air Transportation

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

### *Regional Air Service*

At the regional level, the primary commercial-passenger and air freight service for residents of the Town of Lyndon (and Sheboygan County) is provided either by Austin Straubel International Airport, located near the City of Green Bay, Appleton International Airport, or General Mitchell International Airport located south of the City of Milwaukee.

### *Local Air Service*

Sheboygan County Memorial Airport is located a short distance to the north of the Town. The Sheboygan County Memorial Airport is classified as a Transport/Corporate (T/C) Airport. Corporate charter and limited commuter service are available at this airport. Available services include fuel, major airframe and power plant repair, charter, rental, sales, and instructional services.

## 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.

## Transit

There is no transit service provided to or by the Town of Lyndon. However, transit service is available in the City of Sheboygan and City of Sheboygan Falls, and ride-sharing available online.

## Intercity Bus

Intercity bus service via a private carrier is available from the City of Sheboygan with connections to the cities of Green Bay and Milwaukee.

## Elderly and Disabled Transportation System

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

## Bicycle Facility Systems

The Wisconsin Bicycle Transportation Plan 2020 identifies general bicycling conditions on the state and county highways located within the Town of Lyndon. The roads that are designated as providing suitable conditions for bicycling generally have moderate to light traffic volumes, adequate sight distances, and minimal truck traffic. Maps are available on Sheboygan County's website as part of the Non-motorized Transportation Pilot Program (i.e., NOMO).

## Inventory and Analysis of Road System

### Roads and Highways

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

#### *Functional Class*

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

#### *Arterial Roads*

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

#### *Collector Roads*

The primary function of those roads classified as collectors is to provide general area to area routes for local traffic. Collector roads take traffic from the local roads (and the land-based activities supported by the local roads) and provide relatively fast and efficient routes to farm markets, agricultural service centers, and larger urban areas. Collector roads typically serve low to moderate vehicle volumes and medium trip lengths between commercial centers at moderate speeds. Collector roads are further delineated by classification as major or minor collectors.

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

*Local Roads*

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

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

Table 5.1: Road Function, Total Mileage and Percent of Total Road Mileage, Town of Lyndon

<u>Road and Functional-Classification</u>	<u>Mileage</u>	<u>Percent of Road System</u>
STH 57 - Principal Arterial (four lanes)	5.2	7.17
STH 28 - Minor Arterial	4.7	6.48
CTH E - Major Collector	3.5	4.82
CTH V - Major Collector (east of Waldo)	0.75	1.03
CTH IW - Major Collector	1.1	1.52
CTH F - Major Collector (STH 28 west)	1.0	1.38
CTH F - Minor Collector (Cascade east)	1.6	2.21
CTH E - Minor Collector	3.6	4.96
County Trunk Highways - Not Classified as Collectors	20.3	27.98
Town Roads -Local	30.8	42.45
Total Highway and Road Mileage	72.55	100.00
<i>Source: Wisconsin Department of Transportation, Town Plat Record, 2025;</i>		

**Traffic Counts**

An analysis of past and present traffic volumes is beneficial in determining the traffic conditions in a community. The Wisconsin Department of Transportation (WisDOT) provides traffic counts via an interactive map that allows you to view counts anywhere in the state. This mapping application, called TCMaP, replaces a Google map that was in use from 2012-2018. Traffic counts are reported as the number of vehicles expected to pass a given location on an average day of the year. This value is called the "annual average daily traffic" or AADT and is represented on traffic count or traffic volume maps. The AADT is based on a short duration traffic count, usually 48 hours, taken at the location. This count is then adjusted for the variation in traffic volume

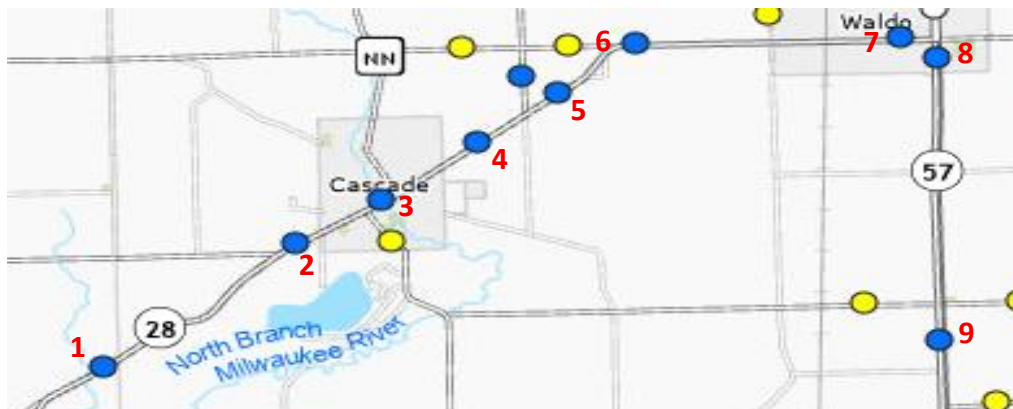
throughout the year and the average number of axles per vehicle. Short duration counts are collected over three, six, or 10-year cycles at more than 26,000 rural and urban locations throughout the state. The annual average daily traffic volume on STH 28 & STH 57 within the Town are listed in Table 5.2 and illustrated on Map 5.3 below.

Table 5.2: Annual Average Daily Traffic, Town of Lyndon

Map #	WI DOT Site #	Location	Site Type	AADT	AADT Date
1	590279	STH 28, SW of CTH F	Short Duration Class	2,000 (FINAL)	6/4/2024
				2,200	2021
				2100	2014
				2400	2011
				2100	2008
2	590278	STH 28, BTWN Ellen View & CTH F	Short Duration	4,000 (FINAL)	7/17/2017
				3,500	2011
				3,000	2005
3	591233	STH 28, BTWN CTH NN North & South	Short Duration Class	4,200 (FINAL)	6/4/2024
				4,100	2021
				3,600	2014
				4,000	2011
4	591246	STH 28, West of CTH E North	Short Duration	3,500	2008
				4,100 (FINAL)	6/4/2024
				4,000	2021
5	590105	STH 28, East of CTH E North	Short Duration	2,400 (FINAL)	6/20/2017
				2,600	2011
				2,300	2005
6	591138	STH 28, BTWN Blueberry Ln & CTH V	Short Duration	3,200 (FINAL)	6/20/2017
				3,300	2011
7	590259	STH 28, West of STH 57	Short Duration Class	3,400	6/4/2024
				3,300	2021
				3,400	2014
				4,400	2011
				3,800	2008
8	590254	STH 57, South of STH 28 WEST	Short Duration	9,700 (FINAL)	7/29/2024
				9,500	2021
				9,600	2017
				8,200	2014
				9,300	2011
				10,600	2008
9	590104	STH 57, BTWN CTH F & Pheasant Valley Rd	Short Duration	8,600	2005
				9,100 (FINAL)	7/29/2024
				9,400	2021
				9,400	2017
				7,300	2014
				9,000	2011
				8,800	2008
				8,500	2005

Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data: <https://wisconsin.gov/pages/projects/data-plan/traf-counts/default.aspx>

Map 5.3: WisDOT Traffic Counts TCMaP



Source: Wisconsin Department of Transportation, Wisconsin Highway Traffic Volume Data: <https://wisconsindot.gov/pages/projects/data-plan/traf-counts/default.aspx>

## Traffic Crashes

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

The crash data are further delineated by non-intersection and intersection crashes and by highway jurisdiction. Single vehicle - non-intersection crashes typically include deer/vehicle crashes, vehicles leaving the road hitting fixed objects such as sign post, utility poles, culverts and sliding into a ditch, while multi-vehicle/non-intersection crashes typically result from a vehicle traveling on the roadway and striking another vehicle that is stopped or slowing, entering or exiting the roadway at a private property access. Intersection accidents are typically characterized by angle crashes, rear-end accidents and head-on crashes within the of a particular intersection. Intersection accidents often may be indicators of a problem with the sight triangle at the intersection (visibility), location of and visibility of signs, and/or the geometric configuration of the roadway itself.

## Driveway Permits

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

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

The Town of Lyndon adopted a Driveway Ordinance in 2003, amended in 2021. Permits are required for new driveways located on Town roads, and improvements to all existing driveways.

## Speed Limit Controls

Local units of government can change speed limits for their roads under authority and guidelines in the Wisconsin Statutes. Local officials play a key role in setting speed limits. They must balance the competing concerns and the opinions of a diverse range of interest including drivers (who tend to choose speeds that seem reasonable for conditions) and land owners or residents (who frequently prefer and request lower speed limits than those posted), law enforcement agencies with statutory requirements, and engineering study recommendations.

## Internal Traffic Circulation System

The internal traffic circulation system for the Town of Lyndon consists of a grid network of local roads serving agricultural and scattered rural residential land access needs. The local road system is complemented by the state highway system and a network of well-spaced county trunk highways, which although serving limited land access, primarily serves the purpose of providing through county traffic.

## Applicable Transportation Plans and Programs

This section documents the applicable local, county, regional, and state transportation plans that contain projects that may impact the Town's transportation infrastructure.

### *Local, County, and Regional Transportation Plans:*

Since 2005, with the assistance of the Sheboygan County Non-Motorized Transportation Pilot Program (NOMO), the county has been able to promote bicycling, walking, and other modes of active transportation throughout Sheboygan County.

Refer to the *Sheboygan County Comprehensive Bicycle and Pedestrian Plan* for more information on countywide efforts that include the Town of Lyndon.

### *State Transportation Plans:*

Connect 2050, Wisconsin's Statewide Long-Range Transportation Plan (2022) – Connect, 2050

is Wisconsin's existing statewide transportation plan. It describes Wisconsin's multi-modal transportation system and documents policies and actions to maintain, improve, and strengthen the overall system.

Wisconsin State Freight Plan (2023) – The State Freight Plan is a long-range multimodal plan that addresses the state's freight transportation needs and provides a vision for WisDOT's freight program.

WisDOT 6-year Highway Improvement Program – This highway improvement program covers the 11,750-mile state highway system which is administered and maintained by WisDOT.

Wisconsin Pedestrian Policy Plan (2020) – This plan includes a vision and plan of action to encourage pedestrian travel.

Wisconsin Bicycle Transportation Plan (2020) – Wisconsin's existing bicycle plan includes a vision and a plan of action to increase bicycling and to reduce crashes involving bicyclists and motor vehicles.

Wisconsin Active Transportation Plan 2050 (in progress) – WisDOT is updating its Wisconsin Bicycle Transportation Plan and Wisconsin Pedestrian Policy Plan and combining them into the Wisconsin Active Transportation Plan 2050. The plan will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking. This plan will evaluate the state's active transportation opportunities and needs, resulting in policies and actions that will align with and further Connect 2050.

## Transportation Recommendations

### Road Improvements

In order to improve traffic safety and to maintain the efficiency of the arterial and major collector system comprised of STH 57, STH 28, and major county highway connectors, the Town should continue to direct and promote development that minimizes, as much as is possible, direct access to these county highways. This can be achieved by requiring adequately spaced driveways, by requiring frontage roads that access numerous properties or driveway accesses that can serve more than one property.

## Employ Adequate Design Standards

Wisconsin State Statute 86.26 addresses the design standards for newly constructed roads; and, Wisconsin Administrative Code Trans 204 addresses improvements (that are designed to last ten years or longer) to existing Town roads. Town roads using state and federal funds must adhere to the Field Design Manual which coincides with the Statutes.

New highways and roads, in the optimum setting, should be designed for their projected and desired use. Design standards should be applied to all new construction and, where possible, existing roads which are to undergo major repair and reconstruction shall undergo this work according to the standards set forth in this plan.

In examining the design of Town roads, the “road-scape” of these facilities also should be considered as well. The “road-scape” includes the area adjacent to the road and within the established right-of-way or the ditch that serves as a vegetative buffer between the road and the adjacent lots, a location for traffic signs and for utility lines.

## Apply Traffic Considerations

Traffic considerations which the Town should take into account when planning for future development may include the following:

1. Adequate vehicular and pedestrian access should be provided to all parcels of land.
2. Local road systems should be designed to minimize through traffic movement.
3. The road pattern should minimize excessive travel.
4. A simple and comprehensible system of road names and house numbering should be provided.
5. Traffic generators located within new subdivisions (such as schools, churches, and parks) should be considered in the local circulation pattern.
6. The planning and construction of local residential roads should clearly indicate their function.
7. The local roads should be designed for a relatively uniform and low volume of traffic.
8. Local roads should be designed to discourage excessive speeds.
9. Intersections should be minimized.
10. A minimal but adequate amount of space should be devoted to road uses.
11. Roads are a function of land use, and therefore should not unduly hinder the development of land.
12. Pedestrian and bicycle paths should be separated from vehicle paths where possible.

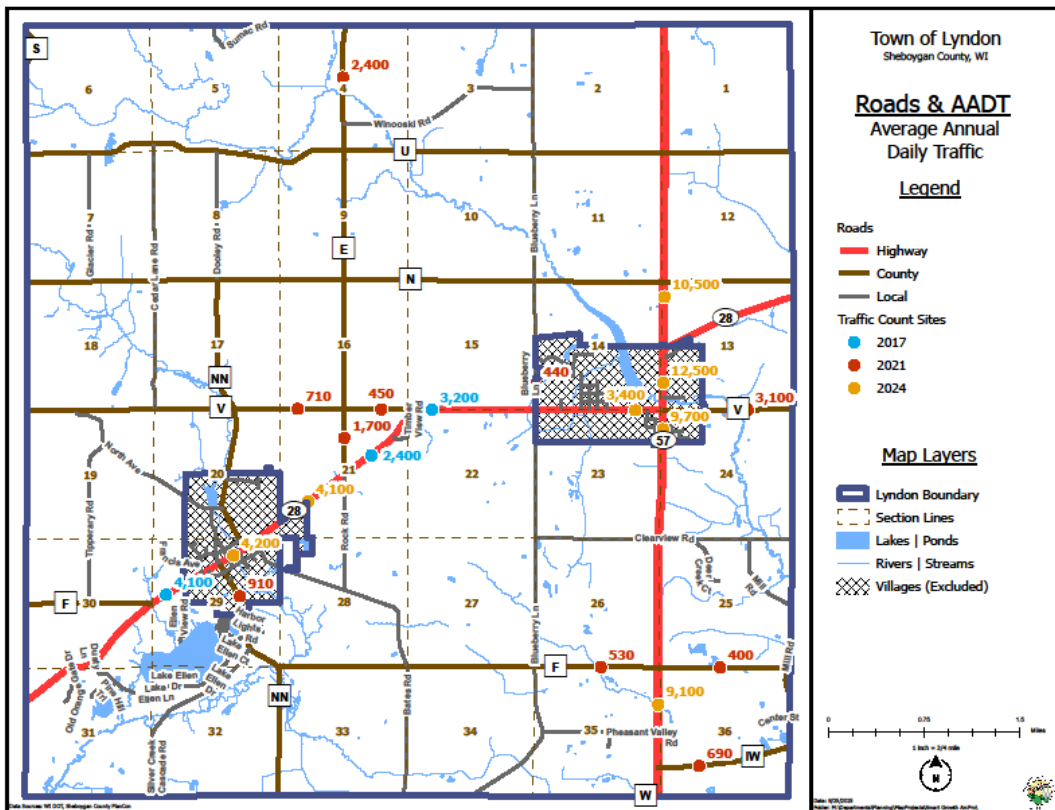
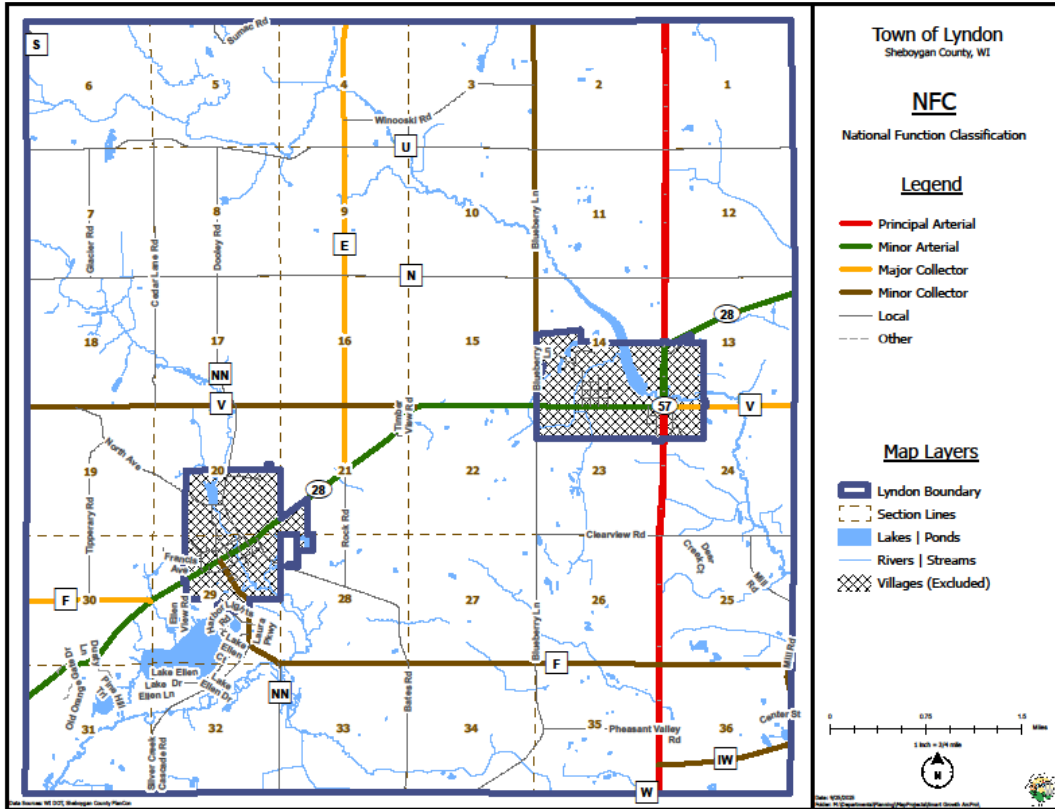
## Initiate A Pavement Management Program

Town roads are rehabilitated, repaired, and maintained with funds provided by the State's Local Roads Program (LRP). This program provides each local unit of government in the state with

financial support derived from state taxes on gasoline and other transportation/vehicle related surcharges for local road maintenance and repair.

It is recommended that a "pavement management" program be developed and utilized by the Town. The program provides a detailed inventory and description of all roads within the Town, provides a detailed surface condition survey of those roads, defines the goals and objectives of the Town with respect to its road maintenance and repair, and establishes a long-term maintenance schedule which would prioritize the road maintenance and repair needs.

A pavement management program is simply a Capital Improvement Program geared specifically to the Town's roads. The pavement management program provides the Town with a detailed, defensible document, which will assist elected and appointed officials in making informed decisions regarding road maintenance and repair.



# Chapter 6 – UTILITY AND COMMUNITY FACILITIES

## Introduction

Utilities and community facilities are important components to promoting a healthy, safe environment for individuals to live, work, and recreate. The level of services ranging from emergency services to healthcare, to educational opportunities are all contributing factors to the attractiveness of a community and surrounding area.

This element inventories the location, use, and capacity of the existing utilities and community facilities that serve the Town of Lyndon. The existing conditions of these facilities are evaluated to determine deficiencies and ensure their adequacy to meet the Town's present and future development needs.

## Boards and Committees Inventory

### Lyndon Town Board

The Lyndon Town Board consists of the Town Chairperson and four Supervisors, along with the Clerk/Treasurer and Deputy Clerk. The Town Board works for the benefit of the public, recognizing that public interests must be their prime concern.

### Town of Lyndon Plan Commission

Lyndon has a five-member Plan Commission to adopt, review, amend, and implement the comprehensive plan for the Town. The Town Board should refer all matters pertaining to planning to the Plan Commission for their review, analysis, comment, and input prior to making a decision. After a Plan Commission recommendation, the Town Board will base its decisions in light of the information contained within this comprehensive plan to ensure consistency and compliance.

In addition to the Town Board and Plan Commission, the Town has the Board of Appeals to assist in the future planning and implementation of Town goals.

## Utilities Inventory Analysis-Location, Use and Capacity

### Electric Service

The majority of the Town of Lyndon is within the electrical utility service territory of We Energies (We). In addition, a portion of the northwestern corner of the Town is served by Plymouth Utilities. The electrical service to the Town is thought to be adequate at this time for planning purposes.

## Energy

Renewable energy is from sources that may be maintained in a constant supply over time including water, solar, wind, biomass, and geothermal energy. The Town acknowledges residents and businesses may explore renewable energy sources when feasible. A Solar Suitability Map at the end of this chapter illustrates the most suitable locations for solar devices in the Town of Lyndon based on criteria from the Town, Sheboygan County, UW-Madison, etc.

## Natural Gas

Residents of the Town living in the Lake Ellen area are provided with natural gas by We Energies and Wisconsin Public Service (WPS). The remaining Town residents do not receive natural gas service. A natural gas line does travel through the Town of Lyndon to service the incorporated municipalities.

## Water System

The Town of Lyndon does not have a public water system. Residents within the Town have individual wells that are owned and maintained by the individual property owners. Currently, the Town has no plans to develop a public water system. Protecting its aquifer for future use is one of the great concerns of the Town. At the time of this plan, the capacity of the aquifer is thought to be adequate for the immediate needs of the Town, along with its projected growth forecasts.

## Sanitary Sewer Service

The Town of Lyndon currently has a sanitary district located around Lake Ellen. The sanitary district, serving the lakeshore residents, pumps the waste into the sewer system of the Village of Cascade. The district uses a series of settling ponds to process the sewage. Also, a small portion of the Hingham Sanitary District is located in the southeastern portion of the Town. The remainder of the property owners within the Town are responsible for owning and maintaining individual septic systems, mounds, and holding tanks. Special attention needs to be given to Wisconsin Administrative Code SPS 383 which will help make lands accessible to developments that are currently unsuitable for conventional systems.

## Storm Sewer System

The Town of Lyndon allows stormwater to drain through a series of ditches and culverts along its road system. There are no curb and guttered areas within the Town. There are no plans to add a storm sewer system to the Town since there are no reported drainage problems.

## Solid Waste & Recycling Facilities

Town of Lyndon residents may utilize individual contractors for waste disposal. A drop-off site, located in the Village of Waldo and the Town of Sherman, is also available to dispose of solid waste. The waste is then transported to the Sheboygan Transfer Station.

Town of Lyndon residents may use the recycling drop-off site located in the Village of Waldo and the Town of Sherman to dispose of recyclables. Recyclables that are collected include: glass, plastic, aluminum, newspaper, appliances, scrap metal, etc.

Both of the services are adequate for the Town, and contracting with private groups is most likely to continue as the most efficient and effective way to continue these types of services.

## Telecommunication Facilities

Broadband, telephone/cellular, and television services in the town are available from several providers.

## Community Facilities Inventory and Assessment Location, Use and Capacity

### Municipal Buildings

The Kris Hughes Memorial Town Hall is located at W6081 CTH N in the northwestern portion of the Town of Lyndon. The Town Hall consists of a meeting room, bathrooms, Clerk's office, mechanical and janitorial rooms, and a storage/file room. The structure was built in 2007. The meeting room is utilized for elections, Town Board, Plan Commission meetings, etc. The Town Hall is handicapped-accessible with same-level flooring and automatic front doors, parking and filing spaces. The parking lot is considered adequate for large meetings. As a service to the community, the Town hall has a storm shelter and a generator in case of power outages.

### Road and Other Maintenance

The Lyndon DPW Shed, located on CTH F, east of the village of Cascade, provides maintenance to the Town roads. The Town purchased the property in 2019, and owns a variety of equipment in order to maintain road shoulders, repairing deteriorating roads, grading, snow and ice removal, etc. Maintenance for Lyndon's County highways is provided by the Sheboygan County Highway Department or by private contractors through a bidding process. Other community facilities located within the Town (parks, boat launches, etc.) are also maintained by the Town of Lyndon or by the WDNR. The current maintenance system is deemed adequate for the Town, with equipment upgrades expected throughout the 20-year planning period.

## Postal Services

Postal services for Lyndon residents are primarily provided by the U.S. Post Offices located within the Villages of Waldo and Cascade. The Waldo facility is located at 829 Second Street, while the Cascade building can be found at 205 Lake Street. Both facilities are ADA accessible. Parking as well as services are deemed adequate at the Waldo facility, however there is a lack of overall building space and parking spaces at the Cascade location.

In addition, several Town residents are provided postal services through the Post Offices located in the City of Plymouth and the villages of Adell and Hingham.

## Cemeteries

Currently there are three cemeteries within the Town of Lyndon. The Lyndon Cemetery is located on the corner of STH 57 and CTH F; the Evergreen Cemetery is located on CTH U, just east of STH 57; and the Winooski Cemetery is located on CTH U, just west of CTH E. All three cemeteries are considered adequate and have no future plans regarding improvements.

In addition, the neighboring Villages of Waldo and Cascade contain several cemeteries for potential use. Waldo has one cemetery located on the corner of STH 28 and STH 57, while Cascade has two cemeteries; one located at St Mary Church on STH 28, and the other is located at St. Paul Church on North Avenue.

## Law Enforcement

The Town of Lyndon does not have its own police department. The Town of Lyndon has a contract with the Village of Cascade that the Village shall provide law enforcement services to the Town for the exercise of the police powers of the Town of Lyndon. This service is a part time service. The Sheboygan County Sheriff's Department located in the City of Sheboygan also provides protective services; however, the Town does not contract with them.

The Town is served by the 911 system which rings through to the Sheboygan County Sheriff's Department, routed through the Telecommunicators and relayed to emergency services. The police protection for the Town is considered adequate and the Sheriff's Department has no improvements planned for the near future.

## Fire Protection

The Town of Lyndon has a mutual aid agreement with the Waldo and Cascade Fire Departments for fire protection. The Cascade Department covers the western half of the Town, while the Waldo Department provides service to the eastern half of the Town. Both departments are volunteer services and utilize a series of Pumper and Tanker trucks, in addition to heavy rescue and other

specialized equipment to fight fires. Cascade and Waldo also have a mutual aid agreement with each other for assistance.

The Town is served by the 911 system which is routed through the County Telecommunicators and relayed to emergency services. Telecommunicators set off tones to activate paging systems for all of the volunteer fire service in the county.

Neither fire department has improvement plans for the near future. The present fire protection is considered adequate for Lyndon; however, the Town should continue to monitor its agreements to ensure that the best services for its residents are being provided.

### Insurance Service Office (ISO) Grading

The adequacy of fire protection within the Town is evaluated by the Insurance Service Office (ISO) through the use of the Grading Schedule for Municipal Fire Protection. The schedule provides criteria to be used by insurance grading engineers in classifying the fire defenses and physical conditions of municipalities. Gradings obtained under the schedule are used throughout the United States in establishing base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that should be provided, it generally contains serious deficiencies found, and over the years has been accepted as a guide by many municipal officials in planning improvements to their firefighting services.

The grading is obtained by ISO by its Municipal Survey Office based upon their analysis of several components of fire protection including:

- Fire department equipment;
- Alarm systems;
- Water supply system;
- Fire prevention programs;
- Building construction;
- Distance of potential hazard areas from a fire station.

In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of one to ten, with one representing the best protection and ten representing an unprotected community. The Town of Lyndon is currently rated a 6/10 by the ISO, which is common for rural Towns which do not have their own Fire Departments but contract this service out.

### Rescue Services

Rescue service/ambulance service is provided to the Town of Lyndon by the Plymouth Ambulance Service and the Cascade and Adell First Responders.

The Orange Cross Ambulance Service is located on South Milwaukee Street in the City of Plymouth, and serves all of Sheboygan County.

The Town is served by the 911 system which is routed through the county Telecommunicators and relayed to emergency services. Telecommunicators set off tones to activate paging systems for all of the first responder units in the county.

The Town has adequate rescue/ambulance protection through agreements. Although this service is adequate for the Town today and within the near future, Lyndon should continue to monitor its agreements to ensure that the best services for its residents are being provided.

### Sheboygan County Emergency Management Director

The County Emergency Management Director position is categorized in four phases and identified to manage an effective emergency management plan that will be used to (1) mitigate against, (2) plan for, (3) respond to and (4) recover from disaster. To do this, the development and promulgation of emergency management plans consistent with the State plan is necessary. Assistance with local municipalities in the development of municipal emergency management plans is also required to create a complete emergency management cycle within County boundaries. Throughout each of the emergency management phases, it is the responsibility of the Emergency Management Director to build the necessary relationships and to carry out the appropriate communications with local, State and Federal officials and agencies.

Additional responsibilities include management and oversight of:

- Sheboygan County Emergency Planning and Community Right-To-Know (EPCRA) program - work with public and private industry on their roles and responsibilities with emergency planning and community right to know.
- Sheboygan County Hazardous Materials Team - work with and advise the 18 member, professionally trained members from various fire departments in the County who respond to chemical/biological incidents.
- Sheboygan County Emergency Medical Services program - work with county first responder groups, ambulance services and hospitals to ensure that quality emergency medical care is provided to the residents of our County.

### Library

The Town of Lyndon does not have a library located within its borders, yet the Town residents are well served through member libraries of the Eastern Shores Library System covering Sheboygan and Ozaukee Counties. The Sheboygan facilities nearest to the Town of Lyndon include the

Plymouth Public Library, Lakeview Community Library located in Random Lake, Elkhart Lake Public Library and Sheboygan Falls Memorial Library.

The Eastern Shores Library System also provides a Bookmobile service to Sheboygan and Ozaukee counties. The vehicle makes scheduled stops throughout both counties (including the villages of Waldo and Cascade) various times throughout the year.

## Education

The Town of Lyndon is located within four School Districts; Plymouth, Sheboygan Falls, Random Lake and Oostburg.

## Childcare Facilities

As with many rural areas, the Town of Lyndon does not contain any licensed public childcare facilities. Town residents possibly utilize private childcare facilities which may or may not be certified, or use childcare facilities located in adjacent communities.

## Health Care Facilities

There are no existing hospital facilities within the Town of Lyndon, thus Town residents need to travel to hospitals, medical facilities/clinics located in the surrounding communities.

Located in or near the City of Plymouth is Aurora Health Center, W2600 Kiley Way, Prevea Plymouth Health Center, 825 Walton Drive, and Froedtert Plymouth Clinic, 2631 Eastern Avenue. Located in or near the City of Sheboygan is Aurora Medical Center Sheboygan County, 3400 Union Avenue, and HSHS St. Nicholas Hospital, 3100 Superior Avenue, among many clinics and health centers.

## Outdoor Recreation Inventory

### Community Owned Sites

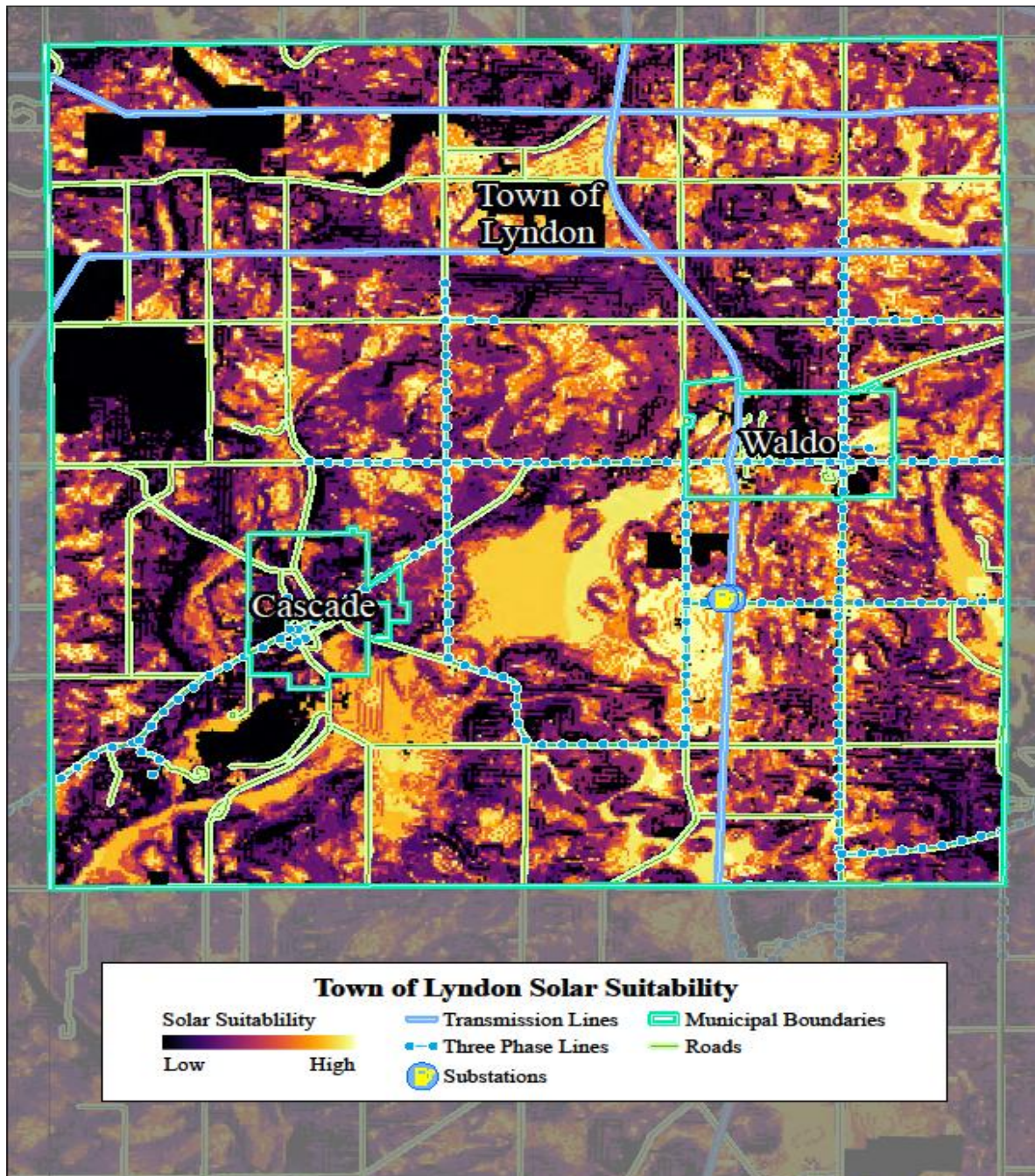
The Town of Lyndon currently does not maintain any public parks or recreational sites.

### State Owned Sites Wisconsin DNR Sites

Currently the WDNR owns several lands within the Town of Lyndon that are possibilities for recreational activities. These areas include lands adjacent to the Onion River, Nichols Creek, Mill Creek and Ben Nutt Creek in the northwestern portion of the Town. Other areas owned by the DNR include a boat launch on Lake Ellen and an area located along Blueberry Lane, just south of the Village of Waldo.

## Other

The Waldo Village Park and the Cascade Memorial Park each provide recreational use to Lyndon residents.



Most of the layers in this map come from public data repositories from various state and federal agencies. The exceptions are the solar Suitability and Three Phase Line layers. The Three Phase Line layer was created by the Sheboygan County GIS Department. The Solar Suitability layer is based on a technical report that was commissioned by US-Madison Office of Sustainability to support a student research project that can be found on the Center for Land Use Education website. The solar suitability map findings are intended to be a starting point to inform decision-makers about solar.

## Chapter 7- INTERGOVERNMENTAL COOPERATION

### Introduction

The Town of Lyndon's relationship with the neighboring communities, Sheboygan County, the Bay-Lake Regional Planning Commission, surrounding School Districts, and the state and the federal government can impact Town residents in terms of taxation, planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help the Town address these situations in a productive manner.

### Existing Activities and Plans

#### Adjacent Governmental Units

The Town of Lyndon shares its borders with the Villages of Waldo and Cascade, and the surrounding Towns of Mitchell, Plymouth, Lima, Sherman, Greenbush, Sheboygan Falls, Holland, and Scott. In addition to the Villages of Waldo and Cascade being within the Town's boundary, the Town of Lyndon also has several incorporated municipalities within 1.5 miles of its boundaries, therefore the borders currently making up the Town may change throughout the planning period.

Overall, the Town has a good working relationship with neighboring communities. The surrounding Towns, along with the Town of Lyndon, work to preserve farmlands and the rural character of the area by monitoring future land uses near borders.

With the City of Plymouth located to the north of the Town, the Town may experience boundary changes from time to time due to annexations. As a result, boundary disputes are possible.

#### School Districts

The Town of Lyndon is located within the School Districts of Plymouth, Sheboygan Falls, Random Lake and Oostburg. The Town of Lyndon's relationship with the school districts is best described as limited. The School Districts tend to operate rather independently and interaction with the Town tends to be minimal.

#### County

The Town of Lyndon is located in Sheboygan County and therefore the county has some jurisdiction within the Town. The Town does maintain its own zoning; however, it is under the county's Sanitary Ordinance, Subdivision Ordinance, Shoreland-Floodplain Ordinance, etc. The Town and county should maintain open communication with each other in order to build a good

working relationship of both general agreement and respect. Whenever the county is conducting planning efforts, the Town has an opportunity to make its land use preferences known as well as well as being included within the county's plan by being participating.

## Region

The Town of Lyndon is located in Sheboygan County, which is located in the northeast region of the State of Wisconsin. Sheboygan County is a member of the Bay-Lake Regional Planning Commission (BLRPC) which is the regional entity that the Town is involved with. The BLRPC has a number of programs and plans in place covering natural resources, population projections, community plans, transportation plans, bike plans, etc. The relationship with the BLRPC is one that has focused upon planning (prepared the Town's comprehensive plan) and education on planning.

## State

The Town's relationship with the State of Wisconsin is one which deals mainly with issues related to transportation (WisDOT) and natural resources (WDNR). Relationships in the past with these two agencies have been good.

## Inventory of Plans and Agreements Under S. 66.0307, S. 66.0301 OR S. 66.0309 AND 66.0313

### Cooperative Boundary Plan

Currently, the Town of Lyndon has not entered into a formal boundary agreement with any municipality. State Statutes 66.0307 and 66.0301 allow municipalities to enter into agreements regarding the location of municipal boundaries. The Cooperative Boundary Plan is any combination of cities, villages, and Towns that may determine the boundary lines between themselves under a cooperative plan approved by the DOA. The cooperative plan must be made with the general purpose of guiding and accomplishing a coordinated, adjusted, and harmonious development of the territory covered by the plan which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or general welfare. Cooperative boundary plans cover at least a 10-year period. Additionally, Cooperative boundary agreements are a tool that could also be used for service sharing between local units of government.

### Annexation

Wisconsin Statute 66.021 provides for a means to annex lands. Annexation is the transfer of one or more tax parcels from a Town to a city or village. Consent of property owners is but one of the procedures in annexation. A Town is not authorized these powers and thus may not annex lands.

## Extra-Territorial Subdivision Regulation

State Statutes allow an incorporated village or city to extend extra-territorial plat review over surrounding unincorporated areas. This helps cities or villages protect land uses near its boundaries from conflicting uses outside its limits. The extra-territorial area extends for 1.5 miles for villages and cities under 10,000 people, and three miles for cities over 10,000 people. The City of Plymouth's planning area extends into the Town from the north and the Villages of Waldo, Cascade and Adell's planning area extends into the Town from the south. All of these municipalities have a population under 10,000; therefore, their planning areas extend 1.5 miles from their municipal boundaries.

## Extra-Territorial Zoning

State Statutes allow an incorporated village or city to extend extra-territorial zoning over surrounding unincorporated areas. The extra-territorial area for the City of Plymouth, and the villages of Adell, Waldo and Cascade extend 1.5 miles into the Town. However, extra-territorial zoning requires a joint effort between the Town and the city or villages to develop a plan for the area to be zoned. The extra-territorial zoning is then established according to the developed plan.

## Collective Decision-Making

The following is a list of services or efforts recommending, or potentially requiring, collaboration/collective decision-making between the Town of Lyndon and other jurisdictions.

1. Road maintenance on shared roads.
2. Inconsistency with Town regulations and controls.
3. Consistency in future use and management of shared environmental corridors/features.
4. Communications with adjacent communities and property owners on land use decisions.
5. Inconsistencies with shared services (e.g. policing).
6. Adequacies of community facilities (e.g. Town Halls).
7. Cost of fire protection and other shared services.
8. Working with Sheboygan County on future county road improvements.
9. Improved cooperation with implementation strategies.
10. WDNR ownership of land.
11. Locations of future economic development.
12. Shared recreational facilities.

## Chapter 8 – CURRENT & FUTURE LAND USE

### Introduction

Present land use and trends and future land use needs, along with a basic strategy and physical plan to guide the location, density, and intensity of land use development, are contained within this chapter.

### Inventory of Existing Land Use Control

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. The following is a listing of controls used to assist with the implementation the Town’s comprehensive plan.

### Existing Comprehensive Plan

The initial comprehensive plan for the Town of Lyndon was adopted in 2004, amended in 2015, and fully revised in 2026. The Town of Lyndon should also continue to monitor the progress of comprehensive plans of its neighboring communities and Sheboygan County in order to avoid any conflicts in future land use decisions.

### Farmland Preservation Plan

The Sheboygan County Farmland Preservation Plan states as its primary goal, “... to identify the County’s agricultural resources and needs, and to balance them with development demands and community growth.” The plans’ policies seek to discourage random and scattered growth, low-density development, and discontinuity of developing areas which inflate costs of services, etc. Furthermore, the plan also seeks to discourage the mixing of incompatible uses of the land. Refer to the most recent Sheboygan County Farmland Preservation Plan for more information.

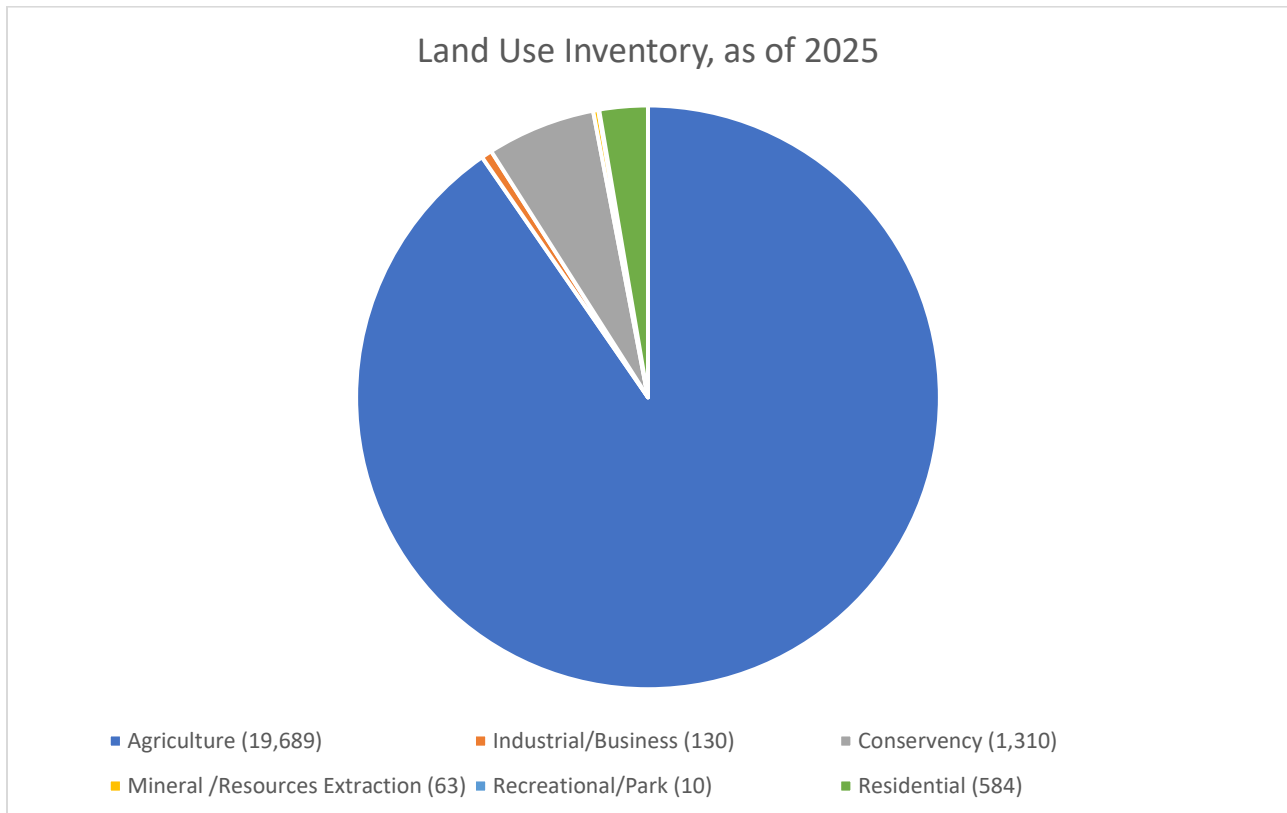
### Plans, Ordinances, and Other Regulations

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)
- Boating Regulations
- Town Cemeteries
- Use of Wind Energy System Regulations
- Driveways & Roadways Ordinance
- Subdivision 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



Source: Sheboygan County Planning Department, 2025

## Future Land Use Plan

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

- The Town of Lyndon background data detailed in chapters 2 through 8 of the Town's 2026 Comprehensive Plan; and
- The Town's goals, objectives, and policies; and
- Results from the Open House, the Town's website information page, 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 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 Villages of Cascade and Waldo, including land around Lake Ellen.

### **Commercial**

Identifies areas recommended for appropriate commercial developments within the Town of Lyndon.

### **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, wetlands, 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 2026 to 2046. 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 Villages of Cascade and Waldo, 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.** 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 is 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. **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.
7. **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.
8. **Cooperation with the Villages of Waldo and Cascade on future developments adjacent to the village boundaries should be maintained.** With future residential developments recommended adjacent to the villages, the potential exists that sewer, water, etc. be provided to these areas. In addition, the City of Plymouth and the Villages of Waldo, Cascade and Adell have extraterritorial plat review boundaries 1.5 miles beyond their municipal limits that extend into the Town of Lyndon. Therefore, cooperative boundary

agreements are encouraged in order to ensure cooperation regarding future development and the provision of services.

9. **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.** 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, 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. 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 effects 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.
- a. physical measurements and topography,
  - b. geology, hydrology and vegetation,
  - c. structure, utility and roadway locations and dimensions,
  - d. effects on neighboring properties,
  - e. economic impacts,
  - f. natural resource impacts,
  - g. 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.

Overall, the Town recommends future residential developments be 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.

### 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.

*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. 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 is controlled by the Town's sign ordinance.** In order to control signage, rather than allowing signs to control the Town's appearance, the Town may need to address regulations.
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. Special consideration should be given to commercial development that may negatively impact the Town's watershed or aquifer.

### 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. 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. Special consideration should be given to light industrial development that may negatively impact the Town's watershed or aquifer.

### 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 towers, 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 should continue to work with Sheboygan County to ensure that private septic systems are monitored and in good working order throughout the Town.**
4. **The Town should cooperate with the Cascade Police Department and the Sheboygan County Sheriff's Department to explore options of maintaining a high level of services.**
5. **The Town should consider applying for grants and other aids to assist the Town in providing needed services.**
6. **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.**

7. **Monitor the placement of solar energy activity in the Town using the “Preferred Siting for Solar Energy Map” at the end of this chapter as a reference.**
8. **Ensure the updating of the Town of Lyndon Zoning Ordinance.** With the adoption of this comprehensive plan, the Town must ensure the Town of Lyndon Zoning Ordinance is consistent with this comprehensive plan. 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 WDNR owns a considerable amount of land within the Town of Lyndon, the Town should cooperate with the WDNR to determine the possibility of utilizing environmental corridors on WDNR lands for future recreational uses. Also, ascertain if the WDNR 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. 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, 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 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. Approval or denial will be based on the criteria set. 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:
  - i. Physical measurements and topography,
  - ii. geology, hydrology and vegetation,
  - iii. structure, utility and roadway locations and dimensions,
  - iv. effects on neighboring properties,
  - v. economic impacts,
  - vi. natural resource impacts,
  - vii. necessary permits from other agencies, etc.
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. 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.
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. **The Town addresses the issue of large-scale farming operations in the 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.** Rarely should the woodlands be developed. 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. **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.
3. **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:*

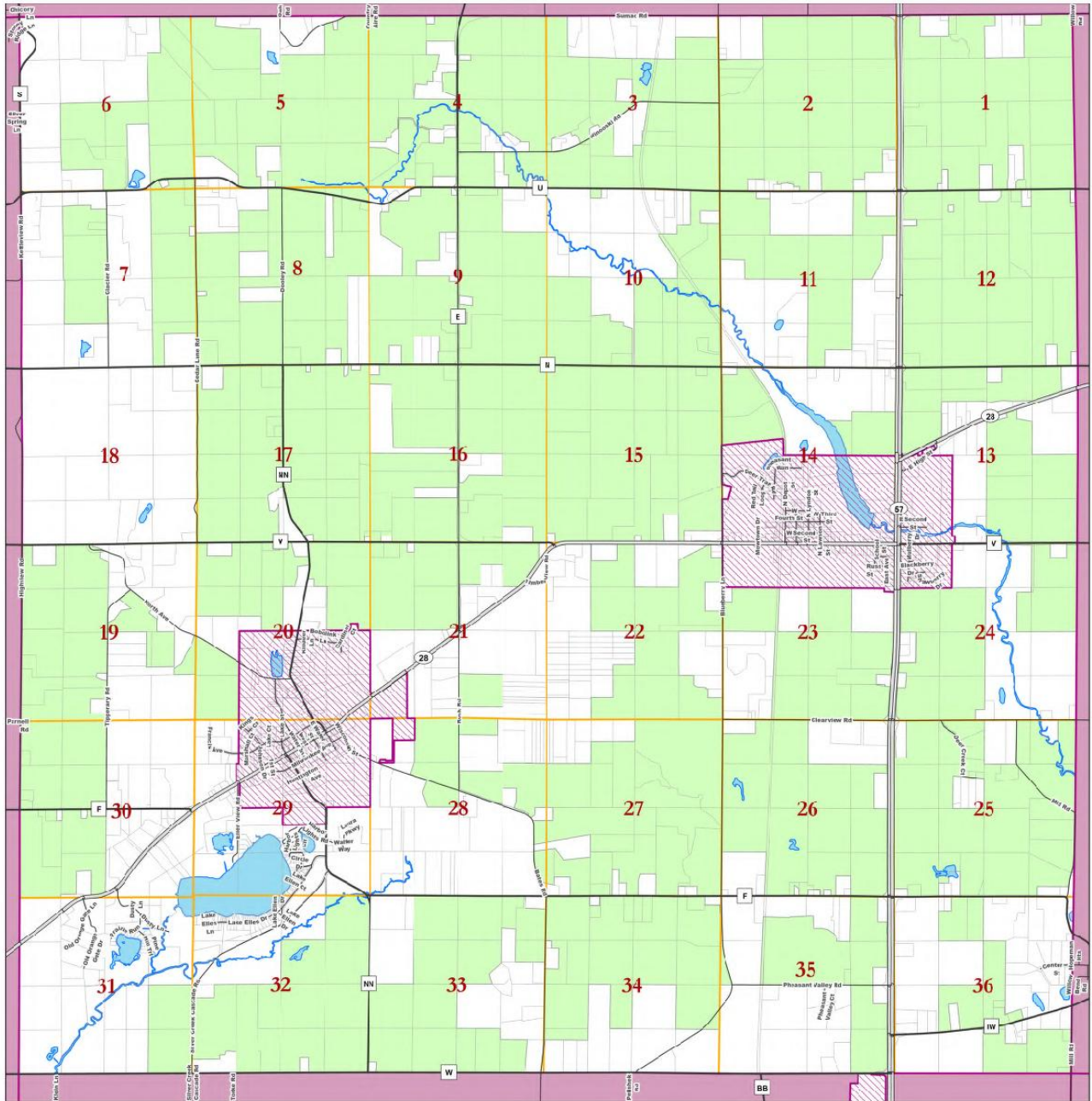
1. **This plan recommends that the natural features within the Town remain in their natural state or be minimally modified for possible recreational uses.** Environmental corridors are represented by four elements including: (1) 100-year floodplains as defined by the Federal Emergency Management Agency (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. **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.
4. **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.
5. **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.

## Future Land Use Plan Map

The Town of Lyndon developed an updated Future Land Use Plan Map which illustrates how the Town recommends developing and preserving its land throughout the 20-year planning period. 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.



**Map 5.5  
Farmland Preservation Plan Map  
Town of Lyndon,  
Sheboygan County, WI**

**- Updated January 16, 2023 -**

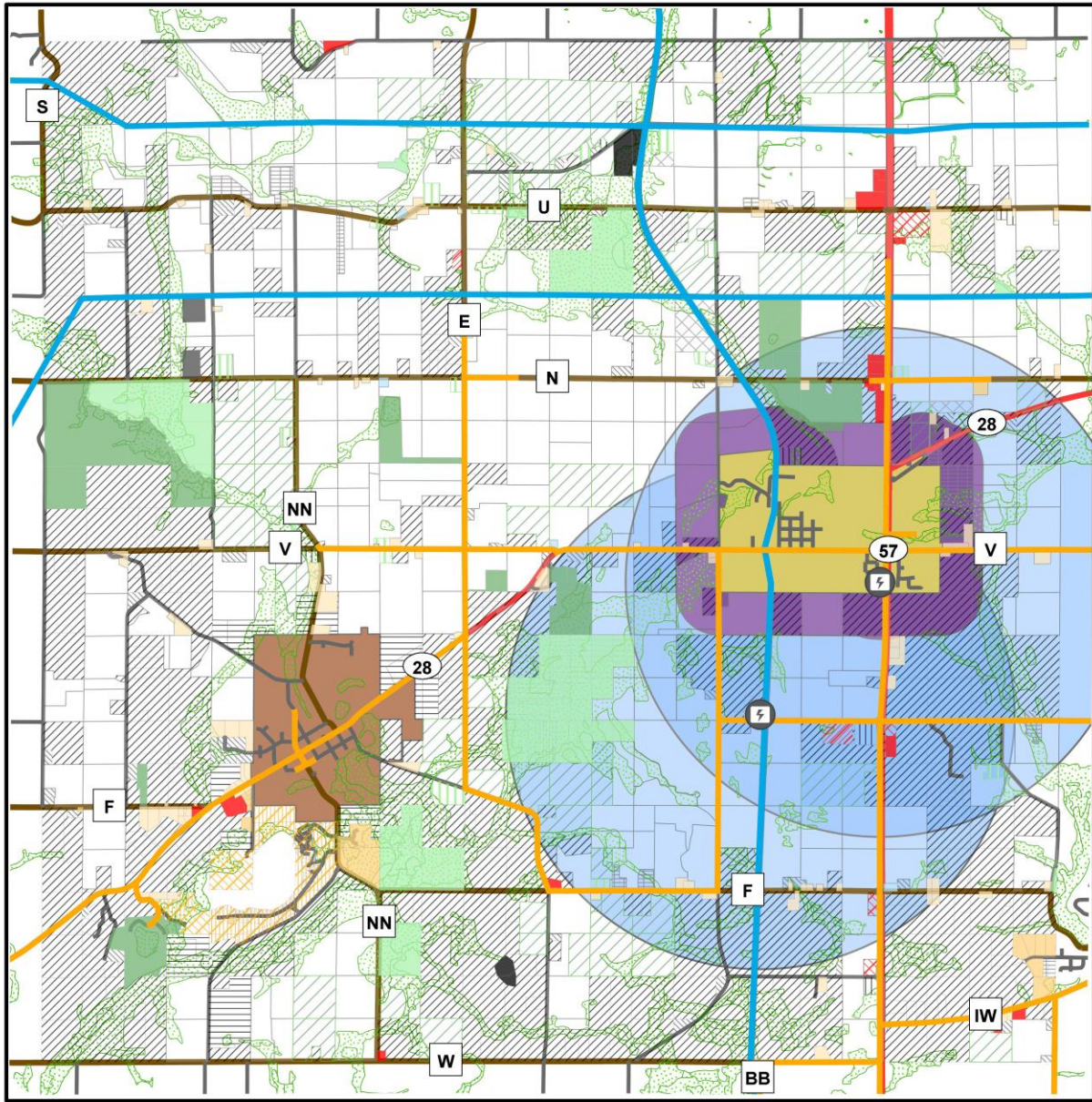
- Parcels Eligible for Farmland Preservation
- Parcels Not Eligible for Farmland Preservation
- State Highway
- County Road
- Local Road
- Township Boundary
- Corporate Limits
- Section Lines
- Major Waterways



If inconsistencies are present between this map and the Town's adopted Smart Growth Future Land Use Plan maps, the farmland Preservation Plan maps shall supersede.



Map Created by: Sheboygan County Planning and Conservation Department



# Preferred Siting for Solar Energy

## Map Layers

- Highways
- County Roads
- Local Roads
- Wetlands
- Village of Cascade
- Village of Waldo
- Substation
- Three Phase Lines
- HIFLD Transmission Lines
- Substation 1 1/2 Mile Buffer
- Waldo 1/4 Mile Buffer

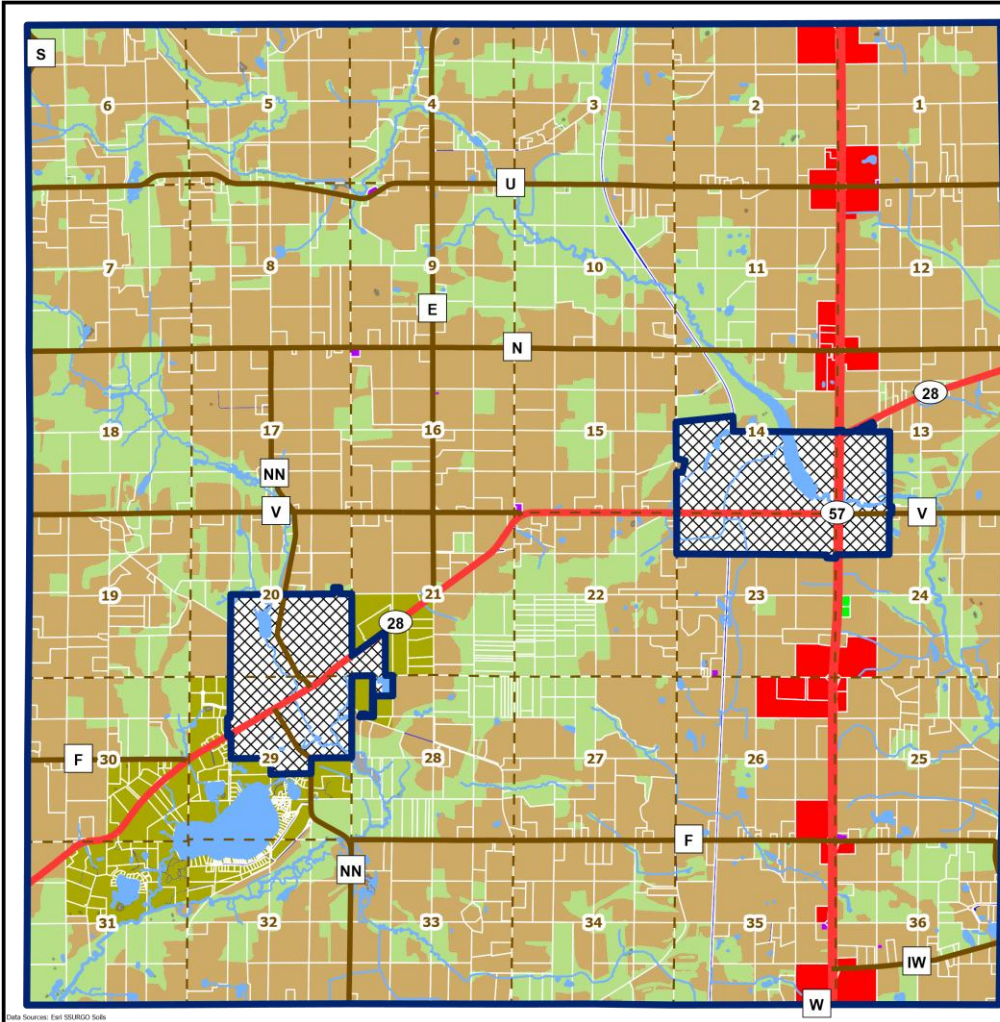
## Zoning

- |       |        |     |     |
|-------|--------|-----|-----|
| A-1   | A-5    | C-1 | R-2 |
| A-PR  | A-6    | C-2 | R-5 |
| A-1-S | A-1-RZ | M-3 | R-6 |
| A-2   | B-1    | M-4 |     |
| A-3   | B-2    | P-1 |     |
| A-4   | B-3    | R-1 |     |



Current Date: 12/2/2025  
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Town of Lyndon  
Sheboygan County, WI

## Future Land Use

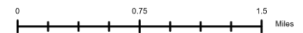
### Legend

#### FLU Categories

- Agricultural
- Commercial
- Governmental/  
Institutional/Utilities
- Parks and Recreation
- Residential
- Transportation
- Woodlands/Open Space
- Water Features

### Map Layers

- Lyndon Boundary
- Section Lines
- Lakes | Ponds
- Rivers | Streams
- Villages (Excluded)
- State Highway
- County Highway



1 inch = 3/4 mile



Date: 1/13/2026  
Folder: \\S:\Department\Planning\MapProjects\Smart Growth Archival

Data Sources: Esri SOURCE Sols