

CHAPTER 8 – LAND USE

INTRODUCTION

The land use portion of this plan is intended to present information on the current (2007) land use within the Town of Russell. A windshield land use survey was completed by Bay-Lake Regional Commission in the summer of 2002, and subsequent field checks and discussions with local officials have attempted to keep this inventory up-to-date.

The input of the Town officials and residents, along with the data, principles, goals, and policies found throughout this plan document, are used to develop projections of future land use demands and assist in guiding the selection of future locations for specific types of land uses. Existing land use controls are also inventoried to assist in the development of the 20-Year Potential Land Use Map.

The plan and map provide direction to residents, the business community, and government officials along with their staff. Specifically, the 20-Year Potential Land Use Map will serve as a practical guide to the Town Plan Commission members and the Town Board in their decision making process.

Due to the statutory requirement that zoning and subdivision decisions must be consistent with the adopted comprehensive plan, and if not the plan must be amended, and due to the often unpredictable nature of the land development, the 20-Year Potential Land Use Map in this chapter identifies potential areas of development rather than only probable areas of development. This strategy is intended to 1) provide as much information for decision making as possible to developers and future residents of the Town, 2) give Town officials flexibility while limiting plan amendments.

INVENTORY OF EXISTING LAND USE CONTROLS

This section lists and briefly describes the state, county, and local land use plans, ordinances, and controls that currently impact the Town of Russell, and which may affect or restrict the way land can be developed.

Existing Comprehensive Plans

Prior to this effort, the Town has not had a comprehensive plan in the past. However, in 1994 and again in 1998 Sheboygan County UW-Extension, in cooperation with the Town, prepared reports containing demographic information, community issues and values, community survey and “consensus mapping” results, and recommendations. These reports have provided some guidance in land use decision making.

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 Plan’s 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. The plan calls for identifying agricultural preservation areas and agricultural transition areas. The

Town of Russell has identified areas for preservation, with a limited amount of farmland being classified as agricultural transition areas. These preservation areas consist of capability class soils I, II, and III soils on lands of which 100 acres or more are contiguous, and which 35 or more are under a single ownership. The agricultural preservation areas classification was established to protect the productive soils from premature development and to allow farmers to take advantage of State income tax credits offered through the Wisconsin Farmland Preservation Program. Transition areas are existing agricultural lands planned or zoned for future expansion of urban or other non-agricultural uses. Typically these are zoned A-3 and are lands which are “holding areas” for future growth. There are no transition areas in the Town of Russell. More information on this can be found in the *County’s Farmland Preservation Plan*.

Town Zoning Ordinances

The Town has had zoning ordinances since 1977, but the most recent Town zoning ordinances were adopted and amended in 1996. Section .04 of the zoning code states, “It is the general intent of this ordinance to:

- Stabilize and protect property values and the tax base
- Recognize the needs of agriculture, forestry, industry, residents, recreation, and business in future growth
- Encourage the appropriate use of land and conservation of natural resources
- Encourage the wise use, conservation, development, and protection of the Town of Russell water, soil, wetland, woodland, and wildlife resources and attain a balance between land uses and the ability of the natural resource base to support and sustain such uses
- Preserve natural growth and cover and promote the natural beauty of the Town of Russell
- Facilitate the adequate provision of public facilities and utilities
- Promote the safety and efficiency of streets, highways, and other transportation systems
- Promote adequate light, air, sanitation, drainage, and open space
- Regulate the use of structures, lands, and waters outside of the shoreland areas
- Regulate lot coverage, population density and distribution, and the location and size of structures outside of shoreland areas
- Prohibit uses or structures incompatible with natural characteristics, existing development or intended development within or adjacent to a zoning district
- Implement those town, county, watershed or regional comprehensive plans or their components adopted by the Town of Russell.”

Refer to the Zoning Ordinances itself for detailed information on the permitted uses and restrictions within each of the zoning districts listed below. See Figure 8.1 for a listing of the zoning districts and Figure 8.2 for mapped locations of the districts.

Figure 8.1: Town of Russell Zoning Districts

A-1 Agricultural Land District	M-1 Mineral Extraction District
A-1/PR Agricultural Parcel Remnants District	P-1 Recreational Park District
A-2 Agricultural Land District	R-1 Single-Family Residence District (Unsewered)
A-3 Agricultural Lane Holding District	R-2 Single-Family Residence District (Sewered)
A-4 Agricultural Related Manufacturing, Warehousing, and Marketing District	R-3 Multiple-Family Resident District (sewered and unsewered)
B-1 Local Business & Industrial District	R-4 Planned Residential Development
C-1 Lowland Conservancy District	R-5 Planned Mobile Home Park Residence District and Homes
C-2 Upland Conservancy District	

County Sanitary Ordinance

Chapter 70 of the Sheboygan County Code contains the Sheboygan County Sanitary Ordinance which promotes the proper siting, design, installation, inspection, management, and maintenance of private sewage systems. The ordinance requires the preparation and approval of sanitary permits for the location, design, construction, alteration, installation, and use of all private sewage and septic systems of residential, commercial, industrial, and governmental uses within unincorporated areas.

Subdivision Ordinance

Chapter 71 of the Sheboygan County Code contains the Sheboygan County land subdivision ordinance. The ordinance regulates the unincorporated areas of Sheboygan County, or where incorporated communities have entered into agreement under sec. 66.30 Wisconsin Statutes, to exercise cooperative authority to approve plats of subdivisions, where the act of division creates five or more parcels from the same “Mother Tract” of land.

The “Mother Tract” of land is defined in the ordinance as, “A parcel of land that is, or at any time in the previous twenty (20) years was, in the same ownership. Contiguous parcels in the same ownership are considered to be one (1) parcel for purposes of this definition, even though the separate parcels may have separate tax identification numbers or were acquired at different times of from different persons.”

The ordinance includes a requirement for dedication of public parks and open space. The amount of land to be provided is based upon an equivalent of one acre per thirty-six dwelling units, with a minimum of one-half acre for undeveloped lots. In the event that the proposed park or open space would be too small, unsuitable or unnecessary for reasons particular to the division or neighborhood in which it is located, the subdivider of a plat or certified survey map can pay a fee of two hundred dollars per dwelling unit in lieu of land dedication.

The regulations contain a Land Suitability clause (71.20) that states “No land shall be divided or subdivided for use which is determined to be unsuitable by the Commission because of flooding or potential flooding, wetlands, soil or rock limitations, inadequate drainage, severe erosion

Legend

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Sheboygan County Planning Department

potential, unfavorable topography, inadequate water supply or sewage disposal capabilities, incompatible surrounding land use, or any other condition likely to be harmful to the health, safety, or welfare of the future residents or users of the area, or likely to be harmful to the community or the County.”

The ordinance also contains design standards for streets, planned unit developments, lots, easements, and storm water drainage that must be complied with, in order for the subdivision to be approved by the Sheboygan County Planning Commission. For a more detailed account of the Sheboygan County Subdivision Ordinance, refer to Chapter 71 of the Sheboygan County Code.

Official Map

An Official Map under Ch 62.23(6), 61.35, 60.10(2)c of state statutes is intended to implement a town, village, or city master plan for streets, highways, parkways, parks and playgrounds, and drainageways. Its basic purpose is to prohibit the construction of buildings or structures and their associated improvements on land that has been designated for current or future public use. At this time, the Town of Russell does not maintain an Official Map.

Extraterritorial Jurisdiction

Wisconsin statutes do not allow towns to invoke extraterritorial jurisdictions. However, extraterritorial jurisdictions can still be a major factor in planning, since a town can be impacted by the jurisdiction of a city or village. In theory, part of the Town of Russell could be under the 1.5 mile extraterritorial zoning and/or extraterritorial platting jurisdiction of Elkhart Lake. Currently, none of these villages’ administer extraterritorial zoning or platting. Elkhart Lake may begin to consider exercising this in the future.

Highway Access

Highway access restrictions can impact development patterns by making it difficult – or impossible – to site buildings along highways. At this time, neither Sheboygan County nor the Town of Russell has a Controlled Access Ordinance – nor do they plan to adopt one. The State has an access control ordinance along state highways which is known as Trans 233. Trans 233 is part of the Wisconsin Administrative Code and defines requirements that must be met when subdividing lands abutting the state highway system. WisDOT is responsible for enforcing Trans 233 to preserve traffic flow, enhance public safety, and ensure proper highway setbacks and stormwater drainage. Russell does not have any state highways within its boundaries, so Trans 233 is not invoked.

County Shoreland-Floodplain Ordinance

Chapter 72 of the Sheboygan County Code contains the Sheboygan County Shoreland-Floodplain Ordinance, which provides for the safe and orderly use of shorelands and promotes the public health, safety and general welfare relative to surface waters, shorelands, flood prone areas, and contiguous wetlands.

The ordinance controls building and regulates land use types within all lands that would be inundated by the regional flood and/or the 500-year flood for certain critical use facilities; and shorelands and wetlands of all navigable waters in the unincorporated areas of Sheboygan County which are: 1,000 feet from the ordinary high water elevation of navigable lakes, ponds,

or flowages; and 300 feet from the ordinary high water elevation, or to the landward side of a floodplain of the navigable reaches of rivers or streams, whichever distance is greater. Development in shoreland areas is generally permitted, but specific design techniques must be considered. Figures 2.11 and 2.12 in Chapter 2 illustrate the shoreland zones and the floodplains in the Town of Russell.

Wetlands

Wetlands also act as natural pollution filters, making many lakes and streams cleaner and drinking water safer. They act as groundwater discharge areas and retain floodwaters. Filling or draining of wetlands is costly, destroys the productive capacity of the ecosystem and can adversely affect surface water quality and drainage. Finally they provide valuable and irreplaceable habitat for many plants and animals.

Because of their importance, there are strict regulations regarding wetlands. Wisconsin Administrative Codes NR 115 and NR 117 fall under the jurisdiction of the WDNR, and mandate that shoreland wetlands be protected in both the rural and urban areas of the State. In the unincorporated areas, NR 115 provides the legislation to protect wetlands of five acres or more that are within the jurisdiction of county shoreland zoning ordinances. Wetlands not in the shoreland zone are protected from development by the federal government and the WDNR through Section 404 of the Clean Water Act, and NR 103, respectively. It should be noted that all wetlands, no matter how small, are subject to WDNR and possibly federal regulations, if they meet the State definition.

Figure 2.12 shows wetlands in the Town of Russell as mapped on the Wisconsin Wetland Inventory.

Historic Preservation

There may be some areas within the Town of Russell where development is either not desired or should be carefully designed due to the special historic character of the location. The Henschel Indian Museum is one such location that might merit careful review before any new development or redevelopment would take place.

Conservation Easements

Also known as land protection agreements, conservation easements are entered into by willing landowners seeking to permanently protect their land from future development. Individual agreements can cover hundreds of acres of land and therefore become a factor in land use planning because they remove land from development consideration in perpetuity. Currently, there are no known conservation easements in the Town.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Town of Russell was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission. This was then updated by the Sheboygan County Planning Department using aerial photo and first hand knowledge of the members of the Lake Country Planning Committee. Figure 8.3 is a table of the land use in 2002 and the current land use for the Town. Figure 8.4 is a map of the current land use.

Figure 8.3: Town of Russell Land Use Amount, 2002 & 2007

Land Use Type	Percentage of Total Land in 2002*	Total Acres	Percentage of Total Land in 2007
Residential	<.5%	60.73	0.39%
Commercial	<.1%	4.52	0.03%
Industrial	<.1%	1.5	0.01%
Transportation	<.5%	69.58	0.45%
Communication/Utilities	<.1%	0.95	0.01%
Institutional/Governmental	<.1%	4.32	0.03%
Outdoor Recreation	--	14.76	0.10%
Agricultural	42%	6459.92	41.84%
Natural Areas	57%	8311.53	53.84%
Water Features	--	510.13	3.30%
Total Lands	100%	15437.94	100%

* In 2002 the natural areas encompass the outdoor recreation and water features. The 2007 analysis breaks these categories down further and in greater detail.

Planning Area

The Town of Russell encompasses approximately 15,437 total acres of land. Of this, approximately 142 acres of the Town is considered developed, leaving 99% of the Town as undeveloped lands. The undeveloped lands consist mainly of woodlands, wetlands, and croplands.

Because this plan is intended to look 20 years into the future, the planning area also includes the lands adjacent to the town. Intergovernmental cooperation will continue to be important as future uses for these lands are potentially considered.

Residential Land

Residential land in the Town accounts for 60.73 acres or 39.7% of the developed land within the Town. The vast majority of this land is single-family residential, most of which is scattered development located throughout the Town. Lot sizes range in size greatly.

Commercial Land

Commercial lands occupy approximately 4.52 acres within the Town, which is under 3% of all developed land. Most of this development is scattered throughout the Town. These lands do not make up a very high percentage of the developed lands within the Town.

Industrial Land

Industrial lands total 1.5 acres, or 1% of the developed land in the Town. These lands include gravel pits and other extractive operations.

Transportation

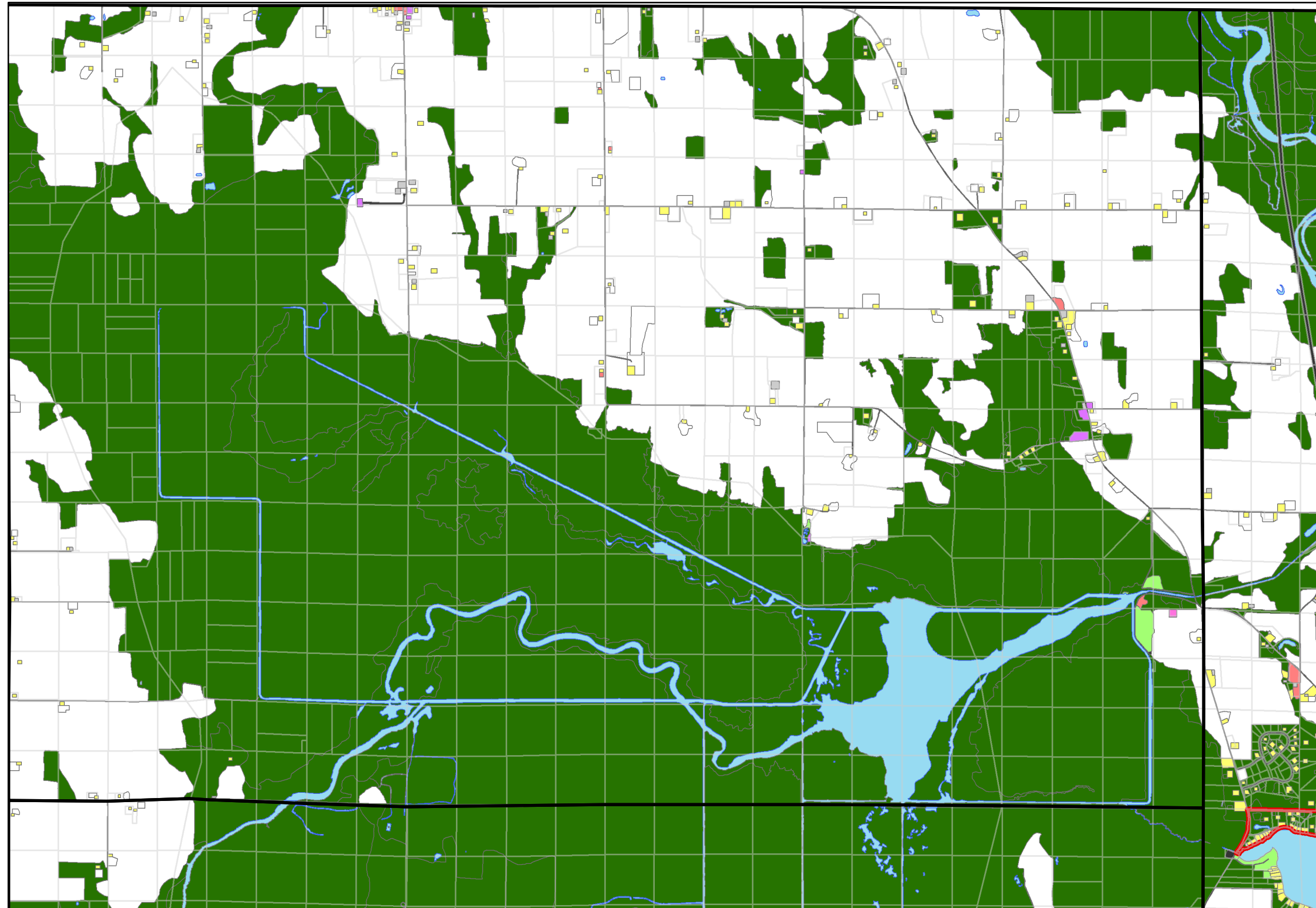
Transportation uses include state and county highways, the local street network, parking facilities, the rail line, etc. Within the Town there are about 70 acres of land used for these purposes. The largest percent of roads in the Town are classified as local or town roads.

Figure 8.4

Current Land Use

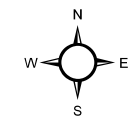
Town of Russell

Sheboygan County, WI



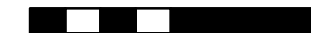
Legend

- Town Limits
- Parcels
- Current Village Limits
- Current Land Use**
- Residential
- Commerical
- Industrial
- Roads & Transportation
- Communitation/Utilities
- Governmental/Institutional
- Parks & Recreation
- Natural Areas, Woodlands, Wetlands, Open Space
- Agricultural
- Water Features
- Land Under Development



1 " equals 3,000 '

2,200 1,100 0 2,200 Feet



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Source: Bay Lake Regional Planning Commission 2002,
Sheboygan County Planning Deartment 2007, &
Town of Russell, 2007

Communication/Utilities

Uses under this category land used for water treatment and storage, natural gas substation, transmission towers, etc are included. Such uses currently take up about .01% of the total lands in the Town. This is very miniscule and that is to be expected.

Institutional/Governmental

Institutional/governmental uses are defined as lands used for public or private facilities for education, health, or assembly, for cemeteries, place of worship, and all government facilities except public utilities or areas of outdoor recreation. Within Russell, this accounts for 4.32 acres or about .03% of all the Town's lands.

Parks and Recreational

About 14.76 acres of the land in the Town is used for parks and recreation. This includes the recreational area at the Sheboygan County Marsh.

Agriculture

Agricultural lands make up the second largest acreage in the Town with 6,459.92 acres, which is over 41% of all the Town's land. Most of this land is described as crop lands and pastures. The number of acres of farmland is decreasing as development occurs on the agricultural land within the Town.

Natural Areas

These types of lands include land primarily in a natural state, such as woodlands, wetlands, grasslands, and open space. Over 53% of all the Town's lands fall into this category. There are 8,311.53 acres of natural areas in the Town, which means almost 55% of all undeveloped land falls into this category.

Water Features

Water features include, lakes, streams, ponds, and other impoundments within the Town. Only the ponds and other water features within the Town are included in this total. These lands account for 3.30% of all the Town's land.

LAND SUPPLY**Amount**

At first glance, with over 99% of the land in the Town of Russell categorized as “undeveloped,” there would appear to be an over-abundance of developable vacant land within the Town. However, in one sense, agriculture is an “industry” and could be considered a type of development, since the land now used for farming has undergone a change from its natural, truly vacant state. A large portion of the undeveloped land is difficult to develop because the land lies in the floodplain or wetlands, even if such activity would be permitted by the WDNR.

The Town discourages residential development in its rural open space areas, primarily due to the potential conflicts with agriculture and the wishes of residents as indicated in past community-wide surveys; nevertheless, in certain situations limited residential development might be allowable. Limited commercial development, manufacturing, and regulated non-metallic mining

are somewhat more compatible with agriculture; the agricultural lands might be available for such uses, if it does not significantly harm the rural character of the Town.

Price

According to the 2000 U.S. Census, the median value of an owner-occupied home in the Town of Russell was \$98,300, compared to an average value for area towns of \$129,200 and a county-wide median home value of \$106,800. Median home values in the Town are lower than all other Lake Country communities and lower than the median home value for Sheboygan County. These lower values may help attract younger residents, who can afford the price.

Demand

The overall residential vacancy rate for the Town of Russell was 6% for owner occupants, with 3% of the vacancy rate being accounted for with seasonal, recreational, and occasional uses. If you subtract the Town's vacancy due to seasonal or occasional uses, the Town's vacancy rate reduces to 3% which is lower than the ideal 5% occupancy rate. This low vacancy rate may mean there is somewhat of a demand for new housing within the Town.

There has not been any significant demand for substantial new tracts of commercial, industrial, or institutional lands.

Redevelopment Opportunities

There are no brownfields or sizeable tracts of land within the Town that need redevelopment. There are, however, scattered parcels and structures that could be improved, converted to other uses, or redeveloped entirely. Any improvement, conversion, or redevelopment that takes place should be done in a way that maintains the rural character of the Town.

LAND USE ISSUES AND CONFLICTS

Some agricultural areas within the Town have been in close proximity to residential areas for several years. There is often little, if any, buffering between such uses. Some conflicts, such as noise and odor, have been occasional issues. These situations continue to be monitored and opportunities for improving awareness and understanding between farmers and non-farmers will be considered, as will possible options for landscaping/buffering.

Currently, there is very little to no commercial development. If there is any future development, there may be an increase in traffic, lighting, and noise in the immediate area and this should be buffered from any residential development.

ANTICIPATED LAND USE TRENDS

It is anticipated that over the next 10 to 20 years the Town of Russell will grow at a slow rate, and that most of the new development will be primarily single-family residential dwellings near St. Anna or scattered throughout the Town. Existing agricultural uses will likely continue to expand through the process of consolidation of smaller operations.

Possible external impacts on local land use are expected to include 1) the overall aging population, which will drive more diverse housing options, 2) the increasing ability due to technological innovations to telecommute or start a home-based business, 3) the desire for

passive recreation options, such as biking and walking trails, and 4) increasing emphasis on renewable energy options.

DEVELOPMENT CONSIDERATIONS

Environmental, Financial, Transportation, and Public Utility Considerations

A significant amount of environmental corridors (i.e., wetlands, floodplain, steep slopes) weave through the Town (see Figure 8.5), and these features have constrained development in the past and will probably continue to do so. In most cases, this is an appropriate constraint.

The Town of Russell's total general obligation debt as of December 31, 2004 was \$0, which was 0% of its full value, and 0% of the \$1,179,905 it could legally borrow. Therefore, the Town has the capacity to borrow for infrastructure for future development projects if it so desires. Further, the Town has no existing TIF obligations, which means this development financing option, though limited for towns, is available if needed.

There is an adequate transportation network of collector and arterial roads already in place within or adjacent to the Town to serve future traffic flows generated from new growth, and the County's subdivision ordinance makes adequate provision for the construction of local roads to serve new development.

No official hydrological study has been performed to determine the inventory, consumption, and ongoing supply of acceptable groundwater in the Town of Russell, but recently it has been brought to the Town's attention that there may be some contamination of residents' wells. A hydrological study may need to be done to determine the extent of this problem. Future development in the St. Anna area may be limited due to water quality.

Soils in most areas of the Town are generally adequate for low density development on mound, conventional, or newer technology on-site waste disposal systems. Any intense or high density development would be better suited to a municipality with a public wastewater treatment facility.

Gas and electrical supply continues to be upgraded by We Energies as necessary and is not considered to be a constraint to further development.

20-YEAR LAND USE PROJECTIONS

This section of the chapter was based on: 1) a consensus map compiled by Sheboygan County following a survey mailed to households in the Town of Russell, 2) citizen opinion survey questions, 3) discussions with the Lake Country Communities and members of the Town, 4) emerging trends, and 5) constraints discussed earlier in the chapter.

Figure 8.6 contains projections for the Town if all the lands identified in the 20-year future land use map is actually "built out," that is, developed in the planning period. While this is unlikely, it is helpful to identify the upper limit of potential development in the Town.

Five Year Incremental Land Use Projections

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

Figure 8.5: Development Constraints

Figure 8.5 Development Constraints Town of Russell

Sheboygan County, WI

Legend

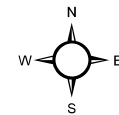
- Publicly Owned Land
- Areas of 12% or greater slope
- DNR Wetlands
- DNR Wetlands < 2 Ac
- Approximate 100 Year Floodplain

Planimetric

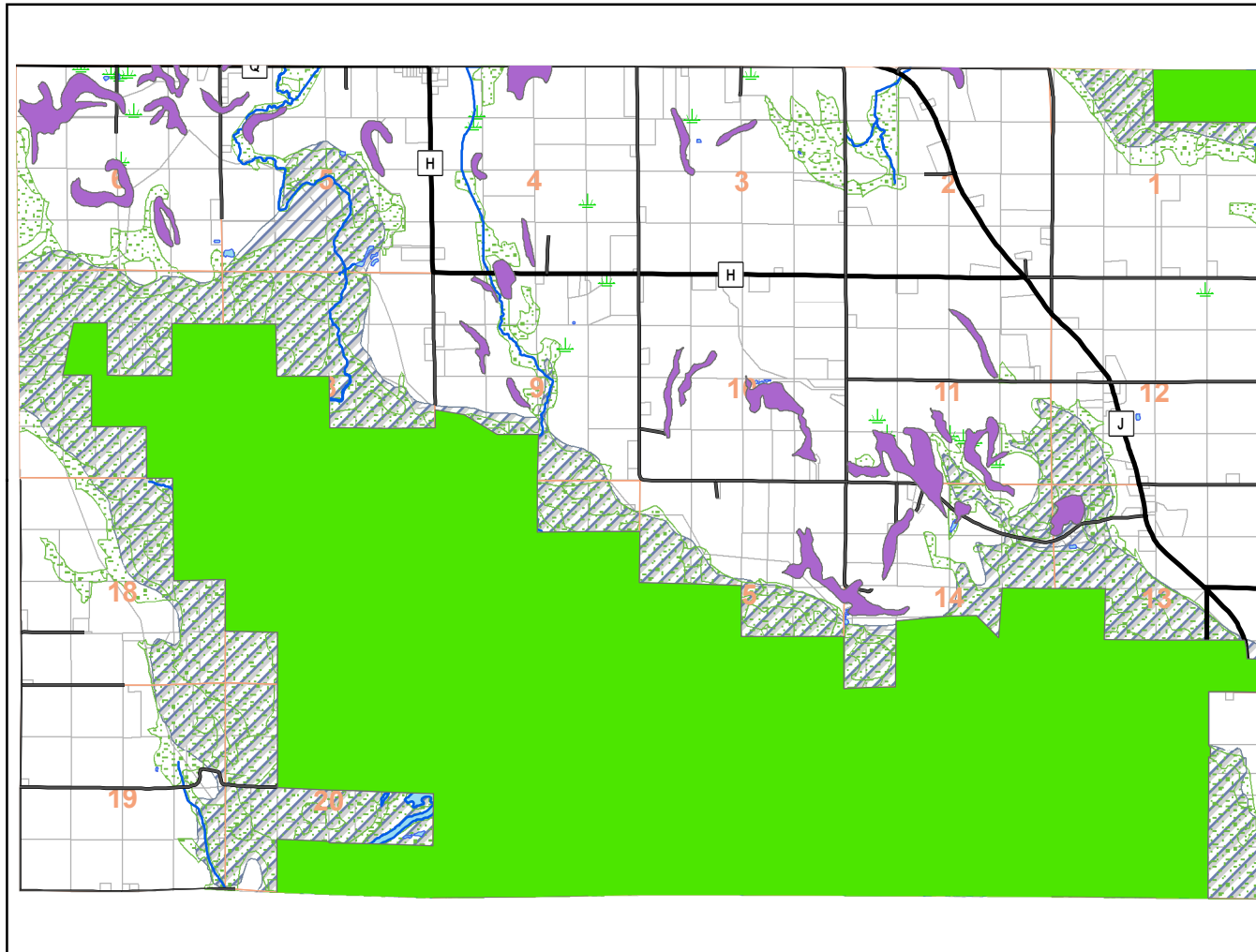
- Bridges
- Dams
- +

+

 Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Parcels



1 " equals 4,600 '



Residential Projections

The method to project the Town's future residential land use acreage used the following:

- the projected housing unit needs presented on page 66 of this document, along with local knowledge and observations of housing development trends
- an average of one-half acre per dwelling unit, which was calculated by taking the current number of acres identified in the Bay-Lake RPC land use inventory as being used for residential purposes and dividing this total by the number of households in the Town.
(Note: the one-half acre per dwelling unit is the amount of land immediately bordering residential structures and accessories. It is not the total amount of land within a given parcel.)

Commercial Projections

Commercial land use projections were calculated by comparing the current ratio of commercial land use acreage to the current ratio of residential land use acreage in the Town (1:074).

Assuming this ratio has been satisfactory, it can be used to project appropriate commercial acreages in the future by holding the commercial ratio steady with residential growth as residential growth is projected to occur. There is very little commercial growth that is projected to occur in the 20-year planning period

Industrial Projections

Industrial land use projections were estimated in the same manner as commercial lands, with the ratio calculated at 1:025. It is doubtful that industrial growth will occur in the Town in the 20-year planning period.

Agricultural Projections

Using recent history as a guide, most of the acres projected to be needed for residential, commercial, and industrial development are likely to come from existing agricultural uses. This makes the agricultural projections a series of negative numbers, which is consistent with the overall decline in agricultural land over the last several years in Sheboygan County. In fact, the projected decline of 0.05% for the Town from 2006 to 2026 may be underestimated, since the average rate of decline in Sheboygan County as a whole was 25% from 1990-2002 (Program on Agricultural Technology Studies, UW-Madison, 2004.)

No annexations are expected to occur for land within the Town of Russell in the planning period, but conditions could always change. *(Calculations are for planning purposes only.)*

Figure 8.6: Land Use Projections for the Town of Russell in Five Year Increments*

Land Use	Current (total acres & % of total land)	2012 (total acres & % of total land)	2017 (total acres & % of total land)	2022 (total acres & % of total land)	2027 (total acres & % of total land)
Residential	60.73/ 0.39%	61.73/ 0.4%	62.23/ 0.4%	63.23/ 0.41%	63.73/ 0.41%
Agricultural	6,459.92/ 41.84%	6,458.92/ 41.84%	6,458.42/ 41.83%	6,457.42/ 41.83%	6,456.92/ 41.82%
Commercial	4.52/ 0.03%	4.56/ 0.03%	4.6/ 0.03%	4.67/ 0.03%	4.71/ 0.03%
Industrial	1.5/ 0.01%	1.54/ 0.01%	1.56/ 0.01%	1.58/ 0.01%	1.59/ 0.01%
Natural Areas	8,311.53/ 53.84%	8,311.53/ 53.84%	8,311.53/ 53.84%	8,311.53/ 53.84%	8,311.53/ 53.84%
Other	599.74/ 3.9%	599.74/ 3.9%	599.74/ 3.9%	599.74/ 3.9%	599.74/ 3.9%
TOTAL	15,437.90/100%	15,437.90/ 100%	15,437.90/ 100%	15,437.90/ 100%	15,437.90/ 100%

*Calculations are for planning purposes only.

20-Year Map Comments

Any of the development that occurs should be around the St. Anna area. St. Anna already has a few commercial properties and is a residential area; continued growth should occur in that area. Figure 8.7 shows the potential future land use in 2027. There will be scattered residential development throughout the Town, which is discussed later.

Land Use Intensity Scale

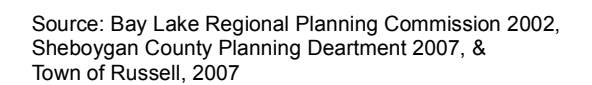
In order to limit the number of comprehensive plan/map amendments, which may be costly and time-consuming, the Town reserves the right to review and approve, without going through the statutory plan/amendment process for any development proposal for a use that is less intensive than that which is specified on the 20-year land use map, but only if the development proposal is found to be appropriate under the policies set forth in this plan and related to Town ordinances. For example, if the future land use maps indicate a future commercial designation for a particular parcel, a less intensive use, such as residential, may ultimately be approved for the parcel without amending the plan/map. The intensity range of land uses shall be as follows with 1 being the most intense and 8 the least intense.

1- Industrial, 2- Commercial, 3- Transportation/Utility, 4- Institutional/Government, 5- Residential, 6- Agricultural, 7- Recreation, 8- Open Space/Natural Area

Agricultural

The purpose of this classification is to preserve existing lands devoted to the growing of crops and the raising of farmland, but in a rural Town like Russell much of the development occurs on scattered parcels in agricultural zoned areas. The following are recommendations the Town can use to limit the number of plan amendments needed when a residence is proposed for an area that is designated agricultural land use.

Sheboygan County, WI



Recommendations:

1. The town encourages the preservation of agricultural lands and the farmer's right to farm in order to better serve the resident of the Town. It is also intended to protect the agricultural atmosphere and rural character valued by the residents of the Town of Russell.
2. Residential development will be considered at low densities and as scattered parcels in areas designated as agricultural on the future land use map, as long as steps are taken to preserve natural areas, viewsheds, open spaces, and areas deemed important for the Town to keep preserved.
3. Any non-agricultural residence proposed for areas in the agricultural designation on the Potential Future Land Use Map (Figure 8.7) shall demonstrate detailed site plans. This means that in order to prevent the Town from having to make amendments to the future land use map every time a scattered residence is proposed in what is designated agriculture on the map, the proposal is able to be evaluated on a list of criteria set by the Town. Approval or denial will be based on the criteria the Town uses. The areas designated as agriculture would be considered for scattered development when a proposal is received. The following are examples of general criteria that should 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 found in this comprehensive plan and the Town's zoning ordinance assist with much of the decision-making process.

4. If development pressure on the Town increases, the Town should weigh the cost of converting farmland into other uses.
5. Encourage natural buffers for development. Adequate buffers are encouraged between farming and future non-farming operations in these areas in order to lessen conflict between land uses.
6. Advocate that 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.

Appendix D shows a possible form that could be used in order to change A-1 zoning.

COORDINATION BETWEEN FUTURE LAND USE MAPS AND ZONING MAPS

The future land use maps in this chapter are meant to be used as guides for making decisions about rezonings and future development. Because it would be impractical to analyze in detail every individual parcel within the Town of Russell, the land use maps are somewhat general in

nature. When a request for rezoning or development comes before the plan commission and the board, these bodies should refer to the land use maps for initial guidance in responding to the request. If the request is in harmony with the land use maps, the rezoning and/or development can likely proceed. If, on the other hand, the request is not in harmony with the land use maps, the rezoning and/or development should probably be rejected. However, since the land use maps and the entire plan is primarily a guide and not parcel specific, it is possible the applicant could present data and compelling reasons why his/her proposal is appropriate. In such a case, it might make sense for the comprehensive plan and land use maps to be amended to allow the proposal. A subsequent rezoning could then be approved that would be consistent with the amended plan and land use maps.

Any amendments to the land use chapter and maps must be considered in the context of all nine required plan elements, especially the vision, goals, objectives, and policies/programs described in this document. The amendment process includes a formal public hearing and distribution according to the requirements of Wisconsin's Comprehensive Planning Law. Any amendment must be recommended by the Town Plan Commission and approved by the Town Board before permits may be issued and development can begin.

DEVELOPMENT/DESIGN STANDARDS

Development will adhere to the standards laid out in the Town of Russell Zoning Ordinance and the Sheboygan County Subdivision Ordinance.

LAND USE STRATEGY AND RECOMMENDATIONS

The Town of Russell will seek direction for this element from the vision and goals identified through the public participation process.

Land Use Goals, Objectives, Policies, and Programs

1) Provide balance and harmony between land owners' preferences (Right To Sell) and Town government regulations regarding land use decisions.

- a. *Policy/Program:* Encourage site planning for all new developments to protect rural country atmosphere and support the overall vision of the Town.
 - a. Develop site assessment criteria for rezoning of land (Appendix D).
- b. *Policy/Program:* The Town should continue to monitor and regulate division of farmland for homebuilding parcels.
- c. *Policy/Program:* The Town needs to continue to enforce restrictions for proposed conditional/uncommon land uses.

2) The land use strategy and principles of the region should manage future development to protect the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.

- a. *Policy/Program:* Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town. (Ch. 2).
- b. *Policy/Program:* Consider clustering and conservation designs for future residential developments in order to preserve farmland, open space, and natural areas. (Ch. 2)

- c. *Policy/Program:* The Town will consider maximum driveway lengths or maximum front yard setbacks for new residential development to limit land fragmentation.
- d. *Policy/Program:* The Town will not encourage additional large-scale livestock operations. This does not mean the Town is discouraging large-scale agriculture, however, due to concerns about odor, noise, truck traffic, etc., the Town will not create policies to promote or solicit new farms of this size.
- e. *Policy/Program:* The Town land use map and zoning ordinance will favor single-family housing, but some provision may be made for a limited number of other housing types. (Ch. 3)
- f. *Policy/Program:* New businesses or expansions should not adversely threaten critical natural or historic resources.

3) Promote policies within the region that ensures growth and development in a planned and coordinated manner that will maintain or improve the quality of life in the region.

- a. *Policy/Program:* The Town should limit scattered development, and promote building near St. Anna, Elkhart Lake, or Glenbeulah.