

CHAPTER 8 – LAND USE

INTRODUCTION

The wide ranges of land uses in Sheboygan County are a reflection of the diverse demographics, geography, and communities within Sheboygan County. The Cities of Sheboygan, Sheboygan Falls, and Plymouth are in contrast to some of the rural areas of the County. Sometimes as a result of these contrasts, conflicts regarding the use of land can occur. The land use portion of this plan is intended to present information on the current and future land uses within Sheboygan County.

This plan is intended to be a quilt of all the adopted comprehensive plans of Sheboygan County. It will fold Sheboygan County's municipalities potential future land use maps, into one countywide Potential Future Land Use Map. This chapter also tries to acknowledge the inconsistencies between municipalities land use plans. This chapter presents an inventory of the historical and existing land uses, as well as, land use trends, development constraints, a land use map, and projected land use needs in five-year increments.

EXISTING LAND USE CONTROLS

This section inventories and discusses the land use controls (e.g., development plans, ordinances, etc.) that may affect or restrict the use of land for specific purposes within Sheboygan County. These controls should be reviewed periodically to make certain that they assist in implementing the future development of the County and its municipalities.

Planning Documents

Existing Comprehensive Plans or Land Use Plans

Prior to this effort, Sheboygan County has not had a comprehensive plan, or anything of such a nature. By the end of 2010, all of Sheboygan County's municipalities will have adopted their own comprehensive plan that provides recommendations to their future development/preservation intentions. The County's local plans were developed by a variety of groups including consultants, Bay Lake Regional Planning Commission, UW-Extension, and Sheboygan County.

Sheboygan County Outdoor Recreation and Open Space Plan 2007

Sheboygan County's Outdoor Recreation and Open Space Plan was updated and adopted in 2007. This plan takes into consideration all outdoor recreation and open space areas in Sheboygan County (excluding the City of Sheboygan) *Sheboygan County's Outdoor Recreation and Open Space Plan's* vision is that "Sheboygan County will offer its residents the best possible system of outdoor recreation and open space sites and activities in a manner which is responsive to the needs of the public, fiscally responsible, and which promotes the preservation and sustainability of the County's outstanding environmental, archeological, historical, and cultural resources." This plan has four main goals:

- Ensure the provision and protection of sufficient parks, recreation facilities, and open areas to satisfy the health, safety, and welfare needs of citizens and visitors, including under-served populations,
- The acquisition of park and open space lands should occur in coordination with development to provide for reasonable acquisition costs and facilitate site planning for

development. Alternative means of reserving lands required for open space should be fully explored to ensure that lands are obtained at the lowest cost to the public,

- Promote the involvement and cooperation of all the County’s communities in park and recreation planning and development, and
- Develop tools to protect open space.

Sheboygan County 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.

Sheboygan County Natural Areas and Critical Resources Plan

As part of the Comprehensive Planning Process, Sheboygan County developed its *Sheboygan County Natural Areas and Critical Resources Plan*. The *Sheboygan County Natural Areas and Critical Resources Plan* has three separate components: natural resources, agricultural resources, and historic resources. Each of these components had a citizens working group that helped to develop goals, objectives, policies, and programs. These were reviewed as part of the Comprehensive Planning Process. Vision statements were also created for each of the three components.

Natural Resources Vision

“In 2020, Sheboygan County embraces a climate for natural resources that provides healthy ecosystems, a healthy economy, and a high quality of life for all residents. The County promotes sound land use decisions that minimize negative environmental impacts, considers long-term consequences, is suitable for a location, makes efficient use of existing and future infrastructure and services, accounts for community costs, results from a broad public consensus, and is consistent with the community and regional character.”

Agricultural Resources Vision

“In 2020, Sheboygan County embraces a climate for agriculture that promotes innovation, new markets, entrepreneurship, diversity, and vitality that coexists with the natural features of the landscape as well as the expanding urban population.”

Historical Resources Vision

“In 2020, Sheboygan County embraces a climate for cultural and historic resources that promotes a healthy economy and high quality of life for all residents and visitors. The County promotes sound land use decisions that minimize negative impacts on these resources, considers long-term consequences, is suitable for a location, accounts for community costs, results from a broad public consensus, and is consistent with the community and regional character.”

Land Use Regulations

Ordinances

Sheboygan County does not maintain a general zoning ordinance. Rather, each city, village and town in the County maintains its own zoning ordinance. The general purpose of these zoning

ordinances is typically promotion of a community's health, safety, morals, prosperity, and welfare.

The Wisconsin planning enabling legislation requires that all land use related actions (regulation, etc.) of local governmental units must be consistent with their adopted comprehensive plan. As a result, the local zoning ordinances shall be reviewed and updated to be made consistent with their adopted comprehensive plans and any subsequent updates to the plans.

Refer to the general zoning ordinances' of each community for detailed information on local zoning districts, regulations, restrictions, permitted uses and zoning maps. The County does administer other ordinances that play a role in land use and these will be discussed on the following pages.

Sheboygan County maintains a sanitary ordinance, subdivision ordinance, shoreland and shoreland-wetland ordinance, floodplain zoning ordinance, erosion control and stormwater management, animal waste storage, and non-metallic mining reclamation regulations.

Sheboygan 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.

Sheboygan County Subdivision Ordinance

Chapter 71 of the Sheboygan County Code contains the Sheboygan County Subdivision Ordinance. This 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 divisions of tracts of land into subdivisions, where the act of division creates five or more parcels from the same "Mother Tract" of land.

A subdivision is defined as the division of a lot, parcel, or tract of land by the owner, or the owner' agent, for the purpose of transfer of ownership or building development where the act of division creates: five or more lots, parcels, or building sites of forty acres each or less in an area; or five or more lots, parcels, or building sites of forty acres each of less in an area by successive divisions from the same "mother tract" within a five year period. A mother tract of land that is, or at any time in the previous twenty years was, in the same ownership. Contiguous parcels in the same ownership are considered to be one parcel for purposes of this definition, even though the separate parcels may have separate tax identification numbers or were acquired at different times or from different persons.

Many municipalities within Sheboygan County maintain their own subdivision ordinance.

Floodplain Ordinance

Chapter 73 of the Sheboygan County Code contains the Sheboygan County Floodplain Zoning Ordinance, which is intended to regulate floodplain development to

- Protect life, health and property,
- Minimize expenditures of public funds for flood control projects,
- Minimize rescue and relief efforts undertaken at the expense of the taxpayers,
- Minimize business interruptions and other economic disruptions,
- Minimize damage to public facilities in the floodplain,
- Minimize the occurrence of future flood blight areas in the floodplain,'
- Discourage the victimization of unwary land and home buyers,
- Prevent increases in flood heights that could increase flood damage and result in conflicts between property owners; and
- Discourage development in a floodplain if there is any practicable alternative to locate the activity, use, or structure outside of the floodplain.

Shoreland/Shoreland-Wetland Ordinance

Chapter 72 of the Sheboygan County Code contains the Shoreland Zoning Ordinance, which Propose is to further the maintenance of safe and healthful conditions; to prevent and control water pollution; to protect spawning grounds, fish, and aquatic life; to control building sites, placement of structure and land uses to discourage development in erosion hazard areas, particularly along the coast of Lake Michigan; and to preserve shore cover and natural beauty.

Erosion Control and Stormwater Management

Sheboygan County addresses erosion control and storm water management activities through Chapter 75 of County Code of Ordinances. This ordinance applies to erosion control and storm water management activities for unincorporated areas of the County, with a few exceptions, which are laid out in the ordinance. The Towns of Sheboygan and Wilson have more stringent ordinances than the County's so these municipalities do not fall under the County's jurisdiction. The purpose of the storm water management ordinance is to diminish the threats to public health, safety, welfare, and the aquatic environment by limiting the rate of runoff and sediment loads discharged from development to waters of the State and regulatory wetlands in Sheboygan County. Sheboygan County's Land and Water Conservation Department (LWCD) administers this ordinance. Projects that fall under the criteria are regulated by the ordinance, and need to apply for a permit from the LWCD. These projects are then approved/denied based on the steps the applicant is going to take to reduce erosion and storm water runoff. The LWCD staff complete site inspections and helps the applicants ensure they are reducing the erosion from their construction activities.

Animal Waste Storage

Sheboygan County has adopted Chapter 77 of its Code of Ordinances relating to the storage of animal waste. The purpose of this Ordinance is to assure the safe handling and spreading of animal waste as well as to regulate the location, design, construction, alteration, operations, and maintenance of all animal feeding operations and livestock waste storage facilities; to regulate the abandonment of livestock waste storage facilities in order to prevent water pollution, protect the health and safety of residents and transients, prevent the spread of disease, and to promote the prosperity and general welfare of the citizens of Sheboygan County.

Non-Metallic Mining Reclamation Regulations

State Statute Chapter 295 requires that nonmetallic mining operations have a reclamation plan. This plan needs to describe what will be done with the land once mining operations cease. The State Statute then gives the power to the WDNR, who created Wisconsin State Administrative Code NR135, which gave this authority to the counties; Sheboygan County has enacted a non-metallic mining program in Chapter 78 of its Code of Ordinances. The reclamation plan is a detailed technical document designed to meet the goals that will lead to successful reclamation and will help reduce the negative effects to the environment once the mine is abandoned. Most non-metallic mining operations in the County would require a conditional use permit from the respective municipality in which the operation exists.

Wetlands

Wetlands act as natural 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. Additionally, 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 possible federal regulations, if they meet the State definition.

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 basis 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. Sheboygan County does not have the authority to adopt an official map, but some municipalities within Sheboygan County have adopted an official map.

Extraterritorial Jurisdiction

Extraterritorial jurisdiction can be a major factor in planning, since a town can be impacted by the 1.5 or 3-mile jurisdiction of a city or village. The only type of extraterritorial jurisdiction being exercised in Sheboygan County currently is the platting jurisdiction. In spring of 2009, there were two cities and six villages in Sheboygan County that exercised extraterritorial platting jurisdiction. Other municipalities are thinking about exercising this regulation.

Historic Preservation

There may be some areas in Sheboygan County where development is either not desired or should be carefully designed due to the special historic character of the location. The City of

Sheboygan has developed a historic preservation commission, which recently designated a historic church district and the City of Sheboygan Falls has a historic district. For more information on these districts, see Chapter 2.

Conservation Easements

Also known as land protection agreements or development rights, 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. Current the WDNR has acquired easements and development rights on 643 acres of land. Individual landowners can also work independently, at any time, with local non-profit land trusts such as the Glacial Lakes Conservancy. As of summer 2009, the Glacial Lakes Conservancy had about 490 acres in conservation easements in Sheboygan County, but this number is ever changing. This means that Sheboygan County has over 1,100 acres in conservation easement or development rights protection.

Highway Access

Highway access restrictions can impact development patterns by making it difficult, or impossible, to site buildings along highways. All state and federal highways within the county are subject to WisDOT review pertaining to existing or additional access. This includes any request for new driveways, reconstruction of existing driveways or even the change of use for an existing driveway. WisDOT's review also includes any request from subdivision developers regarding new town roads. New town roads will be reviewed much the same as a new driveway access would be reviewed, except that they also need the approval of the local municipalities and the permits are issued only to the local municipality. The two *State Statutes* the WisDOT uses for access controls are 84.09 and 84.25. Access controls under 84.09 are purchased under *State Statute 84.09 Acquisition of Lands and Interests*, which is the same statute used for the purchase of real estate. Access controls under 84.25 are controls that can only be applied to highways that meet the criteria listed in the *Statute*, and these controls are capped at 1,500 miles statewide.

At this time (2009), WisDOT is in the process of establishing Section 84.25 Access Controls in Sheboygan County on STH 57 from STH 23 to the north county line. This process of Administrative Access Controls by Section 84.25 of the Wisconsin State Statutes is, at this time proposed to be completed later in 2009 or the very first part 2010. In addition to the above mentioned access controls, there may be spotty controls on any one highway from existing right-of-way plats or Trans 233 land divisions. These are best reviewed on an individual basis because they can be from as small as one parcel to several sections.

Access management is a means to maintain the safe and efficient movement of traffic along arterial and major collector highways by controlling the number and location of intersecting roads and driveways. State statutes allow counties, cities, and villages (through an adopted ordinance) to control access on county highways that have traffic counts in excess of 1,000 vehicles daily. At this time, Sheboygan County does not have a Controlled Access Ordinance, but may pursue the establishment of one on County roads in the planning period.

CURRENT LAND USE INVENTORY

In order to plan for future land use and development in Sheboygan County, it is necessary to consider the existing land uses. A land use inventory, which classifies different types of land use activities, is an important means of identifying the current conditions. In the summer of 2002, Bay-Lake Regional Planning Commission completed a windshield land use survey. Some individual municipalities chose to update their existing land use data from the 2002 windshield survey in their own comprehensive plans, but for consistency, the County will use the data from 2002 from Bay-Lake Regional Planning Commission for the entire County. By using Bay-Lake Regional Planning Commission’s data, it allows the data to be compared historically because Bay-Lake Regional Planning Commission has conducted land use surveys in 1975 and 1980 for Sheboygan County.

Historic Land Use Types and Amounts

Table 8-1a shows the historical land use data within Sheboygan County taken through a land use survey by Bay Lake Regional Planning Commission. It can be seen between 1975 and 2002 that commercial and industrial land uses increased countywide, while the land in agriculture has decreased since 1975, land designated as natural areas increased between the 1980 and 2002 land use survey. There is a possible reason for the decrease in land in residential land use acres; in 1975, for all rural residential units, one-acre was given to them, but in 2002, when geographic information systems (GIS) was used, a more precise number was calculates based on home and yard size. Another difference between the years is the way that the roads (transportation) was measured in 1975 compared to 2002. In 1975 each roadway was given a default of 66 feet, and in 2002 this was more accurate from road edge to road edge, since many roads only have about 30 feet of pavement. The 2002 land use survey is based on GIS data, so may provide a more accurate picture of the land use in Sheboygan County.

Table 8-1a: Historical Land Use Data by Land Use Survey in Sheboygan County		
Land Use Classifications	1975 County Total Acres	2002 County Total Acres*
Residential	13,175.56	12,743.91
Commercial	476.09	1,454.87
Industrial	1,799.87	3,161.15
Transportation	13,357.82	6,779.06
Communications/Utilities	2,579.39	411.09
Institutional/Governmental	1,011.21	1,659.93
Outdoor Recreation	3,435.72	5,365.41
Agriculture/Silviculture	217,497.17	188,274.45
Natural Areas	78,387.62	111,580.81
Total Acres	331,720.45	331,430.67*

**Difference in land use totals may be due to rounding differences and the use of GIS in the 2002 land use study.*

Source: Bay-Lake Regional Planning Commission

Table 8-1b provides historical land use trends by using the assessment classification by the Wisconsin Department of Revenue. This table shows some general trends in the increased number of acres assessed in commercial property, as well as an increase in acres assessed residential, while at the same time the number of acres assessed in agricultural declined. Both tables tend to show the same trends in regards to land use in Sheboygan County. The assessed acreage does not include all the acreage in the County because the assessment categories changed between 2002 and 2008. There has been differences in the way forest, swamp and waste, and other categories have been addressed in that time frame. The assessment data provides trend data, but these numbers should not be taken as absolute.

Table 8-1b: Historical Land Use Trends by Assessment Classification in Sheboygan County		
Assessment Classification	2002 County Total Acres	2008 County Total Acres
Residential*	29,646	32,634
Commercial*	6,199	7,433
Manufacturing	2,843	2,828
Agricultural	172,175	165,489

* City of Sheboygan not included.

Source: Wisconsin Department of Revenue, "Statement of Assessments." (Note: The WDOR does not audit this information and therefore cannot confirm the completeness or accuracy of the data.)

Analysis of 2002 Current Land Use

Map 8-1 shows the Bay Lake Regional Planning Commission 2002 land use data for Sheboygan County.

Developed Land

Of the developed land uses, residential land (12,743.91 acres) makes up nearly 50 percent of all the developed land in Sheboygan County (See Table 8-2). Single-family residential is the largest category within residential land uses. Residential lot sizes vary greatly throughout Sheboygan County, with the City of Sheboygan having average lots of a quarter acre, where residences in some of the rural towns have 5 acre or larger lot sizes. Residential development is generally concentrated in the cities, villages, and hamlets, but there are scattered residences located throughout Sheboygan County.

Commercial development is generally located in the cities and villages, and in 2002 commercial land use was less than 0.50 percent of all land uses within the County. Commercial land use only made up 5.5 percent of the developed land in the County.

In 2002, industrial land use is more than double that over commercial land use within the County. There were over 3,160 acres identified as industrial in 2002. This means that over 12 percent of all the developed land in the County is industrial, but still it only makes up 0.95 percent of all the land in the County.

Over 6,779 acres of land were dedicated as transportation-related in 2002. This is about 26 percent of all developed land and about 2 percent of the total land in Sheboygan County. Most of this land is in the local roads and streets. The air-related land uses make up about 2 percent of the developed land in Sheboygan County.

[Map 8-1: 2002 Land Use]

Communication and utilities related land uses make up only 411 acres of land in the County, while institutional and governmental uses make up about 0.5 percent of the total land in the County, with education institutions and religious and related facilities being the largest two categories of land use.

Undeveloped Land

In 2002, the largest amount of total land in Sheboygan County was used for agriculture related uses, followed by natural areas (See Table 8-2), which are both undeveloped land uses. Cropland and pasture lands made up the largest land use countywide, with over 55 percent of all land in Sheboygan County falling into this category. This is not surprising knowing the rich farming heritage of Sheboygan County. Farm buildings and accessories are about 1 percent of the total land use in Sheboygan County. Natural areas made up about 34 percent of the total land area in Sheboygan County with woodlands making up about 22 percent of all the land in the County. These natural areas provide for many outdoor recreation opportunities, which is why about 1.6 percent of all land is related to outdoor recreation. Other natural areas, including wetlands make up about 10.25 percent of all the land in Sheboygan County and made up about 11 percent of all the undeveloped land in Sheboygan County.

Land Use Type	Acres	Percentage of Developed Land	Percentage of Total Land
DEVELOPED	26,210.01	100.00%	7.91%
<i>Residential</i>	12,743.91	48.62%	3.85%
single-family	11,377.01	43.41%	3.43%
two-family	596.72	2.28%	0.18%
multi-family	370.83	1.41%	0.11%
mobile homes	204.7	0.78%	0.06%
<i>Commercial</i>	1,454.87	5.55%	0.44%
retail sales	1,101.78	4.20%	0.33%
<i>Industrial</i>	3,161.15	12.06%	0.95%
manufacturing	1,692.26	6.46%	0.51%
extractive	661.45	2.52%	0.20%
open storage	127.52	0.49%	0.04%
enclosed storage	635.07	2.42%	0.19%
<i>Transportation</i>	6,779.06	25.86%	2.05%
state highways	429.86	1.64%	0.13%
county highways	968.53	3.70%	0.29%
local streets and roads	3,417.43	13.04%	1.03%
air related	527.21	2.01%	0.16%
rail related	669.45	2.55%	0.20%
<i>Communication / Utilities</i>	411.09	1.57%	0.12%
generation/processing of communication/utilities	73.23	0.28%	0.02%
electric power substations	34.44	0.13%	0.01%
radio/TV trans. tower/antennae	13.05	0.05%	0.00%
natural gas substations	6.46	0.02%	0.00%
waste processing/disposal/recycling	264.25	1.01%	0.08%

Land Use Type	Acres	Percentage of Undeveloped Land	Percentage of Total Land
<i>Institutional / Governmental</i>	1,659.93	6.33%	0.50%
fire station/office	24.01	0.09%	0.01%
religious and related facilities, cemeteries	571.12	2.18%	0.17%
education institutions	449.11	1.71%	0.14%
Land Use Type	Acres	Percentage of Undeveloped Land	Percentage of Total Land
UNDEVELOPED	305,220.67	100.00%	92.09%
<i>Outdoor Recreation</i>	5,365.41	1.76%	1.62%
parks/picnic areas	1670.84	0.55%	0.50%
<i>Agriculture</i>	188,274.45	61.68%	56.81%
open space	1,250.47	0.41%	0.38%
croplands; pastures	182,863.26	59.91%	55.17%
long-term specialty crops	408.13	0.13%	0.12%
farm buildings/accessories	3,549.97	1.16%	1.07%
vacant agricultural	45.28	0.01%	0.01%
<i>Natural Areas</i>	111,580.81	36.56%	33.67%
reservoirs; ponds	1,502.05	0.49%	0.45%
lakes	849.97	0.28%	0.26%
rivers and streams	1,761.55	0.58%	0.53%
other natural areas, including wetlands	33,983.30	11.13%	10.25%
woodlands	72,365.10	23.71%	21.83%
TOTAL LANDS	331,430.68	n/a	100%

Source: Bay-Lake Regional Planning Commission, 2002

LAND SUPPLY

Amount

With 92% of the land in Sheboygan County categorized as “undeveloped,” there would appear to be an over-abundance of developable vacant land within the County; 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 of 200+ years ago. Further, a significant amount of undeveloped land lies in woodlands, wetlands, and other natural areas and would therefore be difficult to develop, even if such activity would be permitted by the WDNR. There are opportunities for residential, commercial, and industrial development in Sheboygan County’s three cities, with additional development opportunities in some of the villages within the County and the urban towns. There appears to be an adequate supply of land available for future development throughout Sheboygan County. For specific information about what land is available for development in Sheboygan County, please look at individual municipalities’ comprehensive plans.

Price

Land prices vary significantly, depending on surrounding land uses, location, access, water frontage, presence of woodlands, and many other factors. It is difficult to generalize the market price for property within the County due to site-specific features that dictate the price of land. Generally speaking, prices have been a bit lower in Sheboygan County, compared to areas closer to the Milwaukee metro area. Any attempt to project where land prices might go in the future is extremely difficult due to recent market volatility.

Demand

Sheboygan County contains a significant amount of land for the development of residential, commercial, park and recreation, industrial and institutional/governmental land uses, while preserving its many natural areas and its productive farmland. During the 1990s and early 2000s, a number of factors came together to spur an unprecedented level of residential development in Sheboygan County. New residential growth has slowed in 2006-present. The trend has been for people to move from larger cities to many smaller communities, and have larger lot sizes and rural residential living. This trend has increased commuting times and energy costs for housing. There is also demand for more elder care facilities, as Sheboygan County’s population continues to age.

With the increase in lanes of STH 23 to Fond du Lac, the trend of commuting will continue. The highway corridors in Sheboygan County also provide for commercial opportunities. As these opportunities increase, it will put a demand on the land near these corridors. As industries develop along the highway corridors, traffic volumes will continue to increase.

The County’s abundant resources are also always in demand. Shoreline property is at a premium in the County, with some inland lakes not having many developable sites remaining. This trend is expected to continue.

REDEVELOPMENT OPPORTUNITIES AND SMART GROWTH AREAS

There are some redevelopment opportunities in Sheboygan County. The most prevalent areas for opportunities for redevelopment are located in the City of Sheboygan and include the Taylor Heights area and business areas along the Sheboygan River. There are some other scattered areas for redevelopment in local municipalities. Brownfields are abandoned, idle or underused commercial or industrial properties, where the expansion or redevelopment is hindered by real or perceived contamination. Brownfields vary in size, location, age, and past use -- they can be anything from a five-hundred acre automobile assembly plant to a small, abandoned corner gas station. There are no large-scale brownfields or sizable tracts of land within Sheboygan County that need redevelopment at the present time. There are many small sites that are listed as having leaking underground storage tanks (LUST), environmental repair (ERP), and abandoned containers. The open and closed LUST and ERP sites in Sheboygan County are shown in Map 4-2. For more information on these sites visit the DNRs Contaminated Lands Environmental Action Network at <http://dnr.wi.gov/org/aw/rr/clean.htm>. Under the County’s non-metallic mining reclamation ordinance, however, there are sites in the County that may undergo redevelopment in the future. There are also scattered parcels and structures that could be improved, converted to other uses, or redeveloped entirely. Areas that should be targeted for

redevelopment include blighted areas, such as business and residential sites that are beyond repair and should be redeveloped.

The Smart Growth Areas within Sheboygan County include those areas that are already serviced by public sewer, water, and have easy access to highways. The Villages and Cities in Sheboygan County and their bordering areas provide a great opportunity for smart growth. These areas are identified in many of the municipalities' comprehensive plans.

DEVELOPMENT CONSIDERATION AND CONSTRAINTS

Environmental, Financial, Transportation, and Public Utility Considerations and Constraints

A significant amount of wetlands, floodplain, steep slopes, and shoreland jurisdiction weave through the Town (see Map 8-2), and these features have constrained development in the past and will probably continue to do so. In most cases, this is an appropriate constraint. Map 8-2 also shows the public lands in the County, which would also provide constraints on development. Maintaining the connections between environmental corridors will also be a constraint on development. The map of environmental corridors in Sheboygan County is found in Chapter 2.

Sheboygan County's total general obligation debt as of December 31, 2008 was \$31,280,000, which is less than 0.35 percent of its full value. This means overall Sheboygan County has a high debt margin and is conservative in its borrowing. Therefore, the County has the capacity to borrow for infrastructure for future development projects if it so desires.

It has been determined that an adequate transportation network of arterial and collector roads are already in place within Sheboygan County 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 Sheboygan County, but no significant problems have been reported recently with well water quantity or quality. There are minor issues with water quality in some areas, so the continuation of private well testing will remain important. Given the general abundance of this resource in the area and the current and projected populations and industrial usages for the area, it is not anticipated that water supply will be a constraint. The Sheboygan River, leading to Lake Michigan, is in an Area of Concern and is contaminated with PCBs. There is a strong possibility that dredging will occur in the river in the planning period. The PCBs and other contaminants limit use of the Sheboygan River. For more information on this see Chapter 2 or Appendix 3.

Soils in most of the rural areas of the County 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 or an area in a sanitary district.

[Map 8-2:Development Constraints]

LAND USE ISSUES, CONFLICTS, BOUNDARY INCONSISTENCIES

Some anticipated land use issues, conflicts or boundary inconsistencies include:

As the cities and villages possibly look to expand through annexation tensions will rise. Annexation and border issues are thought to be the most common conflict that will occur in the 20-year planning period. Below is a listing of some general possible land use issues and conflicts.

- Cooperation with incorporated municipalities and towns regarding development patterns on the bordering lands.
- Annexation.
- Agriculture and non-agricultural developments. New non-farm developments should be made aware of active farms as well as the activities that characterize farming operations.
- Inconsistent preservation of natural areas.
- Fragmentation of agricultural lands and habitats.
- Non-metallic mining operations and residential development incompatibilities.
- Protection and enhancement of the surface waters and shorelines located in Sheboygan County, including Lake Michigan.
- Surface and groundwater contaminations.
- Access controls along highway corridors.
- Increased loads on county and local roads, as well as, irregular traffic and commuter patterns.
- Siting of utilities and communication facilities

Below is a listing of significant conflicts at the borders between the cities/villages and the towns' future land use maps.

- Differences Between Town of Sheboygan Falls and City of Sheboygan Falls:
 - Road locations
 - Business/commercial development along STH 23 and CTH TT for the City of Falls and residential for development along STH 23 in the Town of Falls and agricultural lands along CTH TT.
- Differences Between City of Sheboygan Falls and Village of Kohler:
 - Along Rangeline Road there are incompatible land uses; on one side of Rangeline, the City has industrial and two-family, while the Village of Kohler shows this to be residential.
- Differences Between Village of Cedar Grove and Town of Holland:
 - North of CTH LL east of the Village the Town shows part of this to be rural residential, where the Village shows this to be manufacturing and a business park.

ANTICIPATED LAND USE TRENDS

Since all local communities in Sheboygan County administer their own local ordinances (zoning, building permits, etc.) there is not a tangible future land use map of Sheboygan County contained in this Plan. Rather, the future land use map for Sheboygan County is actually a "quilt" composed of each local community's future land use map that meets the Wisconsin Comprehensive Planning Law requirements. Since all of the local comprehensive plans are not

yet completed, it is not possible to create a composite map showing the future land use maps are developed, they should be considered as additional pieces of the overall future land use map quilt of Sheboygan County, and the County's future land use map should be amended to include them. In addition, as local communities amend their future land use maps, the municipalities should notify Sheboygan County so that the County's potential future land use map can be updated on an annual basis to reflect the most current local decisions. The Potential Future Land Use Map identifies in a **generalized fashion** the future land use maps from those communities that have completed local comprehensive plans that meet the requirements of the comprehensive planning law. The Future Land Use Maps may not be consistent in extraterritorial areas, but Map 8-3a shows the Potential Future Land Use data from the political jurisdiction's plan, not from the municipality with the extraterritorial jurisdiction over the area. Map 8-3b shows the potential future land use of the cities and villages as they extend into the towns with these plans. Map 8-3b also shows which municipalities exercise extraterritorial platting jurisdiction, and the boundaries of extraterritorial platting jurisdiction of all municipalities, including those that currently do not exercise it.

It is anticipated that over the next 10-20 years Sheboygan County will grow at a moderate pace, continuing the current pace of growth at about 6 percent in the next ten years. According to the Comprehensive Planning Community Survey, over 50 percent of respondents wanted to see the current growth rates continue, while 27 percent wanted the County to grow at a slower rate. Many factors determine the growth rates, but this trend of moderate to slow growth is present many municipalities comprehensive plans. If large scale business development occurs in the County, this moderate growth pace may increase, as more jobs bring more people to the area.

Possible external impacts on local land use are expected to include: 1) a large business or industry moving to or starting up in Sheboygan County, 2) the overall aging population, which may lead to more diverse housing options, 3) 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 5) increasing emphasis on renewable energy options.

[Map 8-3a: Generalized Future Land Use]

[Map 8-3b: City and Village Future Land Use Plans in Extraterritorial Jurisdictions]

20-YEAR LAND USE PROJECTIONS

Five-Year Incremental Land Use Projections

The State of Wisconsin Comprehensive Planning Law requires that municipalities project their future land use needs for residential, commercial, industrial, and agricultural lands for a 20-year period in 5-year increments (See Table 8-3).

The issues and opportunities chapter states that Sheboygan County's population is expected to grow by approximately 15,559 people from the WisDOA estimated 2008 population of 117,472 to the WisDOA projected population of 133,031 persons in 2030. In 2000, there were an average of 2.51 people per household; this is projected to decrease to 2.38 people per household in 2030. This means there will be a need for 10,455 additional housing units over the timeframe of this plan. Recent development trends show that new lots developed on public sewer systems (including the sewer service area, sanitary districts, the cities, etc.) average about 0.48 acres (20,908 square feet) in size, while those residences being developed on private sewage system generally average four acres in lot size.

Residential Projections

In 2009, there were approximately 9,000 private sewage systems, which means about 22,200 people were on private sewage systems. An analysis of development trends in the County shows that approximately 75 percent of new residential development is on public sewer, and the remaining 25 percent have private sewer systems. Based on this pattern of development continuing through the planning period (2030), there would be a need for 3,764 acres of additional sewered residential development and 10,455 acres of private onsite sewage disposal systems residential development. Adding the two total together results in 14,219 acres of land needed to accommodate residential development through the year 2030.

Commercial, Industrial, and Agricultural Projections

The 2002 land use inventory found that the ratio of land uses in the County is about 0.11 acres of commercial for every 1 acre of residential and 0.25 acres of industrial for every 1 acre of residential. Applying the ratios to the 14,219 acres needed for residential development yields the need for another 1,564 acres of commercial land and 3,555 acres of industrial land during the planning period. It is estimated that for every acre of land needed for new development 0.90 acres of agricultural land and 0.10 acres of natural lands will be lost. This means that 19,338 acres of land will be lost due to residential, commercial, industrial development in the 20-year planning period, of that 17,404 will be farmland. Table 8-3 shows these projections.

Use	Current (total acres & % of total land)	2015 (total acres & % of total land)	2020 (total acres & % of total land)	2025 (total acres & % of total land)	2030 (total acres & % of total land)
Residential	12,744 3.8%	16,298 4.9%	19,853 6.0%	23,407 7.1%	26,963 8.1%
Commercial	1,455 0.4%	1,846 0.6%	2,237 0.7%	2,628 0.8%	3,019 0.9%
Industrial	3,161 1.0%	4,049 1.2%	4,938 1.5%	5,826 1.8%	6,716 2.0%
Agricultural	188,274 56.8%	183,923 55.5%	179,572 54.2%	175,221 52.9%	170,870 51.6%
Other	125,777 37.9%	125,298 37.8%	124,819 37.7%	124,340 37.5%	123,863 37.4%
TOTAL	331,431 100%	331,431 100%	331,431 100%	331,431 100%	331,431 100%

Important Note: The projections in Figure 8.6 are made to satisfy Ch. 66.1001(2)(h) Wisconsin Statutes. These are estimates only and the County is not required to meet these projections.

20-Year Potential Land Use Map Comments

This map is a “quilt” of all municipalities in Sheboygan County adopted comprehensive plans. Map 8-3a shows a **generalized picture** of the future land use maps of the municipalities in Sheboygan County. Some of these maps are draft and are noted as such on Map 8-3a. Map 8-3a generalizes all residential development into shades of yellow, and all business and commercial into reds, but many municipalities break these categories down further on their future land use maps. The breakdown off all the labels/categories used by the municipalities for their future land use maps can be found in Appendix 15. Appendix 15 also has all of the draft and adopted future land use maps as of September 2009. For the most accurate and up-to-date maps individual municipalities should be contacted.

As can be seen in the future land use maps the eastern side of Sheboygan County appears to have more areas that will be developed in the next 20-years. The towns and villages of western Sheboygan County seem to have slower growth trends occurring. This is not a surprising trend knowing that the City of Sheboygan is the largest population area in Sheboygan County, so faster growth would be expected to occur in areas adjacent to the City.

Many areas in Sheboygan County, especially areas in the towns, are projected to remain in agriculture and natural areas in the next 20-years. Most of the rural towns do not see much residential growth expect around the villages, cities, hamlets, and by existing residential development.

COORDINATION BETWEEN 20-YEAR LAND USE MAP AND ZONING MAP

The 20-Year Potential Land Use Map is meant to be used as a guide for making decisions about rezonings and future developments, but as the County does not play a role in the local

municipalities rezonings and future development, except subdivisions in the unincorporated areas of the County, it would be impractical to analyze in detail all municipalities' future land use and zoning maps. When a rezoning request comes before a municipality's Plan Commission and Board, these bodies should refer to their future land use maps for initial guidance in responding to rezoning requests. If the request is in harmony with the municipality's future land use map, the rezoning and/or development will likely proceed. If, on the other hand, the request is *not* in harmony with the future land use map, the rezoning and/or development should probably be denied. However, since the future land use map 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 future land use map to be amended to allow the proposal to go forward. A subsequent rezoning could then be approved that would be consistent with the amended Plan and future land use map.

Any amendments to the land use chapter and map 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 municipality's Plan Commission and approved by the municipality's Board before permits may be issued and development can begin.

DEVELOPMENT/DESIGN STANDARDS

Sheboygan County has little to no control over the development design standards in Sheboygan County; this is mostly left up to the local municipalities. The County has a few design/development standards in its subdivision, shoreland, floodplain, erosion control, and animal waste storage ordinances. For the development and design standards of the municipalities in Sheboygan County, the individual municipalities' zoning ordinances should be obtained.

LAND USE STRATEGY AND RECOMMENDATIONS

Sheboygan County will seek direction for this element from various forms of public input such as the survey that was sent to County residents and the input from the Smart Growth Implementation Committee.

Vision

“Sheboygan County envisions the Smart Growth Plan to be a living document responsive to the changing needs of its citizens and fostering intergovernmental cooperation through reference to a compilation of local land use plans.

From Lake Michigan to the Kettles, from the cities to the farms, our County has a rich heritage. We enjoy an attractive combination of rural, urban, and semi-urban areas. Our unique location provides many opportunities for employment, housing, education, recreation, transportation, or agri-business.

The Smart Growth Plan will promote balanced development with the preservation and protection of our natural, scenic, agricultural, economic, and cultural resources. Through the Smart Growth Plan, we will retain our character and unique identity, while enhancing the quality of life for all citizens in the County.”

Land Use Goals, Objectives, Policies, and Programs

Goal 1: Encourage the minimization of land use conflicts/issues between municipalities.

Objective: Identify potential areas of land use conflict, based on local municipalities future land use maps/plans.

Policy/Program: Periodically review, such as when a land use map is revised or amended, the future land use maps of the municipalities, and provide a listing of the potential conflicts.

Objective: Work to develop a process to address boundary land use issues.

Policy/Program: Explore providing mediation and facilitation services to allow local municipalities to discuss issues that may arise.

Policy/Program: Continue to use the Heads of Local Governments Meetings to address issues that may arise.

Goal 2: Promote orderly and cost-effective development practices that make use of existing and planned services.

Objective: Encourage development in areas that provide adequate infrastructure.

Policy/Program: In communities with sewer service areas and other urban services, encourage the development of infill areas and areas contiguous to existing development be given priority before the development of noncontiguous areas.

Policy/Program: Promote the development of diverse neighborhoods in areas where sewer services are available, as opposed to stand-alone single-use developments.

Goal 3: Provide technical assistance on land use issues to local municipalities (e.g. reference materials, workshops, and forums).

Objective: Support local municipalities in the development of ordinances and design guidelines.

Policy/Program: Develop model ordinances for use by the local municipalities, such as subdivision, conservation by design, traditional neighborhood development, stormwater management, erosion control, and any other applicable ordinances.

Policy/Program: Develop model design guidelines and a site plan review process for local communities to ensure quality commercial and industrial buildings designs that meet community standards.

Objective: Encourage local municipalities to use a standard category and color scheme when updating future land use maps.

Policy/Program: Identify and distribute a color and category scheme to local municipalities.

Policy/Program: Offer to provide mapping services to local municipalities, to ensure a consistent color and category scheme is used in land use planning, particularly the future land use maps.

Goal 4: Continue revising, updating, creating, standardizing, and implementing County planning documents.

Objective: Continue utilizing *Sheboygan County's Outdoor Recreation and Open Space Plan*.

Policy/Program: Continue to inform local municipalities when there will be updates and revisions to the *Outdoor Recreation and Open Space Plan*, so municipalities can provide updates to the County.

Policy/Program: Continue implementation of the County's *Outdoor Recreation and Open Space Plan*, including the acquisition of additional lands.

Objective: Continue utilizing *Sheboygan County's Natural Areas and Critical Resources Plan*.

Policy/Program: Work to implement the County's *Natural Areas and Critical Resources Plan*.

Objective: Continue utilizing *Sheboygan County's Farmland Preservation Plan*.

Policy/Program: Identify areas of prime farmland by completing a countywide LESA analysis.

Policy/Program: Promote awareness of purchase of agricultural conservation easement programs, purchase of development rights programs, or transfer of development rights programs, using the priority farmland identified in the LESA analysis.

Objective: Continue utilizing *Sheboygan County's Land and Water Management Plan*.

Policy/Program: Work to implement the recommendations in the County's *Land and Water Management Plan*.

Objective: Continue utilizing Sheboygan County Ordinances.

Policy/Program: Update and revise the *Sheboygan County Subdivision Ordinance*.

Policy/Program: Update and revise other County ordinances, as necessary (e.g. sanitary regulations, stormwater management ordinances, etc.)