

## City of Sheboygan Falls Vision Statement

Sheboygan Falls strives to be proactive in planning for growth, while preserving its historic heritage for future generations in a friendly, safe, family environment. We offer residential, commercial and industrial growth that maintains a high quality of life for all. We value our downtown historic district promoting a mix of retail, office and service uses. A key asset will be a bike and pedestrian network connecting neighborhoods, schools, parks and commercial areas. Tourism will play an increasing role in our community's future, and we will continue to cooperate with neighboring towns, villages and Sheboygan County to achieve these objectives.

## Land Use

### Major Findings

- ❑ The City of Sheboygan Falls has a good mix of land uses, although it would appear that some retail and service uses are lacking.

### Recommendations

- ❑ Future land uses dependent on full city services should be encouraged to occur in land already in the City limits, or, if outside the city limits, development should be directed to areas where the City has the capability to provide services in the most cost efficient manner.

## Goal, Objectives, and Policies

### Goal

- ❑ Promote development that adds more housing, tax base, and the creation of jobs and services, provided this development is located in appropriate sites as shown on the Land Use Plan.

### Objectives

1. **Consistency with the Comprehensive Plan:** The City of Sheboygan Falls shall require all decisions and actions concerning land use development and redevelopment to be consistent with the Comprehensive Plan, or, if convincing arguments are presented, the City Council may amend the Comprehensive Plan.
2. **Support Existing Businesses:** The City of Sheboygan Falls will support existing commercial businesses in whatever way they can, conducting business retention visits on a periodic basis to determine municipal needs, and facilitating the expansion of businesses within the city limits.
3. **Implementation Schedule:** The City of Sheboygan Falls will strive to accomplish the Five-Year Implementation Plan included in the Implementation Element of this Plan.

4. **Impacts to Natural Resources:** The City of Sheboygan Falls realizes the importance of protecting natural resources, environmental corridors, and animal habitat areas when evaluating potential development projects.
5. **Location of New Growth:** Before annexing land from surrounding towns, the City of Sheboygan Falls should encourage the development of in-fill and vacant land that abuts existing development and utilities within the city. The City will generally not condemn land for road construction in unincorporated areas unless the land is first annexed by the property owner.

## Policies

1. **Plan Coordination:** The City of Sheboygan Falls will coordinate future land uses on the edge of the city with surrounding towns and the Village of Kohler.
2. **Downtown Renovation:** The City of Sheboygan Falls and the Chamber Main-Street will work together to promote the continuous redevelopment, renovation, and rebuilding of the downtown area, encouraging unique and attractive businesses so that the downtown remains a tourist destination.

## Background Information

### Land Use Characteristics

See Map 1 in the back of the Plan

**Table 1**  
**Existing Land Use**

| Land Use                  | Acres        | Percent of |                           |
|---------------------------|--------------|------------|---------------------------|
|                           |              | Total      | Intensity/Density         |
| Single-Family Residential | 732          | 21.1%      | Moderate/Moderate         |
| Two-Family Residential    | 50           | 1.4%       | Moderate/Moderate         |
| Multi-Family Residential  | 90           | 2.6%       | Moderate to High/Moderate |
| Mobile Homes              | 62           | 1.8%       | High/High                 |
| Commercial                | 87           | 2.5%       | Not Applicable            |
| Industrial                | 353          | 10.2%      | Not Applicable            |
| Railroad Related          | 11           | .3%        | Not Applicable            |
| Communication/Utilities   | 17           | .5%        | Not Applicable            |
| Abandoned Landfill        | 23           | .7%        | Not Applicable            |
| Public/Governmental       | 151          | 4.3%       | Not Applicable            |
| Parks and Recreation      | 65           | 1.9%       | Low/Low                   |
| Golf Courses              | 379          | 10.9%      | High/Low                  |
| Open Space                | 296          | 8.5%       | Low/Low                   |
| Agricultural              | 375          | 10.8%      | Low/Low                   |
| Open Water                | 31           | .9%        | Low/Low                   |
| Natural Areas             | 451          | 13.0%      | Low/Low                   |
| Transportation            | 301          | 8.7%       | Not Applicable            |
| <b>Total Acres</b>        | <b>3,474</b> |            |                           |

Source: City of Sheboygan Falls and Martenson & Eisele, Inc.

## Trends in the Supply, Demand, and Price of Land

### Residential

- ❑ Table 1 identifies 732 acres, or about 21% of all land in the city, as being single-family residential development. Properties occupied by two-family dwellings occupied 50 acres, or 1.4 percent. Multi-family accounted for 90 acres of land (2.6%), and mobile homes 62 acres (1.8%).
- ❑ The price of farmland within the city limits for residential purposes can range from \$20,000 to \$25,000 per acre for parcels 10 to 25 acres in size. The cost of undeveloped land on a ravine, creek, or in wooded areas has a higher value.
- ❑ Demand for new housing is very low, while the number of used homes on the market is relatively high. Lot prices reflect the type of housing market that exists in 2008. Vacant lots are selling for \$39,000 to \$45,000.

**Table 2**

**City of Sheboygan Falls Residential Building Permits**

| Year         | Type          | Number of Permits and Units by Value |          |                        |           |                        |            |                      |            | Total      |            |
|--------------|---------------|--------------------------------------|----------|------------------------|-----------|------------------------|------------|----------------------|------------|------------|------------|
|              |               | <\$100,000                           |          | \$100,000 to \$149,999 |           | \$150,000 to \$199,999 |            | ≥\$200,000           |            |            |            |
|              |               | Permits                              | Units    | Permits                | Units     | Permits                | Units      | Permits              | Units      | Permits    | Units      |
| 2008         | Single-Family |                                      |          | 1                      | 1         | 2                      | 2          | 3                    | 3          | 6          | 6          |
|              | Two-Family    |                                      |          |                        |           |                        |            |                      |            | 0          | 0          |
|              | Multi-Family  |                                      |          |                        |           |                        |            | 2                    | 16         | 2          | 16         |
| 2007         | Single-Family |                                      |          |                        |           |                        |            | 3                    | 3          | 3          | 3          |
|              | Two-Family    |                                      |          |                        |           |                        |            | 7                    | 14         | 7          | 14         |
|              | Multi-Family  |                                      |          |                        |           |                        |            | 2                    | 8          | 2          | 8          |
| 2006         | Single-Family |                                      |          | 5                      | 5         | 10                     | 10         | 9                    | 9          | 24         | 24         |
|              | Two-Family    |                                      |          |                        |           | 1                      | 2          | 10                   | 20         | 11         | 22         |
|              | Multi-Family  |                                      |          |                        |           |                        |            | 3                    | 12         | 3          | 12         |
| 2005         | Single-Family |                                      |          | 6                      | 6         | 21                     | 21         | 13                   | 13         | 40         | 40         |
|              | Two-Family    |                                      |          |                        |           | 4                      | 8          | 10                   | 20         | 14         | 28         |
|              | Multi-Family  |                                      |          |                        |           |                        |            | 6                    | 68         | 6          | 68         |
| 2004         | Single-Family | 1                                    | 1        | 12                     | 12        | 20                     | 20         | 13                   | 13         | 46         | 46         |
|              | Two-Family    |                                      |          |                        |           |                        |            | 3                    | 6          | 3          | 6          |
|              | Multi-Family  |                                      |          |                        |           |                        |            | 8                    | 116        | 8          | 116        |
| 2003         | Single-Family |                                      |          | 18                     | 18        | 9                      | 9          | 9                    | 9          | 36         | 36         |
|              | Two-Family    |                                      |          |                        |           | 3                      | 6          | 8                    | 16         | 11         | 22         |
|              | Multi-Family  |                                      |          |                        |           |                        |            | 7                    | 64         | 7          | 64         |
| 2002         | Single-Family | 2                                    | 2        | 16                     | 16        | 10                     | 10         | 2                    | 2          | 30         | 30         |
|              | Two-Family    |                                      |          |                        |           | 5                      | 10         | 6                    | 12         | 11         | 22         |
|              | Multi-Family  |                                      |          |                        |           |                        |            | 1                    | 16         | 1          | 16         |
| 2001         | Single-Family | 1                                    | 1        | 9                      | 9         | 13                     | 13         | 2                    | 2          | 25         | 25         |
|              | Two-Family    |                                      |          |                        |           | 3                      | 6          | 5                    | 10         | 8          | 16         |
|              | Multi-Family  |                                      |          |                        |           |                        |            | 3                    | 14         | 3          | 14         |
| 2000         | Single-Family | 2                                    | 2        | 1                      | 1         | 10                     | 10         | 2                    | 2          | 15         | 15         |
|              | Two-Family    |                                      |          |                        |           | 3                      | 6          | 1                    | 2          | 4          | 8          |
|              | Multi-Family  |                                      |          |                        |           |                        |            |                      |            | 0          | 0          |
| <b>Total</b> |               | <b>6</b>                             | <b>6</b> | <b>68</b>              | <b>68</b> | <b>114</b>             | <b>133</b> | <b>138</b>           | <b>470</b> | <b>326</b> | <b>677</b> |
|              |               |                                      |          |                        |           |                        |            | <b>Single-Family</b> |            | <b>225</b> | <b>225</b> |
|              |               |                                      |          |                        |           |                        |            | <b>Two-Family</b>    |            | <b>69</b>  | <b>138</b> |
|              |               |                                      |          |                        |           |                        |            | <b>Multi-Family</b>  |            | <b>32</b>  | <b>314</b> |

Source: City of Sheboygan Falls

- ❑ Table 2 shows building permit records from 2000 through 2008. The dollar range reflects the value of construction stated on the building permit and should not be considered market value. Building permit values do not include the value of the land.
- ❑ New construction slowed down in July 2006 and has been slow ever since. A short supply of single-family lots is one of the causes for the slow down.
- ❑ Thirty-two permits were issued in the past eight years for multi-family housing, for a total of 314 units. Of these 192 were apartments, and 122 were condominiums.
- ❑ During the past eight years, the highest number of single-family residential permits was issued in 2004, and the lowest in 2007. Since 2004, the housing market has become saturated, due partly to too many homes on the market and the affects of a soft economy.

### **Commercial and Industrial**

- ❑ Commercial land use constitutes nearly 87 acres of land, or 2.5% of land area in the city. Commercial development is usually driven by a growing concentration of home construction and traffic counts on collector and arterial streets.
- ❑ Most of the newer commercial activity in Sheboygan Falls has occurred on State Trunk Highway (STH) 32, just south of its intersection with STH 23.
- ❑ The Sheboygan Falls downtown has historically been the hub of commercial activity.
- ❑ Commercial land value starts at \$100,000 an acre and rises depending upon the location, access, and other variables.

### **Agricultural**

- ❑ Whatever agricultural uses occurring within Sheboygan Falls are temporary and will eventually involve more intense land uses, as shown on the Land Use Plan.

## **Conflict Between Adjacent Land Uses**

### **Within the City of Sheboygan Falls**

- ❑ Some residential neighborhoods are directly across from industrial areas, which may create noise and have substantial truck traffic.
- ❑ Residential housing units that abut commercial properties that are not properly screened may be affected by lighting, noise, traffic, and crime.
- ❑ Safeguards should be instituted to create buffers on the edges of commercial and industrial uses when they abut residential neighborhoods.

### **Between the City of Sheboygan Falls and the Village of Kohler**

- ❑ Stormwater drainage coming from Sheboygan Falls has caused flooding in Kohler. A consensus has not been reached on how to resolve this issue.

### **Between the City of Sheboygan Falls and Surrounding Towns**

- ❑ There are no known land use issues between Sheboygan Falls and the surrounding towns.

## **Limitations on Development**

*These topics are discussed again in the Agricultural, Natural, and Cultural Resources Element.*

### **Topography (Map 3)**

- ❑ The City of Sheboygan Falls has rolling topography, with the lowest point being the Sheboygan River. Areas where there are steep slopes or along the river where there are wetlands or floodplain may not be buildable.

### Environmental Corridors (Maps 1 and 4)

- The major environmental area in Sheboygan Falls is the Sheboygan River drainage corridor.
- Environmental features within the Sheboygan River corridor include:
  - The river itself, as shown on the United States Geological Survey maps and Sheboygan County Abstract Map.
  - Wetlands throughout the city, as shown on the Wisconsin Wetland Inventory Maps (Department of Natural Resources)
  - Floodways delineated on the official Federal Emergency Management Administration (FEMA) Flood Boundary and Floodway Maps

### Boundary of Utility Service and Community Facilities

- Sheboygan Falls provides underground stormwater, sanitary, or water services to the developed portion of the city. Some undeveloped areas of the city may not have services.

## Land Use Projections

### Residential

- Table 3 shows the residential land projections for the City of Sheboygan Falls. Estimates by the U.S. Census Bureau, in conjunction with those of the Wisconsin Department of Administration, are to be the official population projections for Sewer Service Area Planning. The “Persons per Household” is also an estimate from Bay-Lake Regional Plan Commission.
- Household acreage was based on 934 acres of residential land divided by the 2000 households, plus building permits issued since 2000. This density was then projected over the next twenty years using a “straight-line” projection method.

**Table 3**  
**Residential Land Use Projections, 2008-2030**

| Years              | Population Projections | Percent Change | Persons per Hshld | Hshlds | Hshlds per Acre | Additional Acres | Total Acres |
|--------------------|------------------------|----------------|-------------------|--------|-----------------|------------------|-------------|
| <b>2000 Actual</b> | 6,772                  |                | 2.47              | 2,745  |                 |                  |             |
| <b>2005</b>        | 7,150                  | 5.6%           | 2.45              | 2,917  | .32             |                  |             |
| <b>2008 Est.</b>   | 7,501                  | --             | --                | --     | --              | --               | --          |
| <b>2010</b>        | 7,518                  | 5.1%           | 2.42              | 3,105  | .32             | 60               | 60          |
| <b>2015</b>        | 7,897                  | 5.0%           | 2.40              | 3,293  | .32             | 60               | 120         |
| <b>2020</b>        | 8,285                  | 4.9%           | 2.38              | 3,482  | .32             | 60               | 180         |
| <b>2025</b>        | 8,665                  | 4.6%           | 2.36              | 3,670  | .32             | 60               | 240         |
| <b>2030</b>        | 9,064                  | 4.6%           | 2.36              | 3,858  | .32             | 60               | 300         |

Source: U.S. Census Bureau, City of Sheboygan Falls building permits, Bay-Lake Regional Planning Commission, and Martenson & Eisele, Inc.

- The City of Sheboygan Falls will need an additional 300 acres for residential development by 2030. This amount is based on one third of an acre per household. The amount of acres needed may vary in future years depending on housing density as dictated by the market.

### Commercial

- A ratio of a community’s population to the number of acres currently being used for commercial activities is a way to project how many additional acres of land will be needed.
- The City of Sheboygan Falls had an estimated population of 7,500 in 2008. There are 87 acres of commercial land. The resulting ratio is 0.0116 acres of commercial land per person.

Based on this ratio and the data in Table 3, about eighteen more acres of commercial land will be required by 2030.

### Industrial

- ❑ Using the same methodology, approximately 73 more acres of industrial land will be needed in 2030.

## Development and Redevelopment Opportunities

### Residential

- ❑ The city has had a substantial slowdown in the development of residential subdivisions. However, when the housing market returns with an economic turn-around, the city has 671 acres of open space and farmland within its corporate limits that may be available for development purposes.
- ❑ Although some of this acreage would possibly be absorbed by commercial and industrial development, a large portion of this underutilized land area could become residential developments.
- ❑ The City of Sheboygan Falls does not limit the location of residential platting, but would like to see development occur adjacent to existing platted areas and existing sewer and water service that could be served by gravity and not lift stations.

### Commercial and Industrial

- ❑ Concentrations of commercial development have historically occurred in the downtown area and along major roadways.
- ❑ Preferred locations of future commercial and industrial land uses are at major road intersections, and clustered around already-existing commercial and industrial development with shared driveway access points.

## Land Use Plan

### Existing and Future Land Uses

- ❑ The Land Use Plan for the City of Sheboygan Falls shows both existing and future land uses. Where the land use is projected to change, the future land use is shown. Where the land use is projected to stay the same as it is, the existing land use is shown.

Land uses shown on the Land Use Plan are generally described as follows:

- **Single-Family Residential** typically refers to one-family residences or detached condominium units.
- **Two-Family Residential** is duplex units, either rental or condominium.
- **Multi-Family Residential** is single-structure housing with three or more units.
- **Manufactured Homes and Parks** is manufactured homes in designated park locations.
- **Commercial** can include retail, food or beverage, services, offices, or sports facilities.
- **Industrial** can include manufacturing facilities or related business, office facilities, and storage buildings.
- **Business** includes industrial and commercial uses in areas that are both within and outside of the City's Business Park and are located in the County Road "TT" area.
- **Communication/Utilities** include substations and other utility buildings or properties.
- **Abandoned Landfill** refers to the landfill on Hamman Drive.

- **Public/Governmental** is facilities owned and operated by the City, such as City Municipal Building, which includes the Police and Fire Departments; the Gymnasium; Library; schools; religious facilities; and churches.
- **Parks and Recreational** is the publicly-owned parks and trails throughout the city.
- **Golf Course** is the Bull at Pinehurst Farms Golf Course on the south side of the city.
- **Open Space** is vacant but unused land, including vacant residential lots in subdivisions.
- **Agricultural** is areas that are still crop farmed.
- **Open Water** is rivers and their tributaries, and detention ponds.
- **Natural Areas** is wetlands, steep slopes, and land that has not been developed due to environmental conditions.

### Land Cover

- Map 1, Existing Land Use, and Map 10 show land coverage features, which may be natural resources, such as wetlands and woodlands. Land classified as wetlands cannot be developed, nor can wetland buffers, which vary from twelve feet to fifty feet, depending on the quality of the wetland. Woodlands can be developed as residential.
- The objective of showing land coverage is to alert property owners and developers that natural resources or certain setbacks from those resources may restrict the use of certain lands.

### Extraterritorial Platting and Zoning

- The City of Sheboygan Falls could have extraterritorial platting powers over subdivisions within one and a half miles of its corporate borders, but has not historically required plats, under these conditions, to be filed for City review.
- Extraterritorial plat review could give Sheboygan Falls the ability to review and approve a subdivision outside the city limits before it is recorded.

### Consistency between the Land Use Plan and Zoning

- Of particular importance is consistency between the Land Use Plan and the Zoning Map (see Map 2). Because zoning reflects the current situation and a future land use plan reflects preferred land use, the two maps may not be consistent at first. The objective is that these two maps would become consistent over a period of time.
- The two maps were analyzed for areas that are inconsistent. These are the areas where the City of Sheboygan Falls should consider amending either the Zoning Map or the Land Use Plan.

As a way of understanding the Land Use Plan in relationship to the City Zoning Ordinance, the following table was created:

**Table 4**  
**Comparison of Current Zoning and Land Use Plan**

| Area   | Current Zoning | Future Land Use Plan |
|--|----------------|----------------------|
| South of CR "C", one-quarter section W. of CR "TT" | Agricultural   | Business Park        |
| West of N. Main Street, and Willow Drive           | C-2 Commercial | Retirement Housing   |
| East Elm Drive                                     | R-3 Two Family | Industrial           |
| Subdivisions north and south of Old Country "PP"*  | R-3 Two Family | Single Family        |

Source: Martenson & Eisele, Inc.

\*The land use in these neighborhoods is predominantly single-family with a scattering of two-family housing units. Leaving the entire neighborhood zoned as two-family allows any homeowner with sufficient lot size to convert a single-family home to a duplex.

**Consistency with other Land Use Plans**

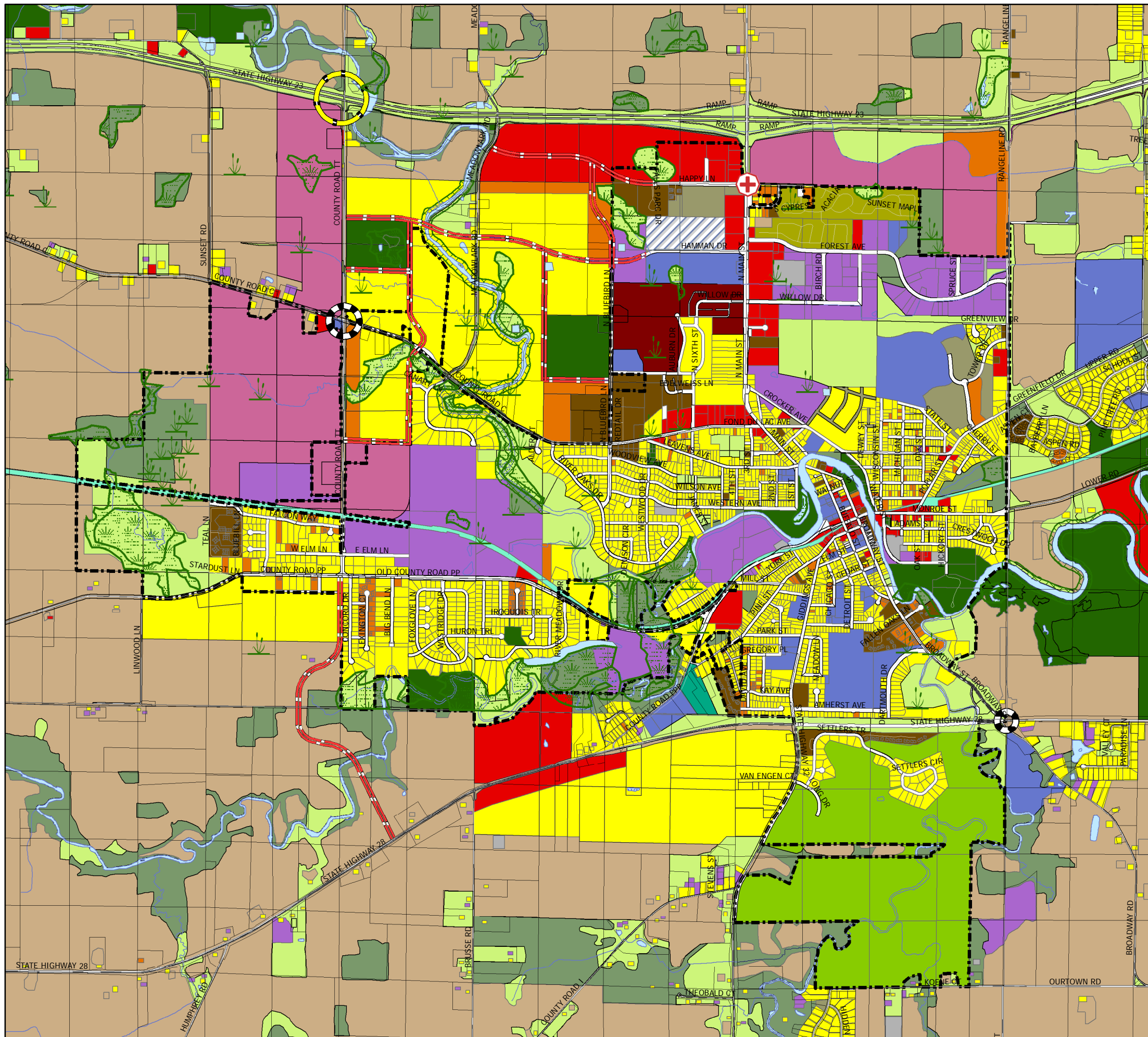
The Land Use Plan designation on the west edge of the Village of Kohler Comprehensive Plan was compared to the City of Sheboygan Falls Land Use Plan. The City Plan is showing a future industrial area north of Forest Avenue, with a medium density (duplex) residential designation on the west side of Rangeline Road. The medium-density residential buffer will provide a transition to the low-density residential designation in the Village of Kohler growth area, east of Rangeline Road. Other land uses abutting the Kohler village limits are existing uses that will remain during the life of this plan.

# City of Sheboygan Falls Land Use Plan



## Legend

-  Single Family Residential
-  Two Family
-  Multi Family
-  Retirement Housing
-  Mobile Homes and Parks
-  Commercial
-  Business
-  Industrial
-  Rail Related
-  Communication/Utilities
-  Abandoned Landfill
-  Public/Governmental
-  Parks and Recreational
-  Golf Courses
-  Open Space
-  Agricultural
-  Open Water
-  Natural Areas
-  Woodlands
-  River Conservancy Area
-  WI DNR Wetlands
-  Corporate Limits
-  Proposed Roads
-  Future Roundabout
-  Preferred STH 23 Interchange
-  Traffic Controlled Intersection



The base map data was created by Sheboygan County Planning Department who disclaim all liability regarding fitness of use of the information and any application by others, is the responsibility of the user. Revisions were made by Martenson and Eisele, Inc. in 2008 under the direction of the City of Sheboygan Falls.

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