

CHAPTER 8 - LAND USE

INTRODUCTION

The land use portion of this plan is intended to present information on the current land use within the Town of Lima. A windshield land use survey was completed by Bay-Lake Regional Planning 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 Town officials and residents, along with the data, principles, goals, and policies found throughout this plan document, are used to develop projections of potential future land use demands and assist in guiding the selection of 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 maps 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.

66.1001(2)(h)

Land Use Element. A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity, and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.

CHAPTER SUMMARY

Although the Town of Lima has not previously had a comprehensive land use plan, it has had formal public input in the past on land use through community surveys and consensus mapping, and a fairly extensive zoning ordinance in place since 1985.

The 2002 land use inventory for the Town shows approximately 4% of the Town as being developed and 96% as undeveloped. The major developed use is residential, with just over half of the developed land in this use; the major undeveloped use is agriculture, which accounts for 80% of all undeveloped land.

The supply of land within the Town is constrained by a strong public policy in favor of farmland preservation, as well as substantial areas of river and environmental corridors. The preferred land for development is in the development districts of Hingham, Gibbsville and Ourtown. There may also be limited opportunities along the STH 32 corridor.

Demand for developable land has historically been low. WisDOA projections anticipate slight increases in population over the 20-year planning period. Consequently, land allocations for residential, commercial, and industrial uses are fairly limited. Most of the land for development comes from transitioning agricultural land in or adjacent to Hingham, Gibbsville and the Ourtown area.

Recommendations for land use and development are consistent with policies stated in earlier chapters of this plan document and place a high priority on preservation of farmlands, natural areas, and open space, limiting conflicts between different land uses, and avoiding harm to important natural areas.

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 Lima, and which may affect or restrict the way land can be developed.

Existing Comprehensive Plan or Land Use Plan

Prior to this effort, the Town has not had a comprehensive plan. However, in 1997 UW-Extension Sheboygan County, in cooperation with the Town of Lima Board and Long Range Planning Committee, prepared a report entitled “Town of Lima Long Range Planning Program: Report of Trends, Survey Results & Recommendations.” This report contained demographic information, identified community issues and values, presented community survey and “consensus mapping” results, and offered recommendations that have provided guidance in land use decision making.

Farmland Preservation Plan & Ag Preservation Areas

Farmland Preservation Plan

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

Agricultural Preservation Areas

Agricultural lands to be preserved according to the Sheboygan County Farmland Preservation Plan, include soils of agricultural capability classes I and II, and some class III soils which can be or are economically productive (see the Soil Survey of Sheboygan County, Wisconsin and Figures 2.3 and 2.5 of this Plan). These agricultural 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 eligible farmers to take advantage of State income tax credits offered through the Wisconsin Farmland Preservation Program. Within the Town of Lima in 2002, approximately 10,125 acres of land (81% of the farmland in the Town) were in the Prime Agricultural District (A-1) zoning district.

Transition Areas

Transition areas are existing agricultural lands planned or zoned for future expansion of urban or other non-agricultural uses. These lands are thought of as “holding areas” for future growth and future urban service areas. Transition Areas may include sanitary districts, rural centers, lands adjacent to existing cities or villages, etc. The designated transitional lands in the Town of Lima are found in the three development districts of Hingham, Gibbsville and Ourtown.

Town Zoning Ordinance

The Zoning Ordinance of the Town of Lima was adopted in 1985 and has been revised numerous times in an effort to remain up to date. Section 4 of the Zoning Ordinance states, “It is the general intent of this ordinance to:

1. Stabilize and protect property values and the tax base.
2. Recognize the needs of agricultural, forestry, industry, and business in future growth.
3. Further the appropriate use of land and conservation of natural resources.
4. Encourage the wise use, conservation, development, and protection of the Town of Lima’s 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.
5. Preserve natural growth and cover and promote the natural beauty of the Town of Lima.
6. Prevent overcrowding and avoid undue population concentration and urban sprawl.
7. Facilitate the adequate provision of public facilities and utilities.
8. Lessen congestion and promote the safety and efficiency of streets, highways, and other transportation systems.
9. Provide adequate light, air, sanitation, drainage, and open space.
10. Regulate the use of structures, lands, and waters outside of shoreland uses.
11. Regulate lot coverage, population density and distribution, and the location and size of structures outside of shoreland areas.
12. Prohibit uses or structures incompatible with the natural characteristics, existing development, or intended development within or adjacent to a zoning district.
13. Implement those municipal, county, watershed, or regional comprehensive plans or their components adopted by the Town of Lima.

Refer to the Zoning Ordinance itself for detailed information on the permitted uses and restrictions within each of the zoning districts listed below, in Figure 8.1.

Figure 8.1 – Town of Lima Zoning Districts

A-1 Prime Agricultural District A-2 Agricultural District A-3 Agricultural Transition District A-4 Agricultural Related Manufacturing, Warehousing, and Marketing District A-5 Agricultural Living District	M-1 Industrial District M-2 Heavy Industrial District M-3 Mineral Extraction District
B-1 Local Business District B-2 Highway Business District	P-1 Recreational Park District P-2 Institutional Park District
C-1 Lowland Resource Conservation District	R-1 Single Family Residence District R-2 Two Family Residence District R-3 Multiple-Family Residence District R-4 Planned Unit Development District R-5 Planned Mobile Home Park Residence District

Source: Sheboygan County Planning and Resources Department

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.

County Subdivision Ordinance

Chapter 71 of the Sheboygan County Code contains the Sheboygan County 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 or 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. Standards for road construction, improvements, stormwater management are also included.



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 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 Sheboygan County.

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 Lima does not maintain an Official Map.

Extraterritorial Jurisdiction

Extraterritorial jurisdictions (Platting and Zoning) can be a major factor in planning, since a town can be impacted by the 1.5 mile jurisdiction of a small city or village and the 3 mile jurisdiction of a large city (population greater than 10,000). Portions of the Town of Lima are currently within the exercised Extraterritorial Platting Jurisdiction (ETP) of the Villages of Oostburg and Kohler, and the Cities of Plymouth and Sheboygan. The Villages of Adell and Waldo and the City of Sheboygan Falls do not currently exercise ETP in the Town, but may be able to exercise their Extraterritorial Platting Jurisdiction in the Town in the future. No municipalities within Sheboygan currently exercise Extraterritorial Zoning Jurisdiction (ETZ).

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 Lima has a Controlled Access Ordinance. The State has an access control ordinance along STH 28 and STH 32 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.

The rule (as revised by a Wisconsin legislative committee in 2004) applies to landowners who intend to divide land abutting a state highway into five or more lots that are each 1.5 acres or less in size within a five-year period. Access to STH 28 and STH 32 is limited.

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. Specific design requirements must be considered for development in shoreland areas. Figures 2.7 and 2.8 of this Plan illustrate the shoreland and floodplain & wetland zones in the Town of Lima.

Wetlands

Wetlands 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. 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 possibly federal regulations, if they meet the State definition. Wetlands are shown in Figure 2.8 of this Plan.

Historic Preservation

There may be some areas within the Town of Lima where development is either not desired or should be carefully designed due to the special historic character of the location.

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. Individual landowners can work independently at any time with local non-profit land trusts such as Glacial Lakes Conservancy.

CURRENT LAND USE INVENTORY

A detailed field inventory of land uses in the Town of Lima was conducted in the summer of 2002 by the Bay-Lake Regional Planning Commission. See Figure 8.2 for the 2002 land use inventory amount and intensity for the Town of Lima. Figure 8.3 shows a 2009 land use map, based off the 2002 land use map created by the Bay-Lake Regional Planning Commission.

Figure 8.2 – Town of Lima Land Use Amount and Intensity, March 2002

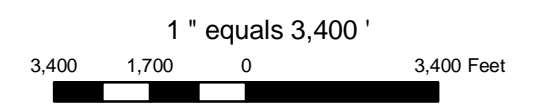
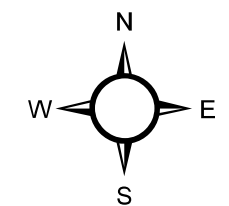
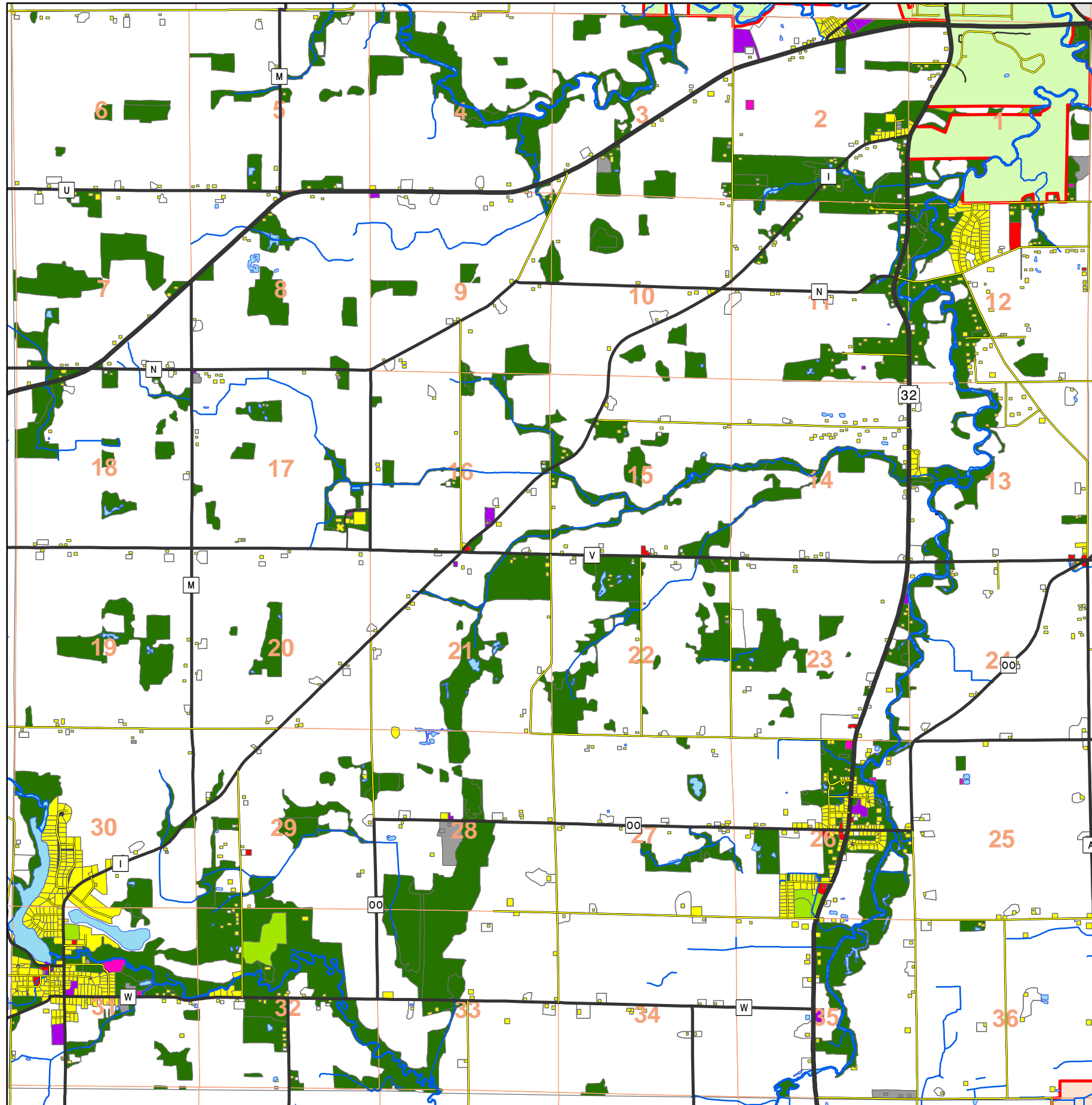
Land Use Type	Acres	Percentage of Developed Land	Percentage of Total Land
DEVELOPED	819.0	100%	3.6%
Residential	430.5	52.6%	1.9%
single-family	360.3	44.0%	1.6%
two-family	8.0	1.0%	0.03%
mobile homes	1.7	0.2%	0.007%
land under residential development	56.63	6.9%	0.2%
Commercial	15.7	1.9%	0.07%
retail sales	15.7	1.9%	0.07%
Industrial	87.6	10.7%	0.4%
manufacturing	23.4	2.9%	0.1%
extractive	5.7	0.7%	0.02%
open and enclosed storage	58.5	7.1%	0.3%
Transportation	240.3	29.3%	1.05%
state highways	37.6	4.6%	0.2%
county highways	111.1	13.6%	0.5%
local streets and roads	90.8	11.1%	0.4%
off-street parking	0.8	0.1%	0.003%
Communication / Utilities	15.4	1.9%	0.07%
electric power substations	2.9	0.01%	0.01%
radio/TV trans. tower/antennae	0.5	0.002%	0.002%
water supply storage filter/tanks/reservoirs	0.7	0.002%	0.0008%
sewage treatment plant	5.4	0.02%	0.002%
auto salvage/recycling/disposals	5.9	0.03%	0.002%
Institutional / Governmental	29.5	3.6%	0.13%
administrative building	0.8	0.1%	0.003%
pre-school/Daycare	1.9	0.2%	0.008%
long-term health care facility	3.0	0.4%	0.01%
fraternal organization/clubhouse	0.4	0.1%	0.001%
Churches and cemeteries	23.4	2.8%	0.1%
	Acres	Percentage of Undeveloped Land	Percentage of Total Land
UNDEVELOPED	22,097.3	100%	96.4%
Outdoor Recreation	263.9	1.2%	1.2%
campgrounds/parks/picnic areas/golf courses	263.9	1.2%	1.2%
Agriculture	18,666.0	84.5%	81.5%
open space	22.9	0.1%	0.01%
croplands; pastures	18,392.0	83.2%	80.3%
long-term specialty crops	32.2	0.1%	0.1%
farm buildings/accessories	218.9	1.0%	1.0%
Natural Areas	3,167.4	14.3%	13.8%
reservoirs; ponds	76.4	0.3%	0.3%
rivers and streams	94.1	0.4%	0.4%
other natural areas; also wetlands	743.8	3.3%	3.2%
woodlands	2,253.1	10.3%	9.8%
TOTAL LANDS	22,916.3	n/a	100%

Source: Bay-Lake Regional Planning Commission, 2002

Figure 8.3
2009 Land Use
Town of Lima
 Sheboygan County, WI

Legend

- Residential
- Commercial
- Industrial
- Roads & Transportation
- Communitation/Utilities
- Governmental/Institutional
- Parks & Recreation
- Open Space, Wetlands, Woodlands
- Agricultural
- Water Features
- Land Under Development
- City of Sheboygan Falls
- Village of Kohler
- Village of Oostburg
- State Hwy
- County Road
- Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Lakes



Source : Bay Lakes RPC & Sheboygan County

Prepared for the Town of Lima by the
 Sheboygan County Planning Department

Analysis of 2002 Land Use

The vast majority of **residential** land (430.5 acres) is single-family residential, most of which is concentrated in either the community of Hingham or Gibbsville. Residential lots in these areas are generally about an acre in size. Many scattered lots in open areas of the Town are typically 5 acres or larger.

Commercial development in the Town is found within or on the outskirts of Hingham and Gibbsville; or scattered throughout the Town as home-based or free-standing businesses. Some of these businesses can be rather sizable, such as Van Wyks Inc and Ongna Wood Products Inc.

More than half of the **industrial** land in the Town is categorized as *storage* (i.e., open and closed storage operations). There is no industrial park or concentrated area of development.



Public lands consist of two park areas in the Town of Lima, one in Hingham and the other in Gibbsville. The Hingham Athletic Association Playground is about 3 acres large and has a baseball diamond, concession stand, restrooms and playground equipment. The Gibbsville Athletic Association Park is located on Wilson-Lima Road in Gibbsville. There are about 11 acres of land dedicated for public use with a softball diamond, playground equipment, concession stand and restrooms. Future development/updating of these parks may be needed during this planning period.

LAND SUPPLY

Amount

At first glance, with nearly 96% of the land in 2002 in the Town of Lima 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 of 200+ years ago. Further, a significant amount of undeveloped land lies in wetlands and floodplains and would therefore be difficult to develop, 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 and lands might be available for such uses if they do not significantly harm the rural character of the Town.

Price

Land prices vary, depending on surrounding land uses, location, access, water frontage, presence of woodlands, and many other factors. Generally speaking, prices have been a bit lower in the Town of Lima than in rural areas closer to the Milwaukee metro area or even adjacent to mid-size cities like Sheboygan or Fond du Lac. Any attempt to project where land prices might go in the future is extremely difficult due to recent market volatility.

Demand

During the 1990s and early 2000s, a number of factors came together to spur an unprecedented level of residential development in rural areas like the Town of Lima: 1) affluent and numerous “Baby Boomers” desiring rural living, 2) relatively inexpensive energy costs for commuting and housing, 3) less expensive building costs than in urban areas, and 4) historically low mortgage interest rates. The development landscape, however, has changed. While many area real estate analysts expect the downturn to eventually reverse itself, the demand over this Plan’s design period (2010-2030) will probably not approach the levels seen in the 1990s and early 2000s. Despite this there will still be demand for new tracts of residential, commercial, industrial, institutional, or other types of land during the planning period.

REDEVELOPMENT OPPORTUNITIES AND SMART GROWTH AREAS

There are no brownfields or sizable tracts of land within the Town that need redevelopment at the present time. Under the County’s non-metallic mining reclamation ordinance, however, there are inactive mining sites in the Town that may undergo further redevelopment in the future. There are also scattered parcels and structures that could be improved, converted to other uses, or redeveloped entirely.

The area within the Hingham and Gibbsville Sanitary Districts has been identified as plausible Smart Growth areas for the following reasons: 1) the area is serviced by public sewer; 2) the area has smaller lots and more density than any other area in the Town; 3) there is easy access to a state highway, which runs right through Gibbsville; 4) there is a park, church, post office and a handful of small businesses in Hingham; 5) an existing cell tower provides wireless options; and 6) there are no major environmental or topological constraints in the area. The Ourtown area has been identified as a secondary Smart Growth area for many of the same reasons.



LAND USE ISSUES AND CONFLICTS

Some agricultural areas within the Town have been in proximity to residential areas for several years. There is often little, if any, buffering between such uses. There have been occasional issues with noise and odor. 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.

Noise, dust, vibration, and aesthetic impacts all potentially come into play when non-metallic mining operations are opened or expand near residences. Conditional use permits and reclamation permits will aim to address such impacts.

Currently, there is very little commercial development along either of the state highways. Any future development is likely to increase the traffic, lighting, and noise in the immediate area and should be buffered from any residential development.

ANTICIPATED LAND USE TRENDS

It is anticipated that over the next 20 years the Town of Lima will grow at a slow, managed rate and that most new development will be primarily single-family residential within the Hingham, Gibbsville and Ourtown Development Districts. Some small-scale commercial development may also take place in these areas. 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 may lead to 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 CONSIDERATION AND CONSTRAINTS

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

A significant amount of environmental corridors (i.e., wetlands, floodplain, steep slopes) weave through the Town (see Figure 8.7), 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 Lima's total general obligation debt as of December 31, 2007 was \$0, which was 0% of its full value, and 0% of the \$10,516,510 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.

It has been determined that an adequate transportation network of collector and arterial roads are 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.

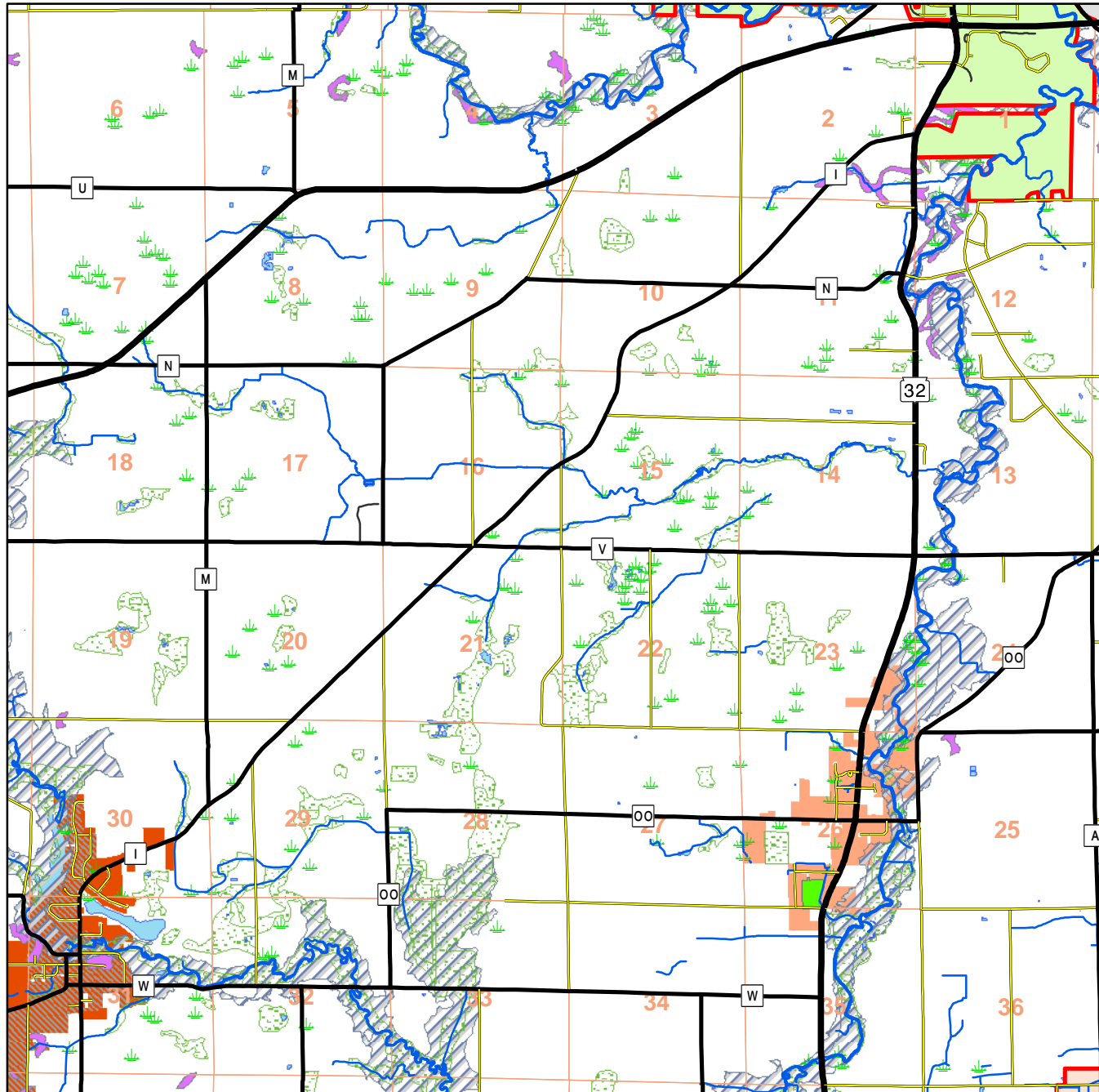
No official hydrological study has been performed to determine the inventory, consumption, and ongoing supply of acceptable groundwater in the Town of Lima, but no significant problems have been reported recently with well water quantity or quality. Given the general abundance of this resource in the area and the relatively small current and projected populations and industrial usages for the area, it is not anticipated that water supply will be a constraint.

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 for the Hingham or Gibbsville areas, since there is access to public wastewater treatment facilities in these communities.

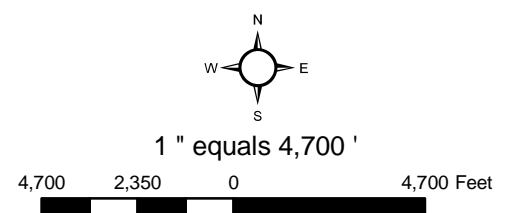
20-YEAR LAND USE PROJECTIONS

This section of the chapter is based on a consensus map compiled by Sheboygan County UW-Extension; citizen opinion survey questions; discussions with the Town's Smart Growth Committee, emerging trends, and the constraints or lack thereof described in the previous section. See Figure 8.5 for the Town of Lima 20-year land use projection.

Figure 8.4
Development Constraints &
Town of Lima
Sanitary Districts
 Sheboygan County, WI



- Legend**
- Preliminary 100 Year Floodplain
 - DNR Wetlands
 - DNR Wetlands < 2 Ac
 - Areas of 12% or greater Slope
 - Publicly Owned Lands
 - Gibbville Sanitary District
 - Hingham Sanitary District
 - Hingham Mill Pond Sanitary District
 - City of Sheboygan Falls
 - Village of Kohler
 - Village of Oostburg
 - Bridges
 - Dams
 - Railroads
 - Rivers, Streams
 - Road / Bridge
 - Section Lines
 - Lakes



Source : WiDNR, FEMA, Bay Lakes RPC, & Sheboygan County

Prepared for the Town of Lima by the Sheboygan County Planning Department

Five-Year Incremental Land Use Projections

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 3-10 of this document, along with local knowledge and observations of housing development trends, and
- an average of .42 acres 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 .42 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 (1:27). 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 is projected to occur.

Industrial Projections

Industrial land use projections were estimated the same as commercial lands, with a ratio of 1:5.

Agricultural Projections

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 0.33% for the Town from 2010 to 2030 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.)

20-Year Potential Land Use Map Comments

To limit confusion, the Town of Lima Smart Growth Committee and Plan Commission have decided to use one future land use category, “Development District”. This development district indicates that all potential future development (residential, commercial, industrial) be directed to these areas. This special designation labeled “Development District,” is intended to include a variety of future land uses that might be appropriate for small community.

Figure 8.5 – Land Use Projections for the Town of Lima in Five-Year Increments

Use	2002 (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	431, 1.9%	466, 2.0%	476, 2.1%	485, 2.1%	493, 2.2%
Commercial	16, 0.07%	17, 0.07%	17.6, 0.08%	18, 0.08%	18, 0.08%
Industrial	88, 0.4%	93, 0.4%	95, 0.4%	97, 0.4%	99, 0.4%
Agricultural	18,666, 81.8%	18,625, 81.3%	18,617, 81.2%	18,610, 81.2%	18,605, 81.2%
Other	3,715, 15.7%	3,715, 16.2%	3,710, 16.2%	3,706, 16.2%	3,701, 16.1%
TOTAL	22,916 100%	22,916, 100%	22,916, 100%	22,916, 100%	22,916, 100%

Important Note: The projections in Figure 8.5 are made to satisfy Ch. 66.1001(2)(h) Wisconsin Statutes. These are estimates only and the Town is not required to meet these projections.

The cross-hatch shaded areas on the 20-Year Potential Land Use Map show the development districts in the Town of Lima. These areas can include residential, commercial, industrial and other developments. When a request for rezoning or development comes before the Plan Commission and Board, these bodies should refer to the 20-Year Potential Land Use Map for initial guidance in responding to the request. The Town Plan Commission shall further direct the placement of such development within one of the three development districts.

Yellow-shaded areas on the 20-Year Potential Land Use Map cover existing residential developments scattered throughout the Town. These uses are expected to remain, and in some cases, if acreage allows, limited infilling or re-divisions may occur. Home-based businesses, as allowed by the Town zoning ordinance, may also appear in these areas.

Red-shaded areas cover existing business/commercial, and gray-shaded areas cover existing industrial developments within the Town. These uses are expected to remain, and in some cases, if acreage allows, limited expansions may occur.

Light green-and dark green shaded areas cover existing recreational uses and woodlands, respectively. These uses are expected to remain, and in some cases, if acreage allows, limited expansions may occur.

The large white area encompasses agricultural and natural/open areas. These uses are expected to remain; in some cases, however, as allowed by the “A” and “C” districts in the Town zoning ordinance, supplementary uses such as single-family dwellings and various businesses related to agriculture may also appear. These uses should be considered with care, however, as a substantial portion of the Town has been identified as being best preserved as farmland and/or natural areas. This conclusion is based on analysis from 1) Sheboygan County’s 2004 Land Evaluation and Site Assessment (LESA) Study, which uses NRCS soils data and a geographic information system to identify the most productive farmlands, and 2) the 2004 *Sheboygan County Natural Areas and Critical Resources Plan*, which shows the environmental corridors in the area, and 3) the 2003 Citizen Input Survey from the Town of Lima.

COORDINATION BETWEEN 20-YEAR LAND USE MAP AND ZONING MAP

The 20-Year Potential Land Use Map in this chapter is meant to be used as a guide for making decisions about rezonings and future development.

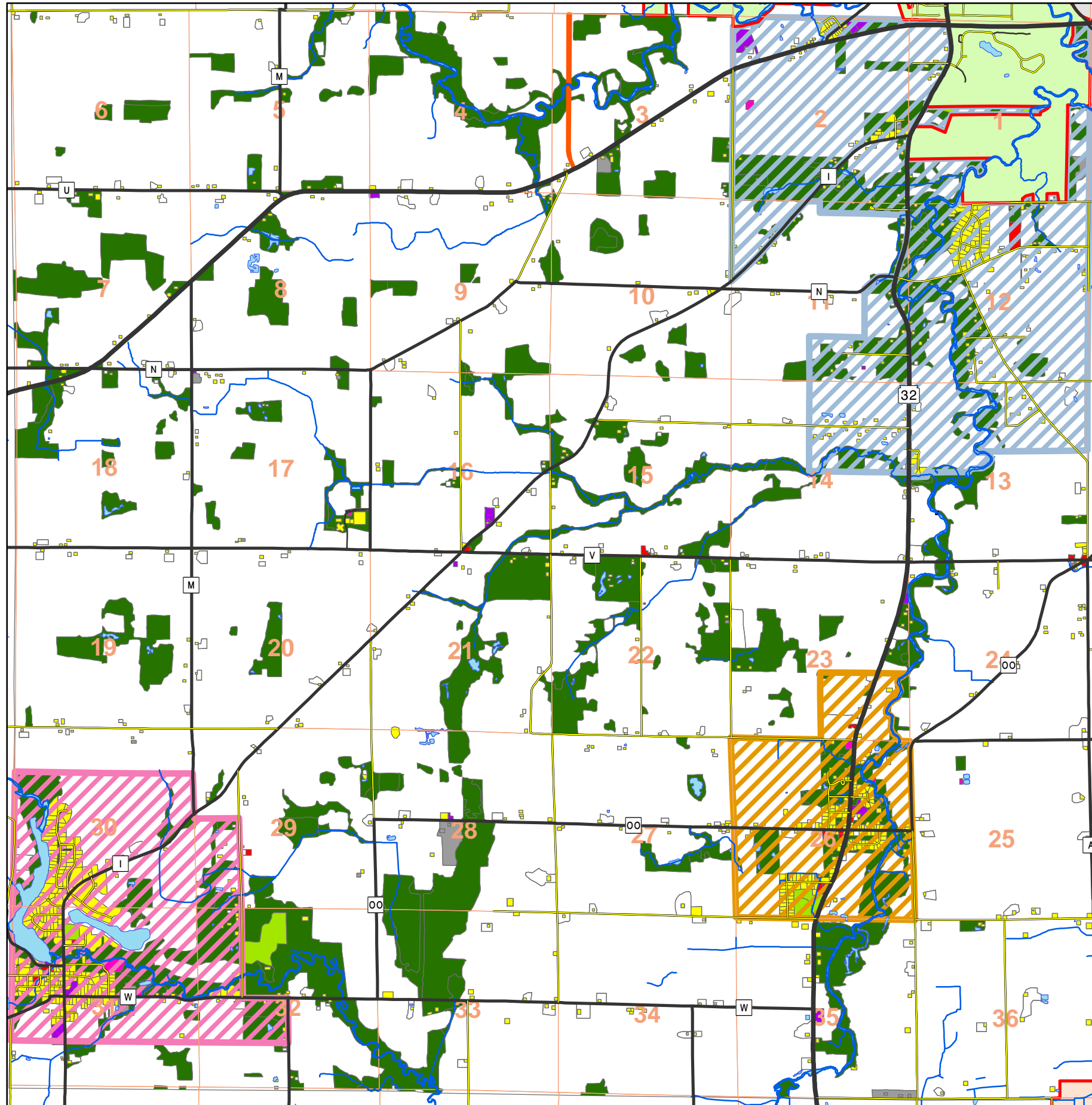
Since it would be impractical to analyze in detail every individual parcel within the Town of Lima, the 20-Year Potential Land Use Map is somewhat general in nature. When a request for rezoning or development comes before the Plan Commission and Board, these bodies should refer to the 20-Year Potential Land Use Map for initial guidance in responding to the request. If the request is in harmony with the 20-Year Potential Land Use Map, the rezoning and/or development can likely proceed. If, on the other hand, the request is *not* in harmony with the 20-Year Potential Land Use Map, the rezoning and/or development should probably be rejected. However, since the 20-Year Potential Land Use Map and the entire Plan is primarily a guide and not parcel specific, it is possible the applicant and/or Town could have compelling reasons why the proposal *is* appropriate. The Town will determine whether such development requires an immediate amendment of the Comprehensive Plan and 20-Year Potential Land Use Map. In the event the Town requires an immediate amendment of the Comprehensive Plan and the 20-Year Potential Land Use Map, a subsequent rezoning could be approved that would be consistent with the amended Plan and 20-Year Potential Land Use Map. Land use on the 20-Year Potential Land Use Map is recommended, but if a parcel was previously

Figure 8.6

20 Year Potential Land Use

Town of Lima

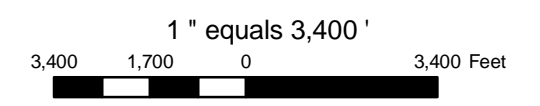
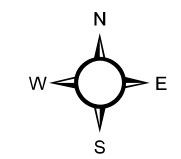
Sheboygan County, WI



Legend

- Gibbsville Development District
- Hingham Development District
- Ourtown Development District
- Future Road
- Residential
- Commercial
- Industrial
- Roads & Transportation
- Communitation/Utilities
- Governmental/Institutional
- Parks & Recreation
- Open Space, Wetlands, Woodlands
- Agricultural
- Water Features
- City of Sheboygan Falls
- Village of Kohler
- Village of Oostburg
- State Hwy
- County Road
- Local Road
- Private Road
- Bridges
- Dams
- Railroads
- Rivers, Streams
- Road / Bridge
- Section Lines
- Lakes

Note: The above uses describe broad categories and do not prohibit other uses as allowed by the Town of Lima Zoning Ordinance.



Source : Town of Lima & Sheboygan County

Prepared for the Town of Lima by the Sheboygan County Planning Department

zoned differently than what is shown on the 20-Year Potential Land Use Map, the parcel would be grandfathered in and allowed to build as currently zoned.

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 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 Lima Zoning Ordinance and the Sheboygan County Subdivision Ordinance.



LAND USE STRATEGY AND RECOMMENDATIONS

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

Vision

“We envision the Town of Lima as an area dominated by agriculture in harmony with a strong natural resource base. Situated between the two communities of Sheboygan Falls and Oostburg, the town does and will continue to provide a safe, quiet country atmosphere with friendly people. To preserve and maintain its uniqueness, careful planning is essential for continued slow, managed growth.”

Goals, Objectives, Policies, Programs

1) To preserve agricultural land in the Town of Lima, future residential development should be concentrated in sewerred areas or areas adjacent to sewerred areas.

- a) *Policy/program:* Guide the future location of residential development away from prime agricultural lands and established agricultural operations.
- b) *Policy/program:* Discuss land conservation and alternative development options for landowners who own property in critical resources areas.
- c) *Policy/program:* Promote cooperation and open communication between agricultural and non-agricultural residents in order to foster working relationships and a positive community identity.

2) The Town of Lima shall be involved in land use planning.

- a) *Policy/program:* Every rezoning request should initially be evaluated by whether the request is consistent with the use shown on the 20-Year Potential Land Use Map.
- b) *Policy/program for Agriculture:* Agriculture is the economic backbone of the Town and influences the character of the Town more than any other land use. Therefore, the amount of agricultural land that transitions to some sort of development should be kept to a minimum, and rezonings should be encouraged primarily near the Development Districts.
- c) *Policy/program for Residential requests:* Since there are already established development districts with public sewer in the Town, it makes sense to encourage most new development to occur in these already developed areas rather than scattered throughout the Town. The Hingham, Gibbsville, and Ourtown areas on the 20-Year Potential Land Use Map are areas where residential development would be preferred over the next 20 years; these areas are cross-hatched. Depending on the request, the Zoning Ordinance may also indicate that other areas are appropriate for certain types of residential development.
- d) *Policy/program for Commercial/Industrial requests:* The cross-hatched areas on the 20-Year Potential Land Use Map are areas where commercial/industrial development would be preferred. The types and sizes of businesses that currently exist in these areas are good examples of what might be appropriate in the future, although many other types of businesses might also be welcome and some could even be somewhat larger than what currently exists. The Zoning Ordinance may also indicate that other areas are appropriate for certain types of commercial/industrial development.

- e) *Policy/program for Industrial requests:* The cross-hatched areas on the 20-Year Potential Land Use Map are areas where light industrial or manufacturing might be appropriate. Other industrial development during the planning period would likely be similar to the extractive uses currently seen in scattered portions of the Town. While Figure 8.6 provides some general indication of potential sites, it is difficult to predict and map specific locations. Depending on the request, the Zoning Ordinance may also indicate that other areas are appropriate for certain types of industrial development.
 - f) *Policy/program for Governmental, Institutional, Communication, Utilities, Recreational, and Transportation:* Because these uses are relatively rare, and/or it is difficult to predict their future locations, however lands within the cross-hatched areas are specifically allocated on the 20-Year Potential Land Use Map for multiple uses. The Town, however, recognizes the potential importance of these uses and is not opposed to considering appropriate requests as needed if they do not conflict with the Zoning Ordinance, existing uses, or the vision/goals/policies of this Comprehensive Plan.
 - g) *Policy/program:* The Town Board will write and distribute an annual newsletter to keep residents informed about current issues in the Town and to offer opportunities for public input, when needed. This newsletter may be included with the annual property tax bill.
 - h) *Policy/program:* Maintain the rural and cultural character of the Town by implementing programs that maintain and preserve historical buildings and sites within the Town.
- 3) River and stream corridors are important in the Town of Lima and should be left in their natural state with limited recreational use.**
- a) *Policy/program:* Ensure that land uses and structures are properly set back from streams, lakes, ponds, and wetlands.
 - b) *Policy/program:* Discourage unsightly land uses to preserve the Town's scenic rural landscape and overall quality of life.
 - c) *Policy/program:* Encourage landowners in the Town to participate in programs that protect and restore stream banks and help maintain or enhance forested bluffs, wetlands, and other sensitive areas near rivers and streams.
 - d) *Policy/program:* Strive to raise awareness of the importance of surface waters through town, school and citizen education programs.
- 4) Based on strong support from its citizens, the Town of Lima had managed and will continue to focus future growth and development within its three established development districts (Refer to Figure 8.6).**
- a) *Policy/program:* Continue using the land division/zoning change checklist of required information. This information will be utilized by the Plan Commission and Town Board to evaluate and decide upon proposed land division and building projects.
 - b) *Policy/program:* Encourage the placement of new buildings which preserve productive agricultural lands, forested areas and the overall appearance of the town.

5) Land use decisions involving the Town of Lima will incorporate the data, principles, goals, and policies found throughout this Plan in order to ensure all of the elements are integrated into a consistent decision making approach.

(This goal is required as part of the “Implementation” element of Wisconsin Statutes Chapter 16.)

Land use related references throughout this Plan include:

- Continue to use the Agricultural zoning districts to preserve productive farmlands in the Town, except in growth areas designated on the 20-Year Potential Land Use Map. (Ch. 2)
- Consider maximum driveway lengths or maximum front yard setbacks for new residential and commercial development in order to limit fragmentation of lands. (Ch. 2)
- Uphold the current shoreland, wetland, and stormwater management ordinances. Protect environmental corridors, using conservancy zoning. (Ch. 2)
- The Town of Lima will utilize its’ 20-Year Potential Land Use Map and zoning map to steer residential development toward the already “built-up” areas of Hingham, Gibbsville and Ourtown. (Ch. 3)
- The Town will generally discourage development in economically productive farming and foresting areas that is incompatible with the continued viability of these industries. (Ch. 4)
- New businesses or expansions should not adversely threaten critical natural or historic resources. (Ch. 4)
- The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development. (Ch. 4)
- As the need arises, the Town should share its comprehensive plan with appropriate transportation agencies in order to encourage future transportation improvements to be consistent with the Town’s vision and land use goals. (Ch. 5)
- Work with County, WDNR and other government entities as appropriate to ensure parklands and recreational resources within the Town are managed wisely. (Ch. 6)
- The Town will attend and make their comment known at neighboring City, Village or Town meetings, in which possible annexation and/or border lands of the Town of Lima are discussed. (Ch. 7)
- Work to establish an agreed-upon growth area boundary, giving consideration to each municipality's comprehensive plan. Likewise, the city and/or village agrees to limit its expansion to defined areas where it plans to provide municipal services within a defined time period. (Ch. 7)