

## Land Use

### Major Findings

1. Fifty-one percent of the village's land area (304 acres) is still considered agricultural, although some of it is considered by the State to be wetland. Most of this land is in the southwestern and northeastern portions of the village.
2. The village has a substantial amount of "open space" (92 acres), much of which comprises the extensive wetland in the west central portion of the community.
3. Farmland will be absorbed over time, depending on land ownership and demand for different land uses. Eventually, however, land outside the village limits may be needed for residential developments, and would need to be annexed to facilitate sewer and water services.
4. The village contains a respectable amount of land, twelve acres, for public and institutional uses. Public uses include schools and Village facilities, but not parks, which are listed separately. Institutional uses are primarily churches and cemeteries.
5. There is no existing industrial area in the village.
6. The Village and those who develop land are generally aware that environmentally sensitive areas, such as wetlands, steep slopes, navigable streams, and important natural areas, cannot be developed. The presence of marshland in many areas around the village places limits on ultimate development. Building restrictions also include setbacks to these natural features, based on state and federal regulations.

### Recommendations

1. The Village should encourage all types of development to occur on infill sites (especially in the downtown area) or adjacent to existing development and utility services. (see Map 6).
2. The Village should encourage a mix of housing types, but for housing proposals that involve more than two units per structure, compatibility to adjoining properties and proper buffering should be addressed through the conditional use process.
3. Commercial development or redevelopment should be encouraged in the downtown area.

### Goal, Objectives, and Policies

#### Goal

- Promote residential and industrial development that adds more tax base and generates the need for all forms of retail and service businesses, and that new land uses be located in appropriate sites as shown on the Land Use Plan.

*Note: The following objectives and policies are not the only ones that relate to land use in St. Cloud. There are objectives and policies in the other elements of the Plan that also relate to land use.*

#### Objectives

1. **Support Existing Businesses:** The Village of St. Cloud will support existing commercial businesses, encouraging them to expand at their present locations or, preferably, in the Downtown area.

2. **Consistency with Plan:** The Village shall require that all decisions and actions concerning land use development and redevelopment be consistent with the Land Use Plan. Requests for amendments to the Plan should be carefully considered to ensure overall consistency.
3. **Implementation Tools:** The Village may consider adopting a Site Plan Ordinance and a Five-Year Capital Improvement Plan to implement the goals and objectives in this plan.
4. **Impacts to Natural Resources:** When evaluating potential development projects, the Village realizes the importance of protecting natural resources, environmental corridors, and animal habitat areas.
5. **Location of New Growth:** Before annexing land from the Town, the Village of St. Cloud should encourage the development of in-fill and vacant land that abuts existing development and utilities within the village.

## Policies

1. **Plan Coordination** The Village of St. Cloud will continue to coordinate future land uses on the edge of the village with the Town of Marshfield and Fond du Lac County, and on its eastern border with Sheboygan County.
2. **Downtown Renewal** The Village of St. Cloud and the Fond du Lac County Economic Development Corporation may work together to promote more commercial and industrial development in the village.

## Background Information

### Land Use Characteristics

- ❑ Map 1, which can be found behind the “Maps” tab, shows the existing land uses in St. Cloud. Table 1 shows existing land use categories, including acreage, percentage of acreage by land use, and intensity/density.
- ❑ Intensity is the degree to which a land use impacts the community. Along a scale of intensity, industrial activities are generally more intense than open space. Intensity is considered, however, in two ways: the overall land use, and the specific type of land use at a particular location. An example would be a large feedlot and a small cheese factory. The type of agricultural – a feedlot that covers many acres and may generate odors and noise - would have greater impact on the town than a small industrial land use with limited activity.
- ❑ Density is the degree to which the facilities associated with a general land use cover the land. A mobile home park would obviously have a higher density than a natural area.

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

Land Use	Acres	Percent	Intensity/Density
Farmsteads	4.07	1%	Very low intensity and density
Low Density Residential	99.71	17%	Low intensity (one home per lot) and low density
Medium Density Residential	2.91	0.5%	Medium to high intensity and density
Commercial	9.65	2%	High intensity and density in downtown
Industrial	0	0%	Medium intensity and density

Land Use	Acres	Percent	Intensity/Density
Public, Governmental, Institutional and Educational	11.77	2%	Village Hall/Fire Station is high intensity- other facilities are medium intensity and density except for cemetery
Utilities	18.30	3%	Facilities are low to medium intensity and density
Parks and Recreation	8.71	1%	Very low intensity and density
Agricultural	304.20	51%	Very low intensity and density
Open Land	92.08	15%	Very low intensity and density
Water Features	10.38	2%	Very low intensity and density
Transportation	37.76	6%	Not applicable (roadways)
<b>Total Acres</b>	<b>599.55</b>		

Source: Village of St. Cloud

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

### Farmsteads, Cropland, and Open Land

- These three categories include active farming operations, farmsteads associated with those farms, and land that is open, such as wetlands and low areas that are not farmed. These three categories constitute 400.4 acres, or 67% of the village’s area. Some of this land in will be the location of more intensive land uses, as shown on the Land Use Plan.

### Residential

- Table 1 identifies 99.71 acres, or 17% of all land in the village, as being a residential land use. This amount includes both single-family and multi-family residences, but not the residential farmsteads counted above.
- Table 2 shows building permit records from 2002 through 2007. The dollar range reflects the value of the home stated on the building permit, and may not accurately reflect the market value. Building permit values do not include the value of the land on which the residential structure is built.
- The housing market in St. Cloud has been predominantly single-family. No apartment or two-family home permits have been issued in this decade.
- Residential building opportunities, while not abundant, are available in a subdivision on the village’s north side. Average prices for vacant lots range from \$30,000 to \$40,000 per lot, although an occasional lot in a built-up area will sell for less.
- The most popular building permit dollar range in the last six years was \$150,000 to 199,000.

**Table 2**  
**Residential Building Permits and Construction Value**

Year	Type	<\$100,000	\$100,000 to \$149,999	\$150,000 to \$199,999	≥\$200,000	Total
2002	Single-Family	0	1	0	0	1
2003	Single-Family	0	0	0	1	1
2004	Single-Family	0	2	1	0	3
2005	Single-Family	0	0	3	2	5
2006	Single-Family	0	0	2	0	2
2007	Single-Family	1	0	1	0	2
<b>Total</b>		1	3	7	3	14
<b>Avg.</b>		0	1	1	1	2

Source: Village of St. Cloud

### **Commercial and Industrial**

- ❑ Commercial land use constitutes about eleven acres of land in the village. It is mostly concentrated in the downtown. This commercial area is a mixture of banking, restaurant, convenience gas station, and service businesses.

### **Industrial**

- ❑ There is no industrial land in the village. Years ago, industrial uses would have been limited, for practical reasons, to locations along the former railroad line, and no suitable sites were available. Today, such limitations no longer apply.

### **Government, Education and Institutional Facilities**

- ❑ This category includes the Village Hall-Fire Station, the Village public works property, and church properties. All of these public/institutional uses total twelve acres, or two percent of all the land in the village. Most of these institutions provide services to not only village residents but many people from outside the community.
- ❑ Utilities include well sites, elevated water tank, sewage treatment plant, and recycling facilities.

### **Parks and Recreation, Open Other Land, and Cropland**

- ❑ The Village operates and maintains two parks, though Riverside Park is actually in the Town of Marshfield. Parkland constitutes 8.71 acres of land, which is just over 1% of all land in the village.

## **Conflicts Between Adjacent Land Uses**

### **Within the Village of St. Cloud**

- ❑ Some conflict may happen when farming operations occur next to residential properties, Conflicts generally involve noise or odor.

### **Between the Village of St. Cloud and Adjacent Municipalities**

- ❑ The Town of Marshfield bounds the Village of St. Cloud on the north, west and south. The Sheboygan County line bounds the village on the east. In Sheboygan County, the Town of Greenbush adjoins St. Cloud. The village's north boundary, River Lane, is the south boundary of the Town of Russell on the Sheboygan County side. The village is not aware of any conflicts in land use between itself and these entities.

## **Limitations on Development**

### **Environmentally Sensitive Areas**

- ❑ Development may be limited to some extent because of wetlands in the western portions of the village (see Map 1). A smaller amount of wetland is found in the southeastern corner of the village.
- ❑ Marshland east and west of the village forms a barrier to land development. Farther east of the village is the Sheboygan Marsh County Park. A large portion of this land is owned by the Wisconsin Department of Natural Resources (WDNR), and is in an "endangered resources" area.

**Topography (Map 3)**

- ❑ A portion of land within the village limits is not developable because of the steep slopes and rapid changes in topography.

**Boundary of Utility Service and Community Facilities**

- ❑ The Village provides sanitary sewer and water services. Not all properties have availed themselves of these services. A portion of the developed area of the village does not have piped utilities. Some underground stormwater sewer piping is owned and maintained by the Village, as is some surface drainage ditching.

**Land Use Projections**

**Agricultural**

- ❑ The number of acres used for agricultural production will decrease as land is converted to more intense uses, such as residential, commercial, and industrial.
- ❑ Farmland in the corporate limits is acting as a holding zone until land is developed.

**Residential**

- ❑ Table 3 shows the residential land projections for St. Cloud.

**Table 3  
Residential Land Use Projections**

Year	Population	Percent Change	Persons per Household	Households	Households per Acre	Additional Acres	Total Acres
<b>2000 Actual</b>	497		2.70	184	2	---	
<b>2005</b>	500	0.6%	2.65	189	2	---	
<b>2010</b>	503	0.6%	2.59	194	2	2.5 acres	2.5
<b>2015</b>	506	0.6%	2.56	198	2	1.5 acres	4
<b>2020</b>	509	0.6%	2.53	201	2	1.5 acres	5.5
<b>2025</b>	509	0%	2.51	203	2	1 acre	6.5

Source: US Census, WDOA, and Martenson & Eisele, Inc.

- ❑ It should be noted that as average household size decreases (a national trend), the number of households will increase as population holds stable. St. Cloud will need an additional 6.5 acres for residential development by 2025. If future residential growth occurs on lots larger than one-half acres, the additional land needed will exceed this amount.
- ❑ It should also be noted that the construction of fourteen new homes since 2002 (see Table 2 above) reflects a pace of growth faster than that anticipated in the “official” population projections shown in Table 3. Additionally, the fact that household size decreased only from 2.71 to 2.70 between 1990 and 2000 raises questions whether the rate of decline in household size will be as great as the Wisconsin Department of Administration projection shown in Table 3. On this subject, it is interesting to note that the official state population estimate for January 1, 2008, was 519 persons, compared to the previous official projections, which only showed St. Cloud increasing slowly to 509 residents by 2025. The state is thus recognizing the faster pace of growth. The acreage shown as needed for residential construction should be regarded as a bare minimum; more may actually be needed.
- ❑ Future residential areas being shown on the Land Use Plan are in the northern area of the village. Although it would seem the easiest residential extension would be an annexation to the east (see Map 1, Existing Land Use), the village’s eastern boundary is the Sheboygan

County line. The consequences of such an annexation in the annexed area (different 911 dispatch center, sheriff's service, court system, etc.) would need to be closely considered.

- ❑ The New Holstein School District is anticipated to remain the public school provider for the village for the foreseeable future.

### **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 over the next five, ten, fifteen and twenty years. For example, if there are 1,000 residents in a community, and there are 100 acres of commercial land uses, an increase of 100 residents would result in an increase of 10 acres of commercial land uses.
- ❑ The January 1, 2008 State population estimate for St. Cloud totals 519 people, and the village contains 10 acres of commercial land. This would mean that there are approximately 52 people per acre of commercial land in the village. If this ratio continues, and if population growth continues at the pace experienced since the census of 2000, St. Cloud may experience a need for an additional one acre of commercial land by 2027. This would not take into account commercially zoned land in the downtown area that could be renovated or cleared for new commercial tenants.

### **Industrial**

- ❑ The same methodology used for projecting commercial land uses is also used for industrial land use projections. Since there is currently no industrial acreage in the village, this methodology is not helpful. Certainly, St. Cloud may need a reasonable small acreage of industrial land by 2027, to balance the community's development.

## **Development and Redevelopment Opportunities**

### **Agricultural**

- ❑ Any land considered farmland in St. Cloud is not expected to remain in that classification in the long term. Farming operations will likely be put to more intensive uses in the future.

### **Residential**

- ❑ A residential subdivision in the northern area of the village still has vacant lots available for home construction. Other areas have potential for additional residential construction.
- ❑ Approximately twenty acres of land in the eastern portion of the village are planned for short- and long-term medium-density residential development. This area should be able to be developed with gravity sewer service.
- ❑ Approximately twelve acres of land in the northwestern portion of the village, north and east of Cedarview Drive, could be developed for medium-density single-family residential development by gravity sewers.

### **Commercial and Industrial**

- ❑ The Village of St. Cloud wants to encourage more commercial development to occur in their central business district (downtown) as opposed to sites that would intrude on residential neighborhoods.
- ❑ The most logical site for industrial development may be on a portion of the present agricultural land in the northeast area of the village, utilizing access to County Trunk Highway (CTH) "G".

## Land Use Plan

### Existing and Future Land Uses

- ❑ The Land Use Plan combines existing and future land uses under one color code.
- ❑ Land uses shown on the Land Use Plan are generally described as follows:
  - **Farmsteads:** One-family home, possibly including a barn and outbuildings
  - **Low Density Residential:** Typically refers to a one-family residence
  - **Medium Density Residential:** Residential duplexes and low density attached or detached condominium units
  - **Multi-Family Residential :** Apartment buildings or housing for the elderly
  - **Group Housing:** A housing unit where rooms are occupied by unrelated individuals who share common facilities.
  - **Commercial:** Retail, food or beverage, service, or office type uses.
  - **Industrial:** Manufacturing facilities, cannery, contractor storage and office facilities and storage buildings or related businesses
  - **Public Facilities:** Village Hall, Fire Station, Public Works facilities
  - **Churches:** Religious facilities and associated off-street parking
  - **Schools:** School Facilities and associated sports fields and playgrounds
  - **Utilities:** Detention ponds, wells and water towers
  - **Park and Recreation:** Village Park facilities and recreational trails
  - **Other Open Land** Fallow or unused land, including vacant lots in subdivisions
  - **Water Features:** Lakes, ponds, and streams
  - **WDNR/Fish & Wildlife:** Lands owned and managed by state and federal agencies.
  - **Wetland Overlay:** DNR designated land that meets the definition of wetlands
  - **Woodlands Overlay:** Concentration of trees (five acres or more)

### Land Cover

- ❑ The Land Use Plan also shows land covers, which are areas characterized by natural resources, such as wetlands. Land classified as wetlands cannot be developed, nor can wetland buffers that can vary from twelve to fifty feet, depending upon the quality of the wetland.
- ❑ The objective in showing land covers is to promote the conservation of the natural resource, but with the understanding that a more intensive development may occur in that area.

### Extraterritorial Platting and Zoning

- ❑ The Village of St. Cloud has statutory ability to have extraterritorial platting powers over subdivisions proposed within 1.5 miles of the village limits. The Village has not used these powers to date, but plans to look into it in the future because a number of developments have taken place within this radius.
- ❑ Due to the cooperative nature between the Village and the Town of Marshfield, there has not been a need to develop extraterritorial zoning, which would also apply within 1.5 miles of the village limits. The Village plans to explore this option in the future.

### 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 of a Plan 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 Village of St. Cloud should consider amending either the Zoning Map or the Future Land Use Plan.

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

<b>Land Use and Area Found</b>	<b>Current Zoning</b>	<b>Future Land Use or Zoning Changes</b>
Area between Cedarview Dr. and CTH "G"	Mostly Exclusive Agriculture	Potentially single family residential
Area north of homes on Clark Street	Mostly Exclusive Agriculture	Potentially single-family residential
Portion of northeast area	Exclusive Agriculture	Potential for an industrial (I-1) zone

Source: Martenson & Eisele, Inc.

# Village of St. Cloud Land Use Plan

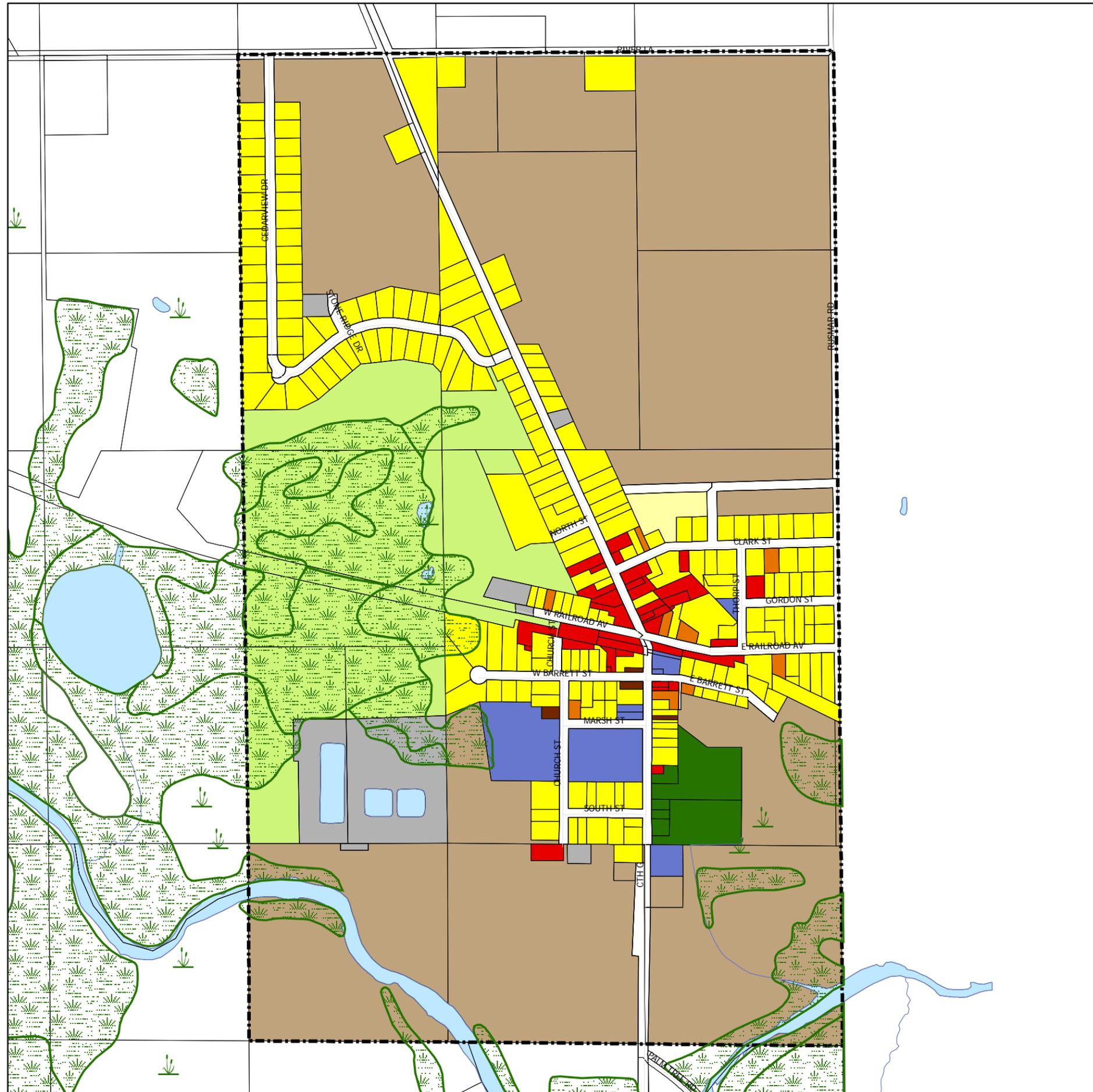


## Land Use Categories

- Farmsteads
- Residential
- Medium Density Residential
- Multi-Family Residential
- Commercial
- Industrial
- Utilities
- Public/Governmental/Institutional
- Parks and Recreation
- Open Land
- Agriculture
- Water Features
- Corporate Limits

## Coverages

- Wetlands Overlay
- Wetlands < 2 acres



Note: Farming, which still remains the major land use category in the Town of Vandenbroek, needs to be encouraged to continue until the market dictates some other type of land uses consistent with the Land Use Plan.

The wetlands digital data was created from the Wisconsin Wetland Inventory Maps by the DNR Bureau of Watershed Management, who is the custodian and sole distributor of this data. The DNR will not be liable in any way for the accuracy of the data and the fitness of use rests entirely upon the purchaser.

The base map was created with data from Fond du Lac County Planning Department, who assumes no liability for the accuracy of this data or any use or misuse of its content. Revisions were made by Martenson and Eisele, Inc. in 2008 under the direction of the Village of St. Cloud.

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