

CITY OF SHEBOYGAN

REQUEST FOR CITY PLAN COMMISSION CONSIDERATION

ITEM DESCRIPTION: Application for Conditional Use Permit with exceptions by Joseph Voelkner to install a gravel parking lot and driveway on the Butzen Sports Complex located at parcels 59281430842 and 59281430840. RA-35 Zone.

REPORT PREPARED BY: Ellise Rose, Associate Planner

REPORT DATE: July 23, 2025

MEETING DATE: July 29, 2025

FISCAL SUMMARY:

Budget Line Item:	N/A
Budget Summary:	N/A
Budgeted Expenditure:	N/A
Budgeted Revenue:	N/A

STATUTORY REFERENCE:

Wisconsin	N/A
Statutes:	
Municipal Code:	N/A

BACKGROUND / ANALYSIS:

Joseph Voelkner is proposing to install a gravel parking lot and driveway on the Butzen Sports Complex located at parcels 59281430842 and 59281430840. The applicant states the following:

- The facility is currently being developed by Lakeshore United FC, to be utilized for soccer and athletic programming on a community level. It currently is not actively utilized for soccer programming, matches, or special events.
- The facility currently has grass fields with newly acquired goals and it is anticipated that the facility will be ready for practices, matches, special events, and camps in Spring 2025.
- The site is currently under development. It is anticipated the grass fields and any upgraded facility improvements such as turf fields, indoor facilities, and lighting will allow for Lakeshore United FC soccer programming, general athletic programming for the entire community, and special events.
- The site was chosen based on its suitability for development subject to a restrictive covenant requiring the site be utilized for recreational purposes and its location. The site has close access to the freeway, main roadways leading to it (S. Business Drive) and has the necessary acreage for a large scale development and multiple uses.
- Until additional infrastructure and playing space is developed, the foreseeable future will include multiple grass soccer fields of differing sizes to be utilized by Lakeshore United FC's community, select, and academy programs, and for camps, practices, and tournament site play. Also, the facility will be available to all Sheboygan area athletic clubs and programs as may be available based on scheduling. It is also contemplated that the facility can be used for special events as well.

- The facility will be home to Lakeshore United FC's community, select, academy and club members. Lakeshore FC currently has more than 2,700 members, with daily usage (once suitable) for community, academy, and select soccer teams and their practice and game schedules which will likely include traffic density of 400-500 visitors per day. For special events, camps, tournament site use, those numbers will be based on playability of the surface and wear and tear. It is expected that 2025 and 2026 use will be under strict limitations to avoid unnecessary harm to the grass surface (which is relatively new).
- Current site improvements include installation of the parking lot as set forth in Exhibit B, ongoing development and maintenance of the grass surfaces/fields in the current layout, and use and maintenance of current outbuildings for the storage of equipment, maintenance materials, and incidental materials.
- While the site does not currently have restrooms facilities, concessions, or outbuildings for public use, the futures development of the site does envision the adding of such infrastructure. All drainage, dumpsters, restrooms, lighting (which will be portable for the near term), and other improvements will be added to the facility.
- There will not be "off-street parking" available at the site. As indicated in Exhibit B, the addition of the parking area will address any and all parking and ingress/egress issues. Access to the facility will be from South Business Drive and will include appropriate signage and traffic controls (as may be required per zoning or ordinance).
- It is contemplated the facility will have signage at the entrance of the facility and road signage on South Business Drive or surrounding/adjacent roads will provide directions to approaching traffic for parking purposes and traffic controls.
- The facility is ready for limited play, practice, and use in Spring of 2025. The facility will be managed by Lakeshore United FC, specifically with respect to the configuration of the fiel surfaces based on wear and tear, and the facility will be upgraded and developed as Lakeshore United FC undertakes it capital campaign for additional development which includes, but is not limited to, a full capacity multi use indoor facility, artificial turf fields, permanent lighting, concessions, restrooms, outbuildings/locker rooms facility, fencing, scoreboards, etc. In terms of current development costs, the initial development has been in excess of \$500,000, but ongoing development considers valuation of each capital improvement as they are undertaken.
- The facility is a community based asset for Sheboygan. It is envisioned to host special events, athletic events, and soccer programming as a generational development for the future of Sheboygan. It provides to the residents of greater Sheboygan and the surrounding communities, an asset improving the quality of life of the entire region.
- The facility will be strictly operating with specific hours of operation. Also, traffic concerns will be addressed during special events in coordination with local authorities and law enforcement when required. Additionally, the facility will be professionally maintained from both a field and infrastructure standpoint, but also managed by a professional staff of event planners and coordinators as usage and availability increases. Fencing, boundaries, and safety precautions will be managed by Lakeshore United FC and all federal, state, and local requirements for such a facility will be strictly complied with.
- This facility is the product of nearly 10 years of planning, coordination, and careful management. The City of Sheboygan, along with Lakeshore United FC, are prepared to enter into a 99 year leasing agreement for the facility, and the parking lot installation is slated to begin in earnest as soon as weather allows in Spring 2025.

- The conditional use permit being requested is for the construction of parking and driveway areas. All setback and local requirements will be followed with respect to any and all construction. The sole reason for this application is that the parking lots will be gravel for the short term (1-2 years) until the configuration of the sports complex is finalized.

STAFF COMMENTS:

The applicant is requesting the following variance:

- To install a temporary gravel driveway and parking lot - All surfaces for parking and maneuvering shall be paved and if not paved, landscaped.

ACTION REQUESTED:

Staff recommends approval of the conditional use permit and exceptions subject to the following conditions:

1. Dumpsters and/or grease receptacles shall be screened/enclosed and constructed of like materials and colors of the facility. If using chain link fencing, the applicant shall install Privacy Decorative Slating (PDS) material in order to effectively screen the dumpster.
2. Outdoor storage of materials, products or equipment shall be prohibited.
3. All new lighting shall be installed per Section 105-932 of the City of Sheboygan Zoning Ordinance. There shall be no spillover light onto adjacent properties or the streets.
4. Applicant shall obtain the necessary sign permits prior to installation. Applicant shall work with staff with regards to constructing a well-designed signage for the site that utilizes colors and materials similar to the building. Staff may bring the proposed signage design back to the Plan Commission for review/approval.
5. The proposed parking lot and driveway is permitted to be gravel until such time as the sports complex is built out. The applicant shall pave their parking lot and driveway not more than 6 months after complex is completed.
6. If there are any amendments to the approved use and/or floor/site plan, the applicant will be required to submit a new conditional use application reflecting those amendments

ATTACHMENTS:

Conditional Use Permit Application and Attachments