VILLAGE OF ELLSWORTH

EAST END REDEVELOPMENT DISTRICT (#1)

PROJECT PLAN

ADOPED 10/6/2025, RES. #: 2025-14

VILLAGE OF ELLSWORTH

MSA

ACKNOWLEDGEMENTS

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INTRODUCTION 1

1.1 BACKGROUND

The Village of Ellsworth, located in western Wisconsin near the near the Mississippi River, is renowned for its historic downtown and enjoyed by residents and tourists alike. The East End district is enjoyed and appreciated as a vital community asset, holding cultural significance in the area and remaining a central facet of Ellsworth's economy. Today, though, the area has increasingly exhibited physical and economic blight—manifesting in underutilized parcels, deteriorating facades, and declining commercial activity. This project plan is a component of the Village's ongoing community planning and development efforts, which build on the Village's history, strengths, and ambitions. This Redevelopment District Plan looks to focus on promoting the highest and best use of lands within its existing boundaries through infill development and redevelopment.

Consistency with Local Planning and Development Efforts

The Village recognizes the need to orient all its planning and development efforts within the same framework to ensure that all such efforts align with the Village's principal goals and objectives. In accordance with State law, this report complements and is consistent with relevant local planning and development efforts.

Village of Ellsworth Comprehensive Plan

The Village of Ellsworth's Comprehensive Plan, last updated in October 2022, identifies a variety of goals and priorities for the East End. Being the village's long-range blueprint for growth, its findings should serve as foundational guidance for the East End Redevelopment Plan. The following are action items most relevant to this report:

- Add signage encouraging Creamery visitors to utilize the sidewalk connection to the East End
- Resolve accessibility issues caused by height and pitch discrepancies on the Main Street sidewalk
- Add planter boxes, hanging baskets, and other features in the East End
- Provide clear directions for finding parking off Main Street

The plan also sets goals to guide policymaking, which should inform areas to explore deeper in the Redevelopment Plan. These include:

- Strengthening the symbiotic connection between the East End Park shops and the Creamery
- Preserving the historic and unique architecture of East End buildings

- Improving access to community destinations through maintenance and increased capacity

Village of Ellsworth Comprehensive Outdoor Recreation Plan (CORP)
Ellsworth's CORP aims to enhance the recreational amenities of the village. Developed for the years 2024 through 2029 in partnership with the Mississippi River Regional Planning Commission, it includes an inventory of existing facilities and identifies community needs alongside improvement recommendations.

The CORP suggests a park pavilion and/or bandshell be built within the East End Park. The Plan should keep this objective in mind, exploring redevelopment efforts that may suit or benefit from the fulfillment of this effort. Other suggestions include improving event facilities or potentially looking to expand the park.

Ellsworth Design Team's Community Design Charrette
The Design Ellsworth Summary Report (2019) stems from a community design charrette led by the UW–Extension's Design Wisconsin Team. Over a three-day visit, planners and designers worked with residents to envision Ellsworth's future. The perspective of this report provides a fresh and bold vision for the East End that should inform the recommended actions of the Redevelopment Plan.

Specific to the East End, road quality and building exteriors were identified as clear weaknesses for the area. The following recommendations were made as redevelopment ideas:

- Reimagine East End as a cultural and entertainment district, investing in the area's ability to further serve events

- Create an art walk for the East End, calling attention to the existing artworks in the area and providing the opportunity for more art in the district

- Tailor East End locations to suit a brewpub and a family restaurant, two additional business types the region is positioned to best support

- Construct a boardwalk alongside the stream that serves as a draw to the area and increases connectivity. A sketch was produced illustrate this concept:

The team also produced the following sketch identifying key redevelopment opportunities:

Downtown Design Guidelines Plan

The Downtown Design Guidelines Plan was developed to provide fundamental guidance for building development within the Village. It also defines aesthetic expectations and values to pursue the goals of the Ellsworth Comprehensive Plan. Based on these guidelines, the following goals should be considered in this Redevelopment District Plan.

- Focus on building visual cohesion and ensuring proper stormwater management within the East End
- Emphasize aesthetics as a key driver of prosperity for East End as a commercial district
- Prioritize curating a comfortable environment for walking and biking with the streetscape

Statutory Authority

This project plan for the East End Redevelopment District has been prepared under Section 66.1331(4)(a)1 of the *Wisconsin Statutes*, which authorizes the Village to prepare redevelopment plans and implement redevelopment projects within the Village. State law further authorizes the Village to establish redevelopment programs and create a community development authority to implement such programs to address blight.

As recognized by State law, the condition or usefulness of areas of the Village with blight may pose a threat to the public health, safety, morals, and welfare of Wisconsin residents.[2] The law recognizes that private investments in such areas may, on their own, be insufficient to eliminate or prevent blighted conditions and that it may be necessary for cities to expend public funds to address such conditions. Thus, the blighted area law establishes a means for cities to use public funds to acquire property, remove structures, and improve sites. Chapter 2 of this report (Analysis of Existing Conditions) includes information on blighted conditions within East End Redevelopment District.

1.2 EAST END REDEVELOPMENT DISTRICT

Project Boundary

As shown in Map 1.1, the East End Redevelopment District is generally situated between Wall Street/E Wall Street, N Morse Street and U.S. Highway 10, extending north to include a few parcels along Railroad Avenue. Fifty-five parcels were chosen to be evaluated as a part of the East End Redevelopment District. These encapsulate the extent of what is commonly considered the historic East End, in addition to some adjacent parcels whose potential redevelopment may complement the revitalization effort ongoing in the East End. The following map displays the boundary of the study area, in addition to the parcel numbers assigned for reference in the Appendix A Blight Evaluation Table.

Map 1.1: Study Area Parcels

Redevelopment Goal

This plan aims to remove blighted conditions in the East End area, promote economic development, enhance community character, and increase the quality of life in the Village.

Redevelopment Objectives

The following objectives are designed to fulfill the goal of the East End Redevelopment District. The objectives have been developed with consistency to the goals outlined in Ellsworth's various long-range plans. They provide direction for future actions taken on behalf of the Village.

1. <u>Enhance Walkability and Accessibility</u>
    - Make the East End more walkable and inviting for both visitors and businesses using placemaking techniques such as landscaping, street furniture, public art, and shade elements.
    - Resolve sidewalk accessibility issues such as height and pitch

discrepancies.

2. Strengthen Economic Vitality
    - Attract new businesses along Broadway and Morse Streets, especially those that are engaging for visitors of all ages.
    - Incentivize property improvements or sales through grants or assistance programs.
    - Increase the tax base by revitalizing underused spaces.
3. Capitalize on Tourism and Existing Community Visioning Efforts
    - Better connect the Ellsworth Creamery and Cheese Curd Festival to East End businesses through improved wayfinding and multi-modal access.
    - Explore expansion and/or enhancement of park facilities to support community events, such as a pavilion or bandshell in East End Park, and enhance connections between the park and Broadway Street.
    - Align redevelopment efforts with existing community-driven plans such as Ellsworth Design Team's Community Design Charette, which reimagines the East End as a cultural and entertainment district.
4. Preserve and Enhance Community Character
    - Leverage available resources to address blighted properties in the redevelopment area.
    - Improve and maintain historic architectural elements of East End buildings.
    - Emphasize aesthetics and visual cohesion in redevelopment efforts

Images of N Broadway St

EXISTING CONDITIONS ANALYSIS 2

2.1 INTRODUCTION

This chapter documents existing conditions within the East End Redevelopment District, including land use, equalized values, zoning regulations, environmental constraints, transportation network, and site analyses. This information is necessary to support the Village's findings of blight within East End Redevelopment District, which are also presented in this chapter.

2.2 EQUALIZED VALUE

The total equalized value of the study area is just over 5.7 million dollars ($5,702,800). This figure was calculated by dividing the tax assessed value by the local assessment ratio determined by the Wisconsin Department of Revenue (based on 2024 numbers). This method is used to estimate the fair market value of the parcels within the study area. A breakdown of each parcel's equalized value is included in Table 2.1, found within the Appendix.

2.3 REGULATIONS, RESTRICTIONS, AND DESIGNATIONS

Village of Ellsworth Zoning Ordinance

Chapter 46, Article 3 of the Village's municipal code sets forth descriptions of the Village's zoning districts, which provide standards and use requirements to regulate development within each zoning district. Zoning designations in East End Redevelopment District, as of March 2025, are shown on Map 2.2 (on the next page). As required under Section 66.1001(3) of the *Wisconsin Statutes*, the Village's zoning ordinance is consistent with the Village's comprehensive plan.

As shown on Map 2.1 (on the next page), zoning in East End Redevelopment District includes eight base designations. A brief description of the intent of each follows:

- The **R-1 Residential** District (shown in green) is intended for single family and two-family homes, protected from traffic, congestion, and incompatible land uses. This District is designed to maintain compact residential development near existing residential areas presently served or readily serviceable by public sewer or in areas that comply with minimum lot sizes for private sewage systems.
- The **Industrial** District (shown in red) is intended to provide an area for manufacturing and industrial activities. It is intended to provide an area for a variety of uses which require relatively large installations, facilities or land areas; or which would create or tend to create conditions of public or private nuisance, hazard, or other undesirable conditions; of which for these or other reasons may require special safeguards, equipment, processes, barriers or other forms of protection, including spatial distance, in order to reduce, or shield the public from such conditions.
- The **Commercial** District (shown in blue) provides an area for commercial, business and professional service uses. It is intended to create a space to stimulate economic development while minimizing disruption to nearby residential neighborhoods.
- The **Conservation** District (shown in yellow) includes parkland area and is the designated zoning of East End Park.

Map 2.1: Existing Zoning

Comprehensive Plan Objectives

East End Redevelopment District is located nearby the Ellsworth Cooperative Creamery, a major center of economic activity identified within the Village of Ellsworth's Comprehensive Plan. This is based on existing employment, forecast employment growth, and input from local governments. The plan recommends the continued development of major economic activity centers to encourage economic growth, including a focus on developing and redeveloping such long-established major centers like that encompassing East End Redevelopment District.

Environmental Constraints

There is an existing stream that runs through the study area that is both daylighted and piped through the study area. There is corresponding floodway/floodplain identified around that stream that impacts existing and future uses in the study area. See Map 2.2 (shown on the next page).

Map 2.2: Natural Limitations

There are also environmentally contaminated sites in East End Redevelopment District, shown on Map 2.3, which includes one open environmental repair site (i.e., it is currently in the process of being remediated). There are also three closed ERP sites within the study area, indicating areas where the DNR has taken prior action and closed the case. Two of these are designated to have continuing obligations, or required actions required by the owner to protect the environment. WNDR's Remediation and Redevelopment Program manages efforts to clean and redevelop contaminated sites. Federal and State resources are available to support communities undertaking the remediation and reuse of brownfield sites. For example, the Environmental Protection Agency (EPA) Brownfields Program grants monies for site assessment, planning efforts, and clean-up.

Map 2.3: Contaminated Sites

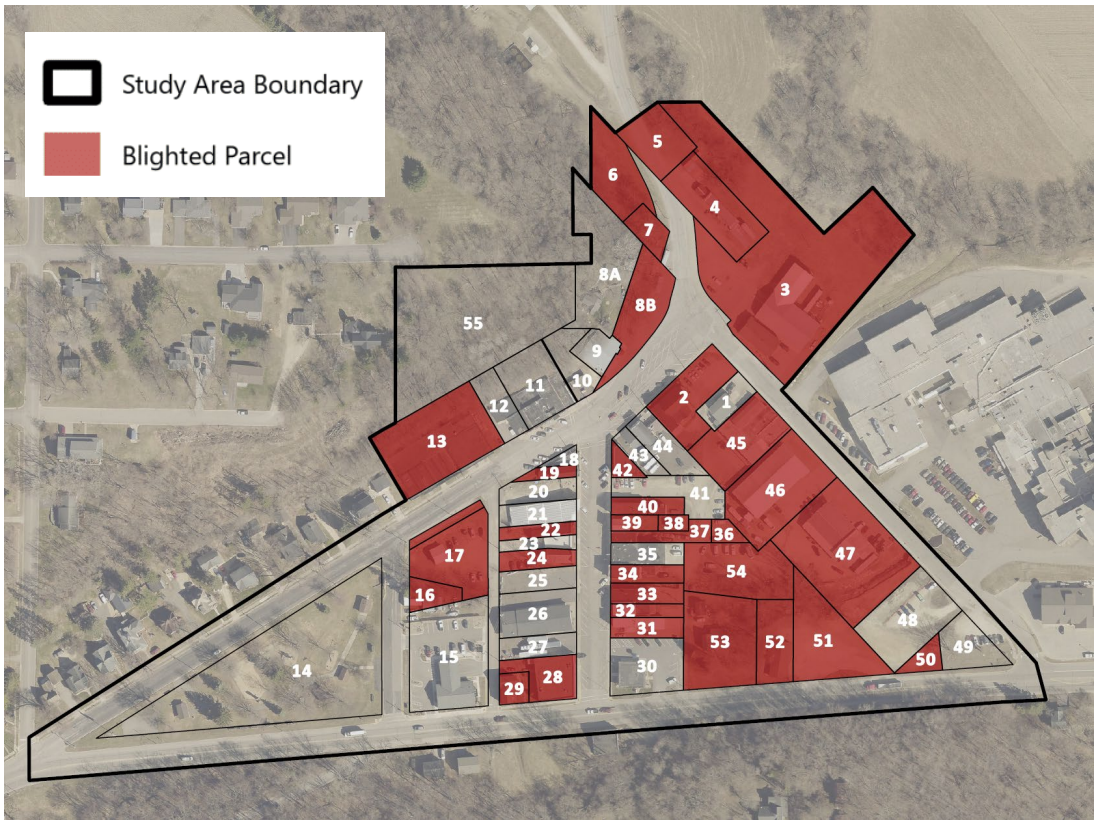
2.4 BLIGHT EVALUATION

Section 66.1333(2m) of the *Wisconsin Statutes* establishes definitions relative to blight elimination. Under State law, a blighted area is defined as follows:

> "An area which by reason of the presence of a substantial number of substandard, slum, deteriorated or deteriorating structures, predominance of defective or inadequate street layout, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the fair value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or any combination of such factors, substantially impairs or arrests the sound growth of a Village, retards the provision of housing accommodations or constitutes an economic or social liability and is a menace to the public health, safety, morals, or welfare in its present condition and use."

Findings of Blight

Appendix B presents blight findings within East End Redevelopment District. As shown in Map 2.4, 32 of the 55 parcels within East End Redevelopment District have been identified as blighted, in need of rehabilitation, or otherwise meet the definition of blight as established by criteria set forth in Section 66.1331(3) of the *Wisconsin Statutes*. These parcels encompass 9.45 acres, constituting approximately 56% of the District.[31] Thus, not less than a majority of the properties within the District is blighted and in need of rehabilitation; demonstrates deteriorating architecture, faulty lot layout, unsafe buildings or circulation areas, economically obsolete use that do not comply with adopted Village planning documents, or poor or unsafe access and circulation for vehicles and pedestrians; or meets other statutory factors meeting the definition of blight. In addition, a substantial portion of the District contains vacant, underutilized, and visually blighted property and a disordered assortment of land uses.



Map 2.4: Blight Evaluation

All these factors contribute to existing blight in the District that impacts the Village's future development potential, including substantial impairments to the continued revitalization of the Village's downtown area. Redevelopment efforts, including conducting appraisals and environmental examinations, conducted as this report is implemented will likely identify additional information on existing blight within the District.

2.5 ANALYSIS AND ASSESSMENT

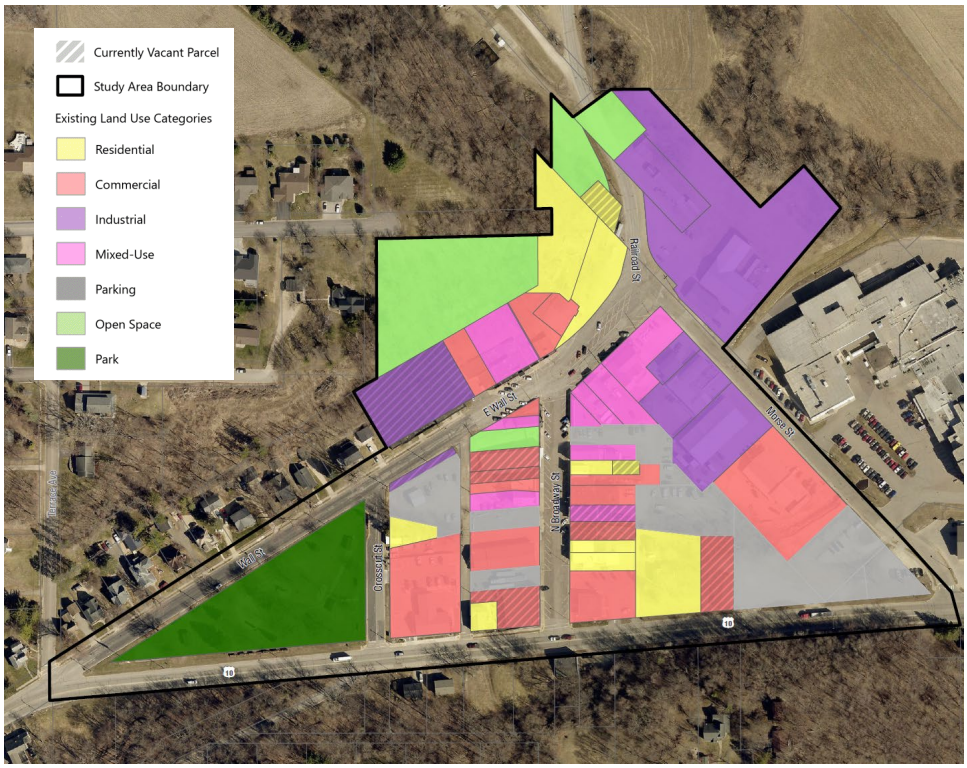
Transportation Network

U.S. Highway 10 runs along the southern portion of the district, connecting to the region via U.S. 63 and State Highway 65/35. Freight movement rely on trucking along these arterials, as no rail serves is in the district. The area lacks fixed-route public transit, and pedestrian and cyclist infrastructure is limited to fragmented sidewalks with no contiguous bicycle lanes or dedicated multi-use corridors connecting the East End to the broader regional network.

Pedestrian amenities, such as pedestrian-scale lighting, canopy shade trees, benches, bump-outs at crosswalks, and directional signage, are confined to limited parts of the District, discouraging pedestrian activity. Poor quality signage proliferates in the District, and it is visually cluttered with disordered elements that detract from its aesthetic quality and do not reinforce its role as the Village's historic downtown.

Existing Land Uses

Exiting land uses in East End Redevelopment District, as of August 2025, is shown on Map 2.5. A good portion of the District (by area) is comprised of industrial uses, parking or undeveloped lands. Most of the smaller-scale commercial uses in the District are along Broadway Street, some of which are within mixed-use buildings that feature commercial uses on the ground floors and residential uses on the upper floors. The commercial uses include a broad range of office, retail, and service-oriented establishments.



Map 2.5: Existing Land Uses

Morse Street includes mostly industrial uses, but is home to one of Village's most important economic drivers, Ellsworth Cooperative Creamery. Vacancy and storage use is prevalent in the District covering roughly a quarter of the properties, and five additional parcels (8% of the District) are effectively non-buildable due to restrictive lot size, shape, or lack of street access.

Building Conditions

There is a mix of building conditions present in the East End District with a number of architecturally significant buildings having been altered in ways that detract from their historic character. Some buildings are missing aesthetic elements like awnings, while other older buildings have been left to deteriorate. As discussed in Section 2.4, there is a pervasive pattern of physical deterioration in the District with many parcels exhibiting one or more major defects such as peeling paint, warped or chipped siding, crumbling masonry or foundation cracks, and untreated or rotting wood elements. A few properties include more substantial issues like graffiti, boarded-up windows, or rusted fixtures. Safety hazards were noted on roughly a quarter of parcels including missing railings on upper decks, broken steps, exposed insulation in soffits, and obstructed curb cuts.

On the pedestrian side, portions of the District are characterized by deteriorated parking facilities, alleys, and sidewalks. Taken together, these findings point to critical focus areas for the Village: façade and structural rehabilitation, parking and site-drainage improvements, remediation of safety and accessibility deficiencies, resolution of zoning inconsistencies, and strategic activation of underutilized or vacant parcels to catalyze downtown revitalization.

Value Assessment

Land and improvement (building) values are assessed annually for tax purposes. Map 2.6 illustrates the calculated ratio of each site's improvement value to its land value within the study area. This Land-Improvement (I/L) Ratio is an openly available, objective source to identify strong candidates for redevelopment. Parcels with a ratio value greater than 3.0 contribute significantly to the local tax base; properties with ratio lower than 3.0 are low in improvement value compared to land value. Optimal conditions for redevelopment are indicated by an ratio valued under 1.0.

Map 2.6: Value Ratio Assessment

Reinvestment Opportunities

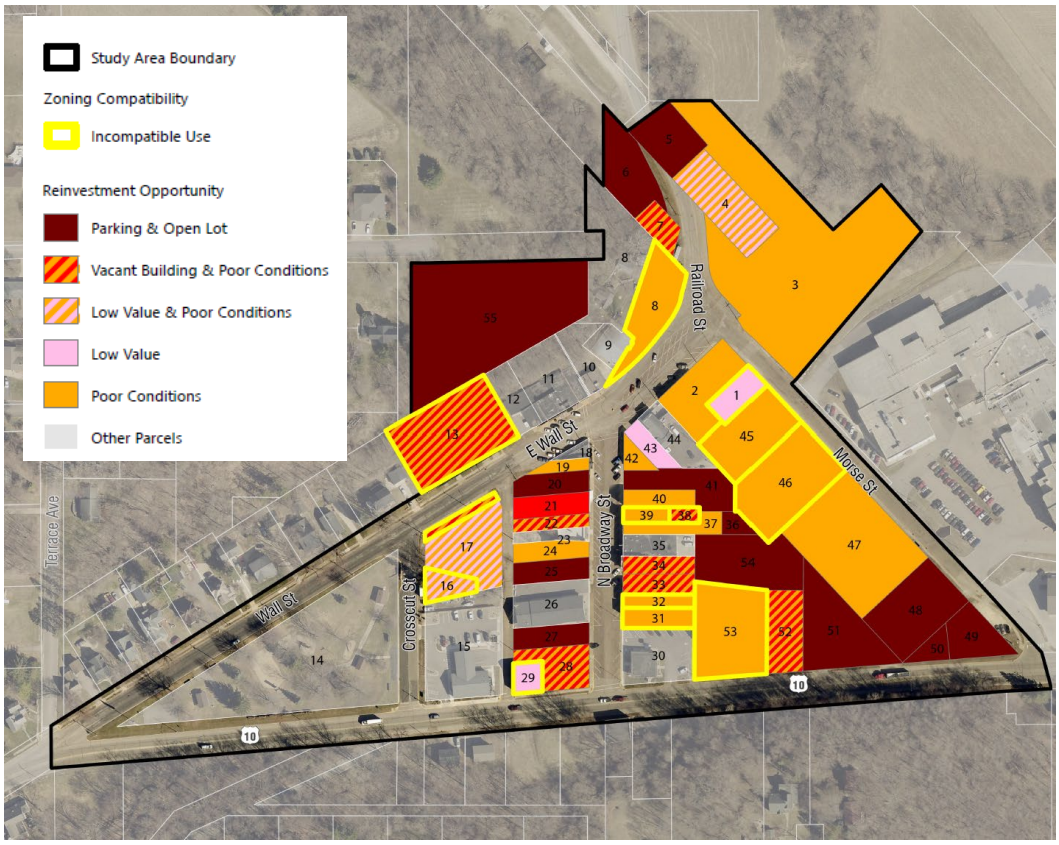
Within the East End area there are several parcels that offer significant opportunities for reinvestment and/or redevelopment. Parcels that are strong candidates for redevelopment are vacant, for sale, have low improvement value (relative to land value), or have buildings that are in poor condition. Map 2.7 illustrates opportunities for reinvestment/redevelopment in the East End Area.

- ***Red parcels*** are the most viable for redevelopment, as they have no structures (dark red), or are have vacant buildings.

- ***Pink parcels*** are viable for redevelopment, but do have buildings that are relatively maintained; however, the improvements (buildings) have less value than the land.

- ***Orange parcels*** are the least viable for redevelopment, as the parcels have buildings with significant value; however, there may be opportunities for reinvestment to improve the building's poor exterior condition.

- ***Yellow bordered parcels*** are single-family/duplex residential or industrial properties that are zoned Commercial, which suggest the site could be a redevelopment opportunity (i.e., incompatible use); however, the property is being maintained and are contributing to the tax base (i.e., improvement value is more than land value).



Map 2.7: Reinvestment Opportunities

PROPOSED REDEVELOPMENT PLAN 3

3.1 INTRODUCTION

This chapter presents a proposed redevelopment plan for East End Redevelopment District that leverages opportunities and complements economic development efforts to promote the highest and best land use within the Village. The proposed plan realizes opportunities within the District and accounts for Village goals and objectives as established through relevant local planning efforts. These planning efforts include the Comprehensive Plan, the East End Community Design Charrette Summary Report, and the Downtown Design Guidelines Plan, all endeavors to promote development that enhances neighborhoods, fosters business growth, and strengthens the Village's economic base.

3.2 OPPORTUNITIES

Every challenge, including those posed by the District's existing conditions, can be seen as an opportunity. This variety contributes to an assortment of noncomplementary uses, faulty layouts, and obsolete platting within the District. Additional challenges that characterize the District are vacant and deteriorating buildings, brownfield sites, and undeveloped lands with and without natural resources. The Village can strategize for promoting sound growth by acknowledging these challenges, which are counterbalanced by a wealth of opportunities related to the District's land use pattern, transportation network, and zoning.

Location and Land Use Pattern

East End Redevelopment District is advantageously located relative to numerous features, including the Creamery, the high-traffic Highway 10, long-time local employers, and the East End Park. Redevelopment within the District can prosper from and complement the Village's identity and heritage. The District is suitable for a wide variety of uses that can promote and profit from density and activity. With a range of parcel sizes, the District provides opportunities for large, medium, and small-scale redevelopment projects. There is also potential for remediating contaminated sites within the District using available Federal and State resources. In addition, the District's natural resource areas offer opportunities to expand green infrastructure and provide open space for passive recreation in conjunction with development.

Transportation Network Components

The East End benefits from having a high potential visitor draw, not just because it is located on a high-traffic corridor, but because it is anchored by the Ellsworth Cooperative Creamery and a few seasonal celebrations that occur nearby. By weaving more pedestrian infrastructure into the area, visitors could stroll through the area instead of drive past. This could call more attention to local businesses, and it would help the East End emphasize many of its amenities like its historic charm and street art. At the same time, reorganizing the patchwork of surface lots into consolidated parking behind storefronts would declutter the streetscape, justify widening the sidewalks for outdoor cafes and shade trees, and transform the streetscape into a truly pedestrian-friendly corridor.

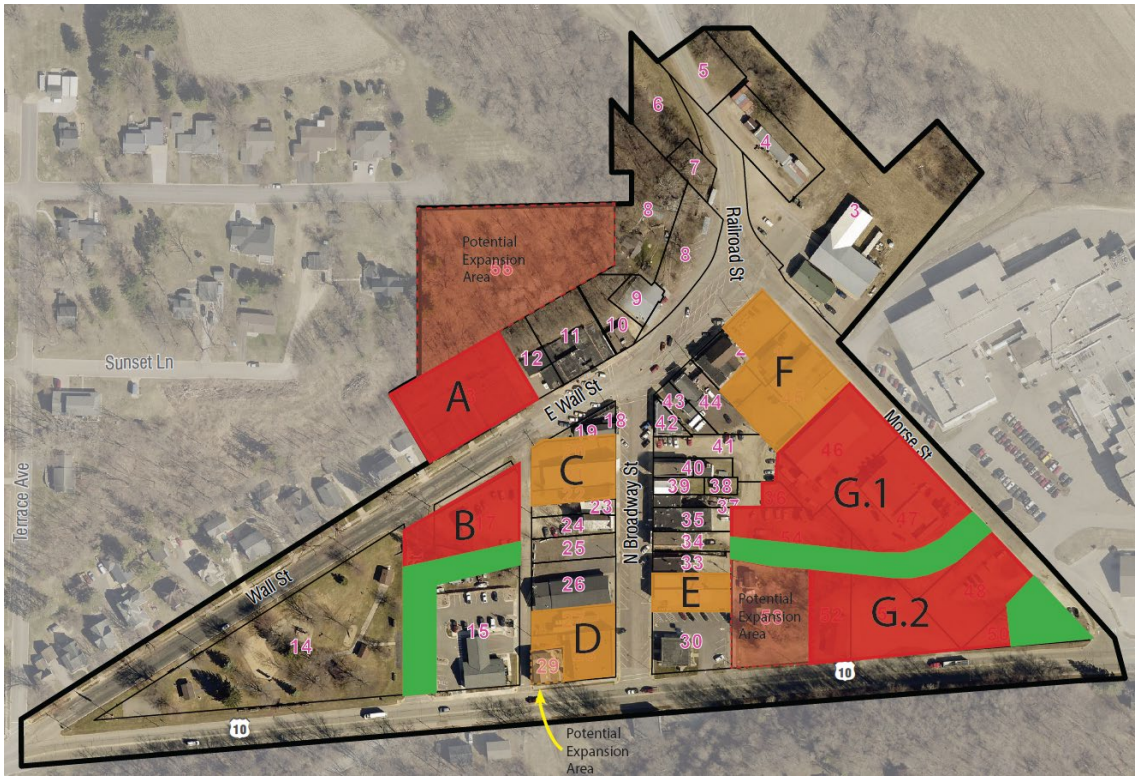
3.3 PROPOSED REDEVELOPMENT PLAN

The proposed redevelopment plan for East End District incorporates numerous components from the Village's comprehensive plan, including goals, objectives, and policies, recommendations, planned land uses, and design strategies. Key elements of this vision are to establish connections

between with the historic downtown and the various amenities that surround it. Proposed development should enhance the District's identity, functionality, and aesthetics by creating a high-quality, lively, charming destination. Development should support an active, vibrant atmosphere for the Village's residents, workforce, and visitors.

Priority Redevelopment Sites

The Village cannot acquire and/or market every site at one time, and therefore, should prioritize the sites based on their marketability (location, visibility, etc.), as well as their value and importance to the downtown. The selected sites shown in Map 3.1 are the Village's highest priorities when marketing development opportunities in the East End District. Each one of these projects can be a catalyst for new development throughout the District. A brief description of the highest-priority (red parcels) and medium-priority (orange parcels) are described below.



Map 3.1: Redevelopment Opportunities

A. This area could be either commercial, residential or mixed use. Housing at this location would provide a transition from the single-family residential and the commercial/mixed area. While the land to the north is separated by grade change, there is an opportunity to realize a larger (or separate) multifamily development with or without Area A. The infusion of more residential units in close proximity to the commercial will only strengthen the East End retail opportunities.

B. The Village should explore the potential removal of Cross Cut Ave as a means to provide high-quality parking for East End Park and extend its green space. The red area could become a larger parking area that better services the many events hosted in the area. It is also a more walkable location for those interested in visiting the businesses local to the East End. The existing stream could be managed and improved by the Village south of this potential parking lot.

C. This area contains structures that currently have long-term vacancies, including one property that will be razed due to a collapsed roof. The preferred development is a 2-3 story mixed use building with retail on the ground floor.

D. This area is an ideal location for a commercial or mixed use building as the entry point into the Broadway commercial district. Currently the use and the condition of the building indicate underutilization. There is a home along Main Street that could provide for a greater redevelopment area should the property become available.

E. This area covers two residential buildings that do not appear to fit the commercial/mixed use corridor, especially along the ground floor. Due to the size of the redevelopment area, a commercial 1.5-story structure is likely the ideal use.

F. This area includes industrial uses that do not fully utilize the potential activity to be generated by its central location. The preferred development is a 2-3 story mixed-use building along Morse Street but extending to the corner with Wall Street. Parking would be placed behind this building and accessed by the parking lot to the west that connects to Broadway. Alternative uses include a multi-family building or parking for the district (if needed).

G. While it is understood the area along Main Street provides creamery parking, the necessary parking should be relocated to the inner core of the area freeing up Main Street for redevelopment along the high-visibility Highway 10 corridor. This would allow for better entry to the district and improve the area's visual interest. The village should also explore acquiring the area around the stream to service utilities and improve the quality and aesthetic of the stream bed.

> **G.1** To allow for redevelopment along Main Street / US 10 (see G.2), this area could provide the necessary parking for the creamery (and potential overflow parking for the district). The existing well-established business at this location shall be moved to another portion of the district or another suitable location in the Village. The stream bed to the north should be preserved and improved to allow for better drainage in the area and enhance the aesthetic qualities of the stream.
>
> **G.2** This redevelopment area will benefit from the traffic and visibility from Main Street / US 10. The preferred development would include 2-3 story mixed-use building along Main Street with parking behind and along Morse Street. The grade change that separates the existing creamery parking areas could be adaptable better through redevelopment. The home to the east along Main Street could provide for a larger development if that property were to become available. The corner of Morse / US 10 could provide for a gateway feature, as well as still promoting the creamery.

Streetscape Improvements

A well-designed streetscape incorporates crosswalks, sidewalks, light fixtures, trees, planters, receptacles, banners/flags, benches and green spaces within the public right-of-way. A balanced mix of these components can lead to establishing a great place that is a destination in itself. This will increase the marketability of the District as consumers prefer destination shopping. Improvements in streetscaping often serve as a catalyst for private property improvements as property owners are more willing to invest in an area which has better infrastructure.

A series of guidelines are established to address streetscaping issues within the planning area, meant to be consulted prior to reconstruction of the public right-of-way or other streetscaping improvement project. Project plans should feature site and street layouts designed to create a safe and comfortable multimodal network with pedestrian, bicycle, and vehicular connections within the District and to surrounding areas. Ultimately, development should contribute to an overall increase in property values in the District.

Design Guidelines

The following section provides a series of general guidelines to address streetscaping issues within the planning area. The village will consult these recommendations prior to reconstruction of the public right-of-way or other streetscaping improvement projects. See the LaSalle Concept Plan for more specific recommendations

Streets

• Reduce corner radii (or provide bump-outs)
• Clearly mark crosswalks by using a solid white border or by providing a colored concrete border. Align crosswalks with sidewalks to clarify movement patterns

Sidewalks

• Maintain a minimum of six feet of clear path. Refrain from placing fire hydrants, light and electrical poles, traffic lights, signs, benches, etc. in the clear path zone.

Lights

• Replace lighting with decorative light fixtures. Consider using only LED light fixtures.

Trees

• Provide a cohesive planting policy and select trees based upon the tree's characteristics of growth, durability, branching habit, visual appeal, and maintenance requirements.
• No pavement around a 5-foot circumference around tree trunks to allow for growth.
• Trees placed in hardscaped terraces shall have a tree grate around its base.
• Maintain a 7-foot height clearance within the clear path zone. Prune trees that impede this zone.

Signs/Poles

• Develop uniform details/materials for poles, planters, trash receptacles, etc.
• Provide a gateway feature near Broadway and Main. Potentially incorporated in expanded sidewalk with bumpouts.
• At historic destination provide a plaque, or informational kiosk, denoting its historical significance and history.

Street Furniture

• Provide benches where space allows it. Bolt the benches to pavement to prevent vandalism.
• Provide bike racks near large parking lots/areas.

Improved Streetscape Elements

The section below will detail a recommended strategy for East End streetscape revitalization. These will build off of the guidelines above and make best practices recommendations while keeping feasibility in mind.

Sidewalk & Crosswalk Enhancements

Pathways and sidewalks are critical to ensure that the amenities of the area enhance each other and facilitate the local economy. The many draws to the area, like East End Park, the Creamery, the thrift store, local festivals, and more, all bring people to the area that are looking to shop, eat,

explore and relax. It is recommended to add sidewalk along Highway 10 (especially from Wall Street to Morse Street), and to explore future connectivity opportunities provided by the various surface parking lots in the area. On Broadway Street, wider sidewalks provides opportunity to explore decorative paving along the curb edge. Decorative terrace along the curb, inclusive of planters and/or trees, would enhance the landscape and improve comfortability and safety along street edges.

Safe crosswalks are just as critical to ensure that visitors to the East End feel safe exploring the area. Existing crosswalks should be continually maintained to ensure the paint is visible and the signage for pedestrians and vehicles is clear. The Village should also explore implementing additional crosswalks, specifically to assist pedestrian access to the businesses along E Wall Street.

Bumpout / Flexspace Enhancements

The road will narrow through the downtown with the introduction of bumpouts. The intent is to reduce crossing distances, reduce vehicular speeds, increase the area for streetscape elements (e.g., trees, landscaping/planters, furniture), and establish space for usable outdoor leisure activities. There is an opportunity to incorporate flex space instead of the traditional parallel parking areas. This provides the option of parking or to use as additional sidewalk area. This requires a rolled curb at the drive lane, and a buffer zone between the parking and the clear walkway. Decorative paving denotes parking spaces (and the buffer zone) and obstructions (trees/planters/bollards) provide the safety barriers to the pedestrian walkways. The entire flex area should meet ADA slope requirements (maximum 1.5%). This is recommended along N Broadway Street. Flex space has been installed in Wisconsin Dells (shown below) and Barron, WI.

Lighting and Signage

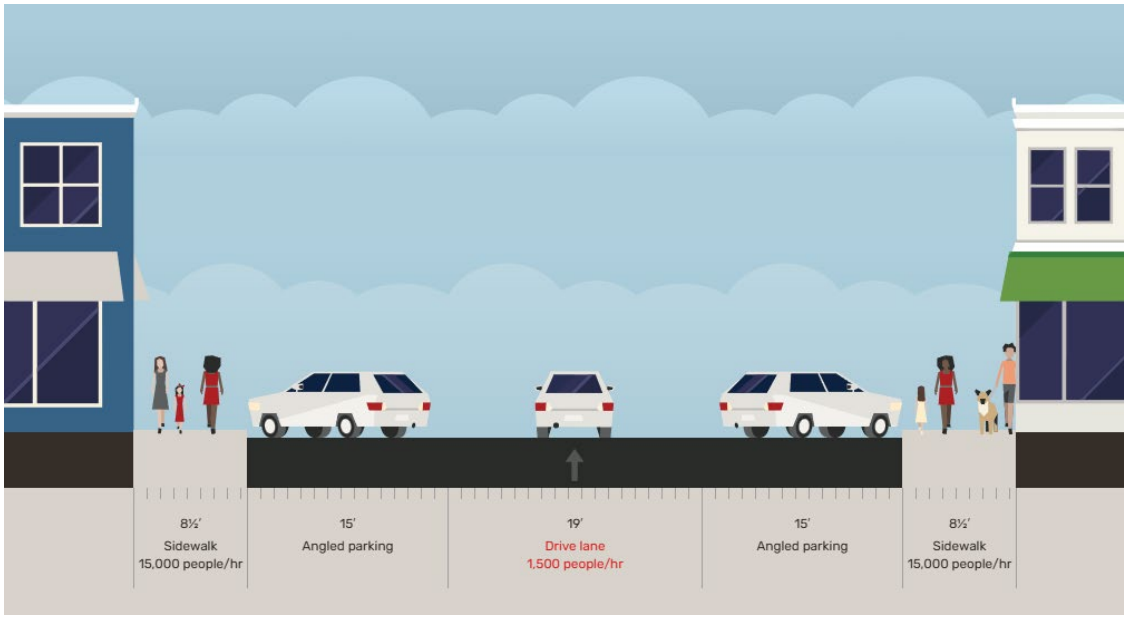
Decorative lighting should be incorporated in the East End streetscape. To provide a consistent light source, pedestrian-scale lights (i.e., 18/20 feet in height) will require light fixtures every 60-75 feet. Taller (25-foot poles) is recommended at intersections, especially at Broadway/Wall, Broadway/Main and Morse/Main intersections. Taller poles could receive banner arms and shorter poles should receive flagpole holders or hanging flower baskets.

Better signage would improve transportation safety within the area and assist visitors in the area looking to find parking. Wayfinding signage could guide visitors to appropriate parking lots and

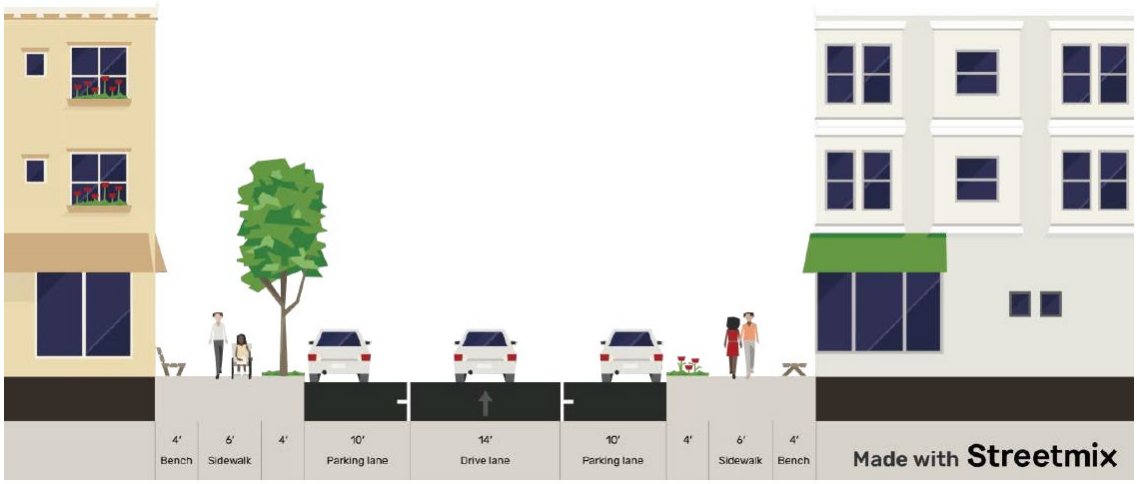
inform visitors of how to find their destination. Given how many people travel adjacent to the area through Highway 10/Railroad Avenue and to nearby places like the Creamery, there is a lot of value of informing passersby of the shops and restaurants within the East End. The Thrift Store has already placed rudimentary wayfinding signage along the Highway, demonstrating the effectiveness of this concept. Finally, The Village should consider civic (banner) displays throughout the downtown planning. The banners should promote local events and the recreational activities/facilities available in the community. The banner design should coordinate with the wayfinding signage design.

Broadway Street Improvements

The streetscape of North Broadway Street could be revitalized to become safer and friendlier to multimodal travel, complimenting the historic aesthetics of the adjacent buildings and still maintaining space for on-street parking. Based on the goals above and interests from the community, this plan provides initial considerations for improvements within the East End, including crosswalk enhancements, new street lighting, and wider sidewalks with decorative terrace inclusive of street trees, planters and street furniture. To achieve the above condition, the narrow angled parking would be replaced with parallel parking on both sides of the street.



Broadway Street – Current Layout



Broadway Street Design – Potential Redesign

Wall Street Improvements

Currently, the conjunction of E Wall Street, Railroad Ave, and N Morse Street is a wide swath of concrete currently lacking clarity for cars navigating the intersections and lacks character. This section of Wall Street could also see improvement by adding in a median between the one-way split of Wall Street. This will provide flow of Morse Street/Railroad Avenue, as well provide clearer intersections to Wall Street. Also, this provides an opportunity for pedestrian safety improvements with reduced crossings with each one-way section of Wall Street and aesthetic improvements with a planted median, inclusive of signage. Loss of parking could be offset by the parking areas described in the priority redevelopment section of this plan.

3.4 PROPOSED LAND USES

Proposed uses are intended to help guide the District's physical development and are based on planned land uses set forth in the Village's comprehensive plan. It is important that project plans be prepared with consideration for the entire study area to ensure that development aligns with the Village's comprehensive plan. Proposed land uses for East End Redevelopment District are shown on Map 3.2 and summarized as follows.

Downtown Mixed-Use

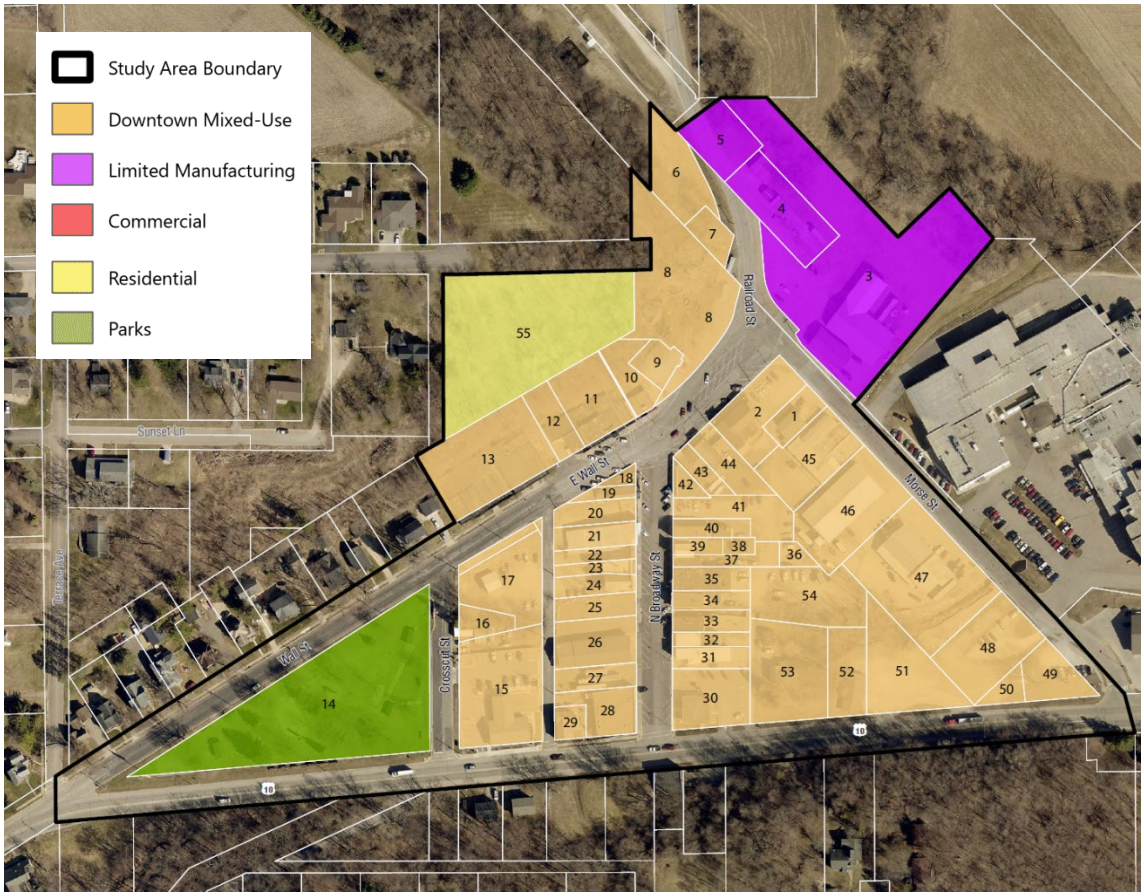
A combination of residential and commercial uses. Buildings are scaled to complement the familiar streetscape, using simple roof forms and traditional materials that blend with existing surroundings. Setback guidelines and modest parking allowances foster a comfortable, walkable environment without overwhelming the block. Business uses are also approved, aiming to create a mix of retail, service, and office uses. Two-story buildings with housing above shop-space are encouraged. Development should feature architecturally detailed buildings constructed using quality materials on landscaped sites with controlled lighting, attractive signage, and minimal/no outdoor storage/display.

Limited Manufacturing

Limited manufacturing includes high-quality indoor manufacturing, warehousing, distribution, and ancillary office uses on sites with generous landscaping, screened storage, modest lighting, and limited signage comprise limited manufacturing uses.

Residential
The residential features strictly single-family detached housing

Parks
Parks encompass publicly owned land developed with recreational facilities for active and/or passive use.



Map 3.2: Future Land Use Map

Proposed Zoning
It is essential that the Village's zoning ordinance, which plays a significant role in implementing the Village's comprehensive plan, complements the proposed development plan for the Redevelopment District. Information on zoning regulations in place as this report was under preparation is set forth in Chapter 2. While the regulations will not substantially compromise the Village's ability to achieve its goals, the zoning ordinance may be brought into closer alignment with proposed land uses to better promote desirable development and redevelopment.

Changes to zoning regulations may be made over time through developer- or property owner-sponsored PUDs and rezonings and/or with revisions to the Village's zoning code.

Additional Changes
It is recommended that the Village develop detailed ordinances related to land division, official mapping, capital improvements, and design standards to implement this proposed development plan.

IMPLEMENTATION 4

4.1 ADOPTION

Per Section 66.1303 of the *Wisconsin* Statutes, requirements for redevelopment plans must be adopted and may be modified at any time. The modification process requires that property owners or lessees within the area subject to modification consent to the proposed modification. The proposed modification requires a public hearing and adoption by the Village Community Development Authority (CDA), after which the CDA must submit the proposed modification to the local legislative body for their approval.

4.2 PROJECT IMPLEMENTATION

Redevelopment would heavily emphasize rehabilitation of existing buildings within the District. The Village anticipates redevelopment and/or public improvement to kickstart within five years and private sector redevelopment projects is anticipated to occur in the following five years following this report's adoption. Public improvements and private redevelopment must be coordinated, and the Village is willing to engage in informal discussions with developers to help foster this coordination.

Land Disposition & Occupant Relocation

Land acquisition and negotiations will comply fully with the legal requirements governing the Village and its Community Development Authority (CDA). If project activities result in any displacements, those individuals and businesses will be relocated in strict accordance with applicable Federal and State laws and regulations.

Before any property negotiations begin, a detailed relocation plan must be submitted to—and approved by—the Department of Administration's Division of Legal Services. This ensures that the Village can offer displaced parties essential benefits and services designed to minimize loss and inconvenience.

Relocation plans will aim to:

1. Prevent people from having to leave their homes without sufficient time to secure replacement housing
2. Assist both homeowners and tenants in finding appropriate new residences or business sites
3. Inform displaced parties about all available Federal, State, and local assistance programs
4. Accurately calculate the costs of relocation payments and services

Once approved, these relocation plans will serve as the basis for every relocation payment made under the project.

Potential Properties of Interest

Based on recommendations within this plan, the Village may have interest in the following properties:

- 121010230220 – Public roadway, parking (a portion of the property) ID#1
- 121010220900 – Public roadway/parking area (a portion of the property) ID#2
- 121010280200 – Public roadway, parking (portion of the property) ID#8b
- 121010650400 – Public roadway, parking (portion of the property) ID#13
- 121010650400 – Public utility area (a portion of the property) ID#15
- 121010630200 – Public utility area and possible Park expansion ID#16
- 121010630400 – Public utility area and possible Park expansion ID#17
- 121010640100 – Building to be razed ID#22
- 121010250800 – Public utility area (a portion of the property) ID#33
- 121010250900 – Public utility area (a portion of the property) ID#34
- 121010260400 – Public Parking ID#36

- 121010230200 – Public roadway (a portion of the property) ID#45
- 121010230700 – Public utility area (a portion of the property) ID#47
- 121010240300 – Public utility area (a portion of the property) ID#51
- 121010240800 – Public utility area, roadway, parking ID#54

Project Financing
Sources of project funding may include private equity and loans, tax increment revenues, taxes from a potential business or neighborhood improvement district, State and Federal grants, private foundation grants, utility funds, and other Village allocations approved by the Village Board.

Financing can take several forms. The Community Development Authority (CDA) may issue bonds for the Village under Section 66.1333(5) of the Wisconsin Statutes, with principal and interest paid from property sale or lease revenues. Alternatively, the Village can issue general obligation bonds through its usual borrowing channels for specific improvements. The Village should also consider supplementary efforts like a Streetscape Sponsership Program, where businesses in the area could be provided the opportunity to sponsor a specific street element like a bench or a planter.

Public debt and spending will track the pace of private development. Development agreements with property owners—detailing construction guarantees or payments in lieu of development—must be in place before major Village outlays. These contracts may include special assessments on benefiting properties, and the schedule of public improvements will adjust to executed agreements, with the Village retaining flexibility to modify timelines.

Projected interest rates reflect current market conditions but may vary with changes to tax-exempt status or bond-use regulations. Final interest costs will be set once financing methods are approved and securities issued. If the outlined approaches prove impractical, the Village may pursue alternative funding solutions as projects advance.

Marketing
Diligent efforts to market the East End will be essential to compliment redevelopment efforts that passerby might not otherwise be aware of. Special events, branding, and business promotion efforts work hand in hand to build the identity of Ellsworth's East End. Utilizing all three categories will increase any commercial district's ability to attract visitors and investment. A blend of in-person efforts and a strong online presence should be used.

Given that the East End already hosts local celebrations and events, the Village can build off of this momentum and consider organizing an event specifically to highlight the businesses on the East End. This event can be promoted through working with local restaurateurs and shops, and can communicate East End Ellsworth's positive change.

Comprehensive Plan & Zoning
As noted in Chapter 3 of this report, it is recommended that the Village to update the Future Land Use Map and consider any revisions to the zoning ordinance.

Performance Standards
Throughout the project, developers and contractors will adhere to the provisions of applicable municipal ordinances and codes, including but not limited to, the zoning ordinance, subdivision and platting ordinance, building and construction codes, traffic ordinances, site plan review regulations, and deed restrictions.

Termination
This redevelopment plan and designation of East End Redevelopment District will terminate when the CDA determines that the goals for the District as set forth this report have been met.

APPENDICES

EAST END REDEVELOPMEN DISTRICT LEGAL DESCRIPTION

APPENDIX A

This appendix sets forth a legal description for Village of Ellsworth East End Redevelopment District.

A parcel of land located in the Southeast 1/4 of the Southwest 1/4, the Northeast 1/4 of the Southwest 1/4, the Northwest 1/4 of the Southeast 1/4 and the Southwest 1/4 of the Southeast 1/4 of Section 17, Township 26 North, Range 17 West, Village of Ellsworth, Pierce County, Wisconsin; more particularly described as follows:

Commencing at the North Quarter Corner of said Section 17; thence, S00°10'09"E, 3701.47 feet to the northernmost corner of Lot 5 of CSM 12-111 recorded as Document No. 515169 and the Point of Beginning;

Thence, S43°28'02"E along the northeasterly line of said Lot 5, 65 feet more or less to the lands described for Tax Parcel 121-01082-0400;

Thence, northeasterly 94 feet more or less along the northwesterly line of Tax Parcel 121-01082-0400 to the northwest corner of Lot 4 of said CSM 12-111;

Thence, N89°49'51"E along a north line of said Lot 4, 82.41;

Thence, S43°28'02"E along an east line of said Lot 4, 325.00 feet;

Thence, N47°17'56"E along a north line of said Lot 4, 121 feet more or less to an east line of said Lot 4;

Thence, southeasterly 113 feet more or less along an east line of said Lot 4 to the southeast line of said Lot 4;

Thence, S40°41'00"W along the south line of said Lot 4, 268 feet more or less to the northeast corner of Lot2 of said CSM 12-111;

Thence, S40°41'06"W along the south line of said Lot 4, 90.31 feet to the east right-of-way of Morse Street;

Thence, S43°28'04"E along the east right-of-way of Morse Street, 255.76 feet to a jog in the said east right-of-way;

Thence, S47°20'25"W along the east right-of-way of Morse Street, 10.16 feet;

Thence, S43°28'02"E along the east right-of-way of Morse Street, 416 feet more or less to the intersection of the east right-of-way of Morse Street with the north right-of-way of Main Street;

Thence, southeasterly 69 feet more or less to the northwest corner of Lot 47 of the Assessors Plat for the Village of Ellsworth and the southerly right-of-way of Main Street (USH 10/63);

Thence westerly along the said the southerly right-of-way of Main Street (USH 10/63), 1840 feet more or less to the southerly extension of the centerline of N Terrance Avenue;

Thence, northerly along the southerly extension of the centerline of N Terrance Avenue, 79 feet more or less to the southwesterly extension of the northwesterly right-of-way of E Wall Street;

Thence, northeasterly along the northwesterly right-of-way of E Wall Street and the southeasterly line of Block 6 of C.W. Youngman's Midway Addition and the southwesterly extension thereof, 793 feet more or less to a point on the northwesterly right-of-way of E Wall Street lying South 58° West, 7.09 feet of the Southwest corner of Block 3 of C.W. Youngman's Midway Addition;

Thence, North 42° West, 130.1 feet along the southwesterly line of the property described in Quit Claim Deed No. 628778;

Thence, North 58° East along the northwesterly line of the property described in Quit Claim Deed No. 628778, 58 feet more or less to the centerline of Cross Cut Street as platted in C.W. Youngman's Midway Addition;

Thence, northerly along said centerline 327.5 feet more or less to the southerly right-of-way of Summit Avenue;

Thence, easterly 358 feet along the southerly right-of-way of Summit Avenue to the easterly extents of Summit Avenue;

Thence, northerly 50 feet along the easterly limits of Summit Avenue to the northerly right-of-way of Summit Avenue;

Thence, easterly 33 feet along the northerly right-of-way of Summit Avenue and the southerly line of Block

4 of C.W. Youngman's Midway Addition to the southwest corner Lot 6, Block 4 of C.W. Youngman's Midway Addition;

Thence, northerly along the west line of said Lot 6, 120 feet to the northwest corner of said Lot 6;

Thence, southerly along the northeasterly line of said Lot 6, 52 feet more or less to the northeast corner of said Lot 6 and the west line of CSM 12-111;

Thence, N00°10'09"W along the west line of CSM 12-111, 145.80 feet to the Point of Beginning.

DRAFT RESOLUTION

APPENDIX B

Resolution No. 2025-14

Resolution designating Redevelopment Area within the Village of Ellsworth, Wisconsin.

WHEREAS, the Ellsworth Community Development Authority approved a redevelopment area plan for the Village of Ellsworth on August 21, 2025 (the "Plan"); and,

WHEREAS, the Ellsworth Plan Commission held a public hearing on the Plan and approved the Plan on September 15, 2025; and,

WHEREAS, the Village Board held a public hearing on the Plan on October 6, 2025, and provided a reasonable opportunity for the public to express views on the Plan; and,

WHEREAS a copy of the Plan is attached to this Resolution and incorporated by reference,

NOW, THEREFORE, BE IT RESOLVED,

1. The Village Board APPROVES the Plan.
2. The Village Board finds that the Plan area is blighted and in need of redevelopment.
3. The Village Board finds that the Plan is feasible and in conformity with the Comprehensive Plan of the Village.

Passed and dated: October 6, 2025.

Rebecca Beissel
President

ATTEST:

Brad Roy
Village Clerk

(SEAL)

BLIGHT ANALYSIS TABLE

APPENDIX C

This Appendix contains a table of all the study parcels and their blight status, as well as pertinent information like equalized value, address, and relevant notes.

	Parcel				Blight Determination				
ID #	**Parcel Number**	**Address**	**Equalized Value**	**Acres**	**Dilapidation, Deterioration& Age**	**Public Health & Safety**	**Obsolete Platting, Use Nonconformity + Prolonged Vacancy**	**BLIGHTED**	**Notes**
2	121010220900	463 E WALL ST	$230,600	0.32	X			0.32	Some foundation cracking and wood siding deterioration in rear of building, some foundation/stone cladding crumbling in front, gravel parking lot has some potholes, one of the front doors is scuffed, untreated wood on front façade/rear deck looks worn, minor dents in siding, concrete step issues (sepaation, cracks, chips)
3	121010840500	290 MORSE ST	$344,700	2.02	X			2.02	Weeds, debris and unkept gravel areas, exposed untreated wood siding, mismatch of wood siding boards, missing sign w/ wood support remnants, pitting concrete wall/raised walkway, rusted safety bollard
4	121010820700		$22,700	0.37	X		X	0.37	Currently zoned R1 but used for storage; weeds, , siding is worn/broken with paint/stain worn off; metal siding discolored, grafiti, dirty; bowing roof/roof eaves;
5	121010820400		$17,300	0.24			X	0.24	Not a buildable lot with public road through and lack of space to build if meeting setback requirements
6	121010820200		$4,100	0.29			X	0.29	Minimal lot depth and odd lot configuration restricting development potential per Industrial zoning

7	121010830100		$500	0.10	X		X	0.10	Significant deterioration - warped and chipped siding, significant gaps between siding and ground, bowing walls, rusting roof, glassless doors and windows (frames deteriorating), excessive garbage, vacancy; not rebuildable due to size of lot
8b	121010280200	478 E WALL ST		0.32	X	X		0.32	Retaining wall bowing; Street-level garage - crumbling brick façade, wood framing in poor condition, trash/litter; upper home in fine condition
13	121010670200	410 E WALL ST	$147,400	0.67	X			0.67	Significant deterioration - faded paint on cinder block walls, warped trim along roofline, weeds, discolored/damaged doors and garage doors, cracked or damaged masonry, minor graffiti, boarded up windows, rusty scaffolding blocking front entrance
16	121010630200	230 N CROSSCUT ST	$37,900	0.10	X			0.10	Significant deterioration - chipped wood siding and peeling paint, crumbling window sills, garage is boarded up, crumbling roof and foundation
17	121010630400	411 WALL ST	$44,700	0.35	X			0.35	Accessory structure: discoloration and dents on roof and garage door, damaged gutter downspout, apparent storage of junk vehicles, weeds
19	121010630700	259 N BROADWAY ST	$36,100	0.05	X			0.05	Crumbling stoop/facade connection to sidewalk, discolored wood/metal trim along roofline, poorly patched foundation on side of building, exposed structure/insulation in soffits, discolored/untreated wood on railings, minor graffiti in rear
22	121010640100	245 N BROADWAY ST	$19,500	0.08	X	X		0.08	noted raise order due to collasped roof, warped untreated soffit, vacant, crumbling sidewalk next to door, peeling decorative vinyl in windows

24	121010640400	241 N BROADWAY ST	$122,600	0.11	X			0.11	Discolored siding, rusted roof, chipped windowsills/base boards/eave in front façade, rusted underside of front entryway
28	121010650100	209 N BROADWAY ST	$147,100	0.19	X			0.19	Paint chipping from walls/doors/eaves, cracks between cinder blocks, discolored and warped garage door, crumbling driveway into garage door/stoops/connections to building foundation, rust stains below window sills, currently used as storage but may be underutilized given prominent location
29	121010650300	430 E MAIN ST	$155,900	0.07			X	0.07	zoned commercial despite being a residential use
31	121010250400	222 N BROADWAY ST	$103,900	0.11	X			0.11	Chipped/warped wood siding, discolored eaves, weeds, paint peeling from staircase and siding, broken awning and stained siding on front façade, rust stains below front windows
32	121010250500	224 N BROADWAY ST	$75,000	0.07	X			0.07	Cracking between siding/awning, discoloration on window sills, discolored stairs; rear has sevarl issues including rusted roof in rear, boarded up sections in the lower floor, cracks and patchwork of foundation and mismatch of materials on closed in porch
33	121010250800	226 N BROADWAY ST	$73,300	0.11	X			0.11	Cracked cinder blocks, wearing paint on exterior, worn wooden walkway to 226A, paint chipping from walls/eaves on side
34	121010250900	234 N BROADWAY ST	$101,400	0.10	X	X		0.10	Worn upper awnings and windowsills, crumbling front stoop, warped metal awning above front door, chipping paint on bricks, nonconforming second-story access (no railiing saftey hazard)
36	121010260400		$3,500	0.05			X	0.05	not buildable as a lot and landlocked
37	121010260200	242 N BROADWAY ST	$69,500	0.11	X			0.11	Paint chipping on door/windowsills, gap between facade and ground, weeds in rear, warped eave and untreated wood patching in rear, rrusted/bent gutters

38	121010260600		$18,900	0.04	X		X	0.04	Accessory structure: discoloration on siding, chipping or untreated window sills/door, broken/missing eave on southern side; not a lot to allow for redevelopment due to no street access and lot size
39	121010260800	246 N BROADWAY ST	$48,300	0.06	X			0.06	Wood chipping on eave/baseboards on facade, untreated wood on corners of building, pitting, discolored and moss on foundation; significant deterioration in rear - broken/missing cladding and paint chipping from windowsills/deck
40	121010270200	252 N BROADWAY ST	$189,100	0.10	X	X		0.10	Wear on windowsills/corner trim on front façade, discoloration on siding on north side of building, untreated wood on staircase/balcony support pillars, rust on exhaust hood and exterior pipes, minor graffiti, paint chipping from eave in rear; rear 2nd story door to no landing/stair (safety issue)
42	121010270800	262 N BROADWAY ST	$133,100	0.05	X	X		0.05	Excessive rubble/refuse in rear, no siding or steps on rear elevation, untreated/deteriorating eaves, siding discolored, bent sections, missing area, worn shutters and awnings on front façade; safety issues: no railing on second story deck and no stairs to rear door
45	121010230200	287 N MORSE ST	$115,700	0.36	X			0.36	chipped paint on side wall and around door frames, deteriorating wood trim/rusting metal trim at roofline, discolored concrete blocks, peeling/very worn shingles, slightly crumbling stoops, weeds
46	121010230300		$182,500	0.53	X			0.53	Unmaintained yards, trash/rubble in yard, discolored/damaged doors, gaps in foundation trim, discolored garage door, minor graffiti, crumbling parking lot

47	121010230700	273 N MORSE ST	$207,000	0.84	X			0.84	Crumbling parking lot with weeds, discolored/faded siding, misshapen fence, significant crummling of front sidewalk, discolored and/or rusted trim along base of building and roofline, dented siding on southeastern corner of building, rust stains on doors and exterior protrusions
50	121010240200		$13,000	0.07			X	0.07	not a buildable lot due to size and shape of lot
51	121010240300	532 E MAIN ST	$41,100	0.45	X			0.45	aggregate showing in concrete, discolored, cracked, and weeds
52	121010240400	522 E MAIN ST	$98,700	0.23	X			0.23	Long-term vacancy, weeds, damaged trim along base of building and doors, door dented and discolored, rusted/discolored lights in eaves, gravel mixed in with lawn
53	121010240500	502 E MAIN ST	$167,000	0.50	X		X	0.50	Weeds in gutter, worn window sills, discolored siding, cracks in foundation, missing corner of siding, paint peeling from eaves in rear Accessory structure: paint chipping from eave and siding, peeling shingles, damage to siding and foundation in northwest corner Zoned commercial despite being residential use
54	121010240800		$6,000	0.42	X		X	0.42	Excessive rubble, weeds, misshapen fence with gaps; lot not connected to a public right-of-way

BLIGHT ANALYSIS
SITE PHOTOS

APPENDIX D

PROVIDED IN A SEPARATE FILE