

Chapter 9

Land Use

Purpose

According to Wisconsin State Statutes 66.1001 the Land Use element is “a compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the local governmental unit, such as agricultural, residential, commercial, industrial, and other public and private uses. The element shall analyze trends in the supply, demand, and price of land, opportunities for redevelopment and existing and potential land use conflicts. The element shall contain projections, based on the background information specified in par. (a), for 20 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that shows current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in par. (d), will be provided in the future, consistent with the timetable described in par. (d), and the general location of future land uses by net density or other classifications.”

The purpose of the Land Use chapter is to promote orderly growth by balancing the needs of residents and property owners, while maintaining the Village’s natural resources.

The Land Use chapter will act as a guide for future public and private land use decisions. The chapter inventories and maps existing land use patterns and helps in analyzing and understanding the influences on these patterns.

Land Use vs. Zoning

Both land use planning and zoning are important elements in land use management efforts of local governments because an effective zoning decision should be based on a sound plan that is supported by the community. The Land Use Chapter focuses on the future and establishes community goals and objectives regarding how land will be used in the next 20 years. Zoning on the other hand, is only one tool that can help communities achieve their respective goals and objectives through land use regulation.

The Land Use chapter identifies where and how citizens would like to see the physical development of the community take place. Planning is a process that helps a community prepare for change, rather than react to it.

An existing land use map depicts what activity is taking place on a parcel of land at a certain point in time. For example, if a parcel has a single family home on it, the use of that land is for residential or single family purposes.

Zoning is a tool that gives the government the power to intervene in the lives of private citizens for the protection of public health, safety, and welfare. It does this by separating conflicting land uses and ensures development is directed in certain areas that can accommodate that particular land use. Under zoning, communities are divided into different districts, (or zones) which impose different land use controls or specific restrictions on each district. The zoning code is the written regulations, which describe minimum lot sizes, permitted uses, setbacks, etc. that are associated with a zoning classification. A local government comprehensive plan will likely be more successful if the plan and zoning ordinance are well integrated and if they accommodate the interests and needs of neighboring communities.

It is possible for land use and zoning to be different. A parcel of land may be zoned single family but have a commercial business on it. Therefore, in this case, the land use is commercial.

In summary, zoning is a regulatory tool used to regulate and enforce comprehensive plans. The development of a comprehensive plan ensures effective and consistent zoning decisions at the local level. The Land Use Chapter is a useful tool for decision makers to guide growth and development of the community and should be consistent with future zoning decisions.

Land Use Classifications

The existing land use map was created by using the National Agriculture Imagery Program (NAIP) 2008 orthophoto and a visual survey by Village Staff to determine what activity is taking place on each parcel (Map 9-1). Existing land uses are divided into seven generalized classifications. Below is a description of each classification.

- **Residential:** All lands used for residential uses including single-family homes, multiple-family homes, apartment or apartment complexes, mobile homes, single family rental units, and condominiums.
- **Commercial:** All lands used for commercial purposes. These include retail establishments, personal service businesses, restaurants, banks, taverns, and other service businesses.
- **Industrial:** All lands used for industrial purposes. These can include manufacturing facilities, warehouses, mining, distribution centers, and similar industries.
- **Institutional:** All lands used for quasi-public and instituted uses such as churches, schools, municipal buildings, libraries, hospitals, public utilities, and cemeteries.
- **Forest-Open Space:** All lands that are wooded, contain wetlands, or have other topographic restrictions that have limited the development of that land and/or all lands owned by the Village, State, Federal government, or private entities for public use.

- **Agricultural:** All lands used for agricultural or related purposes. Land used for crops, grazing, or orchards.
- **Vacant:** All lands used that have been part of an industrial, commercial, or residential subdivision of land and not been built upon.

Existing Land Use Patterns and Influence on Patterns

Map 9-1 and Table 9-1 shows that almost 50% of land in the Village of Ellsworth is used for agriculture or forested open space. These types of land use are valuable to a community because it provides a “land bank” of easily developable land. The next highest percentage of land use is for residential homes (24%) followed by Vacant (7%) and Commercial uses (7%).

Table 9-1: Existing Land Use

Land Use	Acres	% Total
Residential	526.6	24.0%
Commercial	159.0	7.3%
Industrial	25.6	1.2%
Institutional	219.9	10.0%
Agriculture	929.4	42.4%
Forest-Open Space	164.0	7.5%
Vacant	165.5	7.6%
Total	2,190.0	100.0%

Population and Housing

As mentioned in the Issues and Opportunities chapter, the Village of Ellsworth has had a steadily increasing population since 1960 (Table 9-2). This population trend is expected to continue over the next twenty years with a projected growth of 27% between 2010 and 2030 (Table 9-3). Planning for appropriate growth is essential when addressing future land use patterns.

Table 9-2: Historical Population

Year	1960	1970	1980	1990	2000
Population	1,701	1,983	2,143	2,706	2,909
% Change	-	16.6%	8.1%	26.3%	7.5%

Source: Mississippi River Regional Planning Commission

Table 9-3: Population Forecasts

Year	2005	2010	2015	2020	2025	2030
WDOA	2,985	3,171	3,402	3,633	3,850	4,042
% Change	-	6.2%	7.3%	6.8%	6.0%	5.0%

Source: Wisconsin Department of Administration

Pierce County, Wisconsin

Land Value

One of the most important costs associated with development is the price of land. Land values vary greatly depending on the current use that they have or use that it may have in the future. Generally, an acre of rural farmland will not have the same value as an acre of commercial land in the Village.

An analysis of price per parcel, based on how it is taxed is done by the Wisconsin Department of Revenue each year (Statement of Assessment). Table 9-4 does not reflect sale prices of land in the Village, rather, what the land and improvements are assessed.

Table 9-4: Assessment Value – Land Value per Parcel

	2002 Land Value / Parcel	2008 Land Value / Parcel	# Change	% Change
Residential	\$15,050.19	\$32,909.11	\$17,859	118.66%
Commercial	\$20,782.49	\$43,577.08	\$22,795	109.68%
Industrial (Manufacturing)	\$27,520.00	\$57,825.00	\$30,305	110.12%
Agricultural	\$4,368.06	\$3,531.08	\$ - 837	-19.16%

Source: Wisconsin Department of Revenue – 2002 & 2008 Statement of Assessment

Due to a high demand of new or improved homes and businesses between 2000 and 2008, the value of land per parcel has also increased. It is assumed that agricultural and vacant lands will be used for development of new residential, commercial, and industrial land uses, therefore resulting in a lower value.

According to the Wisconsin Department of Revenue, between 2002 and 2008, the assessed value per parcel of residential use land jumped from \$15,050.00 to \$32,909.00. In 2002, the assessed value per parcel of industrial use land was at \$27,520.00, by 2008 that value increased to \$57,825.00. Some of the increases may be attributed to appreciation.

According to *Realtor.com*, there are a number of vacant residential lots available for sale in the Village. The majority of these vacant lots are primarily located off Highland Drive and Kelly Road (South Gate Subdivision). Vacant residential lots in the Village vary from 0.30 to 2.36 acre in size and have an average sales price of \$36,400.00.

Although current demand for land for development is low, over the next twenty years the Village should realize additional residential, industrial, and commercial growth, continually changing the Village's landscape. In addition, the available undeveloped or vacant land in the Village offers a variety of opportunities for future development.

Extraterritorial Zoning

Together, with the Towns of Ellsworth and Trimble the Village of Ellsworth has developed Extraterritorial Zoning (ETZ) to assist in planning efforts, by making a smooth transition between urban and rural development.

Extraterritorial zoning is a planning method available to cities and villages that want to work with their neighboring towns when planning for future growth and expansion. Cities and village's are allowed, by Wisconsin State Statutes, to extend their zoning district planning area out an additional 3-miles (if pop. 10,000 or more) or 1.5-miles. In this case, the Village of Ellsworth had the opportunity to work with the Town of Ellsworth and Town of Trimble in the creation of a 1.5-mile planning area. This 1.5-mile planning area now has its own zoning districts, which were jointly created and agreed upon by both the Village and Towns.

The ETZ was developed by a joint committee consisting of three members from each community. The development of this committee allowed both the Village and Town to develop a vision of the community that Pierce County zoning ordinances lacked. The committee mutually concluded and agreed on all zoning related items before an official ETZ agreement was adopted by ordinance. Both municipalities adopted the Ordinance, in October 2006.

The creation of ETZ can benefit both a Village and a Town. Not only do they provide a smoother transition between rural and urban land uses, they also reduce conflicting land uses that may harm property values, make planning for roads, utilities, and recreational facilities easier, and help protect valued natural resources or historical area.

Preferred Future Land Use Patterns

The Village of Ellsworth currently has 165 acres of vacant land and 929 acres of agriculture lands. The Village encourages the infill of vacant lands for additional housing in the near future and anticipates the use of agriculture lands for future developments. As shown in Table 9-5, the Village of Ellsworth can anticipate an increase of residential, industrial, and commercial land uses.

Table 9-5: Future Land Use Village of Ellsworth

	Acres	% Total
Residential	889.0	40.6%
Commercial	201.4	9.2%
Industrial	109.7	5.0%
Institutional	219.9	10.0%
Agriculture	634.7	29.0%
Forest-Open Space	135.3	6.2%
Village of Ellsworth Total	2,190.0	100.0%

The creation of 1.5-mile extraterritorial zoning boundary between the Village of Ellsworth and the Town's of Ellsworth and Trimble has allowed the Village to incorporate an extra 13,047 acres of land into its planning area. Future land uses within the ETZ were identified based on the established zoning to depict the most accurate land uses for future growth and development. Land uses were generalized as agriculture, commercial, industrial, and residential. The total area identified for the Village's future land uses is approximately 15,235 acres.

Within in the ETZ boundary, over 75% of land in the Town of Ellsworth and 70% of land in the Town of Trimble has been identified for residential future land uses (Tables 9-6

& 9-7). These land uses do not necessarily mean that the land will be densely populated, but may be utilized for future residential development.

Table 9-6: ETZ Future Land Use - Ellsworth

Future Land Use	Acres	% Total
Residential	6,493.7	76.1%
Commercial	268.7	3.1%
Industrial	482.5	5.7%
Institutional	13.7	0.2%
Agriculture	1,277.6	15.0%
Town of Ellsworth Total	8,536.2	100.0%

Table 9-7: ETZ Future Land Use - Trimble

	Acres	% Total
Residential	3,159.2	70.0%
Commercial	343.8	7.6%
Industrial	170.4	3.8%
Agriculture	837.4	18.6%
Town of Trimble Total	4,510.8	100.0%

Table 9-8 shows projected land needs for residential, commercial, industrial, agricultural, and forested-open space growth. The projections were made by multiplying the projected population by the existing number of land use acres for each use shown in Table 9-1 and then dividing that figure by the 2008 estimated population projection. By using this method, it is projected that by 2030, the Village will need an additional:

- 143.0 acres for residential development
- 43.2 acres for commercial development
- 6.9 acres for industrial development
- 44.5 acres for forested-open space conservation
- Agriculture and vacant lands will be the likely source of this development resulting in a loss of 237.6 acres, if the projections are accurate

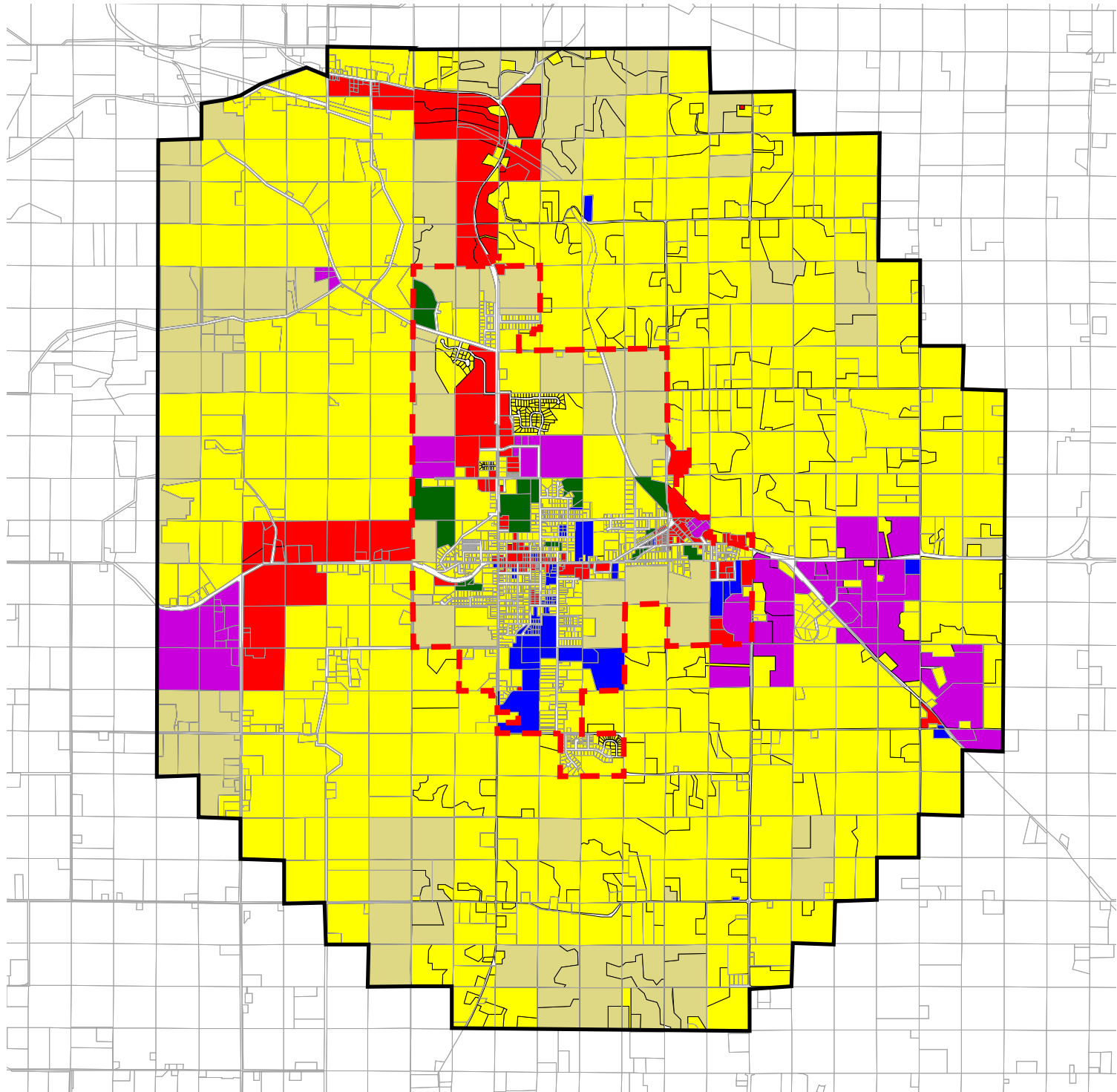
Table 9-8: Projected Land Use Needs in Acres

Year	2008*	2010	2015	2020	2025	2030	Total
Projected Population	3,179	3,171	3,402	3,633	3,850	4,042	
Residential	526.6	525.3	563.5	601.8	637.8	669.6	
Acres Needed		-1.3	38.3	38.3	35.9	31.8	143.0
Commercial	159.0	158.6	170.2	181.7	192.6	202.2	
Acres Needed		-0.4	11.6	11.6	10.9	9.6	43.2
Industrial	25.6	25.5	27.4	29.3	31.0	32.5	
Acres Needed		-0.1	1.9	1.9	1.7	1.5	6.9
Forest-Open Space	164.0	163.6	175.5	187.4	198.6	208.5	
Acres Needed		-0.4	11.9	11.9	11.2	9.9	44.5
Agricultural & Vacant	1,094.9	1,097.1	1,033.5	969.9	910.2	857.3	
Acres Used		2.2	-63.6	-63.6	-59.7	-52.9	-237.6

* 2008 Estimate Population

FUTURE LAND USE

Village of Ellsworth
Pierce County, Wisconsin



Future Land Use - Village & ETZ

- | | |
|-------------------|---------------|
| Agriculture | Industrial |
| Commercial | Institutional |
| Forest-Open Space | Residential |

Roads

- | |
|--------------|
| Local |
| County |
| U.S. & State |

Village Boundary

- | |
|--|
| Village Boundary |
| 1.5-mile ETZ Boundary |
| Parcels |
| Waterbodies, Rivers, Streams, Creeks, & Dry Runs |



General Future Land Use

Map 9-2 shows generalized areas for future residential, commercial, and industrial land uses as well as forested-open space within the Village, which would limit development due to topography. Ellsworth has adequate available land within its boundaries to meet most future land uses. The additional land available within the ETZ boundary provides an abundance of land for future land use needs. A general description of these areas is provided.

- **Residential:** Areas marked as Residential on Map 9-2 were identified because they can be extended from existing residential areas or have a zoning designation of residential in accordance with the ETZ agreement.

These areas within the Village are primarily located adjacent to existing developments. The majority of land within the ETZ boundary is also identified for future residential land uses.

- **Commercial:** Most of the downtown area, where existing commercial businesses are located, has been developed. The most likely new commercial areas are identified along S.T.H. 65 north and at the west end of the Village along U.S.H. 10. These areas are attractive because of the vehicle traffic along the highways and in the direction of other larger municipalities.
- **Industrial:** Future industrial growth is shown in the Village's existing industrial park, in the industrial areas in the Town's of Ellsworth and Trimbelle, both along U.S.H. 10. The areas shown in the Towns would have to be petitioned to be annexed by the landowner or purchased by the Village. This area is attractive for future industrial development because they are existing utilities, and have great highway access.
- **Forest-Open Space:** Future land for the use of forested areas and open space have been identified due to building limitations such as steep slopes, wetland, or existing forested areas that the Village feels are important to conserve. The majority of this land use is located adjacent to the Cairn Woods in the Village of Ellsworth.

Development Criteria

Any development that occurs in the Village of Ellsworth must comply with the Village's Code of Ordinances, including the zoning ordinances, subdivision ordinance, and Comprehensive Plan. All development should occur in a manner not to interfere with requirements related to zoning, densities, setbacks, or permitted uses.

Goals, Objectives, and Policies

Goal 1: Ensure planned growth and development occurs in the Village of Ellsworth.

Objectives:

1. Direct growth to areas that have ease of access to existing Village utilities.

2. To ensure that land uses complement rather than conflict with natural features such as rolling topography, trees, creeks, and agricultural areas.
3. Discourage scattered development and urban sprawl.
4. Protect property values by reducing the potential for land use conflicts related to future development.

Policies:

1. Reference the Village's Future Land Use and Extraterritorial Zoning maps when making future rezoning decisions.
2. Promote the infill of existing residential developments
3. Encourage growth in areas with existing utilities and services.
4. Continue to encourage preservation of open space and aesthetic qualities in development.
5. To encourage development in the Village with balanced residential, commercial, industrial and open space uses and public services.
6. Evaluate future development plans to identify possible land use conflicts and determine the best way to address them.
7. Utilize buffers such as berms and tree plantings to provide protection between incompatible land uses.

Goal 2: Continue long-range planning and intergovernmental cooperation regarding land use issues.

Objectives:

1. To avoid land use conflicts between municipalities.
2. Work cooperatively and effectively with neighboring communities.
3. To maintain Extraterritorial Zoning agreements.

Policies:

1. Continue to update the Land Use Chapter as needed.
2. Continue to meet with the Town of Ellsworth and Town of Trimble to monitor and maintain the ETZ agreement, ensuring growth and development is favorable for each community.