Chapter 9: Land Use

Introduction

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.

Survey Results

When asked to identify which statement best describes your opinion concerning the land use issues involving the Village purchasing land, growing, limiting development to preserve the natural resources, and having adequate parks, the answers are listed below:

Category	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
The Village needs to purchase land to ensure room for future growth.	36	138	144	91	10
There is no need for the Village to grow any larger.	14	82	126	162	29
We need to limit development in order to preserve our natural environment.	47	144	95	105	26
The Village has an adequate amount of public parks.	37	221	46	90	20

Based on the survey responses, most people agreed that the Village should purchase land to ensure future growth and feel that there is a need for the Village to grow. Most residents also felt that the Village has an adequate amount of parks, and that development should be limited to protect the natural resources.

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.

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. 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.

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.

Existing Land Use Analysis

The purpose of the existing land use analysis is to identify existing land uses and land use patterns *(see Map 9-1)*. Creating an existing land use map will help determine future land uses and identify existing and/or potential land use conflicts. Below is a brief description of land use patterns for the following categories.

Table 9-1 - Current Land Use

Current Land Use	Acres	Percent
Single Family Residential	368.7	15.0%
Multiple Family Residential	17.5	0.7%
Platted Undeveloped Residential	16.1	0.7%
Commercial	160.5	6.5%
Industrial	8.6	0.3%
Institutional	108.1	4.4%
Ag-Residential	302	12.3%
Agricultural	503.1	20.4%
Conservancy	917.8	37.3%
Parks	58.9	2.4%
Total	2,461.4	100.0%

Source: Spring Valley Plan Commission and Cedar Corporation

Single Family Residential: The majority of housing options in Spring Valley are single family homes. Single family homes occupy approximately 370 acres (15.0% of total acreage) within the Village and can be found throughout the Village.

Multi-Family Residential: Spring Valley has over 17 acres of land (0.7% of total acreage) devoted to multi-family housing. Multi-family homes consist of apartments, twin homes, and condominiums and typically are higher density developments compared to single family. Although there is multi-family housing throughout the Village, the greatest concentration of this type of land use can be found south of the industrial park on the western edge of the Village.

Platted Undeveloped – Residential: Some of the undeveloped land within the Village has been platted for residential, but do not currently have homes on them. There are

approximately 16 acres of Platted Undeveloped – Residential. Most of these parcels are already served by utilities and provide the most efficient areas for future residential development.

Commercial: Commercial properties create employment opportunities within Spring Valley and provide residents with goods and services. In general, they are less expensive for the Village to provide services for than residential properties. The Village primarily consists of downtown commercial buildings as well as the golf course and Crystal Cave. Spring Valley has 161 acres of commercial businesses (6.5% of total acreage).

Industrial: Industrial development offers job opportunities and a significant source of tax revenue for municipalities. Like commercial properties, they also require fewer services than residential uses. The two industrial areas of the Village are the industrial park to the west and a couple of properties such as the feed mill located downtown. There are approximately 9 acres of industrial land (0.3% of total acreage) in the Village.

Institutional: Institutions provide valuable services to a community. There are over 108 acres of institutional land in Spring Valley (4.4% of total acreage). These properties include the schools, churches, Senior Citizen's Center, cemeteries, Library, Village Hall, Police and Fire Departments, water tower, waste water treatment plant, utilities, and other Village-owned properties. Typically, institutional land uses are scattered throughout a community. Institutional land uses provide valuable and needed services for a community.

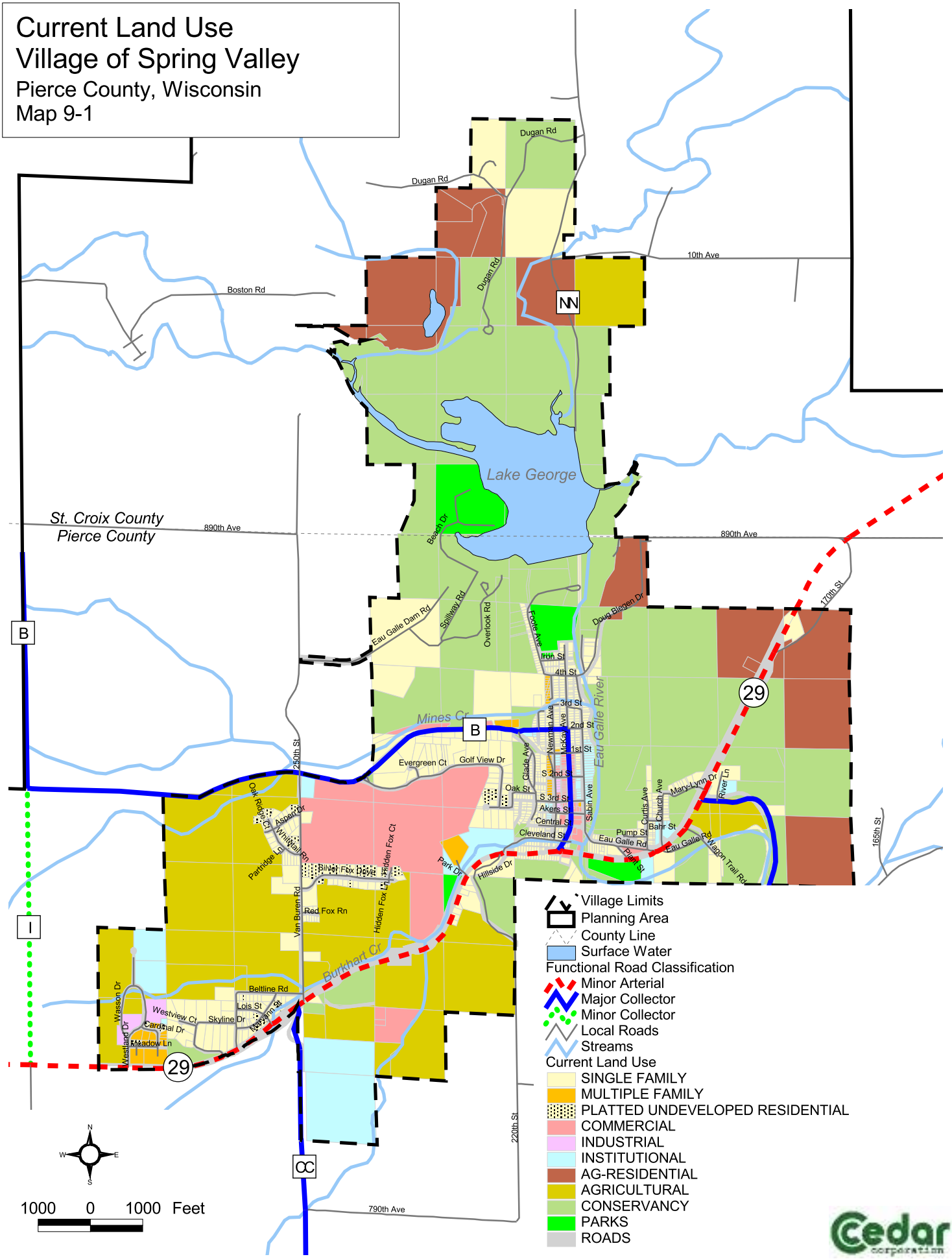
Agricultural: Agricultural land is land that is either being actively farmed, or is zoned agriculture and doesn't fall into any other land use classification. The Village has nearly 503 acres of agricultural land (20.4% of total acreage). Most of this land is in the western side of the Village.

Ag-Residential: Ag-Residential land is land that is either undeveloped agricultural land or consisting of rural low density development. The Village has nearly 302 acres of agricultural land (12.3% of total acreage). All of this land is in the northeastern corner of the Village just west of State Highway 29.

Conservancy: Conservancy land is considered undevelopable due to topographic or other limitations and will likely not be developed in the future. Within the Village there are about 918 acres of conservancy land (37.3% of total acreage). Most of this land occupied is found along both the bluffs and the Eau Galle River.

Parks: Park land provides valuable passive and active recreational opportunities for area residents and is considered a measure of the quality of life a community has to offer. The Village has approximately 59 acres of park land (2.4% of total acreage). The parkland consists of Handy Andy Park, open space along the bike trail, ball fields, swimming pool, and the Eau Galle Recreational Area.

Current Land Use
Village of Spring Valley
Pierce County, Wisconsin
Map 9-1



Existing Land Use Patterns and Influence on Patterns

Land use patterns in Spring Valley have been influenced primarily by the topography of the area and State Highway 29. This was a major influence on how the Village grew. The downtown area is practically built out and new development occurred just off State Highway 29, beyond the bluff land.

State Highway 29 is the main thoroughfare to and from the Village. It acts as a main east and west transportation corridor in Western Wisconsin. This main highway provides transportation routes for the Village to attract workers that commute and for industries and businesses for shipping goods.

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 won't have the same value as an acre of commercial land in the Village.

Table 9-2 - 2008 Land Values

2008 Land Value per Acre	2008 Improvement Value per Acre	2008 Total Value per Acre	2008 Total Land and Improvements Value of the Entire Village
$28,663	$176,123	$204,785	$52,629,800
$7,761	$45,842	$53,603	$9,916,600
$29,433	$175,433	$204,867	$614,600
$126	$0	$126	$53,600
$647	$0	$647	$96,400
$669	$0	$669	$84,900
$1,131	$0	$1,131	$265,800
$3,300	$24,590	$27,890	$278,900

Source: 2008 Statement of Assessment - Wisconsin Dept. of Revenue

An analysis of price per acre based on how it is taxed is done by the Wisconsin Department of Revenue each year (Statement of Assessment). This information on Table 9-2 is from 2008. Table 9-2 does not reflect sale prices of land in the Village, rather, what the land and improvements are assessed for.

Overall property values continue to increase. Total real estate property values increased by about $1,850,300 between 2007 and 2008. Land values increased by $100,000. Overall land values and improvement values are slightly increasing. Unless new development occurs, future improvement values may stay relatively flat or even decline in the short term, and then begin appreciating again.

Influences on Land Demand and Supply

Land prices have remained relatively steady in recent years. This is opposite the trend in the late 1990's and early 2000's where land prices were rapidly appreciating each year. Because of the

stabilization in land costs, it is possible that the area could see an increase in the demand in the near future. Also, the available undeveloped land in the Village offers a variety of opportunities for future residential and other commercial development.

Limitations for Development

The primary issue that could impact further growth and development of Spring Valley are natural limitations such as topography, slopes, wetlands, and floodplains restricting some areas in and around the Village making them undevelopable. Bedrock also can make it difficult to extend utilities especially, in the bluffs.

Redevelopment Opportunities

Redevelopment opportunities typically occur in blighted or Brownfield areas or locations that have been previously contaminated. The Village of Spring Valley has few known sites that have some environmental groundwater or soil contamination, often caused by underground storage tanks. All but one of the sites found on the DNR Redevelopment and Remediation website have since been cleaned up. For those property owners that are interested in cleaning up their property there are a number of Brownfield cleanup grants available through the DNR and EPA. Most of the sites have been remediated and are classified as closed.

Open Sites (Ongoing Cleanup)

- 228 S Mckay Ave

In 2007, the Village of Spring Valley created a blighted Tax Incremental Financing (TIF) District in the downtown area to assist property owners in making improvements to their storefronts. Creating the blighted TIF District was a positive step towards improving the downtown.

Other redevelopment opportunities include the downtown feed mill as well as some of the older homes in the community, including areas along State Highway.

Existing or Potential Land Use Conflicts

One of the primary objectives of identifying future land use needs and selecting locations for future land uses is to minimize potential conflicts.

Land use conflicts occur when incompatible land uses cause a negative effect. One example of a potential future conflict would be if the industrial zoned area adjacent to a residential area evolved into a manufacturing center and created noise and traffic problems. Currently, no land use conflicts are identified within the Village. One potential conflict with the Village future Land Use could involve large-scale farming operations in the Village or in close proximity to the Village Limits, near residential land. And there are concerns about the impact agricultural practices could have on the quality of life for residents as well as the potential degradation of the area surface waters.

Another potential conflict is the multiple family residential and nursing home care facilities in the being incompatible with future industrial uses in the industrial park. Although it is desirable to have future industrial growth, the Village should consider the adjacent properties when allowing future businesses. The development of the Comprehensive Plan and cooperation with Village residents, business owners, and adjacent Towns should help to minimize potential conflicts in the future.

Future Land Needs Analysis

The Village of Spring Valley future land needs analysis will be based on potential residential needs.

Table 9-3 shows the amount of additional households which would be needed based on population and household projections from the Housing Chapter. If the projections are accurate, the Village will have an additional 197 households between 2010 and 2025.

Table 9-3 - Housing Forecasts – Village of Spring Valley

Year	2000	2005	2010	2015	2020	2025
Persons Per Household	2.59	2.48	2.38	2.32	2.28	2.27
Total Households	458	518	566	618	669	715
Additional Units Needed	-	60	48	52	51	46

Source: WI Dept of Administration: Population and Housing Projections, Cedar Corporation

Our projections we will assume a half acre per lot (this includes open space requirements and rights-of-way). If approximately 200 new lots or households are needed, 400 additional acres of residential acres will be needed and for residential alone and that includes multi-family residential.

Currently, the Village has about 414 acres of undeveloped land plus 163 acres of agricultural land. This amount of developable acreage within the Village Limits indicates the Village has adequate space for future development for the next 20 years.

Smart Growth Areas

The term Smart Growth Areas means an "area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental and utility costs." (WI Statute: 16.965)

It is important for Spring Valley to consider areas that are ideal for growth. One way to do that is to look at factors such as wetlands, steep slopes that limit where growth can go and areas that are cost effective for expanding infrastructure. Due to these conditions and limited availability of developable land, there may be a need to annex land in the foreseeable future. If additional land is needed, it will likely be from the west just north of the industrial park and south near the school.

Future Land Uses

Table 9-4 projects the future land use acres based on the Future Land Use Map that was developed by the Plan Commission. Due to the limited amount of developable land, the Plan Commission thought it would be in the Village's best interest to plan for future growth that could occur just outside the likely growth areas (*see Map 9-2*).

Table 9-4 - Future Land Use

Future Land Use	Acres	Percent
Single Family Residential	826.9	33.6%
Multiple Family Residential	18.8	0.8%
Commercial	161.3	6.6%
Industrial	44.2	1.8%
Institutional	108.1	4.4%
Ag-Residential	262	10.6%
Agricultural	58.2	2.4%
Conservancy	917.7	37.3%
Parks	64.2	2.6%
Total	2,461.4	100.0%

Source: Spring Valley Plan Commission and Cedar Corporation

The Future Land Use Map should be consulted when addressing future rezoning requests and land use issues. However, it is not meant to be a tool for a mass rezoning of Village properties in order to match the Future Land Use map. Based on the available land within and adjacent to the Village Limits, there is plenty of land to take on growth for the foreseeable future.

These future land use acreages listed in Table 9-4 (calculations were based on the Future Land Use Map) as well as the designations on the Future Land Use Map 9-2 are estimates and are not to be interpreted as committing the Village to developing that amount of land in the next 20 years.

Trends in Land Supply and Demand

Table 9-5 shows projected land use needs in five year increments in the Village of Spring Valley. Overall, there is plenty of undeveloped land available for future growth in the Village.

The largest need for land in the future will be for residential development. The Village will need roughly 25 acres of land every 5 years for residential use based on the Household Forecasts in Table 9-3 and assuming the lot sizes will average approximately one-half acre.

Table 9-5 - Projected Land Use Needs in Acres

Year	*2009	2010	2015	2020	2025	2030	Additional Acreage
Residential	386	388	412	438	464	487	
• Acres		2	24	26	26	23	101
Commercial	20	20	21	23	24	26	
• Acres		0	1	2	1	2	6
Industrial	9	9	10	11	12	13	
• Acres		0	1	1	1	1	4
Agricultural	521	523	549	578	606	632	
• Acres		-2	-26	-29	-28	-26	-111

Source: * 2009 is Existing Land Use calculations.

For the Commercial and Industrial projections we used the ratio between the current Residential Land Use acreages and Commercial and Industrial land use acreages and projected that ratio forward. To get a more accurate assessment of the commercial needs and we discounted the golf course and just utilized the club house portion for the acreage calculations.

The Future Land Use projections only show an addition acre of Commercial Land, but in the five year projections we estimate 6 acres. These additional acres could potentially come from annexations or redevelopment such as the old nursing home facility.

Future Land Use Trends

In the past 30 years, more and more agricultural and forestland has been lost as development increased and sprawled into the rural areas. In recent history, however, development has begun to slow. It is important for Spring Valley to establish a land use strategy or plan to protect them from undesirable land use activities in the future.

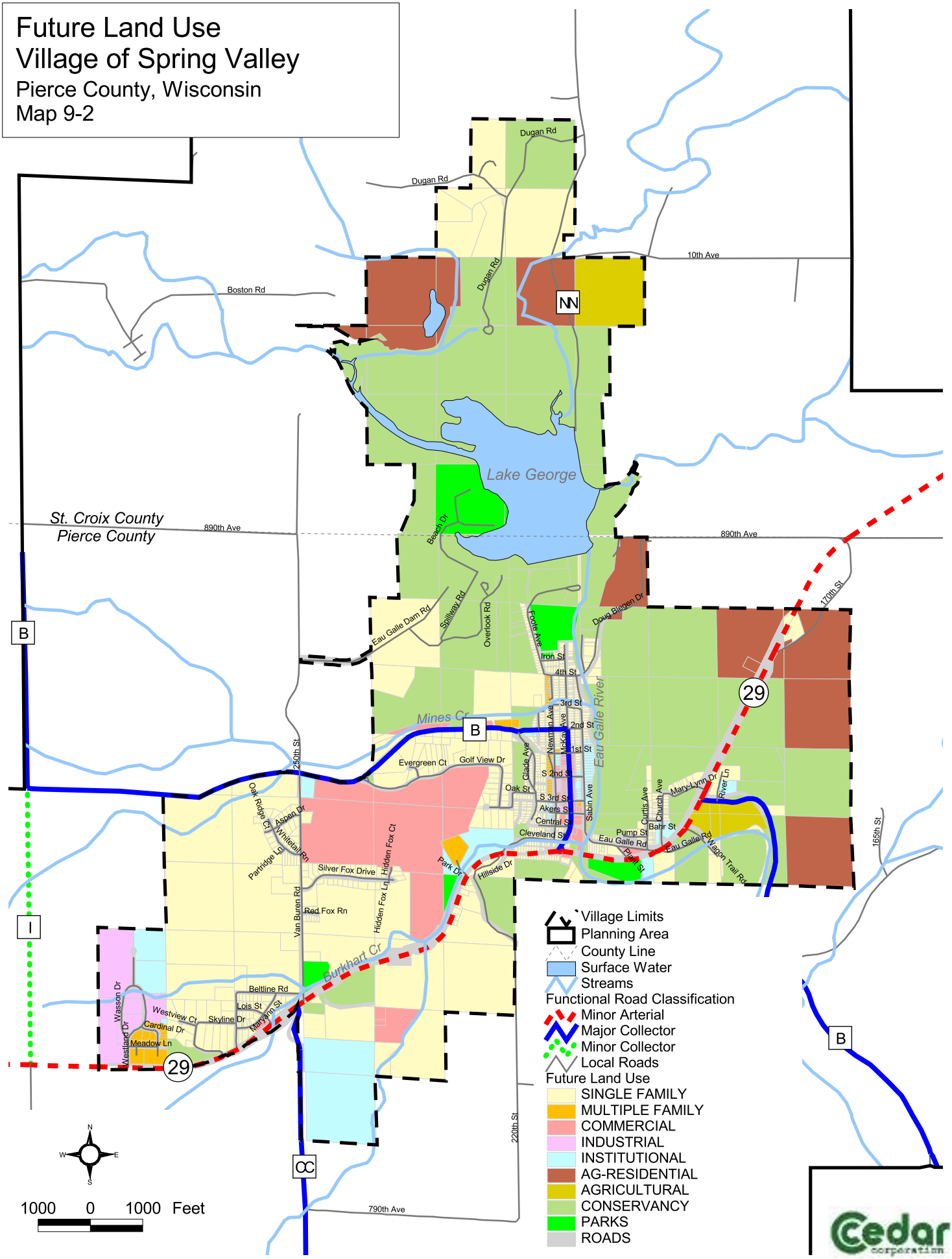
Land Supply

The amount of land in the Village may increase over time if land is annexed from adjacent municipalities in the future. Currently, there is approximately 2,412 acres of land, of which about 29% of the land is considered developed (722 acres). This leaves a significant amount of land that is currently not developed within the Village Limits, although much of the undeveloped land is Conservancy that won't be developed in the future (918 acres). Under the Current Land Use, the Village has approximately 519 acres of developable land within the Village Limits (consisting of Platted Undeveloped Residential and Agricultural Lands).

Land Demand

The Village desires future growth, but considering the state of the national housing and job market, it is difficult to predict how much growth can be expected in the next 20 years. Currently, the supply outweighs demand.

Future Land Use
Village of Spring Valley
Pierce County, Wisconsin
Map 9-2



Annexation

Although unlikely, it is possible that the Towns of Gilman or Spring Lake in Pierce County, or Eau Galle and Cady in St. Croix County, could be developed up to the Village of Spring Valley's legal boundary. This would greatly decrease the chance that land would be annexed in the future.

The Village could support two actions that would increase the amount of residential land in the Village if desired. First, Spring Valley could create a residential zoning classification that reduces the minimum lot size. Second, the Village may encourage redevelopment of some areas to accommodate higher residential densities.

If annexations do take place, the areas most likely to become part of the village include land to the south, around the Spring Valley Middle/High School, and the lands to the west, just north of the existing industrial park. This would be the most logical area for future growth based on topography, existing development patterns, and proximity to infrastructure (roads, sanitary, and water).

Goals, Objectives, Policies, Programs, & Actions

Goal 1: Public and institutional uses should be compatible with surrounding land uses.

Objective

1. Plan and place future buildings so that they are accessible by the majority of people over the shortest distance.

Policies

1. Ensure that all community facilities be developed at the same aesthetic standards required for the development of private property and shall be subjected to review by the Village Board and Planning Commission.
2. Communicate with the School District of Spring Valley in planning for future school and Village facilities.
3. Consider adjacent land uses when developing land for future community facilities.
4. Ensure that transportation corridors are sufficient for the proposed use and provide accessible connectivity to existing and new public and recreational facilities.

Goal 2: Encourage the contiguous growth of Spring Valley.

Objectives

1. Discourage leap frog development.
2. Grow in a way that minimizes the extension of utilities and public services.

Policies

1. Support development that extends from compatible land uses and transportation systems.
2. Follow Proposed Land Use Plan to the largest extent possible.
3. Recommend future development to be adjacent to utilities and existing development.

4. Consider requiring larger lots (5 acres) or cluster development with community septic systems for development where utilities cannot be extended.

Goal 3: Maintain and expand parks and preservation areas.

Objectives

1. Preserve areas with steep slope and/or unusual topography.
2. Require park land or open space where necessary in new developments.

Policies

1. Follow Subdivision ordinance for park land dedication or money.
2. Consider developing criteria to evaluate land to be zoned conservancy.

Goal 4: Ensure that there is an adequate amount of land for future development.

Objective

1. Designate sufficient land for each land use.

Policies

1. Monitor future land needs calculations in this element and adjust if necessary.
2. Consider purchase options on land or enter in a right of first refusal agreement with private lands the Village may wish to obtain.

Goal 5: Ensure orderly growth within the Village of Spring Valley.

Objectives

1. Avoid land use conflicts that may decrease the value of properties.
2. Preserve neighborhoods.

Policies

1. Use the Village's Land Use Plan as a guide for decision making.
2. Utilize "Smart Growth" areas for cost efficient growth.
3. Ensure the look and scale of redevelopment is consistent with the neighborhood it is in by allowing variances to existing subdivision and zoning codes.