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## **CHAPTER 9** **Land Use**

### **Introduction**

The purpose of the Land Use element 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 is to identify and analyze how land within the Village of Clear Lake is being used at a specific point in time and to help recommend appropriate uses for the land in the future.

The information in the Land Use Chapter 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.

A well thought-out land use plan will help the Village to make zoning decisions, evaluate development proposals, and provide a vision that provides the necessary background information for local government, residents, business owners, and developers to make consistent and informed decisions.

### **Survey Results**

The Village should grow in land area...		
	Count	Percent
I strongly agree	11	9.6%
I agree	37	32.5%
Not sure	53	46.5%
I disagree	10	8.8%
I strongly disagree	3	2.6%
	114	100.0%

More respondents were in favor (42.1%) of the Village growing in land area than were against it (11.4%).

The Village should approve annexation and future growth...		
	Count	Percent
I strongly agree	9	7.8%
I agree	48	41.7%
Not sure	47	40.9%
I disagree	9	7.8%
I strongly disagree	2	1.7%
	115	100.0%

Approximately half (49.5%) of the respondents feel the Village should approve annexation requests for future growth.

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Should the Village purchase land for future growth?		
	Count	Percent
I strongly agree	5	4.4%
I agree	40	35.4%
Not sure	41	36.3%
I disagree	23	20.4%
I strongly disagree	4	3.5%
	113	100.0%

Nearly 40% of the residents responding to the survey feel the Village should purchase land for future growth. Whereas 24% feel they should not.

Development should be limited...		
	Count	Percent
I strongly agree	17	14.8%
I agree	59	51.3%
Not sure	25	21.7%
I disagree	12	10.4%
I strongly disagree	2	1.7%
	115	100.0%

The majority of the respondents (65%) feel that development should be limited.

Village needs more parks		
	Count	Percent
I strongly agree	5	4.4%
I agree	16	14.0%
Not sure	25	21.9%
I disagree	53	46.5%
I strongly disagree	15	13.2%
	114	100.0%

Most people (59.7%) feel the Village does not need anymore parks.

## **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.

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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	286	17.2%
Multiple Family Residential	14	0.8%
Commercial	43	2.6%
Industrial	53	3.2%
Institutional	183	11.0%
Parks	218	13.1%
Agricultural	554	33.4%
Undeveloped	310	18.7%
Total	1,661	100.0%

Source: Village of Clear Lake Plan Commission, Cedar Corporation

**Single Family Residential:** The majority of housing options in the Village of Clear Lake are single family homes. Single family homes occupy approximately 286 acres (17.2% of total acreage) within the Village and can be found throughout the Village.

**Multiple Family Residential:** The Village of Clear Lake has 14 acres of land (0.8% of total acreage) devoted to multi-family housing. Multi-family homes

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consist of apartments, twin homes, and condominiums and typically are higher density developments compared to single family. Most of this type of land can be found in the northern portion of the Village.

**Commercial:** Commercial properties create employment opportunities within the Village and provide residents with goods and services. In general, they are less expensive to provide services for than residential properties. The Village of Clear Lake has a mix of downtown commercial and highway commercial properties. The Village has 43 acres of commercial businesses (2.6% of total acreage). These properties are mainly located along 3<sup>rd</sup> Avenue and 5<sup>th</sup> Street as well as along U.S. Highway 63.

**Industrial:** Industrial development offers job opportunities and a significant source of tax revenue for municipalities. Like commercial properties, they also require fewer services. The Village of Clear Lake has an extensive industrial base for a community this size. Most of the industrial land is located on the west side of the Village. There are approximately 53 acres of industrial land (3.2% of total acreage) in the Village. An Industrial Tax Incremental Finance District has been established by the Village to provide assistance/incentives for industrial businesses within the District.

**Institutional:** Institutions provide valuable services to a community. There are 183 acres of institutional land in the Village of Clear Lake (11.0% of total acreage). These properties include the schools, churches, museums, community center, Village Hall, Police Department, golf course, cemetery, and water tower. Typically, institutional land uses are scattered throughout a community.

**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 218 acres of park land (13.1% of total acreage). The park land consists of open space with lakes, playground equipment, parking, restrooms, and a beach area that is located in the northwestern part of the Village.

**Agricultural:** Agricultural land is land that is being actively farmed. The Village has 554 acres of agricultural land (33.3% of total acreage). Most of this land occupies a good portion of the southern and eastern portion of the Village.

**Undeveloped:** There are approximately 310 acres of undeveloped parcels (18.7% of total acreage) within the Village. Undeveloped lands are important to a community as they provide a “land bank” for future growth needs. Most of the undeveloped properties in the Village of Clear Lake are lands that would be considered open space and aren’t used for farming, but may include wetlands, slopes, or other undevelopable lands.

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## Existing Land Use Patterns and Influence on Patterns

Land use patterns in the Village of Clear Lake have been influenced by two main conditions. First, the railroad tracks (now abandoned) that used to go through the Village provided a transportation system in the past for goods and services. This was a major influence on how the Village grew. This has allowed a number of industries such as canning and logging to start up in the area.

Second, the Village is split by U.S. Highway 63, a main north and south transportation corridor in Northwestern Wisconsin. This provides a transportation route for the Village to attract workers that can commute to the Village and for industries and businesses for shipping their 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. 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). The latest that this information is available is 2008.

Table 9-2 2008 Land Values

Land Use Category	2008 Land Value per Acre	2008 Improvement Value per Acre	2008 Total Value per Acre	2008 Total Land Value - Entire Village
Residential	\$39,481	\$252,419	\$291,900	\$39,406,500
Commercial	\$33,636	\$139,889	\$173,525	\$9,717,400
Manufacturing	\$9,578	\$132,666	\$142,244	\$5,832,000
Agricultural	\$196	\$0	\$196	\$127,200
Undeveloped	\$765	\$0	\$765	\$55,100
Ag Forest	\$814	\$0	\$814	\$11,400
Forest	\$1,578	\$0	\$1,578	\$58,400

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

Overall property values have begun to decline slightly from the 2007 values. Residential property values increased by about \$590,000 between 2007 and 2008 whereas commercial and manufacturing property values of dipped slightly by a combined \$740,000. Considering the latest national market trends, unless new development occurs, future improvement values will likely continue to decline in the short term, and then begin appreciating again in the long term.

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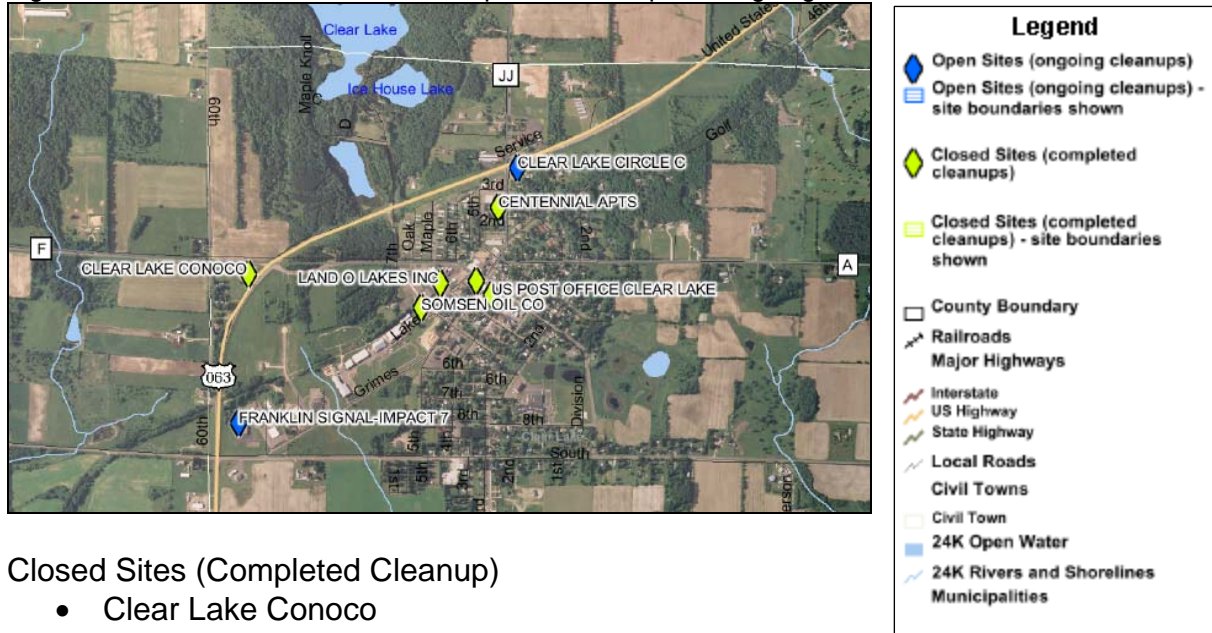
## Limitations for Development

The primary issues that could impact further growth and development of the Village of Clear Lake are natural limitations such as topography, slopes, wetlands, and floodplains. These natural limitations can restrict some areas in and around the Village, making them unbuildable.

## Redevelopment Opportunities

Redevelopment opportunities typically occur in Brownfield areas or locations that have been previously contaminated. The Village of Clear Lake has few known sites that have some environmental groundwater or soil contamination, often caused by underground storage tanks. 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.

Figure 9-1 – Contaminated Sites of Completed Cleanups or Ongoing



### Closed Sites (Completed Cleanup)

- Clear Lake Conoco
- Land O' Lakes Inc.
- Centennial Apartments
- Somsen Oil Co.
- U.S. Post Office

### Open Sites (Ongoing Cleanup)

- Clear Lake Circle
- Franklin Signal Impact 7

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## **Influences on Land Demand and Supply**

The proximity of the Village of Clear Lake to the Twin Cities has been a draw for decades. Residents have access to higher paying jobs and greater job variety while being able to live in a smaller community. This is one of the main reasons western Wisconsin has seen a large amount of growth over the past few decades. Because of this, land prices have risen. The available undeveloped land in the Village offers a variety of opportunities for future residential and other commercial development.

## **Potential Land Use Conflicts**

Land use conflicts occur when incompatible land uses cause a negative effect. Currently, no land use conflicts are identified. One example of potential future conflict would be if the industrial zoned area evolved into a manufacturing center and created noise and traffic problems.

## **Future Land Needs Analysis**

The Village of Clear Lake 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 by the Wisconsin Department of Administration. If the projections are accurate, the Village will have an additional 104 households between 2005 and 2025.

Table 9-3 - Housing Forecasts

Year	2000	2005	2010	2015	2020	2025
Population	1,051	1,082	1,160*	1,176	1,224	1,265
Persons Per Household	2.32	2.16	2.25*	2.14	2.10	2.08
Total Occupied Housing Units	453	501	516	550	582	609
Additional Units Needed	-	-	15	34	32	27

Source: Wisconsin Department of Administration, \*Adjusted to reflect recent population estimates

Current zoning requires a new single family lot to be a minimum of 15,000 square feet in size. This results in approximately three lots per acre. For our projections we will assume a half acre per lot (factoring in roads, parks, etc.). So if 104 lots or households are needed, 52 additional acres of residential land will be needed.

Currently, the Village has about 313 acres of undeveloped land plus 554 acres of agricultural land. Some of this undeveloped and agricultural land is unbuildable due to natural limitations, being located on a closed landfill, or not being zoned for residential development.

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## **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 the Village of Clear Lake to consider areas that are ideal for growth. One way to do that is to look at factors such as wetlands and steep slopes that limit where growth can go and areas that are cost effective for expanding infrastructure. Map 9-2 shows the areas that should be protected as well as areas that would require a lift station. Due to these conditions and availability of land, there is not a need to annex land in the foreseeable future, but there will likely be a need to expand the sanitary service area especially in the southern portion of the Village. The southwest area of the Village would require a lift station for future development to occur, however this is the area most likely to develop because of the proximity to U.S. Highway 63 and that it is currently in a Tax Incremental Finance District.

## **Future Land Uses**

Table 9-4 projects the future land use acres based on the zoning at full build-out within the current Village Limits (*see Map 9-3*).

The future land use map should be consulted when addressing future rezoning requests and land use issues. 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 the Village Limits, there is plenty of land to take on growth for the foreseeable future

Table 9-4 - Future Land Use

Future Land Use	Acres	Percent
Single Family Residential	665	40.04%
Multiple Family Residential	50	3.01%
Commercial	114	6.86%
Industrial	109	6.56%
Institutional	215	12.94%
Parks	218	13.12%
Agricultural	194	11.68%
Undeveloped	96	5.78%
Total	1,661	100.00%

Source: Clear Lake Plan Commission and Cedar Corporation

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## **Trends in Land Supply and Demand**

Table 9-5 shows projected land use needs in five year increments in the Village of Clear Lake. Overall, there is plenty of vacant 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 15 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	*2008	2010	2015	2020	2025	Total
Residential	286	288	305	321	335	
• Acres		2	17	16	14	49
Commercial	43	44	47	49	51	
• Acres		1	3	2	2	8
Industrial	53	54	58	61	64	
• Acres		1	3	3	3	10
Agricultural/Undeveloped	864	860	837	816	797	
• Acres		-4	-23	-21	-19	-67

Source: \* 2008 is Existing Land Use calculations.

There are approximately 55 acres of undeveloped land in the northern portion of the Industrial Park available to future industrial type businesses.

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 the Village of Clear Lake 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 1,661 acres of land including portions of the road right of way, of which about 48% of the land is considered developed (795 acres). This leaves a significant amount of land that is currently not developed within the Village Limits; although some of the undeveloped land is undevelopable due to environmental limitations (wetlands/steep slopes). Under the Current Land Use, the Village has approximately 867 acres of developable land within the Village Limits.

### **Land Demand**

There is an occasional land division within the Village. The Village desires future growth, but considering the state of the national housing and job market, it is

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difficult to predict how much growth can be expected in the next 20 years. Currently, the supply outweighs demand.

## **Options to Annexation**

Although unlikely, it is possible that the Towns of Black Brook and Clear Lake could be developed up to the Village of Clear Lake'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, the Village 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.

## **Land Use Goals, Objectives, and Policies**

### **Goal 1: Ensure orderly growth within the Village of Clear Lake.**

#### **Objectives**

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

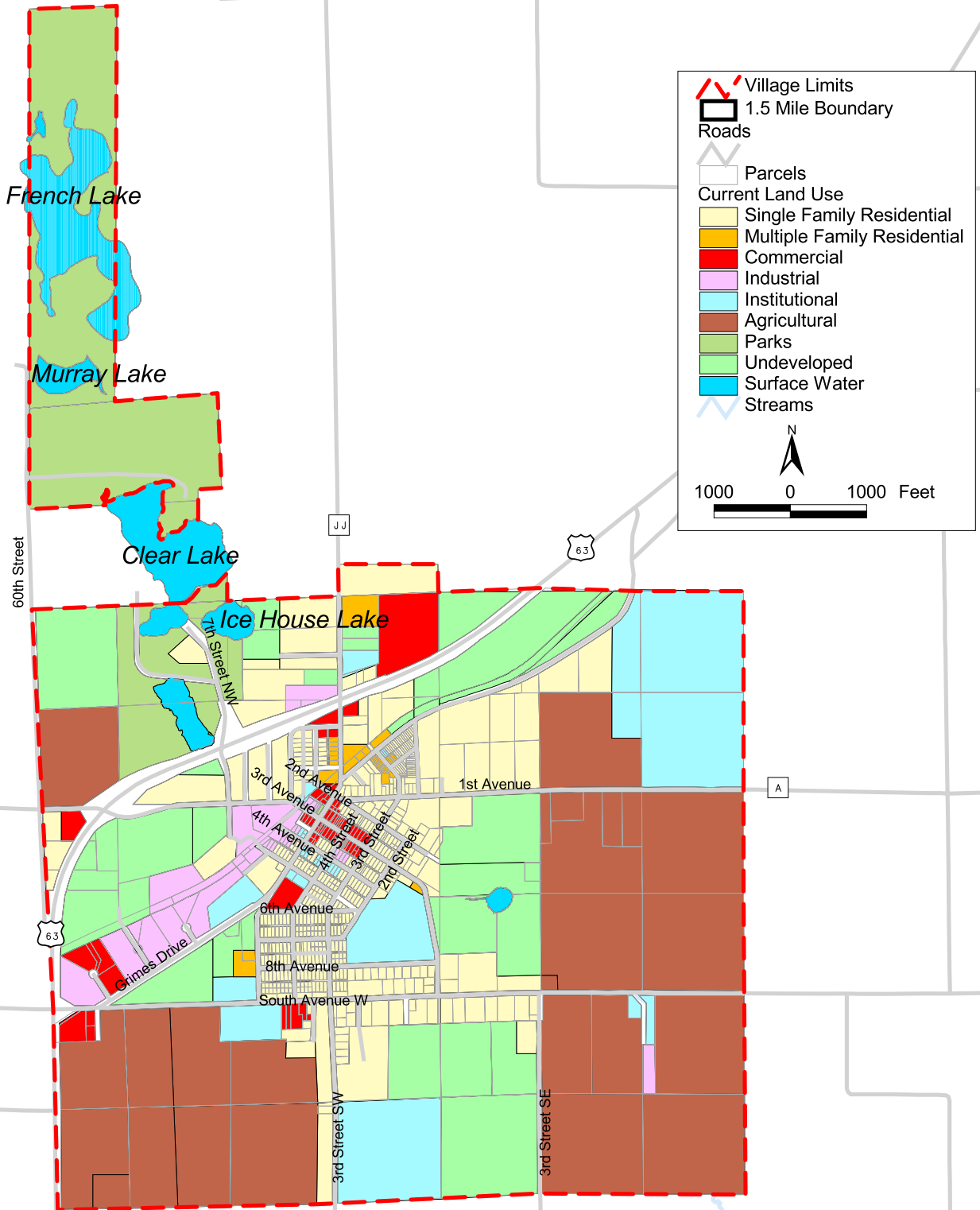
#### **Policies**

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 such as in the original platted area of the Village.

# CURRENT LAND USE

## Village of Clear Lake

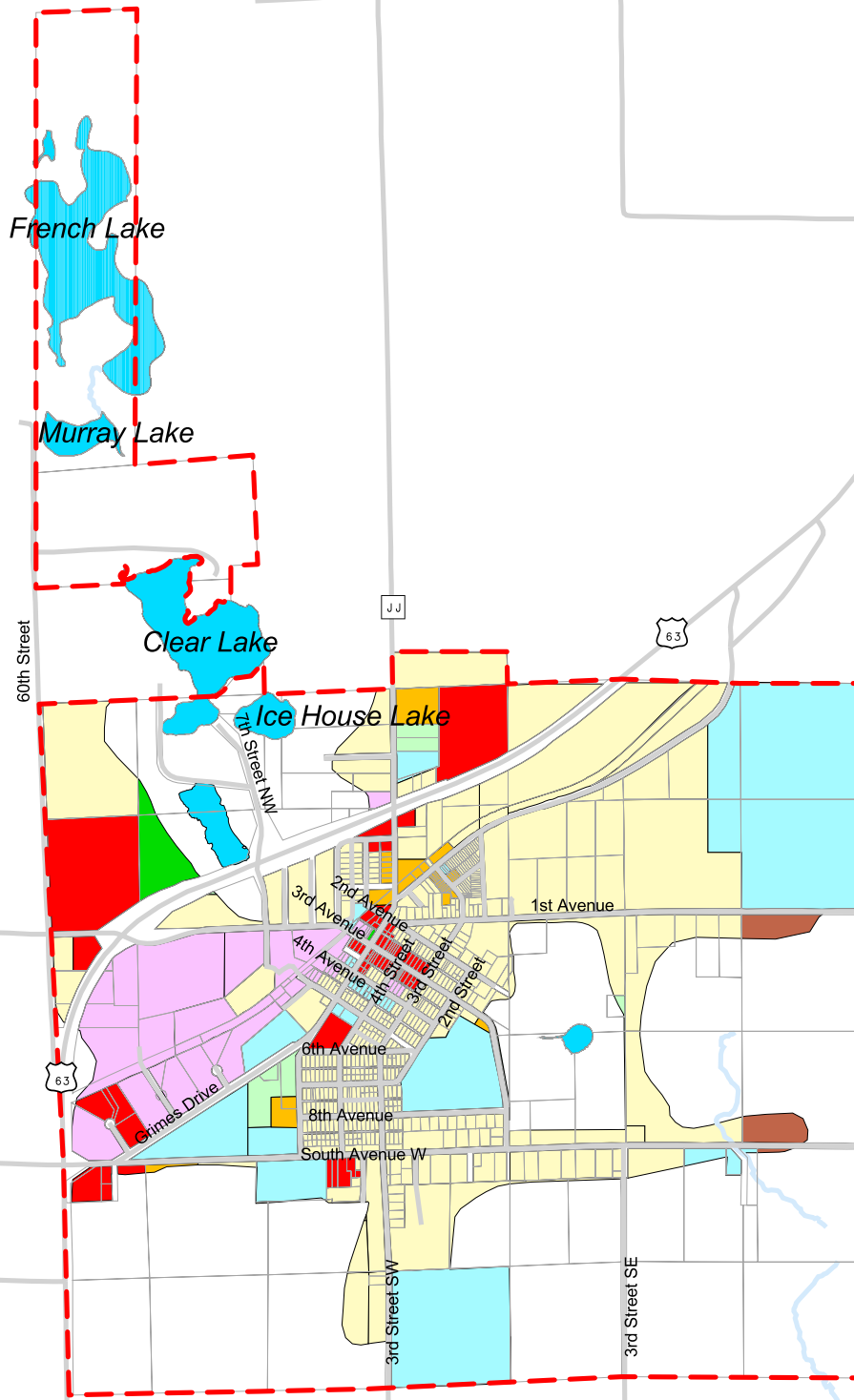
### Map 9-1



# FUTURE SMART GROWTH AREAS

## Village of Clear Lake

### Map 9-2



**Village Limits**

**Roads**

Parcels

Surface Water

Streams

**Future Land Use**

- Single Family Residential
- Multiple Family Residential
- Commercial
- Industrial
- Institutional
- Agricultural
- Parks
- Undeveloped

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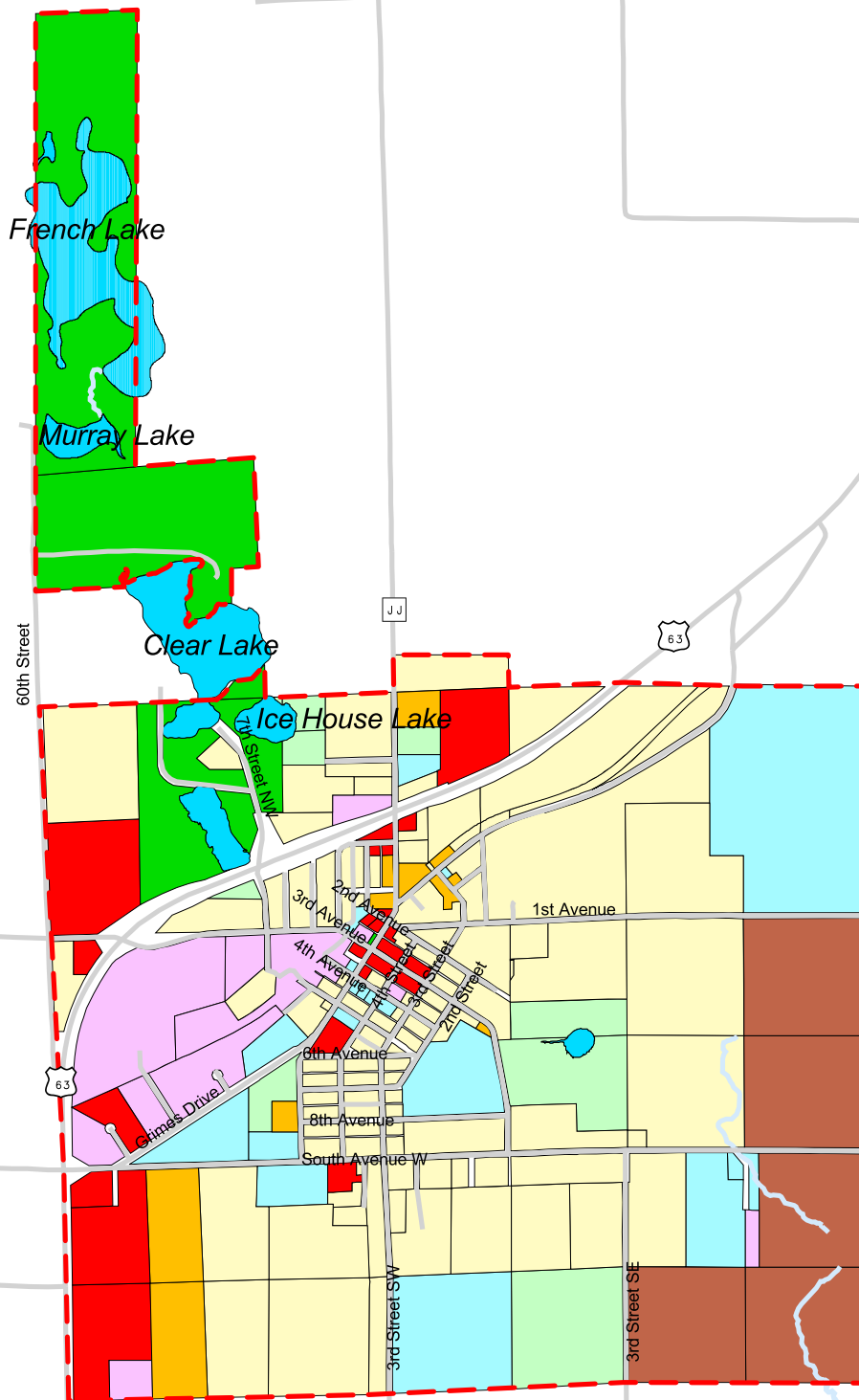
Source: Clear Lake Plan Commission, Cedar Corporation



# FUTURE LAND USE

## Village of Clear Lake

### Map 9-3



**Village Limits**  
**1.5 Mile Boundary**  
**Roads**

Surface Water  
Streams

**Land Use**

- Single Family Residential
- Multiple Family Residential
- Commercial
- Industrial
- Institutional
- Agricultural
- Parks
- Undeveloped

1000 0 1000 Feet

N

Source: Clear Lake Plan Commission, Cedar Corporation

