

CHAPTER 8 Land Use Element

The purpose of this chapter is to compile an inventory of existing land use patterns, and establish the goals, objectives and policies which will be used to guide public and private actions concerning future land use and development. These goals, objectives and policies, along with the land use category descriptions, express ideas that are consistent with the desired character of the Town and the other chapters of the Comprehensive Plan.

Section 8.1 Existing Land Use

The Town of Pine Grove consists of predominantly agricultural land and, therefore, has a low development density. Table 8.1 below and Map 8.1 illustrate the distribution of different land use categories throughout the Town.

Table 8.1: Acreage of Existing Land Use in the Town of Pine Grove, 2004

Existing Land Use	Acreage	Percentage
Residential	498	2.1%
Commercial/ Services	46	0.2%
Agricultural	12,606	52.2%
Industrial	85	0.4%
Governmental/Institutional	10	0.0%
Road Right-of-Way	871	3.6%
Parks/Recreation	2,134	8.8%
Vacant/Undeveloped	7,909	32.7%
Total Acreage	24,159	100.0%

Source: Portage County Planning and Zoning Department, Town of Pine Grove

A. Residential

This category includes several types of residential dwellings, including single family and seasonal residences, mobile homes, duplexes, and farm residences or farmsteads. The majority of residential land uses are found in the Bancroft area and in close proximity to County Road D. For the purposes of land use calculation, rural residences and farmsteads were estimated to occupy approximately 2 acres of area, if located within a larger parcel, while calculations for residential uses concentrated in subdivisions or clusters were based on actual parcel size. As of December 2004, 498 acres, or 2.1% of the Town's land area, were devoted to residential land use.

B. Commercial/Office

Commercial development accounts for a very small amount (46 acres, 0.2%) of land area in Pine Grove. These lands include uses such as retail and sales establishments, restaurants, taverns, offices, banks, or other professional services. The majority of commercial uses in the Town, aside from home-based businesses, are located in or near the settlement of Bancroft.

C. Agricultural

Agriculture is the predominant land use in Pine Grove. Lands in this category include irrigated and non-irrigated crop lands, dairy farms, pasture, and lands that have structures used to store agricultural equipment or products. These lands (12,606 acres) represent over half of the total Town acreage. The majority of larger, contiguous areas of agricultural use are found in the southern and eastern portions of the Town.

D. Government/Institutional

These lands include such things as Town-owned lands, existing municipal and government owned structures, educational research lands, schools, churches, cemeteries and fire stations. The greatest portion of land in this category is attributed to Town-owned property.

E. Road Right-of-Way

This land use category includes all road surface and right-of-way within the Town. Table 8.1 shows the amount of land dedicated for this use to be 871 acres or 3.6% of the total Town area.

F. Parks and Recreation

Lands in this category account for approximately 9% of the total acreage in the Town. These lands could be publicly or privately owned. Public lands may include State, County, or Town parks, nature preserves, boat landings, or athletic fields. Private lands may include lands used for wildlife viewing and habitat management, campgrounds, etc. The majority of lands in this category in the Town are owned by the WI DNR.

G. Industrial

Industrial uses in Pine Grove (85 acres, <1%) are found in close proximity to the I-39 corridor.

H. Vacant/Undeveloped

Lands in this category make up the second largest area of the Town, accounting for 7,909 acres, or approximately 33% of the total area. Vacant land, which includes wetlands, scrub or shrub land, privately owned forested areas, and water, is located primarily in the northwestern portion of Pine Grove, and is associated with the Buena Vista marsh.

Section 8.2 Land Use Trend Analysis and Projected Land Use

The Town of Pine Grove is a community that is dominated by higher intensity agricultural operations, consisting primarily of irrigated vegetable production. The Town anticipates that trend to continue, with future development consisting of a limited mix of low density, farm and non-farm residential use. Therefore, conflicts between incompatible land uses due to conversion of agricultural and forested lands will most likely be minimal. However, Pine Grove (which does not have zoning regulations) should still oversee development proposals to the best extent possible to help ensure that conflicts are minimized and consideration is given to existing landowners and infrastructure.

A. Residential Land Use

The Town's population has risen slowly over the last twenty (20) years, going from 762 residents in 1980 to 904 in 2000. The Plan Commission anticipates this trend to continue even though Interstate 39, with two interchanges located within Pine Grove, passes through the Town. The Town Plan Commission has also expressed a desire to direct future non-farm residential uses away from higher intensity agricultural operations to the best extent possible. Given that a combination of agricultural and undeveloped lands would most likely be converted for most new residential uses, the Town recommends housing densities that have minimal impact on groundwater quality and other natural resources, as well as remaining agricultural operations.

Map 8.1A: Existing Land Use (Town of Pine Grove)

Map 8.1B: Existing Land Use (Bancroft)

Residential land use projections will be based on future household projections multiplied by acres per new housing unit. Forty-three (43) new households are projected to be formed within the Town by the year 2025 [376 projected households – 333 existing households identified in Census 2000 = 43 new households]. Presuming each of these new households will occupy a new housing unit, and each housing unit will occupy approximately two (2) acres; eighty-six (86) additional acres of residential use will be required within the Town by 2025. There is sufficient land in the Town to accommodate this projected growth. Due, however, to unforeseen events (e.g. demand, land prices, economy), the acreage could vary.

B. Transportation (Right of Way)

An increase in residential use usually carries with it a corresponding increase in need for more roadways or at least, an increased load on the existing infrastructure. For purpose of accommodating land use, the Town projects an increase in right-of-way acreage equal to 5% of the projected residential acreage increase. With an 86 acre increase in residential land use, 4.3 more acres of road right-of-way would be needed over the next twenty years.

C. Agricultural Land Use

Although lands designated as agriculture have shown a decline in equalized value over the last twenty years (Table 8.2), the Plan Commission anticipates that agriculture will continue to be a significant, although slightly decreasing, use over the next twenty years due to the changing desire of current farmers to continue farming and the overall farm economy. To encourage retention of the community's agricultural base, the Town of Pine Grove recommends the protection of productive agricultural land. The Land Evaluation Site Assessment (LESA) system will be used as a tool to help identify productive agricultural areas (see the Agricultural, Natural, Cultural Resources Element of this Comprehensive Plan).

D. Commercial and Industrial Land Use

The majority of commercial activity in Pine Grove, as stated earlier, is located in or near the settlement of Bancroft. The Town anticipates that the majority of commercial growth within the Town will continue in the Bancroft area and areas near the Interstate interchanges. An increase in home-based businesses scattered throughout the Town is also projected over the next twenty years. The Town encourages commercial activity that would provide jobs for area residents.

Industrial activity in the Town consists primarily of potato storage and warehousing, distribution, and potato chip preparation. Due to the prevalence of large fields dedicated to irrigated vegetable production in close proximity, existing industrial uses are expected to continue or increase slightly over this planning horizon.

Since it is difficult to project future commercial and industrial uses in a rural area, the Town projects an increase in these types of activities proportional to the projected increase in population (9% increase by 2025), which translates to an increase of approximately 12 acres during this planning period (9% x 131.5 acres of existing commercial and industrial uses).

E. Trends in Land Values

Table 8.2 below describes the change in the equalized values for the different property types, as compiled by the State of Wisconsin Department of Revenue.

Table 8.2: Equalized Property Values, Town of Pine Grove

Type of Property	1980		1990		2000	
	Value	% of Total	Value	% of Total	Value	% of Value
Residential	\$3,622,000	16%	\$5,503,000	22%	\$14,409,000	47%
Commercial	\$2,366,000	11%	\$3,315,000	14%	\$6,634,000	22%
Manufacturing	\$0	0%	\$0	0%	\$913,000	0%
Agricultural	\$14,165,000	64%	\$13,779,000	56%	\$4,770,000	16%
Swamp & Waste	\$9,000	0%	\$1,000	0%	\$77,000	0%
Forest	\$1,454,000	7%	\$1,562,000	6%	\$2,596,000	8%
Other	\$0	0%	\$0	0%	\$1,916,000	6%
Personal Property	\$516,000	2%	\$378,000	2%	\$328,000	1%
Total Value	\$22,132,000	100%	\$24,538,000	100%	\$30,730,000	100%

Source: Wisconsin Department of Revenue Statistical Report of Property Valuations, 1980, 1990, 2000

The implementation of agricultural use value assessment in the mid 1990's redistributed valuations from the Agricultural category to the Residential, Forest, and Other categories. The Other category (created between 1990 and 2000) includes, "buildings and improvements; including any residence for the farm operator's spouse, children, parents, or grandparents; and the land necessary for the location and convenience of those buildings and improvements (WI Statutes 70.32)." The critical factor defining "Other" property is its actual use supporting a farm enterprise. If an assessor obtains verifiable evidence that buildings on a farm are used for agricultural purposes, they qualify as "Other." (WI DOR *Agricultural Assessment Guide for Wisconsin Property Owners*, December, 2003).

F. Redevelopment Areas

The only sites identified at this time for potential redevelopment are the abandoned home sites scattered within the Town, and the Bowen Garage site on Main Street in Bancroft. At the time of this plan adoption, the Main Street site is listed as an open site by the DNR and has been identified as having had a leaking underground storage tank. Status of this site can be obtained by contacting the DNR Remediation and Redevelopment Program staff.

Section 8.3 Land Use Conflicts

Land use conflicts identified during the planning process include: a potential for dispute between non-farm residences and existing farm operations, residences adjacent to salvage yards or higher intensity industrial operations, and damage to roads from heavy equipment.

Due to the important role agriculture plays in the community's economy and character, the primary recommendations for limiting residential conflicts are to encourage the use of spatial or vegetative buffers, and provide information to residents regarding Wisconsin's Right to Farm law. The Town will have to continue to evaluate potential remedies for road damage.

Section 8.4 Land Use Goals, Objectives and Policies

Goal 1 - The agricultural community remains viable in the Town.

Objective 1 - Avoid the unnecessary development of good agricultural land.

Policy - Promote residential development near existing settled areas.

Goal 2 - Protect the natural environmental qualities of the area.

Objectives:

1. Protect the quality of the groundwater aquifer that supplies drinking water to the Town.
2. Recommend development densities in a fashion necessary to avoid groundwater degradation from on-site waste systems and in a manner that takes into consideration potential future connection to municipal sewer or water.
3. Protect wetlands, prairie chicken lands, and other important wildlife habitat areas.

Policies:

1. Encourage the agricultural community to use Best Management Practices to protect soil and water resources.
2. Discourage development near valued natural resources such as wetlands, Mosquito Bluff, and the “Ledge”, Lone Rock.
3. Development occurs in a manner that protects the aesthetics of natural areas.

Goal 3 - Maintain and promote pleasant residential areas within the Town.

Objective 1 - Residential areas consist of safe and quiet neighborhoods that protect property values.

Policies:

1. Promote development patterns that are free of unnecessary costs to the Town and avoid conflicts between residential and non-residential land uses.
2. Recommend that one structure per parcel be allowed to include one or two housing units.

Goal 4 - Development patterns promote the economic and social wellbeing of residents within the Town.

Objective 1 - Promote the creation of jobs, recreational and cultural opportunities, along with an efficient transportation network and services that are available to Town residents.

Policies:

1. Promote the development of commercial uses along the Interstate corridor that provide jobs to Town residents.
2. Provide for a healthy and productive tax base through prudent development.

Section 8.5 Future Land Use Recommendations

Table 8.3 and Map 8.2 illustrate the Future Land Use recommendations for the Town of Pine Grove Comprehensive Plan, and identify how development should proceed in the future to meet the Town’s goals of protecting rural character, providing for orderly growth, and encouraging development that will maintain the Town’s tax base. Future development should be encouraged in an orderly pattern adjacent to and compatible with existing development. The Town projects that any future residential or commercial development will occur primarily on undeveloped

forested land and agricultural lands. As stated before, balancing the protection of rural character and individual property rights in the face of growth will present a challenge for Town residents.

Land Use recommendations include both immediate and long range planning goals to be implemented. The long range Land Use Plan recommendations will be implemented over the course of the 20 year planning period as development proposals and land use changes are presented to the Town for consideration. The Town will have to consider periodically updating its land use policies and map to reflect changing land uses and citizen requests.

Table 8.3: Future Land Use in the Town of Pine Grove, 2025

Future Land Use	2004 Acres	% (of total)	2010 Acres	2015 Acres	2020 Acres	2025 Acres	% (of total)	Change 2004 to 2025
Residential	498	2.1%	498	541	541	584	2.4%	17.3%
Commercial/ Services	46	0.2%	46	48	48.4	50	0.2%	8.6%
Agricultural	12,606	52.2%	12,606	12,581	12,581	12,557	52.0%	-0.3%
Industrial	85	0.4%	85	89	89	93	0.4%	9.4%
Governmental/Institutional	10	0.0%	10	10	10	10	0.0%	0.0%
Road Right-of-Way	871	3.6%	871	871	871	871	3.6%	9.3%
Parks/Recreation	2,134	8.8%	2,134	2,134	2,134	2,134	8.8%	0.0%
Vacant/Undeveloped	7,909	32.7%	7,909	7,885	7,885	7,860	32.5%	-0.5%
Total Acreage	24,159	100.0%	24,159	24,159	24,159	24,159	100%	

Source: Town of Pine Grove and Portage County Planning and Zoning Department

Section 8.6 Future Land Use Categories

Categorizing the land within the Town of Pine Grove into different land use classes is a formidable task. In order to ensure accuracy and consistency throughout the mapping process, specific mapping criteria were developed.

Residential Mapping Criteria

As used here, the term “residential” is intended to identify existing concentrations of residential structures or platted lots, where it is the original intent of the developer/residents to maintain a residential/neighborhood character and where non-residential uses would be incompatible. Examples of areas to be mapped as residential include;

1. Existing developed residential areas (including duplexes and mobile home parks).
2. Subdivisions or clusters of lots, strongly residential in character, that have developed in agricultural areas.
3. Areas for expansion of residential development based on goals and policies in this Plan. Current non-residential uses would be allowed until future residential development occurs.

Land Use Categories:

Residential: Recommended minimum lot size for new development is equal to, or greater than 2 acres per residence.

Map 8.2A: Future Land Use (Town of Pine Grove)

Map 8.2B: Future Land Use (Bancroft)

Commercial and Industrial Mapping Criteria

Areas of existing, developed commercial or industrial land uses. For most rural communities, it is difficult to determine an appropriate location for the growth of commercial activity. Most of the businesses that develop are home or farm based and do not have the option of relocating. Some communities have a clear vision of a commercial or industrial development area while others may not. Proposals for new industrial and commercial development should be considered only on a case-by-case basis, based on the goals, objectives, and policies of the comprehensive plan. Approval for such use may require a change to the land use map.

Land Use Categories:

Commercial: Includes uses as allowed in the Portage County Commercial zoning districts. The County's Zoning Ordinance will be used solely as a guideline for defining commercial uses.

Industrial: Includes uses where the manufacturing of a product from a raw material is the primary purpose of the business. Generation of certain waste products, higher volumes of truck traffic, etc. will also be used to identify Industrial sites.

Agricultural Mapping Criteria

Lands recommended predominantly for the continuation of agricultural pursuits, the protection of productive agricultural lands, and the retention of the rural nature of the community. In recognition of the differentiation of soil characteristics throughout the County, changing agricultural economy, and development pressures, three categories of agriculture will be used based on the intensity of the agricultural operations in that area:

Land Use Categories:

L-1 Enterprise Agriculture: The Enterprise Agriculture Category is intended to include lands that can support a full range of intensive agricultural uses, including large dairies, large confined livestock feeding operations, and concentrations of irrigated vegetable crop production. The district's uses and regulations are designed to implement Comprehensive Plan goals by encouraging livestock and other agricultural uses in areas where conditions are best suited to these agricultural pursuits, and discouraging residential development to avoid potential land use conflict. Due to the more intensive nature of uses allowed, the L-1 category is not intended to be applied near moderately- to densely-populated areas, and it is not intended to accommodate residential uses as principle uses.

L-2 Intermediate Agriculture: The Intermediate Agriculture Category is intended to preserve and enhance land for agricultural uses. Large confined livestock operations should be limited to ensure compatible land use and minimize conflicts with adjacent uses. The intensity of agricultural uses allowed in this district is less than that of the L-1 Enterprise Agriculture category, but more than the L-3 Limited Agriculture category. This category's uses and regulations are designed to encourage agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits, and control residential development to avoid potential conflict with agriculture uses.

L-3 Limited Agriculture/Mixed Use: The Limited Agriculture Category is intended to provide for the continuation of low intensity agricultural uses, recommend against new and expanding livestock operations, provide for careful siting of single family residences, and support other uses that maintain the rural characteristics of the area. It may serve as a buffer

for more intensive agricultural uses in adjacent categories, and prevent premature conversion of rural lands to urban and other non-agricultural uses. The category's use and development regulations are designed to implement the Comprehensive Plan goals by discouraging urban and suburban development in areas that are suited to agricultural uses and that are not well served by public facilities and services.

Natural Areas Mapping Criteria

Lands recommended to remain in their natural state or for non-intensive uses such as recreation, wildlife habitat, or forest management. This category was applied to lands which are environmentally important or sensitive, including shore lands, wetlands, floodplains, steep slopes, substantial wildlife habitat and public resource areas. Limited residential development could occur in a manner that does not negatively impact the ecological or aesthetic value of areas designated for preservation in their natural state. Criteria for identification may include the following:

1. Lands within 100 feet of navigable waters or to the landward side of adjoining wetlands, if greater than 100 feet. Including wetlands within 300 feet of navigable waters, and excluding preexisting structures or cropland that would be nonconforming uses under Conservancy Zoning.
2. Other wetlands (not adjoining navigable waters).
3. Federal Emergency Management Agency (FEMA) 100 year floodplains.
4. Publicly owned lands used for recreation or wildlife/resource management.
5. Large tracts of unbroken native landscapes such as natural forests, grasslands, and wetlands.
6. Other natural features of the landscape deemed important by the local community

Land Use Categories:

NA – Protected: Lands recommended to remain in their natural state or for non-intensive, non-developed uses such as passive recreation, wildlife habitat, ground and/or surface water protection and forest management. Development of these lands is not recommended due to the potential of destroying or degrading important or unique natural resources or due to the excessive measures necessary to overcome development barriers presented by the environmental conditions.

NA – Limited Development: Identifies lands that are environmentally important to the community; however limited residential development (*no more than one residence per 15 acres*) could occur without negatively impacting the ecological value of the area.

Institutional Land Mapping Criteria

Lands where public facilities exist or are to be located. Facilities include, but aren't limited to: government services and institutions, educational, religious, cemeteries, medical and health care, military, power plants, solid waste disposal sites, and sewage treatment plants.

Land Use Categories:

1. **Institutional**

Resource Extraction Mapping Criteria

These areas are considered economically viable resources and are identified within specific boundaries to minimize or avoid conflict with other adjacent land uses. Resource extraction uses include clay, sand, gravel, and other aggregate extraction.

Land Use Categories:

1. Non Metallic Mineral Extraction