



Element 8: Land Use

Wisconsin §66.1001(2)(h) Land Use Element: 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

A. Introduction

Land use is the central element of a comprehensive plan. Previous elements have discussed the Village's projected population, housing status and economic growth, documented the need for transportation improvements and other utilities and community facilities and profiled Poplar's natural and cultural resources. This element assesses land use trends by pulling together the data and ideas from the previous elements.

B. Existing Land Use

An accurate depiction of Poplar's existing land use pattern is the first step in planning for a desired future land use pattern. An inventory was conducted using data from aerial photography, spot field checks, and consultation with Village residents. The land use categories listed below were selected based on a classification system deemed appropriate for Poplar. **Table 8.1** lists the existing land use categories with the corresponding acreages.

Existing Land Use Categories

Map 8-1 shows existing land uses in the Village of Poplar into the following categories:

Residential: Lands with or without structures designated for human habitation including permanent and seasonal housing units. Lands within this category contain little or no environmental constraints.

Commercial: Lands with retail sales establishments, restaurants, hotels/motels, service stations, etc.

Agricultural: Lands used mainly for the cultivation of crops (corn, hay, soybeans, etc.).

Forest: Forested lands under private ownership and private forest woodlots.

Public/Institutional/Government: These lands include government/utility owned buildings and offices, fire stations, public and private schools, cemeteries, churches and sewage lagoons.



Industrial: Manufacturing, processing, wholesaling, warehousing, distribution, excavation and similar activities.

Parks & Recreation: Recreation lands under public and private ownership. Publically-owned recreational lands may include parks, nature preserves, athletic fields, boat landings, etc. Examples of privately-owned lands may include golf courses, campgrounds, shooting ranges, etc.

Communication/Utilities: Lands for generating or processing electronic, communication, or water, electricity, petroleum, or other transmittable products.

Vacant:

Table 8.1: Existing Land Use by Category			
Land Use	Land Use Classification	Acres	% of Total
	Residential	698.4	9.1%
	Commercial	39.5	0.5%
	Agricultural	2,885.7	37.7%
	Forest	3,353.1	43.9%
	Government/Institutional	119.1	1.6%
	Industrial	5.8	0.1%
	Parks & Recreation	169.2	2.2%
	Communication/Utilities	3.0	0.0%
	Vacant	5.3	0.1%
	Transportation	367.1	4.8%
	Total	7,646.2	100.0%

Source: Village of Poplar

Land Use Trends

It is a requirement of the land use element to analyze trends in the supply, demand and price of land in Poplar. Historical information regarding land use trends in Poplar is largely incomplete or unavailable. The 2008 existing land use assessment was the village's first formal attempt to identify current land uses. Land use trends and land supply can be gleaned from assessment data. Property tax assessment was used as a surrogate for historical land used data. While having limitations, this information can be used as a broad indicator of land use change over a period of years. **Table 8.2** provides property assessment data for the Village of Poplar for residential, commercial, agricultural, manufacturing and forest real estate classes from 1991 to 2008.

Based on the collected assessment data, it can be established that the demand for land in Poplar is relatively minor. Residential and agricultural land (the two largest land uses in the Village) have both decreased in acreage in the past 18 years. The forest assessment category has increased the most over the last 18 years, going from zero acres in 1991 to 1,937 in 2008. Albeit small, acreage assessed as commercial has increase by 64 acres and manufacturing has stayed the same over the 18-year period.



Table 8.2: Property Tax Assessment, Village of Poplar 1991-2008

	RESIDENTIAL		COMMERCIAL		AGRICULTURAL		MANUFACTURING		FOREST	
	Parcel s	Acres	Parcel s	Acres	Parcel s	Acres	Parcel s	Acres	Parcel s	Acres
1991	229	2,206	31	133	149	4,603	2	5	0	0
1992	222	2,200	31	136	150	4,668	2	5	0	0
1993	226	2,250	31	141	149	4,616	2	5	0	0
1994	228	2,294	32	174	146	4,525	2	5	0	0
1995	236	2,399	32	174	143	4,420	2	5	0	0
1996	234	2,390	32	174	61	2,009	2	5	0	0
1997	234	2,343	31	169	141	4,299	2	5	1	34
1998	239	1,839	35	192	137	4,252	2	5	9	175
1999	139	926	35	194	103	3,179	2	5	92	2,205
2000	146	980	35	194	104	3,196	2	5	92	2,165
2001	245	974	39	197	105	3,196	2	5	92	2,149
2002	247	974	41	197	105	3,196	2	5	94	2,143
2003	252	1,000	41	192	104	3,177	2	5	95	2,152
2004	255	973	40	190	111	3,328	2	5	92	1,996
2005	263	994	40	190	108	3,243	2	5	92	1,970
2006	261	983	41	192	109	3,238	2	5	94	1,943
2007	267	997	42	195	110	3,239	2	5	94	1,947
2008	272	1,010	43	197	111	3,243	2	5	94	1,937
Change	+43	-1,196	+12	+64	-38	-1,360	0	0	+94	+1,937

Source: WI Department of Revenue 1991-2008

Land Ownership

Land ownership within the Village of Poplar divided among privately-owned land, Village-owned land, State-owned land (limited to road right-of-ways) and a very small portion of Douglas County owned lands. See Map X for Village of Poplar land ownership.

Land Prices

Land prices are dictated by the real estate market and the laws of supply and demand. Increasing the amount of available developable land can press land costs downward, while decreasing the supply of developable land can raise prices. Government regulation can also impact the overall supply of developable land and, consequently influence land prices.

The market price of land depends upon many factors, which can vary significantly from one location to another. It is often difficult to generalize the market price of property within a unit of government due to the 'location specific' factors that dictate the price and by the fact that a limited number of properties are on the market at any given time.

The Wisconsin Department of Revenue Bureau of Equalization provides values for land and their improvements. **Table 8.3** details the land values and improvement values according to the 2008 Statement of Assessments or the Village of Poplar.



Table 8.3: 2008 Assessed Land Values, Village of Poplar

Real Estate Classes	Parcel Count			Value		
	Land	IMPS	Acres	Land	Improvements	Total
Residential	272	207	1,010	\$1,889,200	\$19,759,700	\$21,648,900
Commercial	43	27	197	\$315,000	\$2,969,700	\$3,284,700
Manufacturing	2	1	5	\$21,500	\$451,000	\$472,500
Agricultural	111	0	3,243	\$357,900	\$0	\$357,900
Undeveloped	21	0	435	\$140,200	\$0	\$140,200
Forest	94	0	1,937	\$2,071,700	\$0	\$2,071,700
Ag Forest	4	0	57	\$29,500	\$0	\$29,500
Other	23	22	61	\$85,800	\$1,858,400	\$2,071,700
Real Estate Totals	570	257	6,945	\$4,910,800	\$25,038,800	\$29,949,600

IMPS-Improvements

Land Use Regulation

Land use regulations are among the most important tools that communities have to direct growth and realize their long-term vision. The Village of Poplar Zoning Ordinance, adopted in 1999, is the primary land use regulation tool used in Poplar.

The Village of Poplar’s zoning ordinance divides land into a series of mapped districts, and then assigns permitted uses and development requirements to each zone. The Ordinance defines seven zoning districts, but four are currently being uses. Poplar zoning districts are shown on **Map X** and in **Table 8.4**. The table also illustrates the approximate acreage for each zoning category.

Table 8.4: Village of Poplar Zoning Districts

District	Name	Acres
R-1	Residential District, sewerred	856.8
R-2	Residential District, not sewerred	2,510.1
A-1	Agricultural	4,220.0
C-1	Commercial	345.3
SP-1	Shoreland Protection (Overlay)	0
PUD	Planned Unit Development	0
P-1	Public Use District	0
Total		7,932.2

Source: Village of Poplar & NWRPC

Please note that the C-1 district completely overlaps the Residential districts along USH 2, so the overall acreage compared to Poplar’s total acreage will be off by approximately 345 acres.

As was previously mentioned, the zoning districts also have lot area size requirements. **Table 8.5** summarizes the building placement and lot size schedule for zoning categories.



Table 8.5: Village of Poplar Zoning Schedule – Dimensional Requirements			
	R-1	R-2	C-1
Required Lot Area (Acres or Sq. Ft.)²	Sewer	No Sewer	See Note 3
Within Shorelands	2 Acres	5 Acres	
Outside Shorelands	2 Acres	5 Acres	
Shoreline Lots	2 Acres	5 Acres	
Minimum Lot Width (Ft.)			
Within Shorelands	255	330	
Outside Shorelands	255	330	
Shoreline Lots	255	330	
Yards Required (Ft.)			n/a
Front	30	30	
Side:			
Principal Building	10	10	
Accessory Building	10	10	
Rear	40	40	

Source: Village of Poplar Zoning Ordinance

1. Unless specified elsewhere in this ordinance or on the zoning map, the dimensional requirements of this schedule shall apply to the respective listed districts. Requirements for the SP-1: Shoreland Protection and PUD: Planned Unit Development is contained in Section 6.3.0: Zoning Districts of this code.
2. Minimum for one-family dwellings; add 20,000 square feet for each additional unit more than one.
3. All commercial building will require prior approval of the Village Board of Trustees.

Shoreland Zoning

The Village of Poplar's Zoning Ordinance also addresses development adjacent to shorelands. Under 6.3.7 of the ordinance, the district provides for the protection of waters and Shorelands, and for safe and orderly Shoreland development in the Village of Poplar. The intent is to further the maintenance of safe and healthful conditions; prevent and control water pollution; protect spawning ground, fish and aquatic life; control building sites, placement of structures and uses, and to preserve shore cover and natural beauty. This district includes all lands in the Village of Poplar within these distances from the normal high-water elevation of navigable water: 1,000 feet from a lake, pond or flowage, 300 feet from a river or stream, or to the landward side of a flood plain whichever distance is greater.

Environmental Factors

Undeveloped lands and redevelopment lands are subject to a wide array of potential environmental factors which may preclude certain land use practices. These factors may limit development options or completely exclude lands from future development. It is important that development constraints be considered throughout the planning process and in the future as development proposals are brought before the Planning Commission. Below is a list of some environmental factors or development constraints that have been identified in Poplar.

Natural drainage patterns
Steepness of slopes
Soil conditions
Hydrography (water resources)

Floodplains
Lands already developed
Public lands
Roads



Land Use Conflicts

One of the challenges in land use planning is providing for a harmonious mix of diverse land uses, while avoiding land use conflict. Conflicts between uses arise when use in one area interferes with the uses in another. In some cases, these conflicts may be minor annoyances, but in other situations, land use conflicts can pose threats to health and safety. Examples of a common land use conflict include situations where residential land use directly abuts areas of industrial areas. It is often desirable to reduce land use conflicts through the use of “buffer zones”, or zones of transition between disharmonious land uses.

Appendix X contains a sample conflict resolution process that may be utilized in an effort to resolve land use conflicts.

Land Demand

Providing an adequate supply of developable land is critical to accommodate projected growth, promote and sustain economic development and to build strong and prosperous communities. Wisconsin’s comprehensive planning legislation requires that comprehensive plans contain projections, in 5-year increments, of future residential, agricultural, commercial and industrial land uses.

Land use projections for the Village of Poplar are based on Wisconsin Department of Administration estimates projection data and are also based on straight-line projections of land assessment trends. These projections are consistent with the Village’s vision for growth as well as the goals, objectives and policy recommendations detailed in this comprehensive plan. However, given the relatively small population and size of the Village of Poplar, a small number of changes can impact actual land use. In particular, deviations from land consumption trends would impact future land use projections. Consequently, these projections should be used with care. Given actual land use, land demand, and petitions in the future, it is possible that the Village may annex lands from surrounding towns. Annexation petitions will be reviewed individually and with consideration of planning issues and needs.

Table 8.6: Village of Poplar Projected Land Demand

Land use types	Projected acres of land needed						
	2008 assessed acres	2010	2015	2020	2025	2030	Total
Residential	1,010	1,014	1,024	1,034	1,044	1,054	+44
Commercial	197	197	200	202	205	207	+10
Agricultural	3,243	3,241	3,242	3,242	3,243	3,243	0
Manufacturing	5	5	5	5	5	5	0

Source: NWRPC

Future Land Use

The Future Land Use Map (FLUM) and its categories is the Village of Poplar’s visual guide to future planning. The FLUM brings together most, if not all elements of the comprehensive plan such as natural resources, economic development, housing, transportation and utilities and community facilities. It is a map of what the community wants to have happen; it is **not** a predication. The Village does not assume that all residential and commercial development areas depicted on the FLUM will develop during the next



20 years. Instead, the FLUM depicts those areas that are most logical development areas based on the goals and actions/policies of this plan, overall development trends, environmental constraints, proximity to existing development and the ability to provide services.

The FLUM, depicted on Map X, was developed by the Plan Commission based on evaluations of existing land use and the suitability of undeveloped land to accommodate growth. The FLUM, in conjunction with the other elements of this plan should be used by Village staff, Planning Commission and elected officials to guide recommendations and decisions on development requests.

Future Land Use Descriptions

The following provides a detailed description of each future land use categories.

Agriculture – Activities included dairy farming operations, raising livestock animals, hobby farms, row crops and other pastured agricultural based lands. A five-acre minimum lot size would be required for this future land use.

Commercial – The primary intent of this category is to identify areas suitable for planned commercial development. There is a number of existing commercial land uses already in place along USH 2. The future commercial category expands on this development pattern. These areas of future commercial land use may include retail sales establishments, restaurants, hotels/motels, service stations and other commercial developments allowed in the commercial zoning district.

Forest – Future forest land uses include those lands that are currently forested and/or enrolled in the Managed Forest Law (MFL) program. For the most part, lands not planned for agricultural purposes or planned residential developments fall into the future forest land use category. Like agricultural lands, a five-acre minimum lot size would be required for this future land use.

Residential – This category includes residential developments (both single and multi-family dwelling units) in both sewerred and non-sewerred areas of the Village of Poplar. The residential future land use category is shown in yellow on the FLUM and is subject to R-1 and R-2 restrictions of the Village of Poplar Zoning Ordinance.

Industrial – This category intends to include light industry, manufacturing, warehousing and distribution operations in areas shown in gray on the FLUM. Heavy industrial or manufacturing uses that might encumber the sewer system or water resources would not be allowed.

Parks & Recreation – This land use category includes existing and future parks and recreation lands including community parks and ball fields, Tri-County Corridor and golf course.

Conservancy – Conservancy areas are shown on the FLUM flanking the Middle River and Poplar River at a 75-foot setback. The conservancy category's intent is to protect the Village's major water resources and provide limitations on the development that may occur in those areas.



Public/Institutional/Government – This future land use classification includes government-owned administration buildings and offices, fire stations, public schools, public health care facilities, fraternal organizations, cemeteries, churches and other similar public, institutional and/or government land uses.

Communication/Utilities – Lands for generating or processing electronic, communication, water or sewer, electricity, petroleum, or other transmittable products.

Transportation – These areas are designated as future transportation corridors as they include State, County and Town right-of-ways.