CHAPTER 5

Land Use

CHAPTER 5: LAND USE

TABLE OF CONTENTS

TABLES

FIGURES

EXHIBITS

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CHAPTER 5: LAND USE

INTRODUCTION

Land use directly influences all elements presented in the other chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors.

Wisconsin's "Smart Growth" legislation requires the Land Use element to be a compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of all property, public and private, in the Village of Hortonville. An inventory of the historical trends and current land use characteristics is required. In addition, the element must look forward by providing a future land use map and providing projections for land use consumption based on current conditions. This chapter, along with Chapter 2: Plan Framework, addresses these requirements.

INVENTORY AND ANALYSIS

The following section provides a thorough analysis of land use trends and projections for the Village of Hortonville and its 1.5 mile extraterritorial plan review area.

Existing Land Use

Existing land use was interpreted utilizing 2010 aerials. In order to analyze land use trends, historic land use data derived from 2000 aerials and updated in 2002 were used as a comparison. Land use information was compiled into general land use categories (Table 5-1). Table G-1 and G-2 (Appendix G) provides a comparison between the 2000 and 2010 land use.

Land Use Categories

Agricultural. Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

Residential. Residential land is classified as land that is used primarily for human inhabitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and

the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units, condos, room and boarding houses, residence halls, group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential.

Commercial. Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing, motion picture and sound recording, telecommunications, information systems, banks and financial institutions, real estate offices, insurance agencies and carriers, waste management, accommodations, restaurants and drinking places, repair and maintenance, personal and laundry, social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

Industrial. Industrial land uses represent a broad category of activities that involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction, manufacturing (includes warehousing with factory or mill operation), mining operations and quarries, and other industrial facilities (truck facilities).

Transportation. Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way, support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots), rail related facilities, and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

Utilities/Communications. Utilities and communications are classified as any land use that aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks), water treatment plants, wastewater processing (plants and lift stations), landfills (active and abandoned), and recycling facilities.

Institutional Facilities. Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools), hospitals, assemblies (churches, religious organizations), cemeteries and related facilities, all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.), and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

Recreational Facilities. Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts,

etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

Water Features. Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

Woodlands. Woodlands are forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

Open Other Land. This category includes land that is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

Current Land Use Inventory

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. In addition, residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family residential and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

The Village of Hortonville encompasses approximately 2,213 acres. Over 43 (957.5 acres, 43.3%) percent of the land within the Village is developed (Table 5-1; Figure 5-1 and Exhibit 5-1). About two-thirds of the developed uses in the Village include single-family residential (451.0 acres, 47.1%) and transportation (185.6 acres, 19.4%). Other residential uses (farmstead and multifamily; 25.8 acres, 2.6%), commercial (52.2 acres, 5.4%), industrial (63.1 acres, 6.6%), recreational facilities (86.9 acres, 9.1%), institutional (86.9 acres, 9.1%), and utilities/communications (6.3 acres, 0.7%) make up the remaining developed land uses.

Cropland (501.6 acres, 22.7%), residential (466.8 acres, 21.5%), woodlands (404.2 acres, 18.3%) and other open land (275.4 acres, 12.4%) make up three-quarters of the overall land use in the Village. Other developed land uses, water features and quarries make up the remaining 25 percent.

Table 5-1: Existing Land Use, 2010

Land Use	Village of Hortonville			Village of Hortonville + 1.5 Mile Buffer		
	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total
Single Family Residential	451.0	47.1%	20.4%	1,385.9	50.0%	8.4%
Farmsteads	13.8	1.4%	0.6%	251.9	9.1%	1.5%
Multi-Family Residential	12.0	1.2%	0.5%	12.0	0.4%	0.1%
Mobile Home Parks	0.0	0.0%	0.0%	2.6	0.1%	0.0%
Commercial	52.2	5.4%	2.4%	68.5	2.5%	0.4%
Industrial	63.1	6.6%	2.9%	70.0	2.5%	0.4%
Recreational Facilities	86.9	9.1%	3.9%	204.2	7.4%	1.2%
Institutional Facilities	86.9	9.1%	3.9%	85.6	3.1%	0.5%
Utilities/Communications	6.3	0.7%	0.3%	14.0	0.5%	0.1%
Transportation	185.6	19.4%	8.4%	678.0	24.5%	4.1%
Total Developed	957.5	100.0%	43.3%	2,772.6	100.0%	16.8%
Non-irrigated Cropland	501.6		22.7%	5,888.8		35.7%
Planted Woodlands	75.6		3.4%	235.0		1.4%
General Woodlands	328.6		14.9%	4,761.2		28.9%
Quarries	6.7		0.3%	6.7		0.0%
Other Open Land	275.4		12.4%	2,237.9		13.6%
Water Features	67.3		3.0%	593.5		3.6%
Total Acres	2,212.8		100.0%	16,495.7		100.0%

Source: East Central Wisconsin Regional Planning Commission, 2013

Figure 5-1: Ex. Land Use, V. Hortonville, 2010

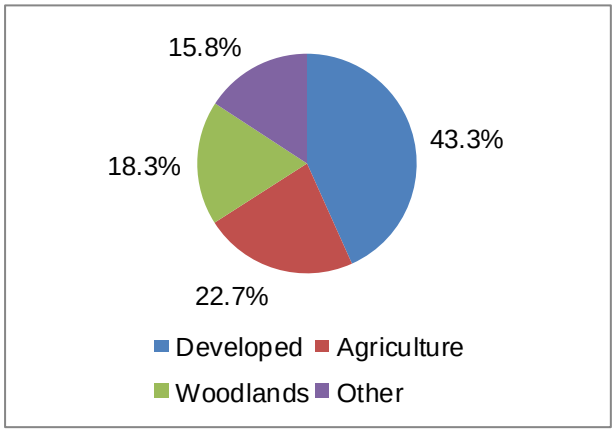
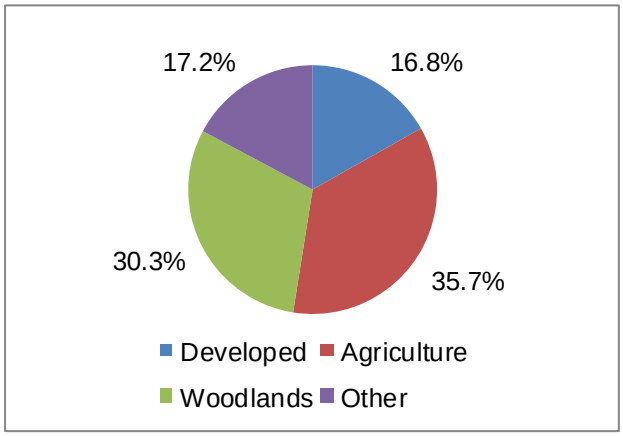


Figure 5-2: Ex. Land Use, V. Hortonville + 1.5 Mile Buffer, 2010



In comparison, ***the Village of Hortonville, including the 1.5 mile buffer contains about 16,500 acres. Only about 17 percent (2,772.6 acres, 16.8%) of the land within the Village and buffer was considered developed in 2010*** (Table 5-1, Figure 5-2 and Exhibit 5-2). Single family residential (1,385.9 acres, 50.0%) and transportation (678.0 acres, 24.5%) makes up three-quarters of the developed land uses.

Overall, cropland (5,888.8 acres, 35.7%), woodlands (4,996.2 acres, 30.3%) and other open land (2,237.9 acres, 13.6%) comprised three-quarters of the land use in 2010.

Land Use Trends

Land use distribution in the Village of Hortonville and within the 1.5 mile buffer has changed over time (Appendix G, Table G-1 and G-2). For the purpose of this plan, land use between 2002 and 2010 was reviewed. ***Between 2002 and 2010, the Village of Hortonville grew by about 17 percent, from 1,892 to 2,213 acres.***

Since the overall area of the Village increased, gains were seen in all land use categories. Residential (mostly single family) development (99.7 acres), cropland (70.4 acres), transportation (31.4 acres), open other land (44.1 acres), woodlands (18.4 acres) and institutional facilities (17.2 acres) experienced the largest expansions.

A comparison of the 2002 and 2010 existing land use maps show that residential development predominately occurred in the following areas:

- south of CTH TT and west of CTH M (S. Nash Street);
- the triangular area generally formed by the Canadian National Railroad and Wis 15 to the north, CTH TT (Nye Street) to the south and Birch Street to the west;
- Pine Grove land area;
- Mystic Drive area; and
- Fairway Court.

Industrial development also occurred during this time period and is evident near the western village limits. Increases in farmland and woodlands ensued due to annexations.

Since the Village corporate limits increased between 2002 and 2010, the boundary of the 1.5 mile buffer area expanded to encompass additional land as well. ***Between 2002 and 2010, the area that includes the Village of Hortonville and the 1.5 mile buffer increased from about 14,876 acres to 16,496 acres.*** Largest increases were seen in cropland (679.1 acres), residential (495.5 acres) and woodlands (240.9 acres).

Within the 1.5 mile buffer area, new residential development can be seen not only in platted subdivisions but also scattered throughout the surrounding towns. New/developing residential lots within subdivisions occurred in the Town of Dale (Section 11, 12 and 14), the Town of Hortonia (Section 35) and the Town of Ellington (Section 30).

Land Market and Development

Development Trends

The amount of land available for development is finite. By analyzing the patterns in land use and understanding what the current development trends are, the Village is better able to plan for future development in a sustainable manner.

According to the U.S. Census, 197 building permits[1] for new residential construction were issued in the Village of Hortonville between 2000 and 2011 (Table 5-2). ***On average, 16.4 residential building permits were issued per year.*** The largest period of growth occurred between 2002 and 2004. During these three years, an average of 34.3 residential buildings was added per year. It is important to note that while a majority of these units were single family, the building permit information reflects the number of permits per year and includes permits for single family, two-family and multi-family units. A further analysis of the data shows that seven permits were for taken out for duplexes (2000 - 1, 2002 - 1 and 2003 – 5) and two permits for 8-unit apartment buildings (2002 - 1 and 2005 -1).

Table 5-2: Building Permits (New Residential Construction), 2000 – 2011

Year	V. Hortonville	T. Dale	T. Ellington	T. Greenville	T. Hortonia	Outagamie County
2000	24	35	16	108	15	785
2001	16	36	22	132	4	919
2002	30	27	21	114	3	923
2003	43	30	23	115	7	1,110
2004	30	24	19	215	5	1,019
2005	22	19	16	169	5	829
2006	10	13	14	182	2	622
2007	13	19	10	170	2	549
2008	5	7	7	125	1	405
2009	0	6	8	96	2	350
2010	4	6	13	87	0	377
2011	0	6	14	66	0	241
Total	197	228	183	1,579	46	8,129
Ave.	16.4	19.0	15.3	131.6	3.8	677.4

Source: U.S. Census, 2001-2012

In comparison, the surrounding towns of Dale (19 building permits/year) and Ellington (15.3 building permits/year) experienced similar growth, while the Town of Greenville (131.6 building permits/year) saw significantly more and the Town of Hortonia (3.8 building permits/year) less than the Village of Hortonville. Similar to Hortonville, the surrounding towns and the county saw the largest number of annual building permits issued

[1] The building permit information provided in Table 5-2 and discussed in this report are for new residential construction only. This information does not include building permits for remodeling, rehabs, decks, garages, etc.

between 2000 and 2004. Though all experienced declines in the number of building permits issued after 2004, the Town of Greenville saw a smaller decrease.

To accommodate growth in residential and industrial development, the Village annexed 408 acres between 2000 and 2010 (Table 5-3). These annexations occurred in the southern and western sections of the Village.

Table 5-3: Annexations, 2000 – 2010

Year	Acres
2001	96
2003	5
2004	132.5
2005	174.5
Total	408

Source: U.S. Census

Market Trends

The price of developable land value varies depending on the surrounding land uses, location, access, services and other subjective factors. Natural features such as water frontage, forests and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependent on land prices. Equalized value is the best proxy for determining land market trends. Table 5-4 shows the equalized values of all classes of land in the Village of Hortonville and Outagamie County between 2007 and 2012. ***Overall, the Village's land value peaked in 2010 and has been steadily decreasing ever since.*** In comparison, the equalized land value in Outagamie County peaked in 2010 and has been decreasing at about the same rate as the Village. This decrease in equalized value is reflective of the economic downturn that began in 2008.

Table 5-4: Equalized Values (Land Only), 2007-2012

Year	Village Equalized Value	Percent Change	County Equalized Land Value	Percent Change
2007	$29,802,800	-	$2,543,277,900	-
2008	$30,700,600	3.0%	$2,641,113,900	3.8%
2009	$30,866,900	0.5%	$2,654,032,000	0.5%
2010	$30,872,900	0.0%	$2,759,005,100	4.0%
2011	$30,316,000	-1.8%	$2,712,021,200	-1.7%
2012	$29,663,800	-2.2%	$2,633,697,400	-2.9%

Source: Wisconsin Department of Revenue, 2007-2012, Statement of Equalized Values

Land Use Density and Intensity

Density

Density is broadly defined as a "number of units in a given area[2]". For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. ***Between 2000 (333.6 units/sq. mi.) and 2010 (318.4 units/sq. mi.), residential densities decreased in the Village of Hortonville by 15.1 units/square mile*** (Table 5-5). While residential densities decreased in the Village of Hortonville, the opposite trend occurred in Outagamie County and in the surrounding towns and

[2] Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

similar size villages/cities in the county over this same time period. The average density in the towns of Ellington, Hortonia, Greenville and Dale increased from 29.2 units per square mile in 2000 to 40.4 units per square mile in 2010. The Town of Greenville, by far, had the highest residential density and accounted for the highest overall density in the surrounding towns. However, incorporated areas typically have higher densities than unincorporated towns. Therefore, a comparison was made between the Village of Hortonville and other standalone incorporated rural communities (villages of Shiocton and Black Creek and the City of Seymour). At first glance, the Village of Hortonville was more dense that the Village of Shiocton in both years, and less dense than the Village of Black Creek and the City of Seymour. A further review of the data reveals that of the four communities, the Village of Hortonville added more residential units than the other three and significantly more population during this 10-year time period[3].

One reason the density decreased in the Village of Hortonville while increasing in the other three communities was that the Village of Hortonville increased significantly in size while the other three held their incorporated land area relatively constant. Thus any additional housing units added in the other three communities was on land already in the community (more housing units on the same amount of land).

Table 5-5: Residential Density, 2000 and 2010

	2000			2010		
MCD	Land Area in Sq. Miles	Total Units	Units/Sq. Mile	Land Area in Sq. Miles	Total Units	Units/Sq. Mile
Village of Hortonville	2.71	904	333.6	3.47	1,105	318.4
Town of Ellington	34.86	870	25.0	34.63	1,052	30.4
Town of Hortonia	19.19	375	19.5	18.25	410	22.5
Town of Greenville	35.79	2,353	65.7	35.72	3,722	104.2
Town of Dale	30.44	812	26.7	30.37	1,023	33.7
Town of Liberty	30.63	283	9.2	29.39	327	11.1
Village of Shiocton	1.65	394	238.8	1.56	403	258.3
City of Seymour	2.53	1,377	544.3	2.67	1,565	586.1
Village of Black Creek	1.04	513	493.3	1.03	540	524.3
Outagamie County	640.34	62,614	97.8	637.52	73,149	114.7

Source: U.S. Census 2000 & 2010, SF1

Intensity

Intensity is the degree of activity associated with a particular land use. Therefore intensity is defined as the measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multi-family development in the Village of Hortonville. To calculate land intensities, the categories (as defined by East Central) of single and two-family residential, farmsteads, and mobile homes were all classified as “single-family.” Buildings consisting of three or more units were classified as “multi-family.”

[3] According to the 2000 and 2010 U.S. Census, the Village of Hortonville added 201 units and 354 people, while the Village of Shiocton added 9 units and 33 people, the City of Seymour added 118 units and 116 people and the Village of Black Creek added 27 units and 124 people.

Table 5-6: Residential Intensity, 2002 and 2010

	2002			2010		
	Units	Acres	Units/ Acre	Units	Acres	Units/ Acre
Single-Family	827	366.5	2.3	972	464.8	2.1
Multi-Family	118	10.5	11.3	133	12.0	11.1

Source: U.S. Census, 2000 - 2012. ECWRPC 2013

Between 2002 and 2010, residential single family land use intensities are estimated to have decreased from 2.3 units per acre to 2.1 units per acre. Multi-family land use also decreased slightly from 11.3 units per acre to 11.1 units per acre (Table 5-6).

Several important factors create more intense development patterns in communities. Single-family residential development is typically a less intense land use than multi-family. Multi-family development is also normally restricted to areas where public sewer is available. Another factor influencing residential intensity is the size of parcels. Parcels in older more established portions of a community are typically smaller than parcels developing today. This is because residential development in older neighborhoods took place when society was less dependent on the automobile. As a result, this necessitated smaller lot development that allowed for closer proximity to neighbors and services. The reason that single family residential intensities decreased between 2002 and 2010 is because of new large lot residential development.

FUTURE LAND USE

Future Land Use Map

Exhibit 2-1 Year 2035 Land Use Framework illustrates the preferred land use, as developed by the Hortonville Planning and Zoning Commission, with input from Hortonville residents at the Community and Neighborhood Visioning Workshop. Additional items used to develop this map included:

- existing land use maps and patterns;
- natural resource areas with limiting conditions (i.e. wetlands, floodplains, water resources);
- future land use projections;
- the Outagamie County farmland preservation plan; and
- the *Village of Hortonville's Trail Planning & Connections Report*.

A total of six growth areas were identified; four priority growth areas and two long term growth areas. These include:

Area 1: Long Term Residential Growth and Service Extension Area. Area 1 is located within the existing corporate limits in the northeast corner of the Village, north of the proposed bypass. It encompasses approximately 350 acres, 225 of which are currently undeveloped. Environmentally sensitive areas comprise only about one acre. About 42 percent of the

undeveloped land is in agricultural uses. Current development primarily consists of larger lot residential growth utilizing private on-site septic systems and wells. As this area develops, consideration should be given to extending public sewer and water service.

Area 2: Priority Mixed Use Growth Area. Area 2 is located within the existing corporate limits, south of Area 1 and north of Main Street, in the eastern portion of the Village. It encompasses about 362 acres, 229 acres are currently undeveloped. Environmentally sensitive areas comprise only about five acres. About 47 percent of the undeveloped land is in agricultural uses. Current development consists mainly of large lot residential development, institutional (Hortonville Area School District facilities) and commercial development near Main Street. Short-term development within this area includes the new municipal services building and proposed commercial development north of Main Street. The future Hortonville bypass will intersect this area, impacting access to the area north 1of the bypass. It is recommended that consideration be given to providing future pedestrian and bicycle access either over or under the bypass.

Area 3: Priority Residential Growth Area. Area 3 is located partially within the existing corporate limits, south of the Canadian National Railroad, west of the Wiouwash Trail and east of the more recent residential development. Part of the area has been platted for future residential use. It encompasses about 172 acres, 137 acres[4] are currently undeveloped. Environmentally sensitive areas comprise only about four acres. About 95 percent of the undeveloped land is in agricultural uses. Current development mainly consists of farmsteads.

Area 4: Priority Mixed Use Growth Area. Area 4 is located outside of the existing corporate limits, west of Area 3 and south of Nye Street. Annexation of this area will straighten out a portion of the southern corporate boundary. It encompasses about 160 acres, 144 acres are currently undeveloped. There are no environmentally sensitive areas. About 92 percent of the undeveloped land is in agricultural uses. Current development primarily consists of a residential parcel. The Village's existing business and industrial park abuts this area to the west. A portion of this area, adjacent to the Village's existing business and industrial park, could support expansion of more intense industrial uses.

Area 5: Priority Residential Growth Area. Area 5 is located partially within the existing corporate limits, south of Nye Street and immediately adjacent to and west of the Village's existing business and industrial park. It encompasses about 193 acres, 137 acres are currently undeveloped. Environmentally sensitive areas comprise about 37 acres. About 85 percent of the undeveloped land is in agricultural uses. A few scattered residential parcels are located in this area. To lessen potential land use conflicts, setbacks, screening, and buffering should be utilized between the Village's existing business and industrial park and residential land uses.

Area 6: Long Term Mixed Use Growth Area. Area 6 is located outside of the existing corporate limits, adjacent to the northwest corner of the Village. It encompasses about 502 acres, 347 acres are currently undeveloped. Environmentally sensitive areas comprise about 23 acres. Approximately 51 percent of the undeveloped land is in agricultural uses. Predominant existing development is mainly scattered residential and commercial development. The Village's existing business and industrial park abuts this area, near the southeast corner.

[4] Approximately 106 acres of existing agricultural lands are within the Village limits, the remainder is currently in the towns of Dale and Hortonia.

Therefore a portion of this area, adjacent to the Village's existing business and industrial park, could support expansion of more intense industrial uses.

Future Land Use Projections

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.[5] The projections for the Village of Hortonville can be seen in Table 5-7.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate of growth and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth, or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

In 2010, the Village of Hortonville had a total of 1,105 housing units[6] or 972 single family (one-family, two-family or duplex) units and 133 multi-family units***. Assuming a vacancy rate of 3.7 percent, by 2040, the Village is projected to have a total of 1,623 housing units or 1,428 single family units and 195 multi-family units.***[7] This will result in a net increase of 456 single family (418 one-family and 38 two-family) units and 62 multi-family units. ***Over a 30 year period this assumes that an average of 15.2 single family (14.9 one-family and 1.3 two-family) units and 2.1 multi-family units will be constructed per year.***

Based on existing information, there are approximately 972 single family (one family and two family) units on 465 acres or 2.1 units per acre. Additionally, there are 133 multi-family units on 12 acres. ***Therefore, based on current intensity and 15 percent infrastructure and 20 percent market factors, 294 additional acres of single family (one family and two-family) and 8 acres of multi-family land will be required to accommodate projected residential growth by 2040.*** While future land use projections were based on current intensities, the Village recognizes that the density of development is inherently linked to the costs of providing

[5] Wisconsin State Statutes 66.1001
[6] U.S. Census, 2010.
[7] East Central Wisconsin Regional Planning Commission, 2013.

infrastructure and services and, as such, reserves the right to consider or promote the development of more or less intense uses as deemed appropriate.

Future commercial and industrial growth was estimated using a ratio of existing population to existing commercial and industrial land use and projecting it forward based on future population estimates. Currently, there are about 52 acres of commercial and 63 acres of industrial development in the Village of Hortonville. ***Therefore, based on existing land use and population estimates, approximately 16 acres of land will be needed for commercial development and 20 acres of industrial development by 2040***.

Growth within the Village of Hortonville is expected to occur primarily within the four priority and two long-term growth areas. Table 5-7 provides five year land consumption estimates for residential, commercial and industrial land uses and the resulting depletion of agricultural land. It is assumed that residential growth will occur in Priority Residential Growth Area 3 and Priority Mixed Use Growth Areas 2 and 4. Commercial development will likely occur in Areas 2 and 4, Priority Mixed Use Growth Areas. Finally, industrial development will occur in Area 5 Priority Industrial Growth Area. Since the growth areas encompass land within and outside of the existing Village limits, it is assumed that not all agricultural losses will occur within the existing Village limits. ***Based on these assumptions, approximately 222 acres of agricultural land will be lost over the life of the plan.***

Table 5-7: Future Land Consumption (Acres)

Land Use	2010	2015	2020	2025	2030	2035	2040
S.F. Residential	465	497	549	602	654	707	759
M.F. Residential	12	13	15	16	17	19	20
Commercial	52	55	58	60	63	66	69
Industrial	63	66	70	73	76	80	83
Agricultural (Village)*	502	475	449	423	396	370	344
Agricultural (Planning Area)*	5,889	5,878	5,867	5,857	5,846	5,835	5,825

Source: ECWRPC 2013, Village of Hortonville

* Agricultural losses will occur both within the Village and the immediate planning area as annexations occur.

Land Use Issues and Conflicts

The Village of Hortonville is situated about 10 miles northwest of the Fox Cities in rural Outagamie County. As a result, residential, commercial and industrial development can come in direct contact with agricultural operations and other land uses in adjacent towns. This plan seeks to minimize these land use conflicts through land use planning and policy recommendations. A formal communication process should be established with neighboring towns, Outagamie County, the Hortonville Area School District and others so that future land use proposals can be discussed prior to approval.

Natural resource preservation and development may be in conflict with each other. Black Otter Lake, as well as wetlands, floodplains and other features comprise the natural resource base. Increased development near these resources could lead to displacement of wildlife, degradation of surface and groundwater, open lands and other resources.

Incompatibilities may arise between adjacent land uses as development continues. To lessen these conflicts, land use controls such as setbacks, screening, and buffering should be utilized.

KEY LAND USE SUMMARY POINTS

- The Village of Hortonville encompasses approximately 2,213 acres. Over 43 (957.5 acres, 43.3%) percent of the land within the Village is developed.
- Cropland (501.6 acres, 22.7%), residential (466.8 acres, 21.5%), woodlands (404.2 acres, 18.3%) and other open land (275.4 acres, 12.4%) make up three-quarters of the overall land use in the Village.
- The Village of Hortonville, including the 1.5 mile buffer contains about 16,500 acres. Only about 17 percent (2,772.6 acres, 16.8%) of the land within the Village and buffer was considered developed in 2010.
- Between 2002 and 2010, the Village of Hortonville grew by about 17 percent, from 1,892 to 2,213 acres.
- Between 2002 and 2010, the area that includes the Village of Hortonville and the 1.5 mile buffer increased from about 14,876 acres to 16,496 acres.
- According to the U.S. Census, 197 building permits for new residential construction were issued in the Village of Hortonville between 2000 and 2011 (Table 5-2). On average, 16.4 residential building permits were issued per year.
- In comparison, the surrounding towns of Dale (19 building permits/year) and Ellington (15.3 building permits/year) experienced similar growth, while the Town of Greenville (131.6 building permits/year) saw significantly more and the Town of Hortonia (3.8 building permits/year) less than the Village of Hortonville.
- To accommodate growth in residential and industrial development, the Village annexed 408 acres between 2000 and 2010.
- Overall, the Village's land value peaked in 2010 and has been steadily decreasing ever since.
- Between 2000 and 2010, residential densities decreased in the Village of Hortonville from 333.6 units per square mile to 318.4 units per square mile.
- Between 2002 and 2010, residential single family land use intensities are estimated to have decreased from 2.3 units per acre to 2.1 units per acre. Multi-family land use also decreased slightly from 11.3 units per acre to 11.1 units per acre.
- A total of six growth areas were identified; four priority growth areas and two long term growth areas.
- Assuming a vacancy rate of 3.7 percent, by 2040, the Village is projected to have a total of 1,623 housing units or 1,428 single family units and 195 multi-family units.
- Over a 30 year period this assumes that an average of 15.2 single family (14.9 one-family and 1.3 two-family) units and 2.1 multi-family units will be constructed per year.
- Based on current intensity and 15 percent infrastructure and 20 percent market factors, 294 additional acres of single family (one family and two-family) and 8 acres of multi-family land will be required to accommodate projected residential growth by 2040.
- Based on existing land use and population estimates, approximately 16 acres of land will be need for commercial development and 20 acres of industrial development by 2040.
- Approximately 222 acres of agricultural land will be lost over the life of the plan.

GOALS, STRATEGIES AND RECOMMENDATIONS

The goals, strategies and recommendations for land use are provided in Chapter 2: Plan Framework.

POLICIES AND PROGRAMS

Policies and programs related to the land use element can be found in Appendix E.