



CHAPTER 8

LAND USE

CHAPTER 8: LAND USE

INTRODUCTION

Land use directly influences, or is influenced by, all of the other chapters outlined in this plan. The location and types of housing, infrastructure, economic development, parks and recreation, natural features, agriculture land, etc. provide a full tapestry of land uses within a given community. Land use policy decisions often have far-reaching and long-lasting impacts on a community. These policy decisions influence how and where the community will develop, areas set aside for preservation, locations identified for redevelopment to a higher and better use, and environmentally sensitive that are designated for the protection of wildlife and wildlife habitat. This chapter describes existing land uses and projects future land use changes and trends.

GOAL

To encourage a pattern of community growth and development that will provide a quality living environment throughout the community.

SUMMARY OF KEY POINTS AND NARRATIVE

Below are a summary of the key housing points and a brief narrative of what this means.

LAND USE INVENTORY 2015

THE FACTS:

- The Town of Algoma encompasses approximately 6,731 acres. Based on the 2015 Land Use data, approximately a third or 32 percent of the land within the Town is developed.
- The Town's protected area encompasses approximately 3,644 acres or about 54 percent of the Town's land area.
- About 1,630 acres of the lands within the Protected Area is vacant (cropland, woodland, open other land: Map 8-2).

WHAT IT MEANS:

The Cooperative Plan between the City of Oshkosh and the Town of Algoma, dated January 16, 2004 established a long-term boundary agreement that limits the City of Oshkosh's extraterritorial jurisdiction and annexation within the Town's "Protected Area". This agreement designates a finite amount of land within Algoma that can be used for future development. Given this situation, it is important to maximize the development and redevelopment (i.e. quarry) of the land for purposes that can financially sustain the Town.

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DEVELOPMENT AND MARKET TRENDS

THE FACTS:

- According to the Wisconsin Department of Administration, 104 building permits for new residential construction were issued in the Town of Algoma between 2010 and 2017.
- On average, 13 residential building permits were issued per year between 2010 and 2017.
- According to information on file at the Wisconsin Department of Administration, about 1,186 acres was annexed by the city between 2000 and 2018. There will be another round of annexations in the year 2023.
- Overall, the Town's land value was higher in 2009 at \$133,280,300 and then decreased to \$124,528,400 (-6.6%) in 2013 as a result of the economic downturn that began in 2008. Since 2013, the equalized land value has been increasing, and has surpassed the level it was in 2009. In 2018, the Town of Algoma Land Value was \$145,368,500.

WHAT IT MEANS:

The Town continues to see steady amounts of new development, especially in housing. The construction of Lakevista Estates began in 2020 and will include 89 single family residences. Two of the Town's existing housing developments, Belhaven Estates and Olde Apple Acres, are experiencing a consistent number of new homes being built each year. The remaining condos plated on Timberline Drive will be finished in 2021. In addition, some of the Town's older homes are being updated and remodeled by new residents moving to Algoma. The Town issues on average 13 new residential building permits each year. Unlike many other municipalities, Algoma has not experienced dramatic decreases in home values during economic slow periods due to the fact demand for homes continually out-paces supply.

LAND USE DENSITY AND INTENSITY

THE FACTS:

- Density is broadly defined as a "number of units in a given area¹". For the purposes of this plan, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water.
- Between 2000 (198 units/sq. mi.) and 2010 (289.2 units/sq. mi.), residential densities increased in the Town of Algoma by 91.2 units per square mile.
- 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. Between 2000 and 2015, residential single-family land use intensities are estimated to

¹Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

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have increased from 1.4 units per acre to 1.8 units per acre. Multi-family land use increased from 1.2 units per acre to 3.4 units per acre.

WHAT IT MEANS:

Residential densities have increased slightly over the past 10 to 15 years. However, the Town is still developing much of its residential areas at a relatively low, suburban density. Infrastructure location and parcel/lot sizes are the two most important factors in determining land use density and intensity in a community. Multi-family development is normally restricted to areas where sanitary sewer is available, as in the case in the Town of Algoma. While individual neighborhoods are walkable, they are not connected by designated bike and pedestrian routes. As a result, residents are often walking on heavily traveled main roads that do not have sidewalks or marked bike lanes to get from one neighborhood to the next. The reconstruction of Omro Road in 2021 will include sidewalks and bike lanes since it is a collector road and does connect a number of neighborhoods.

LAND USE CONFLICTS

THE FACTS:

- With the establishment of the 2004 Cooperative Agreement with the City of Oshkosh, the Town is able to plan for and invest in development in its Protected Area.
- Much of the undeveloped land uses in the Town are still agricultural, but mostly of a cash crop nature with few animal husbandry operations. This may cause a land use conflict along the urban and rural interface in the western part of the Town.

WHAT IT MEANS:

With continued development of the Town, the rural/urban interface will move further west and into existing rural and agricultural areas. The plan should seek to minimize the conflict between land uses, through well-thought out land use planning and policy recommendations.

The Town should continue to keep communication open with affected entities (City of Oshkosh, Town of Omro, Winnebago County, Oshkosh School District, and Algoma Sanitary District), so future land use proposals can be discussed and/or reviewed in a timely manner prior to final approval.

FUTURE LAND USE PROJECTIONS

THE FACTS:

- It is estimated that by 2040, there will be approximately 3,774 housing units or about 1,321 additional housing units in the Town.

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- The Town can plan for future growth by trying to incorporate multi-use or multi-family development with infill projects.
- 335 acres of land will be needed for single family and two-family homes and 6 acres of land will need to be allocated for multi-family development for a total of 342 acres dedicated for new residences.
- It is determined that an additional 62 acres of commercial and an additional 15 acres of industrial acreage will be needed by 2040.
- To meet future housing and population projects, an additional 63 acres of land should be devoted to recreational uses.
- Based on the Future Land Use Map, the Town has approximately 2,827 acres of land left to develop.

WHAT IT MEANS:

The actual rate and amount of future growth communities experience can be influenced by a number of internal and external factors. 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, future growth that slows or increases will affect the overall 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, 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. This is visualized in the Future Land Use Map 8-3.

FRAMING CONCEPTS AND STRATEGIES

8a: A DISTRICT APPROACH TO LAND USE

The Town of Algoma is experiencing a large amount of growth (type= housing) in comparison to the other towns and incorporated municipalities in the region. Having proper land use categories to accommodate for the continued growth will help manage infrastructure investments and protect neighboring land uses. This will also assist with accomplishing the land use goal of encouraging a pattern of community growth and development that will provide a high quality of life and a sustainable community.

Strategy 8a-1: Utilize a set of “land use categories,” to manage current and future land use. Each land use category with existing or new zoning districts provides basic policy direction as well as a framework for future zoning actions and infrastructure investments.

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- Agricultural
- Residential
- Commercial
- Industrial
- Transportation
- Utilities/Communications
- Institutional Facilities
- Recreational Facilities
- Water Facilities
- Woodlands
- Open Other Land

Agricultural: Broadly classified as land that is used for crop production.

Residential: Residential land is classified as land that is primarily for human habitation.

Commercial: Represents the sale of goods and services and other general business practices. This includes retail and wholesale trade, services, and other uses.

Industrial: Categorized as a broad category of activities that involve the production of goods.

Transportation: Includes land uses that directly focus on moving people, goods, and services from one location to another.

Utilities/Communications: Any land use that aids in the generation, distribution, and storage of electric power, natural gas, and telecommunications.

Institutional Facilities: Defined as land for public and private facilities dedicated to public services.

Recreational Facilities: Classified as land uses that provide leisure activity opportunities for citizens.

Water Facilities: Water features consist of all surface water including lakes, streams, river, ponds, and similar features.

Woodlands: Forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands.

Open Other Areas: Includes land that is currently vacant and not developed in a manner similar to the other land use categories.

Detailed definitions of each land use category are located in the Appendix C-8.

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Winnebago County Zoning Districts:

- R-1: Rural Residential
- R-2: Suburban Residential
- R-3: Two-Family Residential
- R-4: Multi-Family Residential
- R-8: Manufactured/Mobile Home Community
- PDD: Planned Development District
- B-1: Local Service
- B-2: Community Business
- B-3: General Business
- I-1: Light Industry
- I-2: Heavy Industry
- A-1: Agribusiness
- A-2: General Agriculture
- M-1: Mixed Use
- EXT: City of Oshkosh Extraterritorial Zoning Jurisdiction

Below is a chart that displays the current land use category and the zoning districts that fall within these categories.

Land Use Category	Applicable Zoning District
Agricultural (irrigated and non-irrigated cropland)	PDD, A-2, R-1, R-2, R-3, B-2, B-3, EXT
Residential (single family, multi-family, farmsteads)	PDD, A-2, R-1, R-2, R-3, B-1, B-2, B-3, EXT
Commercial	PDD, A-2, R-2, I-1, I-2, B-1, B-2, B-3, EXT
Industrial (quarries, industrial facilities)	A-2, R-1, R-2, B-2, B-3, EXT
Transportation	PDD, R-1, R-2, R-3, I-1, I-2, B-1, B-2, B-3, EXT
Utilities/Communications	A-2, R-1, R-2, B-2, EXT
Institutional Facilities	A-2, R-1, R-2, B-2, B-3
Recreational Facilities	A-2, R-1, B-3
Water Facilities	A-2, R-1, R-2, R-3, I-2, B-1, B-2, EXT
Woodlands (planted woodlands, general woodlands)	A-2, R-1, R-2, B-2, B-3, EXT
Open Other Land	PDD, A-2, R-1, R-2, R-3, I-2, B-1, B-2, B-3, EXT

Strategy 8a-2: Incorporate future infill development sites into the Planned Development Districts as well as residential development.

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8b: VIBRANT NEIGHBORHOODS

Vibrant residential neighborhoods that showcase the community's value, pride, and identity will assist in key areas such as housing maintenance, property values and crime reduction. Fostering such environments requires coordination and collaboration between public agencies, private developers, community groups, and individual homeowners/tenants, as well as improved cohesion and capacity for action at the neighborhood level. Many goals and strategies outlined in the comprehensive plan aim to strengthen overall neighborhood character and identity.

Strategy 8b-1: Seek out information and educate decision-makers on the benefits of organized and well-planned neighborhoods.

Strategy 8b-2: Adequately prepare for future development and changes to provide the most cost-effective services possible.

Strategy 8b-3: Consider Planned Development Areas as being of higher priority for growth over the planning period.

8c: INFILL AND REDEVELOPMENT

During the planning period, some of the areas of the Town of Algoma may need to be addressed in terms of redevelopment and infill. Redevelopment is a challenging and complicated task that requires a high level of collaboration between the community, property owners, other agencies, and ultimately the developer. The Town of Algoma may consider employing a number of programmatic strategies to support infill and redevelopment efforts.

Strategy 8c-1: Support infill and redevelopment within the community.

Strategy 8c-2: Create new mechanisms to facilitate the redevelopment of underutilized lands within the Town of Algoma.

Strategy 8c-3: Develop a deeper understanding of the housing market and regional housing needs, and work with developers to target market gaps.

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