

**A guide to preparing the land use element of a local comprehensive plan**

# **Land Use**

**Resource guide**

**“A strong economy, a healthy environment, and  
an enjoyable quality of life—all depend on the land.”**

**-Diamond and Noonan**



# Land Use

## Resource guide

A guide to preparing  
the land use element of  
a local comprehensive plan

*“Great things are not done by impulse, but by a series of small things brought together.”  
-Vincent van Gogh*

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## Acknowledgements

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## Wisconsin's Comprehensive Planning Law in Brief

Wisconsin's comprehensive planning law (Wisconsin Statute Section 66.1001), passed under the 1999 Budget Act, requires that by January 1, 2010, zoning, subdivision and official map ordinances of a community be consistent with an adopted local comprehensive plan.

The law defines a comprehensive plan to:

- Include at least nine elements (issues and opportunities; housing; economic development; transportation; utilities and community facilities; agricultural, natural and cultural resources; land use; intergovernmental cooperation; and implementation)
- Include public participation throughout the planning process.
- Be adopted in whole by ordinance by the elected body.

### ***Land Use Element (§66.1001(2)(h))***

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 in par. (d), and the general location of future land uses by net density or other classifications.

## Chapter

# 1

# Introduction and Overview

Included in this chapter:

- Purpose of the Guide
- Land Use Trends
- Definition and Purpose of Planning for Land Use
- Challenges to Planning for Land Use

## Introduction

When you look around at your community do you ever wonder how it came to be the way it is today? Do you wonder what it will look like in twenty or fifty years? Have you noticed that some communities change dramatically over time and some seem to stay the same? Have you wondered why some communities have lots of jobs and are good places to live and work and some seem to constantly struggle?

Change is inevitable. In some communities it may not be obvious; in others, change is occurring at a pace that many find uncomfortable and even alarming. Many of

the changes taking place are growth-related; but some communities are losing population and businesses. Even when a community is growing, parts of it may experience decline. For example, businesses moving out to newer areas can leave downtown buildings vacant.

Here are some facts to consider:

- In 2000, Wisconsin was home to over 5.36 million people.
- Between 1992 and 1997 about 200,000 acres of land in Wisconsin were developed.
- Over half of that land was converted from cropland and another third came from forestland.
- By the year 2030, Wisconsin will add

an estimated 1 million people to its population.

- The construction of at least another 400,000 new homes will be needed in Wisconsin to meet estimated population growth.

While most people live in urbanized areas<sup>1</sup>, there is a growing trend to locate further away from core urban areas to rural parts of the state. Another trend is the construction of second or recreational homes, particularly in the north, where most of Wisconsin's forests and lakes are located. Many residents are benefiting from this current pattern of development, but they are concerned about losing their northwoods appeal and charm. The current rate of development has implications for the efficacy of agriculture and natural resources. The State's economy relies heavily on both for food production, paper and forest products, and tourism. These three industries alone account for roughly 47% of the State's economy.

Given the trends, there are several questions to answer:

- Where will new homes be built?
- Where will new residents work, shop, and get educated and how will they get there?
- How do we balance among various land use needs – farmland, natural resources, residential, commercial and industrial uses?

Some people will tell you that good places to live, work and play just happen, that it is luck. And there obviously is some luck involved. Some places have locational advantages or something else that makes them special. But others agree that to a substantial degree,

communities make their own luck. If success is “preparation meeting opportunity,” then creating a vision for one's community and planning a strategy to get there is the way to prepare for success.

Planning should be considered as a way to prepare your community for success.

Communities recognize that planning for the future is sound policy. Individuals and businesses plan for their future to anticipate future costs among other things, and communities plan for their futures for similar reasons. Haphazard development is costly to local governments and taxpayers. An investment in planning can save money in the future. Planning urges us to think and organize our time, resources and efforts.

### **Purpose of the Guide**

This guide is intended to provide you with basic information to help you through the process of preparing the land use element of a comprehensive plan.

The primary audience for this guide is plan commissioners and other citizen planners involved in the planning process. Professional planners, extension educators, and others may also find this guide useful.

This guide was developed as one of the last in a series. The land use element of the comprehensive plan is where you bring together ideas from other comprehensive planning elements – housing; economic

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<sup>1</sup> Urbanized Area--An area defined by the Bureau of the Census. An urbanized area must have a total population of at least 50,000 ([www.census.gov](http://www.census.gov)).

**Other Planning Guidebooks**

available at the Department of Administration website: [www.doa.state.wi.us/](http://www.doa.state.wi.us/) under Public Services > Comprehensive Planning

Guide to Preparing the Housing Element of a Local Comprehensive Plan

Transportation Planning Resource Guide for Local Comprehensive Planning

A Guide to Including Natural Resources in Local Comprehensive Planning

A Guide to Cultural Resources Planning in Wisconsin

A Guide to Planning for Agriculture in Wisconsin

A Guide to Preparing the Economic Development Element of a Comprehensive Plan

A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan

development; agricultural, natural, and cultural resources; utilities and community facilities; and transportation – and make decisions about future land uses. The land use element integrates and synthesizes ideas explored through these other elements and places them geographically on a future land use map.

**Land Use Trends**

In the past, many Wisconsin communities limited their planning efforts to an exclusive focus on land use. An inventory of land use

plans<sup>2</sup> was conducted in Wisconsin in 1998.<sup>3</sup> The resulting report found that 80% of cities, 37% of villages, 35% of counties, and 18% of towns had land use plans. The report showed that the highly urbanized area of southeast Wisconsin had a high percentage of local governments that had prepared land use plans, averaging 80% of all local governments. This percentage is contrasted with 45% of local governments in northeast Wisconsin having a land use plan in place.

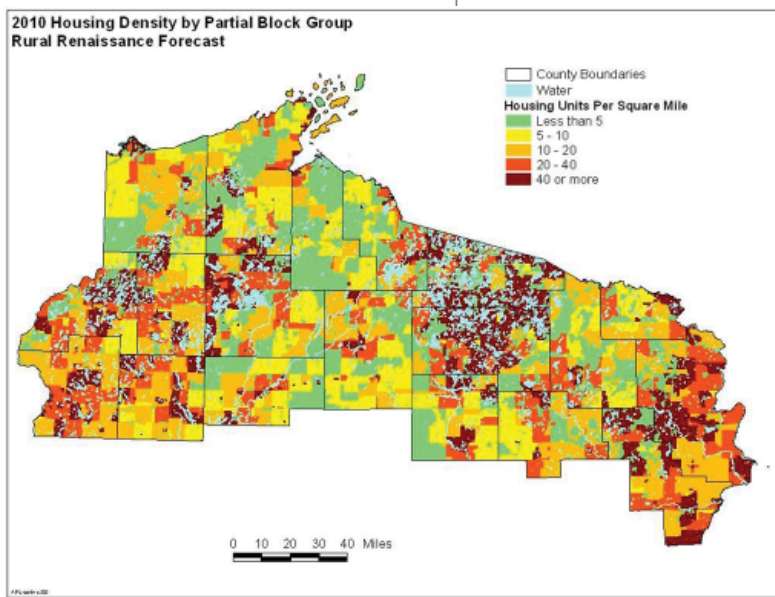
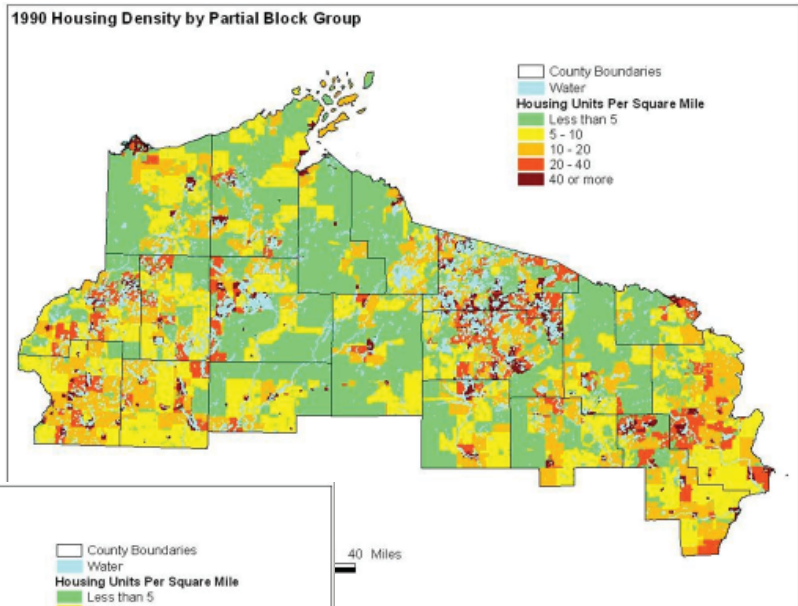
Not surprisingly, communities with a higher population density and higher rates of growth focus more on planning for their future. Communities in rural northern Wisconsin generally have had low population densities and lower rates of growth than their more urban southern counterparts. But recently, especially around lakes, growth rates and densities have increased. The two maps on the next page (Figures 1 and 2) show 1990 housing density and forecast housing density for 2010.

Land use trends are changing Wisconsin’s communities. Because of the amount and the way in which land has been developed, calls for more improved and widespread land use planning prompted the legislature in late 1999 to pass a comprehensive planning law. The law provided the state with its first definition of a comprehensive plan. The definition outlines a minimum of nine elements that must be included in a comprehensive plan. One element focuses on land use. By the publishing of this guide, it is estimated that

<sup>2</sup> The definition for “land use plan” was broadly defined and included comprehensive plans, master plans, county development plans, urban area plans, sewer service area plans, land management plans, boundary agreement plans, neighborhood plans, redevelopment plans, land use and transportation plans, town land use plans under the state’s farmland preservation law, and regional master plans. Not included were solid waste plans, county highway plans, park and open space plans, forestry plans, and soil and water conservation plans.

<sup>3</sup> Ohm, Brian, J.D. and Erich Schmidtke, J.D. 1998. “An Inventory of Land Use Plans in Wisconsin.” Extension Report 98-3, Department of Urban and Regional Planning, University of Wisconsin-Madison/Extension.

**Figure 1**  
**1990 Housing Density of Northern Counties of Wisconsin**  
*Source: Voss, Hammer, Radeloff & Field.*



**Figure 2**  
**2010 Projections for Housing Density of Northern Counties of Wisconsin**  
*Source: Voss, Hammer, Radeloff & Field.*

about 800 communities have completed or are currently working on plans.<sup>4</sup>

### Definition and Purpose of Planning for Land Use

Planning is a way to improve local decisions that affect land. Having a comprehensive plan with a land use element makes subsequent zoning and other land use decisions more transparent by helping to

- Good land use planning can:
- Provide a way to make more informed decisions;
  - Coordinate individual decisions and actions so that development decisions complement each other rather than detract from one another;
  - Provide facts on current conditions and trends;
  - Assist communities in evaluating future development proposals in light of community objectives;
  - Explore alternatives; and
  - Provide a common framework for dealing with community change.<sup>5</sup>

<sup>4</sup> Estimates from WisDOT’s Comprehensive Plan database and DOA information. June 2005

<sup>5</sup> Ohm, Brian. 1999. “Guide to Community Planning in Wisconsin.” Department of Urban and Regional Planning, University of Wisconsin-Madison/Extension.



**Table 1**  
**A Comparison between Comprehensive Plans and Land Use Plans**

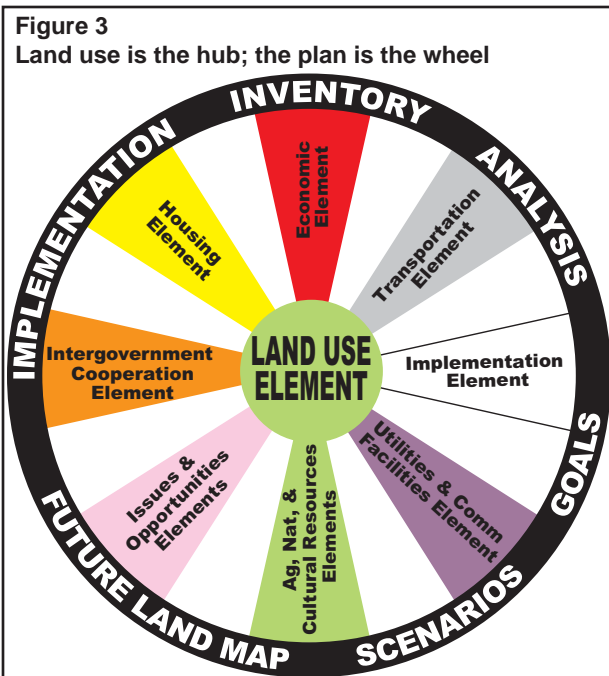
	<b>Comprehensive Plans</b>	<b>Land use plans</b>
Land use element	Included as one of nine elements	Typically focuses on the future land use map and sometimes policies for making future land use decisions. The land use element is the plan.
Community issues	All aspects of a community are considered: physical as well as social, aesthetic, economic, and many other factors.	Issues focused on desired future land uses of a community
Implementation	Used as a guide for future zoning, housing and economic development policy, capital improvement programming, intergovernmental agreements, and other implementation tools	Used primarily to guide future zoning decisions
Planning time frame	20 years into the future at a minimum	Various and often difficult to determine
Public participation	Participation required by law throughout the process	Variable

illustrate the reasons why a decision was made. By implementing a plan, decisions are more credible, defensible, and fair. It can decrease the level of uncertainty in business decisions, while increasing the level

of confidence for businesses and residents to understand how and why decisions are made that concern land use.

There are important differences between comprehensive plans (under the 1999 planning law) and land use plans (common prior to 1999). Table 1 outlines these differences. The major difference between the two planning methods concerns the scope of the issues. In comprehensive planning social, economic, aesthetic and other issues are explored and discussed. In land use planning the physical aspects of community becomes the focus of discussion.

Figure 3 illustrates Wisconsin’s nine elements of a comprehensive plan, with land use as the pivotal element in the center. The elements on the spokes often are completed prior to the land use element, because most of the other elements provide information necessary for preparing the future land use map. Land use



is a key element within the comprehensive plan that brings together or integrates many of the other elements of a plan.

A good land use element considers a variety of factors including, but not limited to: land supply and demand, population and employment projections, groundwater and surface water resources, and natural limitations (such as steep slopes, flood plains, and wetlands). The idea behind good land use is to grow efficiently and in a fiscally and environmentally sound way.

Part of the health of communities is a healthy tax base. To ensure a healthy tax base, communities have to ensure that incompatible land uses, such as residences and industrial uses are separated from each other through other more compatible land uses that act as buffers. Ensuring a healthy tax base may also point to allowing for mixed uses (retail and office space mixed with residential uses) to create lively downtown areas, for example. Finally, providing certainty about land supply is important for development; both residential developers and potential businesses benefit.

Despite all the benefits to planning, there are a number of challenges that communities face. The next section discusses a number of them.

### **Challenges to Planning for Land Use**

Planning for land use is both an art and a science. It's a science, because community and citizen planners gather community data, analyze it, and make proposals for how a place could grow and change in the future. It's an art to bring diverse interests to the table to build consensus around visions and ideas that make sense from both a scientific

or technical perspective and from political and organizational perspectives. This section discusses several challenges, most of which are common to a planning process.

**TIP:** Bringing diverse interests into the planning process is essential to building consensus and making your community plan more meaningful.

### **Choices**

As communities grapple with land use issues through a planning process, those involved realize that one choice may preclude other choices. If one area of a community is deemed appropriate for residential development, it precludes that area from industrial development or farmland preservation. In Duluth, MN, for example, the State DOT proposed to build a four lane highway along Lake Superior. This decision would have effectively cut the city off from the lake. Understanding the implications of that choice, local planners worked to move the highway away from the shoreline. Now the lakeshore is integrated into the city and is used for a variety of activities and events. Duluth had a choice between a highway along the shoreline or another land use - active open space. The decision to maintain an open shoreline has contributed to local quality of life and the health of the local economy.

### **Tradeoffs**

Planning for land use is the process of making choices and understanding the tradeoffs from those choices from a variety of perspectives – fiscal, economic, aesthetic, environmental, and others. By taking into account a number of perspectives, decision makers and others can make better decisions for the health of their community.

### **Balancing Property Rights<sup>6</sup>**

Another challenge to planning for land use is dealing with local reactions to what may be perceived as undesirable land uses. An associated challenge, particularly in more rural areas, is dealing with the landowner who believes he/she should be able to do what he/she wants with his/her land. People's sense of their private property rights often drives these reactions. Providing people with opportunities to expand their awareness and education of particular issues may assist in reducing negative reactions to proposed land uses and regulations. In addition, getting people involved in the planning process may help to alleviate concerns.

Many communities must address undesirable land uses (such as abandoned or neglected property, gravel pits or stone quarries, or siting of a new landfill) and the resulting conflicts with adjacent land uses. While the process of planning strives for compatible land uses, often the planning process must find ways to reconcile incompatible land uses.

### **Intergovernmental Issues**

Governmental boundaries between two or more communities (e.g., city and town boundaries), that overlap each other (e.g., town with school district) or cross natural or geographic boundaries (e.g., a watershed or forested areas) pose significant challenges for most communities in Wisconsin.

Intergovernmental cooperation can also include working with state and regional agencies that have interest in properties and other related decision-making ability that may conflict with local goals. Challenges include coordination with neighboring

communities, where in the past, relations may have been limited or difficult.

Adjacent communities may have differing goals for land uses. As a result, land uses may conflict with one another at community boundaries. For example, a town may want to preserve agricultural integrity in a location where an adjacent city or village is planning to grow in the future. How should these issues be resolved? The best way for local governments to work through existing and future land use issues is by working together cooperatively to identify overlapping issues and ways to manage conflicts in the future. While not all difficulties can be avoided or always anticipated, cooperation and communication in the planning process will help to ease conflicts and set the stage for working together in the future as plans are implemented.

One key benefit of your comprehensive plan is that it will alleviate some of the difficulty of day-to-day land use decision-making.

### **Public Participation**

A final challenge is encouraging public participation in planning. The challenge is to make public input meaningful and effective.

The best ways to work through these challenges are:

- to communicate and educate the public and local officials
- to raise questions
- to encourage community residents to talk through issues
- to recognize that land use decisions represent a balance among interests and

<sup>6</sup> For an explanation of property rights, see [www.uwsp.edu/cnr/landcenter/proprights.html](http://www.uwsp.edu/cnr/landcenter/proprights.html)

## Chapter 1 – Introduction and Overview

perspectives and physical limitations posed by the natural environment.

It is often necessary to find unique ways to reach out to the public, since it can be difficult for some communities to get the public to participate.

As a community goes through a comprehensive planning process, community planners, plan commission members, citizen advisory committee members and others need to be able to:

- Explain the reasons why the community is planning,
- Explain the benefits of the land use element for the community,
- Educate themselves continually on both political and environmental issues that are raised during the process, and
- Be prepared for “nay-sayers” of the process.

**TIP:** Educating local officials and the general public about comprehensive planning and the planning process can help overcome fears.

While there are many challenges to planning for land use, often they can be overcome through education, negotiation, transparency and open communication.

Planning for land use represents a proactive approach to managing and caring for the future physical characteristics of a community. Rather than reacting to growth as it happens, a good plan allows community officials to effectively make reasoned decisions as changes occur. The land use goals, objectives, policies, programs and maps that are created through a planning

process provide the decision-making framework.

The next section discusses the framework and requirements of the land use element in the comprehensive plan and how to integrate the element within the plan.

A graphic for Chapter 2 featuring the word "Chapter" in a green, cursive font and a large, stylized green number "2" with a drop shadow. The background is a textured, light green and yellowish-green surface with a torn paper edge effect.

## Chapter

# The Land Use Element within the Comprehensive Planning Process

Included in this chapter:

- The Land Use Element: Framework and Requirements
- Using the Land Use Element to Integrate Elements
- Developing Consistency Between Plan Elements
- Designing a Public Participation Plan

### Introduction

The land use element is one of nine required elements within Wisconsin's comprehensive planning law. The major goal in completing this element is to create a useful tool for decision makers (elected officials and plan commissioners) to guide growth and development in their communities, for developers as they seek planned areas to advance projects, and for residents and others to make known their desire for growth and change in the future.

The land use element is often lengthy as it serves as a centerpiece of the comprehensive plan and ties together many other elements. This chapter includes a discussion of the statutory requirements, a section on how to use the land use element to integrate other plan elements, and public participation essential to the development of the plan.



**Land Use Element (§66.1001(2)(h)) - Statutory language**

*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 in par. (d), and the general location of future land uses by net density or other classifications.*

**The Land Use Element: Framework and Requirements**

To help understand the land use element requirements, the statutory language is explained below. Specific headings are provided to help you organize what you need to accomplish. The statutory language is written without a requirement of what to do first, second, third, etc. in your planning process. Subsequent chapters include information about the recommended steps to prepare this element.

**Explanation of the Land Use Element:**

- Compile objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property.

**Current Land Uses:**

- List the amount, type, intensity, and net density of current land uses, such as agricultural, residential, commercial, industrial, and other public and private uses.

**TIP:** Another way to think of “intensity” of land uses is to think of how particular parcels of land are used - coverage, height, type, etc.

**Trends:**

- Analyze trends in the supply, demand and price of land.

**Opportunities for Redevelopment:**

- Analyze opportunities for redevelopment.

**TIP:** If your community is rural, there may not be obvious areas of your community that need redevelopment; however, there may be vacant farmhouses, or underserved four corners areas that may be discussed in your plan.

**Existing and Potential Land Use Conflicts:**

- Analyze existing and potential land-use conflicts.

**Projections for Future Land Uses:**

- Provide projections, based on the information in the issues and opportunities element, for 20 years, in 5-year increments, of future residential,

agricultural, commercial and industrial land uses.

- ✓ Include in projections the assumptions of net densities or other spatial assumptions upon which the projections are based.

**Maps:**

- Provide current and future land use map(s) that indicate:
  - ✓ Productive agricultural soils,
  - ✓ Natural limitations for building site development,
  - ✓ Floodplains, wetlands and other environmentally sensitive lands,
  - ✓ Service area boundaries for public utilities and community facilities (i.e. public sewer or water),
  - ✓ The general location of future land uses by net density or other classifications.

An example outline for a land use element is provided in the box on the right. The example shows how the City of Ashland structured its element. Your community should develop a land use element tailored to fit local needs.

It is important for your community to complete the minimum statutory requirements of the land use element (§66.1001(2)(h)).

Additional information, analyses, and maps that apply to your specific community’s needs and issues can also be included in the element. For example, your community may wish to list and identify in the current land use map all the land in public forest or under government ownership. In another example, your community, after its discussion of goals, objectives, policies

**An Example Land Use Element**  
City of Ashland Comprehensive Plan  
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  - b. Influence of the railroad
  - c. Influence of the highways
- B. Current land use inventory
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    - i. Table with current land uses
  - b. Commercial
  - c. Industrial
  - d. Public/institutional
  - e. Utilities
  - f. Recreation
  - g. Vacant/open space/agriculture
  - h. Airport
  - i. Other transportation uses
  - j. Perceived wetlands
  - k. Current land use map
- C. Current zoning
  - a. Current zoning districts map
- D. Existing and potential land use conflicts
- E. Limitations for future development
- F. Land supply and demand
- G. Development and redevelopment opportunities
  - a. Public input on land use issues

**III. Vision**

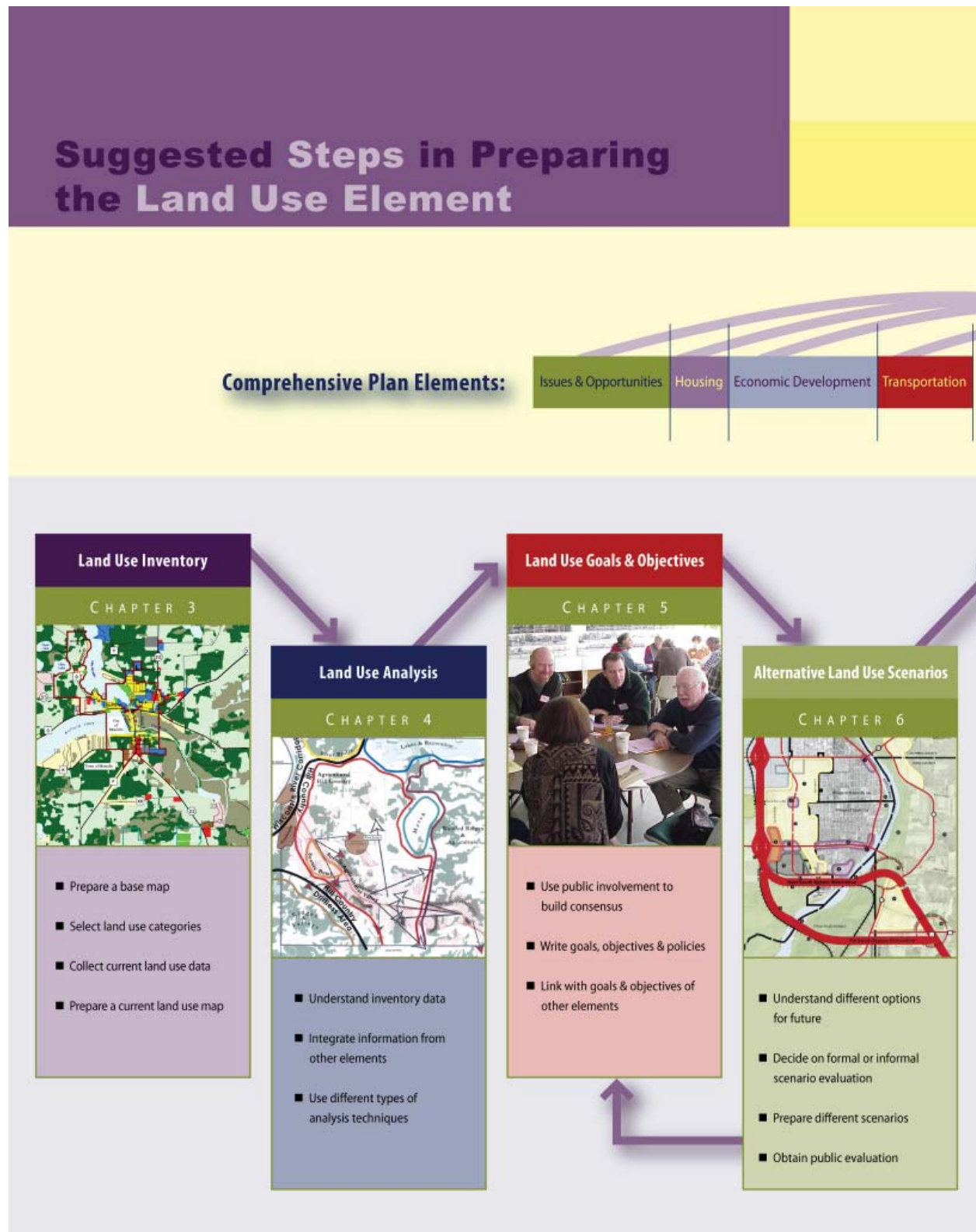
**IV. Goals, Objectives, Policies and Programs**

**V. Land Use Plan**

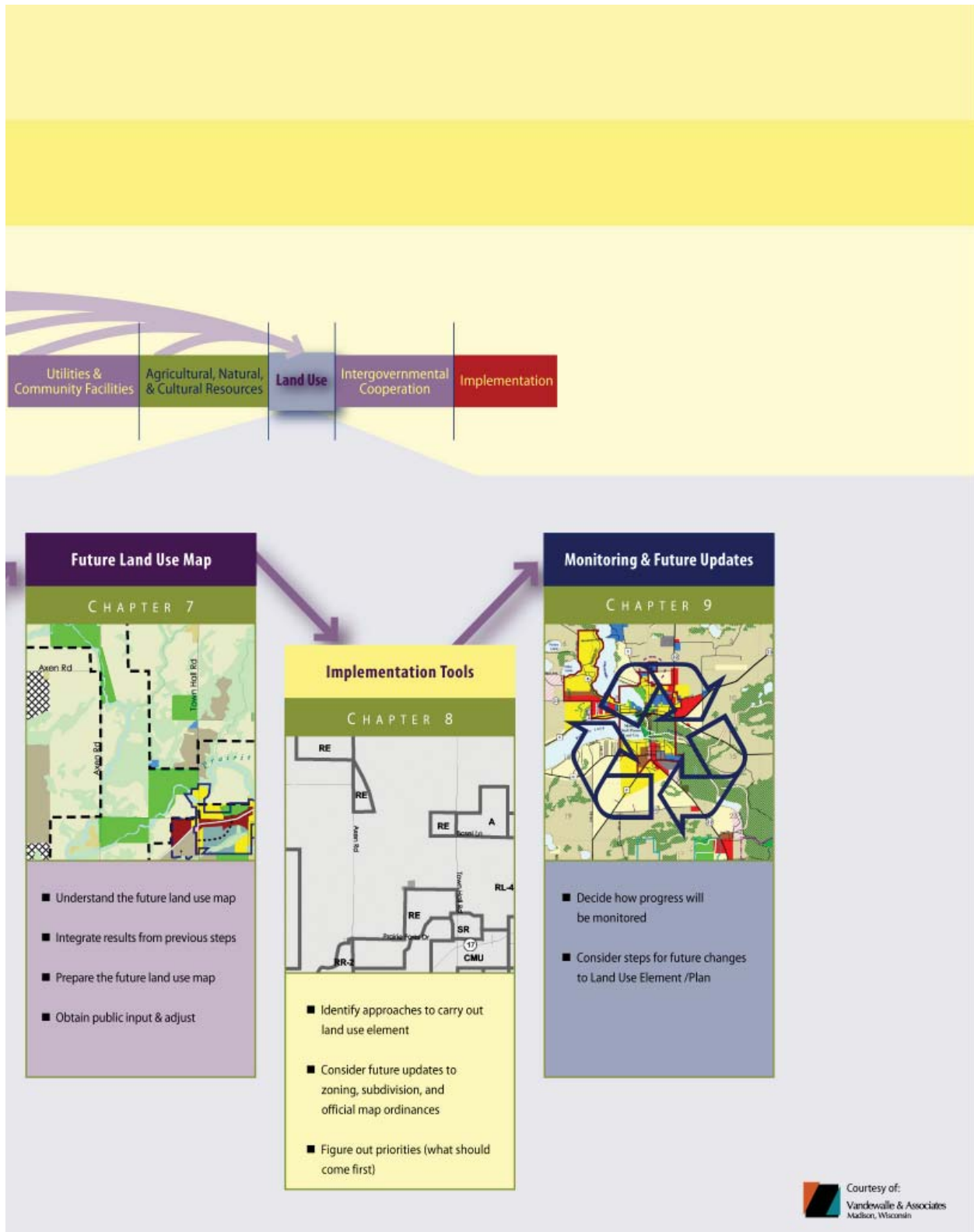
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  - d. Planned waterfront
  - e. Public/institutional
  - f. Agriculture
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  - h. Bay City Creek and waterfront overlay
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- B. Staged growth
  - a. Residential staged growth
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  - e. Staged growth map
- C. Required zoning changes
- D. Sustainability

## Chapter 2 – The Land Use Element within the Comprehensive Planning Process

This chart outlines suggested steps to complete the land use element. The following chapters will go into more detail.



## Chapter 2 – The Land Use Element within the Comprehensive Planning Process



and programs may decide to include areas for mixed-use development (e.g., residential mixed with business) in its future land use map. There is no right or wrong way to include added information above and beyond the statutory requirements.

### Using the Land Use Element to Integrate Elements

The land use element is one of nine elements specified within the comprehensive planning law. In terms of the process for preparing a comprehensive plan, the land use element is discussed throughout the planning process and may be in preparation throughout the process.

All the other elements affect the land use element.

There is good reason to discuss land use throughout the planning process. The land use element uses data gathered from the other elements, such as population and housing projections, commercial and industrial trends, amount and health of agriculture and natural resources, and quality of cultural resources. The land use element also incorporates analysis and interpretation of data from other elements and public discussion to understand the amounts and types of development that are possible or desired within the community. The land use element places various uses – such as residential, commercial, and open space – on at least two types of maps, the current and future land use maps.

Because the land use element is critical to other elements of the comprehensive plan, integration between elements is essential.

Review Figure 3 on page 5 to see the relationship between land use and the other elements. If the housing element discusses the need to provide affordable housing near a downtown location, this objective would need to be integrated into the land use element so that current and future affordable housing areas can be mapped, and other policy considerations, such as density and mixed uses can be thought about within the context of related elements, such as transportation. In contrast, if the housing element discusses the need to provide financial mechanisms to promote affordable housing, this goal/objective does not need to be integrated into the land use element.

### Developing Consistency Between Plan Elements

Another critical feature necessary to the comprehensive plan is consistency between and among elements, particularly their goals and objectives. Because land use serves as an integrating element, it is important to understand the goals, objectives, policies and programs that have been identified in other elements, particularly if they address the physical development of the community. Consistency is broader than considering relationships between elements. It can also include:

- *Consistency with other existing plans*
  - During the inventory stage, identify and review as many existing plans as possible. Summarize the major goals and objectives of the plans, incorporating those that are still agreed upon into the element. Alternately, use the goals and objectives as a guide to ensure that new ones do not contradict pre-existing plans, such as open space plans, outdoor



recreation plans, and sewer service plans, or recommend amending those plans so they are consistent with the comprehensive plan.

- *Consistency within each element* – The goals, objectives, policies and programs within the land use element should not conflict with one another. If conflicting goals are identified, revise the goals and objectives until satisfied, based on mutual agreements among the stakeholders involved in this stage.
- *Consistency between elements* – Crosscheck if the goals and objectives in the land use element contradict with those in other elements.

## Designing a Public Participation Plan

In the planning law, Wisconsin Statutes section §66.1001(4)(a) public participation is the focus. Local government units must adopt written procedures that are designed to foster public participation in every stage of the planning process. Presumably once a community gets to the land use element of the planning process, the public participation plan has been articulated and various techniques have been used throughout the process.

Each community needs to develop a public participation plan as part of the requirements of law. (s. 66.1001 (4a), Wis. Stats.)

## Choosing Appropriate Public Involvement Techniques

A thorough plan process not only illustrates what must be accomplished and when, but also prompts the question, “What do we

need to accomplish a task?” The answer may include public participation when the planning group, committee, or planner needs the following:

- **Public Opinion:** More information about citizen’s values, desires, or beliefs, will ensure that planning products and decisions are representative of citizen interests.
- **Public Expertise:** More credible, locally realistic solutions may be reached verifying or supplementing factual information with citizen expertise and experiences.
- **Public Acceptance/Influence:** Acceptance of decisions may be gained by allowing citizens to participate or directly influence decision-making.

## Five Categories of Involvement

Identifying what is needed from citizens, whether it is their opinions, expertise, or acceptance, helps the planner decide how to involve them in planning. Citizen involvement is often classified into five categories: Awareness, Education, Input, Interaction, and Partnership. When public opinion is needed, planners will use input methods. If expertise is required, then citizens are best involved through interaction methods. If citizen influence is required to gain public acceptance, then the public can be directly involved in decision-making through partnerships. Whereas input, interaction, and partnerships use citizens to directly accomplish tasks, awareness and education do not. Rather, they work to create an opportunity for more effective involvement by building the capacity of citizens to participate.

1. **Awareness:** Awareness approaches are used to publicize upcoming participation

events or decisions already made.

Awareness techniques are always needed for successful citizen involvement.

Citizens cannot be involved if they don't know about an event or how to participate. Effective awareness tools not only state the 'when,' 'where,' and 'what' of the event, but also stimulate interest.

### **Example Awareness Tools**

- *Public notice*: the minimum legal requirement necessary to advertise opportunities for public participation. Notice is usually posted in public places and newspapers.
- *Direct Mail*: mass mailing of letters, brochures, or other promotional pieces to increase awareness or advertise a particular event. Little individual time commitment is necessary, but method is cost prohibitive as a general publicity tool. It works well to target specific groups.
- *Mass media*: the use of radio, television, newspapers, local publications, and other media sources to disseminate information. Used to keep the planning project in the public eye and inform the public regarding developments and decisions in the planning process. Able to reach a large number of people, but may suffer from editing or bad coverage.
- *Web page*: the use of the web to disseminate information, conduct surveys, and visualize aspects of a community, has become a growing trend as a public participation tool. It is largely passive with users receiving and downloading information, but can be made far more interactive with online surveys or discussion boards.
- *Planning Kiosk*: a display of planning

related materials such as background information, maps, plan goals, survey information, etc. Typically this would be placed in the town, village or city hall, the local public library, and other locations to inform the general public that a plan process is underway and how to get involved.

2. **Education**: Educational approaches provide citizens with balanced and objective information. Education is used to build a citizen's capacity to become more involved and help planners achieve specific tasks. Education should be used before citizens participate in decision-making. Untrained citizens will feel uncomfortable participating, or may wed themselves to decisions made from poor information, or worse, speculation.

### **Example Education Tools**

- *Newsletter*: local and regular source of information that is used to keep the public informed and educated about the stages of the planning project.
  - *Open house*: a semi-informal setting in which technical experts and displays are used to inform the public about the planning effort. Also serves as an opportunity for the public to ask questions, express concerns and provide feedback about proposals on a one-to-one basis.
3. **Input**: Public input provides a means for decision-makers to learn more about public sentiments and capture citizen values. Decision-makers gather information from public input before moving on to accomplish tasks that fit their desires, values, or beliefs.

### **Example Input Tools**

- *Survey*: used to systematically collect data or viewpoints from many people. Sample must be chosen carefully to represent appropriate population. Questions should be simple, jargon-free and brief. Mail and phone are typical ways of conducting surveys, but the internet is quickly becoming another method for collecting attitudinal data for a planning process.
- *Visual Preference Survey*: A tool to gauge citizen preference of various visual alternatives. Best used for site-specific applications, such as building selections for a subdivision or building project.

4. **Interaction:** Community planners sometimes cannot gather enough information to make an informed decision. Interaction tools provide an opportunity to exchange information and expertise openly between planners and citizens.
5. **Partnerships:** The public may demand more influence over decision-making. Planners invite citizens to collaboratively make decisions. Interaction and partnerships often go hand in hand to make decision-making more thoughtful and build rapport among citizens and planners. The result is citizen ownership and acceptance of planning decisions or products.

### **Example Interaction or Partnership Tools**

- *Workshop*: interactive meeting where a facilitator stimulates the flow of creative ideas among participants. Multiple methods may be used

including brainstorming, small group discussions and a variety of group process techniques. Presenters, panels, videos, maps, models and other visual or active devices may also be used to stimulate discussion.

- *Citizen Commission*: Citizen committee designed to make decisions regarding community planning. Provides recommendations to the governing body for final decision.

Chapter 3 discusses how to conduct a land use inventory. The chapter reviews steps in taking stock of current conditions such as collecting data and drafting a land use map of existing conditions. While it is one of the most basic steps in the process of developing the land use element, it is essential for your community in order to plan for the future.



*Chapter*

3

# Conducting a Land Use Inventory

Included in this chapter:

- Determining Current Land Use Conditions
- Preparing a Base Map
- Deciding on Land Use Categories
- Collecting Current Land Use Data
- Preparing the Current Land Use Map

## Introduction

What is a land use inventory and what role does it play in comprehensive planning?

A land use inventory is a database of the lands and their uses within your community including both developed and undeveloped land.

An evaluation of current land use conditions is necessary in preparing the land use element. Evaluating the current land use patterns, densities and relationships will assist you in determining land available to meet your community's future land use needs.

## Determining Current Land Use Conditions

No community is a blank slate. A comprehensive plan requires an understanding of current conditions as well as the community's place within the larger regional setting. Moreover, the goals and policies of a comprehensive plan are greatly affected by current land uses and development patterns that may be more or less resistant to change.

An inventory of current land uses in the community is an important first step. It is

## Chapter 3 – Conducting a Land Use Inventory

important to find out if a land use inventory for your community or GIS layers that could be used for this task are available from an agency within your community, such as the engineering office or your county or regional planning commission. The information gathered in this step is used to produce a map of current uses by amount and type (e.g., residential, commercial, institutional). Typical methods for determining current land use involve windshield (conducted from a vehicle) and walking surveys. A windshield survey is useful for large areas such as rural or suburban areas. In an urban area, where land uses are more dense a walking survey may be best. Surveys may be supplemented by aerial photo interpretation, assessment records from your local assessor and field checks. Aerial photos can also provide building footprints and assist in locating other landscape features. In addition web resources, such as WISCLAND (DNR) can be useful for rural areas.

Many times, general land use descriptions such as “commercial” are used to describe a range of activities that may vary significantly in terms of overall character and intensity of use. This guide recommends using a more detailed land use classification system that more closely reflects the actual function and character of various land use types. This will also serve as a useful prelude to helping define your community’s desired mix and intensities of land uses. The inventory is an important first step to producing a color map of your community’s current land use showing its locations and relationships between all land use types.

A further refinement of the inventory might be the creation of a buildable lands inventory, which includes only land that is available for development. Land that is vacant and has no other physical restrictions, such as topography or wetlands, would be identified. This inventory will give you a more accurate idea of how much land your community has for development.

**TIP:** An inventory of current land uses should be detailed enough to closely represent actual conditions.

When calculating the amount of land in an inventory, it can be stated as gross acres, which includes the sum of the parcels in the inventory, or as net acres, which subtracts land that will be used for support services, such as street rights-of-way. It is important to be consistent whether your inventory is based on gross or net figures.

### Preparing a Base Map

One of the essential first steps of any planning project will be compiling current mapping data from the town, village, city, county, regional planning commission (RPC) and other state and federal sources, as necessary. This data will be used to produce a base map for the comprehensive plan, which in turn will be used to produce maps for the individual plan elements.

Your community’s needs, goals and objectives should define the base information

The Land Cover Data (WISCLAND) site can provide a starting point for collecting useful data for a rural community: <http://www.dnr.state.wi.us/maps/gis/datalandcover.html>  
Regional planning commissions are another source for information and for more specific land use categories.



**Table 2**  
**Types of Land Use Classification Systems**

- Land-Based Classification Standards - American Planning Association
- Real Estate Classes for Assessment - Wisconsin Department of Revenue
- Standard Land Use Coding Manual (SLUCM) - Federal Highway Administration and Department of Housing
- Standard Industrial Code / North American Industrial Classification System (SIC/NAICS)
- Land Use and Land Cover Classification System- USGS
- Land Use Codes – Wisconsin’s Regional Planning Commissions
- County-created system

that is collected. The base information is mapped to provide an understanding of the current land patterns. The maps should show vacant lands, lands suitable for redevelopment and committed or already developed lands. You may want to highlight land uses that attract economic growth, such as commercial centers or industrial parks. Maps indicating property lines are also useful. Ownership information can also be useful and will allow you to notify property owners affected by the plan. To obtain ownership information contact the county assessor’s office or planning department.

### Deciding on Land Use Categories

Before creating your current land use map, a land classification system should be selected. Table 2 lists commonly utilized land use classification systems. Appendix C contains the color codes for Activity and Function as defined by the Land-Based Classification Standards Project from the American Planning Association.

When determining your community’s land classification system consult with your county’s planning office or land information office for assistance. Listed in Table 3 are two examples of land use categories.

**Table 3**  
**Two Classification Systems Broken Down by Category**

<b>American Planning Association</b>	<b>Wisconsin Department of Revenue</b>
Residence or accommodation	Residential
General sales or services	Commercial
Manufacturing and wholesale trade	Manufacturing
Transportation, communication, information and utilities	Agricultural
Arts, entertainment, and recreation	Undeveloped
Education, public administration, health care, etc.	Agricultural forest
Construction-related businesses	Forest
Mining and extraction establishments	Other
Agriculture, forestry, fishing and hunting	

## Collecting Current Land Use Data

Data collection is like a scavenger hunt. You decide what information is needed to develop your plan and then collect it. As you begin to look you may find other sources or types of data that are helpful to the planning process.

Data and information for the land use element is available from local, county, state, and federal government. Data may also be available from other locations such as private companies, libraries, school and utility districts. For example, demographic data is available from the federal census. Construction and housing data is available from building permits found at the local or county level. Analyzing the data you collect will help you determine your future land use needs.

Managing time and resources requires attention to the amount of data collected and organized. Sufficient data is necessary to ensure accuracy and accountability.

Additional information on land data can be found in the Directory of Resources for Comprehensive Planning in Wisconsin at [www.doa.state.wi.us](http://www.doa.state.wi.us).

## Preparing the Current Land Use Map

Maps are one of the most dramatic displays of land use information. By conveying substantial amounts of information at a single glance, maps play a central role in the development and presentation of any plan. They provide a visual exhibit to citizens of the collected data and assist in the

interpretation of that data. The current land use map is used extensively throughout the planning process and will serve as the basis of comparison for land use alternatives that the community considers.

Figures 4 and 5 on pages 23 and 24 show two examples of current land use maps. The first is an example of a current urban land use map and the second is a rural town's map example.

Once a classification system is determined a current land use map is drafted based on the information collected. When drafting a map, it is best to use conventional colors. For example water features are designated blue, forests are designated green, and industrial uses are designated purple. Keep in mind that a current land use map is not a zoning map.

An existing land use map is not a zoning map!













A separate zoning map may be drafted and used as a primary tool for implementing the community's comprehensive plan. Zoning maps will be discussed further in Chapter 8 – Implementation Tools.

It is also important to distinguish between land use and land cover. Land cover is defined as the observed physical cover on the earth's surface. Land use is defined by the activities of people within a land cover type. The definition of land use then establishes a direct link between land cover and the actions of people in their environment. The following examples illustrate both definitions:

A land cover term is "grassland", while "rangeland" or "tennis court" refers to the

use of a grass cover. “Recreation area” is a land use term that may apply to different land cover types, such as a beach, park or woodlands.

Chapter 4 of the guide lays out eleven different analysis techniques that can be used to help prepare the future land use map.

EXISTING LAND USE 2003		
	ONE, TWO, THREE FAMILY	980 Ac 11%
	MULTI FAMILY	10 Ac <1%
	MOBILE HOME	40 Ac <1%
	COMMERCIAL	230 Ac 2%
	INDUSTRIAL	370 Ac 4%
	PUBLIC / INSTITUTIONAL	370 Ac 4%
	UTILITIES	100 Ac 1%
	RECREATION	460 Ac 5%
	VACANT, OPEN, AG.	4,950 Ac 56%
	AIRPORT	420 Ac 4%
	OTHER TRANSPORTATION	1,285 Ac 14%
	PERCEIVED WETLANDS	
		8,920 Ac 100%

**Figure 4**  
Example of Current Land Use Map for the City of Ashland, Wisconsin

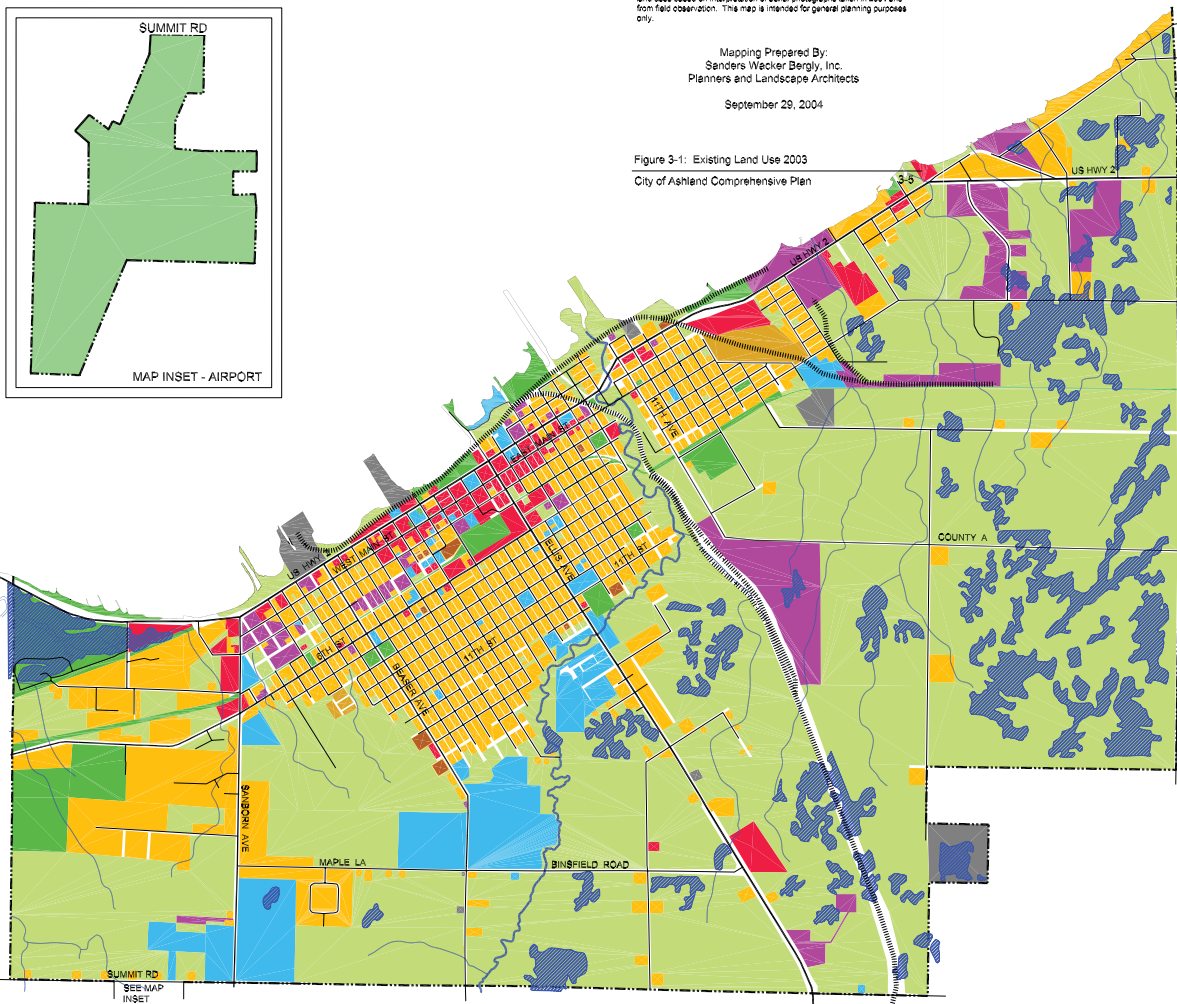
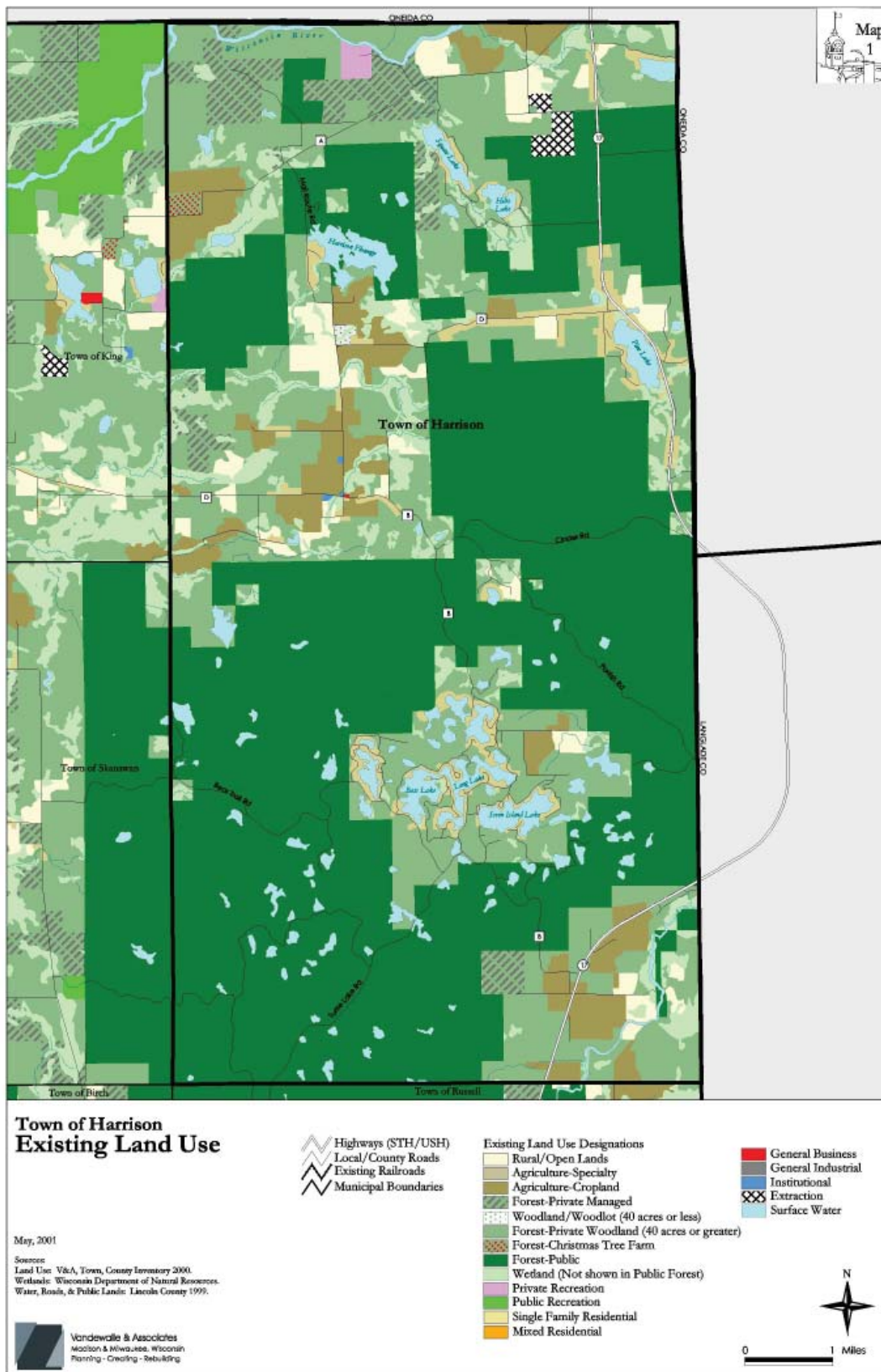


Figure 5  
Example of Current Land Use Map for the Town of Harrison, Wisconsin





*Chapter*

4

# Land Use Analysis

Included in this chapter:

- Overview of Analysis Techniques
- Description of Eleven Analysis Techniques
- Completing the Analysis

## Introduction

So your plan commission has completed a current land use inventory and collected a lot of other background information. What comes next? Should the commission sit around a table with markers and start drawing a future land use map? What basis will the commission use to make recommendations for future land use? How can this be more than guesswork?

Certainly, public participation and discussions with interest groups—like neighboring communities, real estate experts, large land holders, and environmental advocates—will help.

The next step is to analyze the inventory data, public input, and the unique assets, opportunities and challenges facing your community. Information should be used from previous elements that have been drafted. Analysis is the bridge from all the background information to the recommendations and maps for the land use element. Thoughtful analysis can lead to a future land use pattern that is efficient, practical, responsive to the public, and focused on your community's unique character. While there will always be a need for judgment in the planning process, analysis leads to informed judgment. This often leads to greater ownership, understanding, and confidence among the community, and a more understandable and defensible plan.

## Overview of Analysis Techniques

This chapter lays out eleven different analysis techniques that may be considered to help prepare the land use element, and the entire comprehensive plan itself. Several techniques depend on bringing together data your community may have collected in other elements. The techniques described in this chapter include:

1. Regional Context Analysis
2. Community Opportunities Analysis
3. Community Visualization Techniques
4. Demographic and Economic Data Interpretation
5. Natural Resources and Soils Analysis
6. Cultural Resources Analysis
7. Utility Analysis
8. Transportation System Analysis
9. Growth Factors Analysis
10. Existing Zoning/Build-out Analysis
11. Land Use Demand Projections

Your community should consider completing a number of these techniques. They may be performed to various degrees of depth, depending on how complex your community is, what types of information are available, and how much budget, people, and time are available. Your community's values—expressed earlier in the planning process—may point you in the direction of some techniques over others. Also, whether your community is an “urban” city, village or town or considers itself “rural” affects which techniques are appropriate.

Completing some of these land use analysis techniques will lead to a more defensible plan. It will make your future land use recommendations easier to justify to the public and to possible skeptics. Responsible analysis will also help your community in the event of a legal challenge. To serve this

function, it is wise to describe the types of analysis that were completed in the land use element of the comprehensive plan. Explaining why certain land use choices were made can be as important as explaining what those choices are. These “whys” are based on thoughtful analyses combined with your community's values expressed through the planning process.

Ultimately, it is important for community planners to take a step back from the data and input collected and ask the question: What does it mean for where we should head in the future? Completing these techniques adds meaning to the information.

## Description of Eleven Analysis Techniques

The following section describes eleven land use analysis techniques. The description of each technique considers why it is important, what aspect of land use planning it is most useful for, and whether it is more applicable to an urban or rural setting (or both).

### 1. Regional Context Analysis

- Helps to learn how regional surroundings affect your community's possibilities.
- Aid in planning for future land uses that complement what is taking place in the surrounding region.
- Use for all types of communities.

No community exists in a vacuum. All communities are influenced by their place in the larger region that includes and surrounds them. This regional context has a major influence on future land use possibilities. The regional context is formed by regional or



statewide natural features, economic development efforts, transportation locations and decisions, and the plans and actions of nearby communities and other agencies. At a minimum, your community should understand what neighboring communities and government agencies with some jurisdiction within your community are planning. The combined experience of your community may be all that you need to uncover and understand other aspects of the regional context.

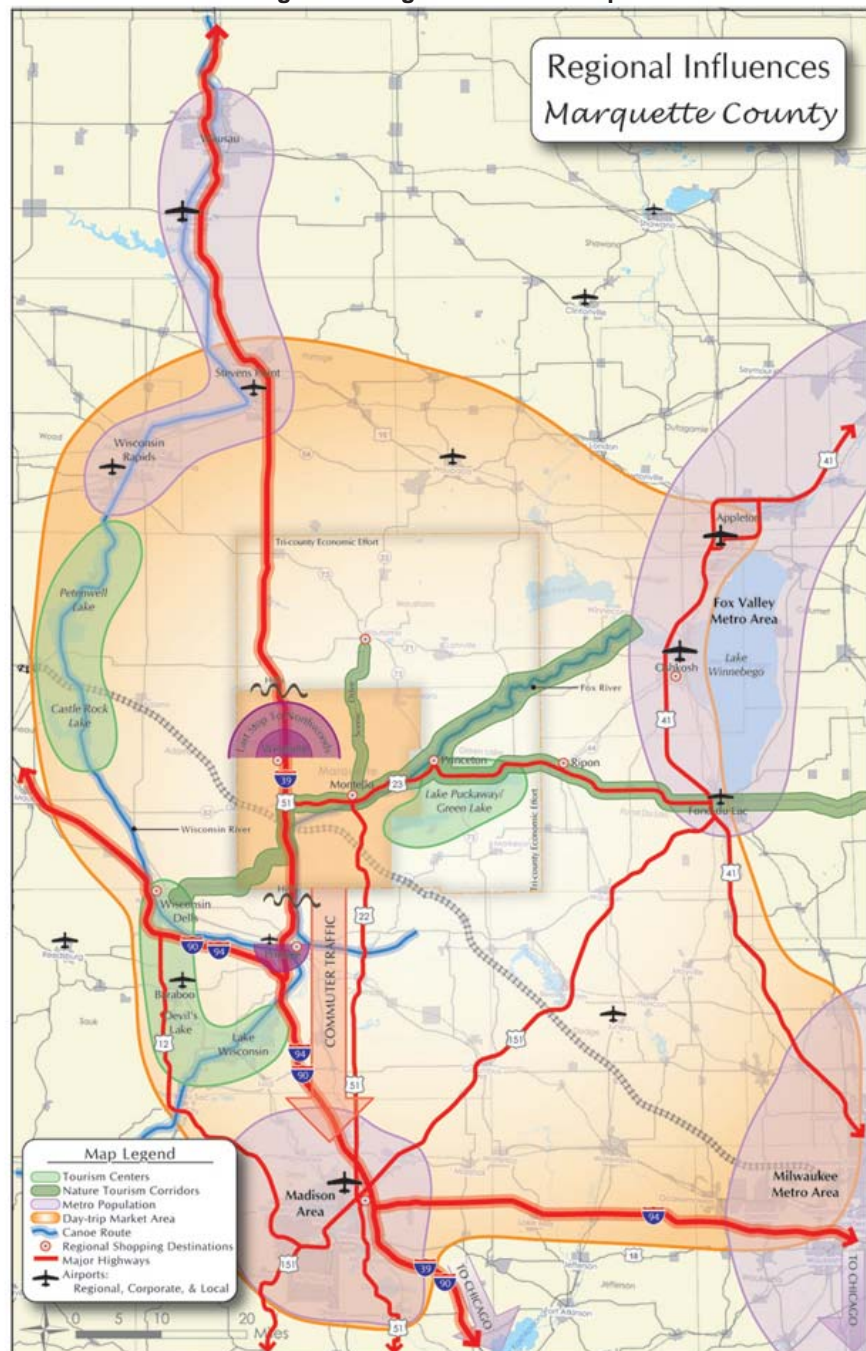
The regional context is different for every community. See Figure 6 for an example. Each bullet below links to another element in the plan. For example:

- Projected job growth (or job loss) in one community influences the type and amount of housing pressure in a nearby community. For example, the growth of Lands’ End in Dodgeville had a significant effect on housing construction in nearby communities.

The community should refer to the economic development element.

- County or state programs to preserve farms or forest lands—such as a purchase of development rights initiative or the

Figure 6: Regional Context Map



This regional context map for Marquette County helped identify tourism and other opportunities based on its regional position.

Managed Forest Land program—may result in large areas being removed as possible future development areas. The Managed Forest Land program, for example, requires the property owner to

agree that most enrolled land will not be developed. Refer to your agricultural, natural and cultural resources element.

- A community located where three Interstate Highways join may have unique economic opportunities given traffic volumes or a potential new interchange. These might include traveler-oriented commercial development or distribution businesses. A community located somewhat away from this Interstate may be affected in different ways—such as pressure for new housing because of easy access to the Interstate and a nearby metropolitan area. Refer to your transportation element.
- A county may have major tourist destinations, contain unique natural areas and quaint villages, and be within a short drive of large cities—suggesting tourism and retirement community opportunities. This is what occurred in Green Lake County in central Wisconsin—located a short drive from Milwaukee, the Fox Valley, Madison, and Chicago. Refer to your economic development and natural resources elements.
- The community may have a role in a major regional initiative to expand agricultural-based technology businesses. For example, agricultural operations in a town may be able to provide raw materials to businesses in a proposed business park in a neighboring city. This opportunity makes planning for continued agricultural use in the town more realistic. Refer to your economic development and agricultural resources elements.

Analysis of your community’s regional context suggests future trends, pressures, opportunities, and constraints for different land uses in your community. Community planners should consider how the regional

context can and should influence the future land use pattern and map, and what role and responsibility your community may have in the larger region. Time and budget permitting, it can be helpful to describe or map this regional context for public forums or in the comprehensive plan to provide the basis or justification for land use recommendations.

### **2. Community Opportunities Analysis**

- Helps to decide how unique opportunities affect future land use.
- Aids in planning for enough land to take advantage of future opportunities.
- Use for all types of communities.

A community opportunities analysis can provide new insight on “big picture” ideas inspired by the community’s unique mix of assets and potentials. Your community’s economic, physical, environmental, transportation, and social attributes together provide direction for future changes in the land use pattern. The particular opportunities will vary depending on your community’s unique attributes and particular areas of interest. For instance, a community opportunities analysis may suggest opportunities for:

- Capitalizing on unique community resources, new development opportunities, or revitalization activities in a way that also enhances community character. For example, planning for the reuse of an old warehouse area next to a downtown for housing may provide both affordable housing and more foot traffic for downtown businesses.
- Improving the economic viability of a downtown, highway corridor commercial area, or rural crossroad community. For example, the introduction of a community

waste treatment system to a declining rural community with groundwater quality problems may spur additional investment.

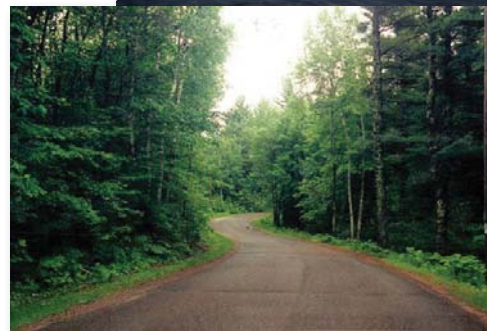
- Promoting new directions in economic development or maximizing the advantage of existing industries that relate to new or emerging markets. For example, a county with large forested areas and related processing facilities may explore how “new uses” for forest products might lead to a need for preserved or additional land for forestry, manufacturing, and affordable housing for future workers.
- Protecting and promoting agricultural, natural and historic resources as a means to preserve community identity, better manage the environment, or promote tourism. For example, minimizing future housing density next to a world-class trout stream may help preserve water quality and the area’s remote feeling, which may in turn bring more anglers to the area.

Your community’s land use element should be designed to take advantage of these opportunities through a complementary future land use pattern and map. As suggested by the examples above, the impacts on the future land use pattern and map will differ depending on what particular opportunities your community identifies.

### 3. Community Visualization Techniques

- Translates easily misunderstood land use desires into easily understood pictures.
- Identify desired character (such as appearance) of future land uses.
- Use in all types of communities.

There are few effective substitutes to graphics, particularly photographs, in communicating desirable or undesirable types or traits of future land uses. Most people have an easier time sharing their ideas of the “good community” by pointing to photos of good (or bad) development than trying to share these ideas verbally or in writing. Visualization techniques to help analyze desired types and locations of future land uses include visual preference surveys and community photo exercises. At this point the community should refer back to any visioning that was done as part of the issues and opportunities element.



These photos, taken by Plan Commissioners from the Town of Bradley in northern Wisconsin, helped inform the types of future land uses they wanted to show on their future land use map.



The visual preference survey involves rating a collection of photographs that depict different options for new development, preservation, or community change. A visual preference survey usually involves a digital presentation using “stock” photographs of different options taken from outside of the community. This exercise may be administered to community planners in a small meeting or in a large public forum. Highly rated photos are then analyzed for common characteristics (for example, preferences for pastoral landscapes, high architectural standards, traditional or contemporary neighborhood forms). These may lead to the creation of different future land use map categories to help bring about desired land use types. For example, if a visual preference survey shows a strong community desire for “traditional neighborhood” development (grid streets, small lots, short setbacks, front porches), that community might create and map a “traditional neighborhood” land use category on their future land use map.

A community photo survey is another visualization technique useful in preparing the land use element. It is designed to help planners communicate community traits that are worthy of preserving, repeating, or correcting. This exercise is done through photographs, taken by community members, of preferred traits either found locally or in other communities. These places may include scenic vistas, historic buildings, archaeological sites, gathering spots, rural crossroads, groups of houses, parks, trails, streams, lakes, farms, forests, undeveloped areas that should stay undeveloped, promising development sites, signs, or other scenes. It is then useful for community planners to review these images, map locations where the photos were taken, and

gain consensus on how this reflects future land use desires.

#### **4. Demographic and Economic Data Interpretation**

- Helps to decide future land use impacts of population and job trends.
- Aids in planning land use amounts and types to reflect demographic trends.
- Use in all types of communities.

The comprehensive planning law requires collecting and reporting demographic information about your community. This information—particularly an analysis of trends and forecasts—can be useful in preparing the land use element. However, the amount of available population and employment information can be overwhelming. Also, population and job growth projections included in plans can be either an objective look at the future or a community “wish” for more or less growth than what an outsider might suggest is likely. Sorting through and correctly interpreting demographic information is therefore critical.

Demographic and economic data that was collected as part of the issues and opportunities, housing, or economic development elements can be particularly useful in preparing the land use element. This data includes:

- *Population growth*—Population trends help inform how much land will be needed in the future for housing, jobs, schools, parks, and shopping. Trends in household size are also important in uncovering the relationship between population growth and housing demand. Land use demand forecasting based on population growth projections are covered

in greater detail under the “Land Use Demand Projections” technique described below.

- *Age levels*—Wisconsin communities will need to plan for the retirement of the large Baby Boom population—more and more of which will not head to the Sun Belt. This has important land use implications for emergency service facilities, and likely future demand for different types of housing such as condominiums and senior apartments, and large retirement communities.
- *Workforce size and skills*—A workforce with high educational levels, strong technical skills, or available capacity (in other words, some unemployment) may suggest different economic growth opportunities, which may lead to decisions on business or industrial park locations. For example, one community with a large number of post-graduates might be a strong candidate for a new research or office park, while another community with a highly-trained workforce and a technical college may be a good location for a future industrial park.
- *Economic activity*—Learning about the number and type of jobs, mix of existing industries and retail uses, availability of sites for new commercial and industrial development and expansion, and existing local economic development efforts is important to understand future opportunities for additional commercial and industrial areas—and residential areas to support their future expansion.

In short, collecting demographic and economic data for the other elements should be actively used and analyzed to help inform the land use element.

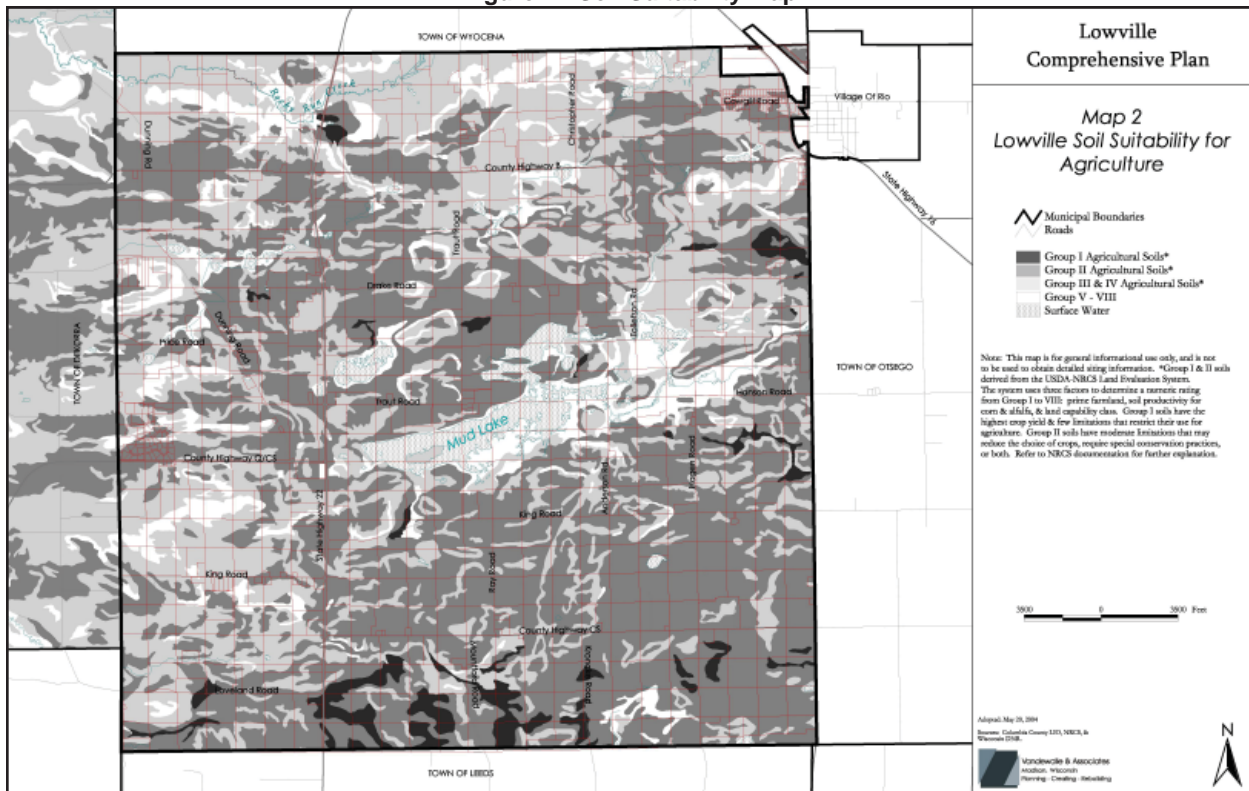
## 5. Natural Resources and Soils Analyses

- Helps to analyze/determine the physical suitability of lands for different land uses.
- Aids in planning for all types of land uses, such as industrial, and will not result in property or environmental damage.
- Use for all types of communities, but especially rural communities.

Understanding the underlying physical characteristics of land is critical in making responsible land use planning decisions. The agricultural, natural, and cultural resources element often includes information and maps on natural resources and soil suitability for different types of land uses. This data should also include prime agricultural soils, soils with limitations for development, groundwater recharge areas, aggregate resources (sand and gravel), drainage basins, sensitive natural areas, parks, and archaeological and historical resources. This element should identify all the things a community wants to protect.

Connecting different natural areas—such as floodplains, wetlands, and stormwater drainage routes—can form areas called “environmental corridors.” These are generally long, continuous blocks of natural areas. These form a framework for land use planning by serving as areas for public and other permanent open space, and by providing logical edges between different planned land use areas where incompatibilities may otherwise result. For example, an environmental corridor might serve as a buffer to separate a heavy industrial area from a residential neighborhood. It is important for a community to understand the physical and legal limitations for development that many of these environmental features create for

Figure 7: Soil Suitability Map



A map showing areas most suitable for agricultural cropping can help determine where large blocks of farmland should be recommended for preservation on the future land use map.

future land use before preparing their future land use map.

Determining the suitability of soil types for certain uses is also critical in preparing a responsible future land use map, particularly for rural communities. See Figure 7 for an example. Sorting lands according to criteria like productivity for agriculture, or ability to withstand certain types of development (for example, septic suitability or subsurface stability) can provide the rationale for many important future land use decisions. County soil surveys and land conservation staff employed by counties can provide a wealth of information on the characteristics, productivity, and limitations of the various soil types in your community. This information may be supplemented with interviews or mapping exercises with local farmers and others familiar with soil quality

(e.g., septic system installers). Identifying former landfill (dump) sites through the Wisconsin Department of Natural Resources and local inventories is also critical—new wells are generally not permitted within 1,200 feet of such locations.

## 6. Cultural Resources Analysis

- Helps to identify land uses important to community history and character.
- Aids in planning for future land uses in locations that do not impair cultural resources.
- Use in all types of communities.

Cultural resources identification and analysis plays an important role in the preparation of the future land use map. Here is where the cultural resources element will need to be consulted. For example, a historic



downtown could be a community’s focus to either preserve or revitalize. A historic city hall might serve as a community symbol, important for both practical and aesthetic reasons. A rural town may decide to preserve its countryside by helping to preserve older farmsteads and barns.

A variety of national and local sources of information should be sought and reviewed to see if there are significant cultural resources in your community worth preserving and considering in preparation of the land use element. One key indicator of significance is whether or not a resource is listed in the National Register of Historic Places. The National Register is the official national list of historic properties in America worthy of preservation. A list of resources included in the National Register can be found at [www.wisconsinhistory.org/hp/register](http://www.wisconsinhistory.org/hp/register). Local historical societies and landmarks commissions are also excellent resources. A list of local historical societies ([www.wisconsinhistory.org/localhistory/directory/regionsearch.asp](http://www.wisconsinhistory.org/localhistory/directory/regionsearch.asp)) and local landmarks commissions ([www.wisconsinhistory.org/hp/smartgrowth/getting\\_started.asp](http://www.wisconsinhistory.org/hp/smartgrowth/getting_started.asp)) can be found on the Wisconsin Historical Society’s website. For areas with archaeological sites like burial or effigy mounds, the appropriate Native American tribe should be consulted, a list of which can be found at [www.500nations.com/Wisconsin\\_Tribes.asp](http://www.500nations.com/Wisconsin_Tribes.asp). Consulting directly with the Office of Preservation Planning at the Wisconsin Historical Society is also worth considering.

## 7. Utility Analysis

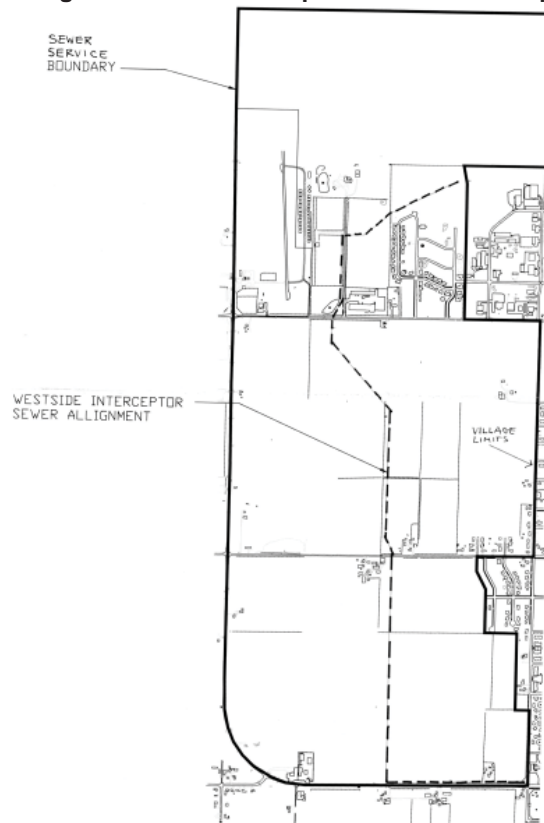
- Helps to coordinate future land uses with utility system capabilities.
- Aids in planning for future locations and types of land uses that can efficiently be

served by public utilities.

- Use primarily in “urban” communities with public utilities.

For this analysis, you should refer to the utilities and community facilities element. For communities with public sewer and water systems, an analysis of the locations, and planned or logical service areas of those systems is an important part of developing the land use element. It is also critical to understand the physical condition and capacity of major utility systems, such as the wastewater treatment plant and sanitary sewer interceptor lines. See Figure 8 for an example map. Most communities with municipal water wells have also mapped wellhead protection areas—where

**Figure 8: Sewer Interceptor Service Area Map**



The location of a planned sanitary sewer interceptor—and the mapping of its service area—can have a tremendous impact on future land development.

groundwater recharges those wells. Planning for amounts, densities, types, and locations of future land uses that relate well to utility system possibilities and limitations will result in a land use pattern that is less difficult and costly to achieve, and will protect those systems from damage.

Most communities with utility systems have a utility manager, municipal engineer, or a public works director that can help community planners understand the capacities and constraints of the utility system. They can also help you understand where the most cost-effective locations for future growth may be, based on an analysis of drainage basins. For example, a sanitary sewer system that relies on gravity flow as much as possible will be more cost effective. USGS maps, other topographic maps, and field observations can also aid in determining drainage basins.

Communities with over 10,000 people statewide, and all communities with sanitary sewer systems in certain regions, must have a Sanitary Sewer Service Area. These areas—also called Urban Service Areas—identify places in and around these communities where sanitary sewer extensions may legally occur. They are generally drawn with reference to logical drainage basins, natural areas, and future population and land use demand forecasts. The land use element requires identification of these boundaries and staging of service provision as identified in the utilities and community facilities element.

It is important to understand the locations and effect of Sewer/Urban Service Area boundaries when preparing the land use element. In general, these are areas that should be considered for future development

on public sanitary sewer service. It is also important to learn how changes to these boundaries might occur in the future, in case your community's land use interests are different from what these boundaries suggest. This information can be obtained from the regional planning commission in your area or from the Wisconsin Department of Natural Resources.

### **8. Transportation System Analysis**

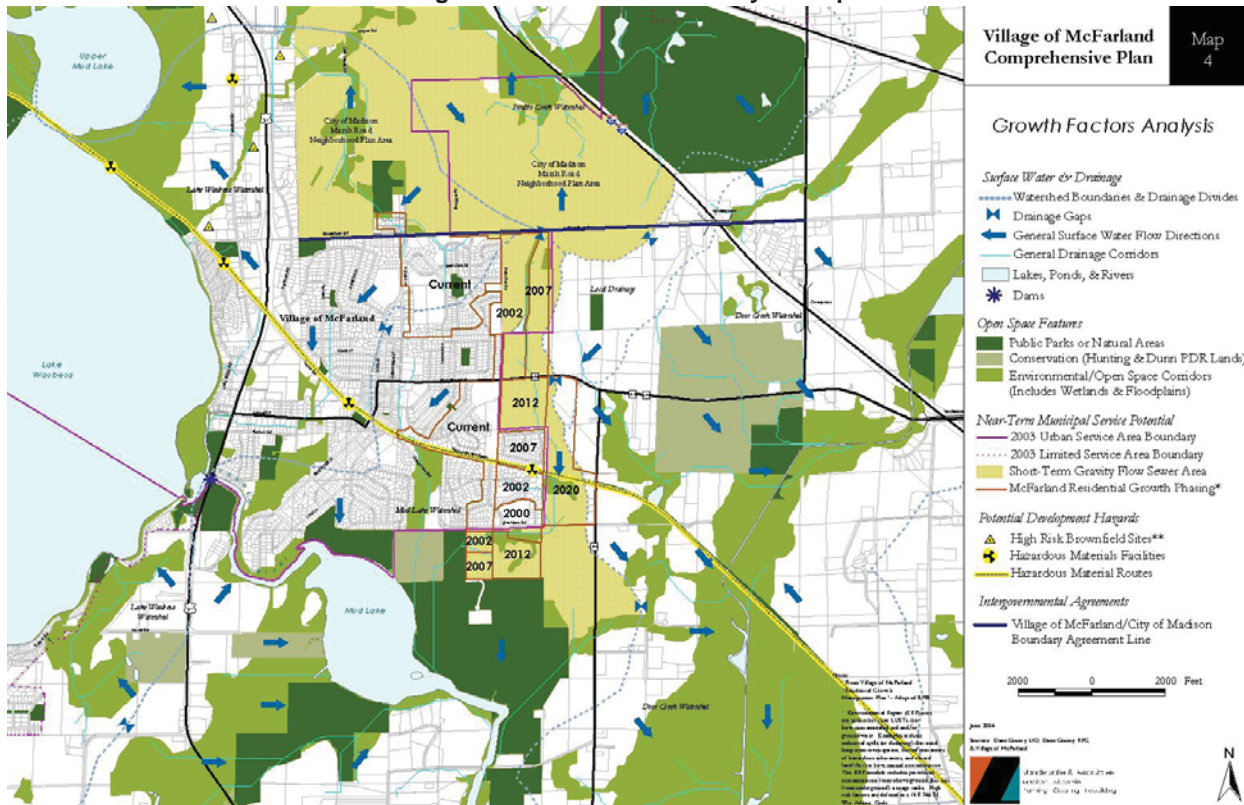
- Helps to coordinate future land uses with transportation facilities.
- Aids in arriving at realistic assessments of relationships between land uses and transportation facilities, such as access control.
- Use in all types of communities.

The comprehensive planning law requires an understanding of the locations, conditions, and capacity of roads and other transportation facilities. It also requires an understanding of local, county, regional, and state transportation programs and plans that may result in future changes to transportation facilities. Not only roads and highways, but when appropriate, bus, rail, and bike and pedestrian programs and plans need to be understood.

Planned transportation projects can have a major influence over future land use opportunities and patterns. For example, plans for a state highway bypass can have a significant influence on farmland preservation, natural area protection, economic development, and housing location decisions.

It is essential that community planners take into account all planned and potential changes to the transportation system in

Figure 9: Growth Factor Analysis Map



This Growth Factors Map for the Village of McFarland featured the depiction of major drainage basins and flows, which in turn advised growth areas on that community's future land use map.

preparation of their land use element. It is also important to note that local communities frequently do not have direct control over the placement, type, or timing of many major transportation facilities. The district office of the Wisconsin Department of Transportation should be consulted to uncover relationships between future land uses and state and federal highways.

### 9. Growth Factors Analysis

- Aids in compiling different natural and man-made physical factors that affect where community growth may be appropriate.
- Helps to plan for large areas where future land development may be more or less appropriate given physical and other opportunities and limitations.

- Use in all types of communities, but particularly urban communities.

A growth factors analysis charts the direction and pace of recent development and identifies areas with the greatest potential, lowest costs, and minimal impacts for future development. This type of analysis can help guide where a community should and should not grow—particularly a community that uses public utility systems. This analysis should refer to many of the other elements: economic development, housing, transportation, agricultural, natural, and cultural resources, and utilities and community facilities.

It is important to map key growth factors to complete this analysis successfully, although this map does not have to be of presentation-quality. See Figure 9 for an example map.

Many of these factors may have already been determined through earlier analyses, and from other elements in the comprehensive plan.

Factors that should be mapped as part of this analysis include:

- *Past growth patterns*—This could be a picture of how much growth has been added to the community in each decade and where growth occurred, perhaps accompanied by a table that shows land consumption over time.
- *Drainage basins*—An analysis of drainage basins at community boundaries is important for communities with public sanitary sewer and stormwater management systems. In general, growth is more cost effective in areas when sanitary sewage can flow downhill to the treatment plant. Your community’s engineer may already have mapped the drainage basins for your community. If not, interpretation of topographic maps—such as USGS quadrangle maps—can be completed with relatively little training and Wisconsin Department of Natural Resources can be contacted as well.
- *Environmental corridors*—This involves layering different natural and environmentally sensitive areas where development should not occur. Environmental corridors should include floodplains and wetlands, but may also include steep slopes, mature woodlands, rare or endangered species, archaeological sites, or other natural features important to your community.
- *Productive farmlands*—This may include large blocks with significant farming activity, areas with high-quality soils as determined through the county soil survey, or other factors determined to be important.
- *Planned transportation projects*—Projects like new roads, bypasses, and

transit improvements can have significant impacts on future growth.

Each category explained above can be layered within a Geographical Information System (GIS) through input by the community. These categories can be prioritized, with the assistance of a trained facilitator.

The future land use map can then be created within the template formed by the growth factors analysis. The growth factors analysis is best at helping decide where future development should or should not occur, not what types of development should occur.

### 10. Existing Zoning/Build-out Analysis

- Relate what can be done today under existing zoning to what the community wants to see in the future through the land use element and future map.
- Determine areas where future land use desires and existing zoning are out of alignment.
- Use in all types of communities, but particularly communities with a lot of undeveloped land.

It is often useful and enlightening to think about how your community would look if it became fully developed in accordance with the zoning map and rules in place today. This is referred to as a build-out analysis. For example, a county in northern Wisconsin completed a simple build out analysis for towns with a “recreational” zoning district, which allowed houses on 30,000 square foot lots. This revealed allowable numbers of housing units that were not in line with the rural character objectives that plan participants voiced. This led to a recommendation in the land use element



that many of these parcels be rezoned in the future to a new “rural lands” zoning district with lower development densities.

Ideally, the comprehensive plan and land use element should be prepared before, and serve as a guide for developing the community’s zoning map. In reality, many communities already have a zoning map before beginning the comprehensive planning process. That zoning map may or may not have been prepared following an earlier comprehensive or land use planning process.

A zoning map should ideally be prepared or revised following the completion of the future land use map and adoption of the Comprehensive Plan.

For communities that are zoned, the current zoning map and zoning district rules are useful to review before preparing a future land use map. In certain cases, existing zoning districts and boundaries may correspond quite directly to community interests. In those cases, the future land use map can be generally reflective of the existing zoning map. Minimizing the number of zoning changes that have to be made following the comprehensive planning process is often a reasonable goal. In other cases, the community’s interests might be quite different from what existing zoning allows. In those cases, the new comprehensive plan might advise future zoning map changes.

### 11. Land Use Demand Projections

- Identify how much land may be shown in different land use categories on future land use map.
- Provide a basis for the size of future

residential, commercial, industrial, and agricultural areas.

- Use in all types of communities.

Projecting demand for future land uses is required under the comprehensive planning law. Specifically, your community’s plan should include projections for the demand for future residential, commercial, industrial, and agricultural uses over the next 20 years, in five year increments. These demand projections will help advise what a reasonable supply of land in these different land use categories should be. The supply of land available for different future land uses is then depicted on the future land use map.

Community planners can use a variety of techniques to project demand for different types of future land uses. These may rely on state and industry population and job forecasts, discussions with local real estate experts, analysis of past land consumption trends in the different land use categories, and explorations of community opportunities, regional context, and emerging trends. The following is one relatively simple approach for making land use demand projections:

- *Residential*—Multiply the housing unit demand projections developed as part of the comprehensive plan’s housing element by expected average residential densities over the next 20 years. Expected densities may be based on recent trends or on community desires for different future densities.
- *Commercial and Industrial*—Perhaps the simplest way to project demand for commercial and industrial land uses is to assume a constant proportion of land in these respective categories to residential land use acreage. This allows for a relatively simple calculation once projected residential land use is obtained.

Another method that could be used to determine the future land use needs is to first determine the current employees per acre ratio, using total employment and existing land area. Next, project future employment based on historic trends, usually 20 years, and apply that ratio for future employment related land uses. Rural communities with little to no commercial or industrial use (or any real potential or desire for any) may suggest that this is the case in their plan.

- *Agricultural*—Analyzing past trends in conversion of agricultural use to other land uses is usually the simplest way to project future demand for agricultural lands. However, relying only on past trends may not capture new trends in agriculture. Referring to the agricultural resources element should be useful. Local farmland preservation desires and opportunities may suggest that past trends may change. Data on past conversion rates should be available from your UW Extension office. These rates may be combined with the count of existing acres in agricultural use, ideally obtained through the current land use inventory. Urban communities with little or no farmland may simply suggest that this trend is likely to continue. However, agricultural land in many “urban” areas is actually increasing with the growth of community gardens, for example.

It is also important to remember that the analysis stage will help the community to prepare the land use element and the comprehensive plan, but it will not substitute for judgment and some difficult decisions. In some cases, communities consider, map, and illustrate different alternatives for future growth and change based on their analyses, and allow the public and other participants to evaluate those different alternatives.

Chapter 5 of the guide discusses the task of developing land use goals, objectives, policies and programs. It also discusses public participation needs, implementation of goals, and ways to monitor progress.

### **Completing the Analysis**

Once your community has collected, analyzed, and understood the various information and possibilities for your community, you will move to the next step in the process. First, it is important to share that information with the public and get feedback.



## Chapter

# 5

# Creating Land Use Goals, Objectives, Policies and Programs

### Included in this chapter:

- Defining Goals, Objectives, Policies and Programs
- Involving the Public to Build Consensus
- Writing the Goals, Objectives, Policies and Programs
- Integrating the Goals of Other Elements
- Implementing Goals and Objectives

### Introduction

Creating goals, objectives, policies and programs is a critical step in the development of the land use element. Not only are goals, objectives, policies and programs required under the comprehensive planning statute, but these statements provide a basis for a community to make decisions about its future land use. Once your community has collected and analyzed information, it is time

to establish a framework for future decision-making.

About two-thirds of Wisconsin communities surveyed in January 2004<sup>7</sup> indicated that the development of goals and objectives was a moderately easy process. However, respondents noted a number of challenges:

- The differences between and the actual function of goals, objectives, policies and programs were not well understood.

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<sup>7</sup> Roberts, Rebecca and Chin-Chun Tang. 2004. *The Wisconsin Planning Experience: Results from the Community Planning Survey*. [www.uwsp.edu/cnr/landcenter/pubs.html](http://www.uwsp.edu/cnr/landcenter/pubs.html).

- Articulating goals was difficult.
- Objectives were not measurable.
- There was a lack of public involvement.
- There was a difficulty in reaching consensus on goals, objectives, policies and programs.

This chapter will focus on these challenges, as they relate to the land use element. Many of the concepts offered in this chapter can be applied when creating goals, objectives, policies and programs for other comprehensive plan elements.

## Defining Goals, Objectives, Policies and Programs

Goals and objectives are the things that a community hopes to accomplish—how the community would like to be in the future. They provide direction for community decisions. Land use policies are the rules or actions that a community intends to implement to meet the desired goals and objectives.

There are several ways to define goals, objectives, policies and programs for land use. Here are a few straightforward, planning definitions for each of the terms.

**Goals** are general statements of desired outcomes of the community. While often broadly written, goals should be stated specifically enough so that it is possible to assess whether progress has been made in achieving them.

**Objectives** are more specific and are a subset of goals, providing measurable strategies. Objectives should not stand alone without a goal. If an objective does not fit under a goal and it is considered important, then there is

a good chance the objective may actually be more appropriately written as a goal.

**Policies** are “operational” actions that a community will undertake to meet the goals and objectives. Communities have many policies; some will relate to the comprehensive plan, while others may not. Keep in mind these policies may be existing or can be newly created within the planning process. Some policies will require further action by the local government such as an ordinance or resolution. When drafting policies, it is best to identify in the plan which are existing policies, new ones that can be implemented immediately, or ones that need further approvals from the governing body.

### Other Definitions

**Goal:** A desired state of affairs to which planned effort is directed. *From “Growing Smart Legislative Guidebook,” American Planning Association, 1998.*

**Objective:** A goal or end toward the attainment of which plans and policies are directed. *From “A Development Plan for Waukesha County, WI,” Southeastern Wisconsin Regional Planning Commission, 1996.*

**Policy:** A general rule for action focused on a specific issue, and derived from more general goals. *From “Growing Smart Legislative Guidebook,” American Planning Association, 1998.*

**Program:** A group of related projects and activities with a specified set of resources (human, capital, and financial) directed to the achievement of a set of common goals within a specified period of time. [web.idrc.ca/](http://web.idrc.ca/) accessed May 2005.

**Programs** are a system of projects or services necessary to achieve plan goals, objectives, and policies. (Grant Closeout Form, Department of Administration, June 2004)

Below is an example of a goal, objectives, policies and programs. It is meant to be illustrative.

*Example from City and Town of Brillion Land Use Element*

**Goal:** Promote the rural, farming atmosphere in the Town and the “small town” feel of the City.

**City Objective:** Promote dense residential development patterns in the City to encourage walking to shopping, work and community (i.e., parks/schools) destinations.

**Policy a.** Continue to maintain and extend sidewalks throughout the community.

**Policy b.** Coordinate with local students and parents to inventory, assess, and identify sidewalk and trail needs.

**Town Objective:** Improve the Forest Junction area so that it may become a community focal point for quality development.

**Policy a.** Work with the county to enforce existing and consider new overlay landscape and sign regulations to improve community appearance.

**Policy b.** Work with local property owners and Calumet County to encourage sidewalk development throughout Forest Junction.

Program would:

- Include information about the benefits of sidewalks in any newsletter or web page eventually

developed by the Town.

- Seek to encourage developers to install sidewalks in their new developments.
- Work with the County and other specialists to identify needed sidewalk routes to provide opportunities for safe pedestrian travel in Forest Junction.

**Policy c.** Maintain existing identification signage, including the water tower identification marker.

*(OMNNI & Associates)*

The key to developing goals, objectives, policies and programs is to remain flexible enough in the process, understand and embrace the differences between people’s ideas and visions, and make sure that the language is consistent with other plan goals.

### **Involving the Public to Build Consensus**

An overall challenge of the planning process is involving the public to help build consensus. The challenge for developing goals, objectives, policies and programs is that people often have a difficult time understanding how they will work in real-life. Sometimes the thought is that goals, objectives, policies and programs do not really matter. To a large extent, developing goals and objectives should be thought of as your community stating its values. These statements will create a lasting impression through short sentences of what your community cares about. Identifying objectives and specific policies also bring the broad goals to life.

In some communities, people will have many differing views. Friction can occur quickly, making building consensus a challenge. Although views are often not far apart from each other, the reality of developing the appropriate language to describe those values can become controversial. However, developing consensus on goals and objectives is not an impossible task. It sometimes takes a more iterative approach to accomplish, meaning a community needs to revisit its goals, objectives, and policies as it moves through the process. Discussion, negotiation and compromise are expected when developing goals to achieve a broad range of community interests.

### **Reaching Consensus**

A good facilitator enables a community to step back from the emotions and focus on the content of the disagreement. Setting ground rules for discussion before major disagreements are raised is critical to advancing the discussion. Once ground rules

#### **Example Ground Rules for Reaching Consensus:**

- Respect others and their opinions.
- There is no such thing as winners or losers in these discussions.
- Everyone will be offered an opportunity to add comments, offer concerns, and make suggestions.
- Everyone must allow the person commenting to complete his or her thoughts, without interruption.
- Personally criticizing others for their opinions will not be allowed.
- If a person raises an issue, then a potential solution must also be given.
- Everyone should focus on completing the task at hand.
- No shouting.

have been set (see insert below), a facilitator can refer back to the rules and remind others to have patience with others' opinions.

Understanding where individual concerns lie is important to the process of building consensus on the goals. Disagreements can include serious fundamental differences with specific draft goals or be as simple as minor wording changes to improve goal language. Fundamental differences should be approached carefully, considering most differences are value based and can be quite personal. A good facilitator can offer a level playing field for participants by keeping the discussion moving forward, thwarting personal attacks, and offering feedback to the solutions offered by participants.

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

The goals, objectives, policies and programs for the land use element should focus on guiding “the future development and redevelopment of public and private property.” (s. 66.1001, (2)(h), Wis. Stats.) Goal language should be developed to be attainable, while keeping in mind how goals can be implemented.

In developing land use goals, there is a need to start with a base level of data to help shape what is desired for the future. For many communities, the development of land use goal language will include initiating draft language, discussing what each goal means to the community and identifying concerns, questions or unclear aspects of the goal. Often duplicative goals are combined, and more specific language is moved under a goal into an objective or policy. Developing

objectives often occurs simultaneously with goal development.

In setting goals, the community should answer the following questions: What does your community see as important land use issues? How should the community balance future development with other plan goals such as limiting traffic congestion and preserving farmland? How will your community’s land use affect the surrounding region?

The community also needs to establish objectives. Objectives are more specific statements that relate to a goal (see Table 4). In creating objectives, your community should think of them as stepping stones. How can a goal be achieved by a set of tangible and measurable statements?

After setting goals and objectives, the community then needs to establish policies. Policies are used to guide community decisions in pursuit of a goal and objectives. Policies should provide specific guidance to elected and appointed officials on what decision to make when confronted with specific land use issues following plan adoption.

In setting goals, objectives, policies and programs, communities need to rely on the information gathered in the earlier steps and then explore alternatives. Evaluation of

alternative ways to achieve community goals is a critical part of the planning process. The community also needs to establish indicators to measure the community’s progress toward achieving its goals.

**Tips for Writing Goals, Objectives & Policies**

- Focus on writing succinct language – keep it simple, but brief.
- Avoid writing too many goals and too few objectives and policies.
- Remember there are often multiple objectives and policies under one goal.

**Techniques for Developing Goals, Objectives, Policies and Programs**

There is no one correct way of developing goals, objectives, policies and programs. It is recommended that a trained, neutral facilitator with experience in developing goals, assists your community in this process. Facilitation assistance is available through your local planning office, some state agencies, the County Extension Office and other sources. Facilitating goal development can also be written into a contractual service agreement if your community is employing a consultant to assist in the preparation of your plan.

Starting with the development of a broad set of goals and then narrowing to objectives and specific policies is generally a good idea. If your community has never engaged in planning in the past, brainstorming and collecting many ideas will be most beneficial. If your community has previously developed a plan, it is recommended that the goals contained in the previous plan are examined and considered. When someone has an

**Table 4**

**Basic Differences Between Goals and Objectives**

<b>Goals</b>	<b>Objectives</b>
Broad	Narrow
General	Precise
Intangible	Tangible
Abstract	Concrete



idea or specific goal language, it should be documented. After reaching the end of brainstorming, goals can be sifted through to determine if there is overlap, duplication, conflicting statements, or goals in need of further consideration. Oftentimes, language will be too specific for a goal but may work as an objective or policy. Using a “parking lot” to place those ideas is helpful so that they do not become lost in the process. Policies are more commonly developed throughout the process, well outside of the brainstorming activities for goals. Having a good note taker to keep track of these ideas will be important when determining land use policies. There

Although the incorporation of the comprehensive planning goals is only a requirement for communities with a Comprehensive Planning Grant from the State’s Department of Administration, you may choose to include these as part of your community’s plan.

may also be policies developed outside of the land use element that will fit more appropriately under a land use goal or objective. Being flexible is important while keeping the process moving forward.

### State Comprehensive Planning Goals

As a starting point, the State’s Comprehensive Planning law contains 14 goals. Although all of these goals may not apply to a particular community, they are worth reviewing.

A list of the goals:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
6. Preservation of cultural, historic and archaeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

### **Integrating the Goals of Other Elements**

Another important part of goal development is making sure that land use goals do not conflict with other goals from the housing, transportation, or utilities and community facilities element, for example. When faced with multiple goals within a planning process, the language for each of the elements can appear to contradict one another.<sup>8</sup>

Land use goals should be shaped to support the goals from other elements. For example, if a community has included in its housing element the goal of improving the availability of senior housing, the land use element may include a broader goal of providing a sufficient supply of land for a range of housing choices.

### **Implementing Goals and Objectives**

This chapter has addressed the issue of why goals are important, but they are only important if efforts are made to implement goals.

#### **Prioritizing Goals**

Naturally, there are priorities that surface throughout the process. Your community should spend some time discussing priorities and the approach you would like to take. To implement goals through objectives and policies, your community will need to prioritize action items. For example, if the plan goes into detail about ordinance revisions needed to address preservation of agriculture areas, you will need to identify

a reasonable timeline for when this will occur and who will be responsible for its development. Chapter 9 will discuss monitoring progress of your community's goals, objectives, policies and programs.

#### **How Does Your Community Implement Goals?**

Simply put, a community's actions, activities, policies, zoning decisions, and future land use map are ways to implement goals and objectives. Sometimes those actions may not be directly associated with a comprehensive planning effort; however, land use related activities and decisions should relate back to an adopted goal. Chapter 8 will discuss implementation in more detail.

One important way to ensure your community implements its desired goals and objectives is to continue to use the comprehensive plan to make land use decisions. Consistency between the comprehensive plan and zoning ordinances, subdivision regulations and the official map is required by 2010. Keeping elected officials and plan commissioners (especially newly elected or appointed officials) aware of the comprehensive plan, its content, and the legal requirements to make consistent decisions is critical to successfully implementing goals.

If a community is making decisions in conflict with plan goals, there is good reason to review those goals and revise the plan if necessary. Keep in mind that a combination of multiple actions and activities are usually necessary to implement a goal. Balancing various goals is a tricky but important aspect of implementing your community's plan.

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<sup>8</sup> See Tang, Chin-Chun. 2003. "Integrating the Local Economy and Natural Resources in the Planning Process," The Land Use Tracker, Volume 3, Issue 2, Fall. [www.uwsp.edu/cnr/landcenter/newsletters.html](http://www.uwsp.edu/cnr/landcenter/newsletters.html).

Chapter 6 provides an overview of the process to create land use alternatives or scenarios. Although developing scenarios is not required in a comprehensive plan, it is a useful tool for quantifying the impacts of various land use scenarios, selecting the most appropriate alternative, and ultimately developing your community's future land use map.

A graphic for Chapter 6 featuring the word "Chapter" in a green, cursive font and a large green number "6" with a drop shadow, set against a textured, light green and yellow background that resembles a piece of aged paper or a map.

Chapter

# Land Use Alternatives or Scenarios

Included in this chapter:

- Definition of Land Use Alternatives or Scenarios
- Purpose of Creating Alternatives
- Guiding Principles
- Scenario Building
- Public Involvement

## Introduction

The community has arrived at a step within the land use process that is critical for the future of the community. Exploring land use alternatives or scenarios is the creative, fun, visual part of the land use element. Up to this point in the process a number of items have been drafted: a land use inventory and current land use map; a land use analysis; and goals, objectives, policies and programs. The next step in preparing the land use element is to understand what is appropriate, feasible and possible through an exploration of different land use alternatives or scenarios.

After exploring several alternatives and selecting one, the community will prepare a future land use map based on a preferred alternative.

No statutory language in Wis. Stat. 66.1001 requires any community to prepare alternatives for a comprehensive plan. Exploring land use alternatives is an accepted step in a community or comprehensive planning process. The consideration of alternatives can occur through a formal process where different future land use maps are compared or an informal process where the community discusses alternatives without creating and printing a series of maps.

Developing land use alternatives is not required as part of state statutes, however it is a logical step for communities when determining future land uses in a plan.

## Definition of Land Use Alternatives or Scenarios

Creating alternatives or scenarios is a process whereby the present situation is transformed by description and through maps or other visuals, such as photographs or drawings, to a situation in the future. Often three main elements are produced: a description of the present situation, a number of alternatives or scenarios, and possible pathways that connect the present situation with images of the future. The idea behind scenarios is to design future images and then “backcast” to the present situation. The primary question in backcasting is how can future possibilities or desired situations be realized?

## Purpose of Creating Alternatives

The purpose of this step is to establish a preferred land use alternative. In that sense, it is focused only on the land use element. However, referring back to the first chapter with the hub and wheel diagram, remember that many of the other elements, such as economic development, housing, transportation, utilities and community facilities, and agricultural, natural and cultural resources feed into the land use element. All of those uses of land must be accounted for. The scenarios that are developed serve the purpose of referring the community back to its vision, goals and objectives. In that sense, the scenarios are

theme-based, are connected to the vision, and can be illustrated with photographs, drawings, etc. Alternatives can address community character and natural resources preservation and can test public reaction to competing goals and objectives, before finalizing them. To reiterate, the land use element brings together many of the other elements of the plan. This opportunity for integration is an important step in the overall process of drafting a plan.

## Guiding Principles

Exploring alternatives is one of the most creative steps in preparing the land use element. The following points can be used as community planners, a planning committee or plan commission moves into this step.

1. Return to the overriding goals or vision of the community. For example, if the community discussed maintaining its rural character, it is useful in a scenario building exercise to explore the meaning of rural.
2. Use the analyses from the previous chapter to inform your discussions.
3. Remind participants to think “out of the box” and creatively.
4. Remember that this is not necessarily a purely economic or financial question. Scenarios should think through social and environmental implications as well.
5. Keep ideas on the table that seem implausible, but may spur discussion. While some scenarios may not be feasible for any number of reasons, it may create useful discussions within the community.
6. Decide on a formal or informal process of discussing alternatives. Through a facilitated process, participants can explore various scenarios and rule



out those that are not suitable for the community. The future land use map (Chapter 7) is created from a chosen scenario or a hybrid of various scenarios.

7. Determine if there is a need to revise draft goals/objectives/policies. Depending on the outcome of the discussion over land use alternatives, the community may want to revise their goals, objectives and policies. The chosen alternative may not be accurately reflected in the draft goals, objectives and policies.
8. Determine who is making the decision on the preferred alternative and how that decision is getting made. It is critical that the decision making process is agreed upon.

## Scenario Building

In building scenarios, the idea is to come up with enough different scenarios so certain scenarios can be ruled out, given vision, goals and objectives. Put another way, the community is going through a process of comparing multiple scenarios of what “could be” and selecting the most appropriate one given the community vision, goals and objectives. The scenarios can be primarily visual or may also include a written story. It is useful to include a brief description of the process that was used to create and select the preferred scenario, but only the chosen scenario needs to be included within the comprehensive plan. One useful way to compare and contrast one scenario with another is to prepare a full build out of the community using current policies and regulations that are in place. This technique was discussed in Chapter 4. In the event that a town does not have any

zoning, for example, a full build out could be accomplished by repeating the predominant pattern (perhaps a mixture of 5, 10 and 35 acre lots). This status quo picture will give the community an opportunity to decide if it is going to accomplish its vision and goals using its current policies and regulations. Each scenario should be discussed in terms of its advantages and disadvantages.

### A Few Examples To Consider

Most communities need to accommodate more residential growth and the accompanying demand for parks and open space. One way to think through these needs and desires is to ask participants, in a workshop setting or on-line survey, about their preferences for different types of housing density and subdivision designs. At the same time, you can also identify the types of parks and/or open space people desire.

Another way to explore various land use alternatives is to think about unanticipated trends or events. For example, if your community were to grow much faster than anticipated, how would the community be impacted? How would the community respond to additional demands for housing, more school children, increased demand for local government services and for retail, among other impacts? Would increased investments be necessary for utilities and community facilities? There are many other questions that can and should be generated.

### Public Involvement

Encouraging public participation during this step is useful. Sometimes scenarios that show very different futures can create a lively discussion and engage citizens that have had a difficult time comprehending the more

## Chapter 6 – Land Use Alternatives

abstract steps of this process such as written goals and objectives.

Because exploring scenarios often is a visual exercise, the public can readily be involved with the use of photographs, maps and other visual tools. For example, if a community in their vision has mentioned they would like to “preserve its rural character,” citizens can be asked to identify the meaning of “rural character” by taking pictures of their community. It is probably easier for citizens to agree over a series of photos with an experienced facilitator deriving basic design elements from those photographs.

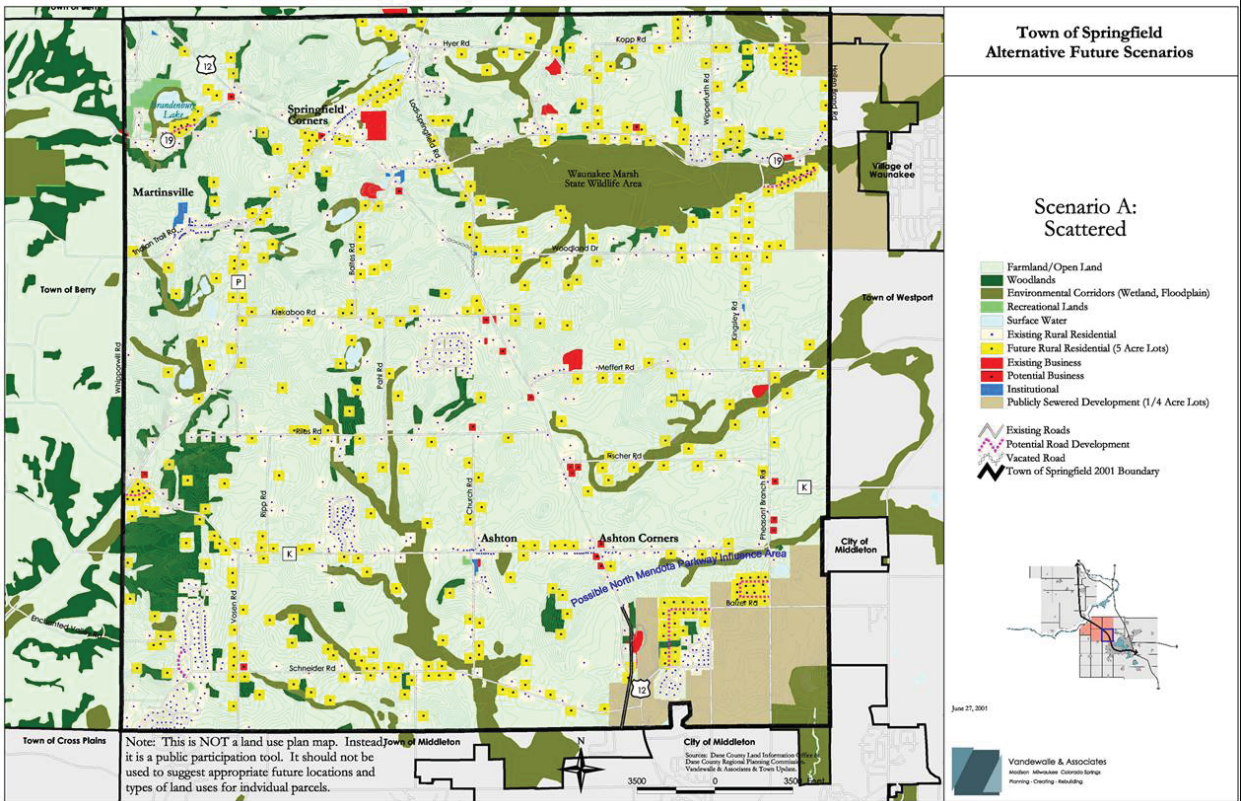
Public participation techniques can be as simple as using tracing paper and crayons or markers or can be made far more complex with the use of advanced Geographic Information Systems and visualization techniques. The techniques used depend upon the comfort level of the participants in the process, the expertise of the facilitator, and the resources allocated to this particular step. Usually the more technologically advanced the techniques, the more costly the step.

Chapter 7 describes how to prepare a future land use map, a natural progression of the selection of a scenario.

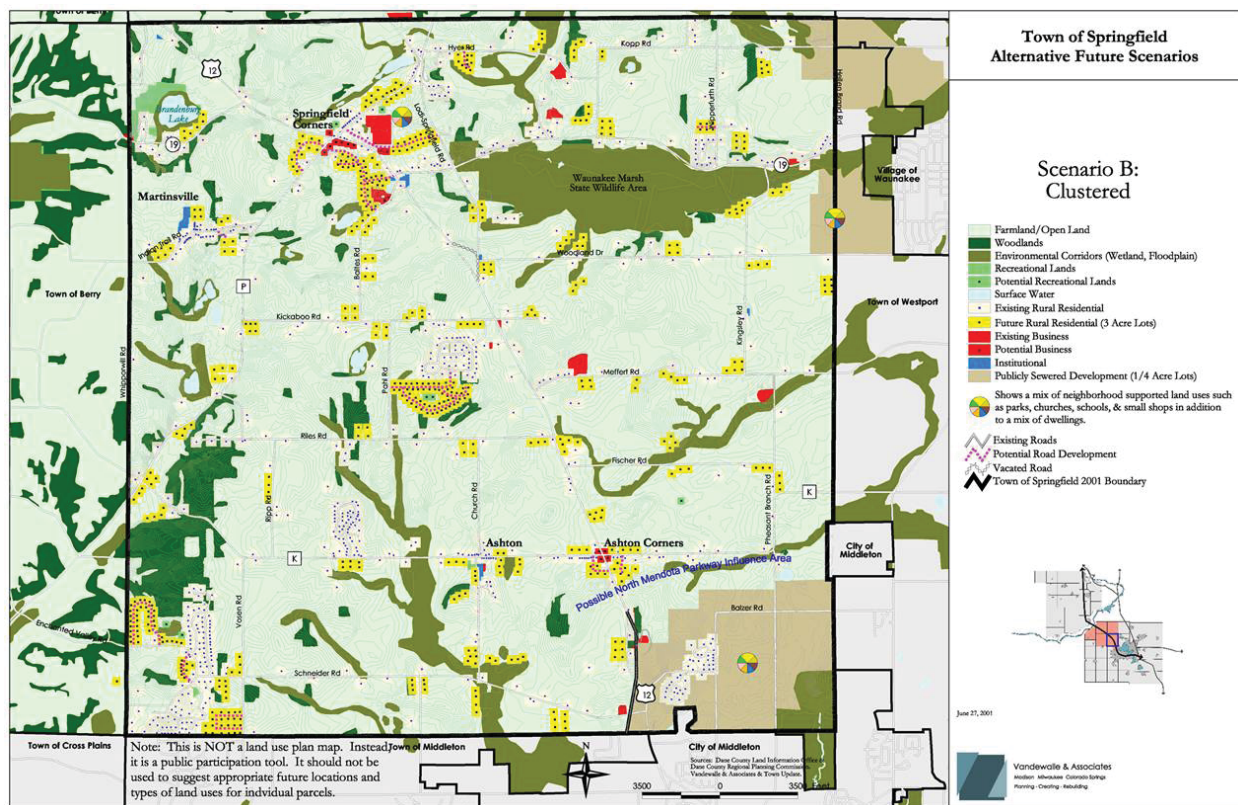
### Example of Alternative Future Scenarios

The following two sets of images shows scenarios for different communities in Wisconsin. The first community, the Town of Springfield, is subject to significant growth pressure because of its proximity to the Madison area. The second set of maps shows development concepts for the area around the City of Sparta, Wisconsin. This type of analysis examines alternative land use concepts and separately lists (through a public participation process) the advantages and disadvantages of each land use.

By creating a series of scenarios, a community can create appropriate land use policies to achieve the vision it has set for itself.

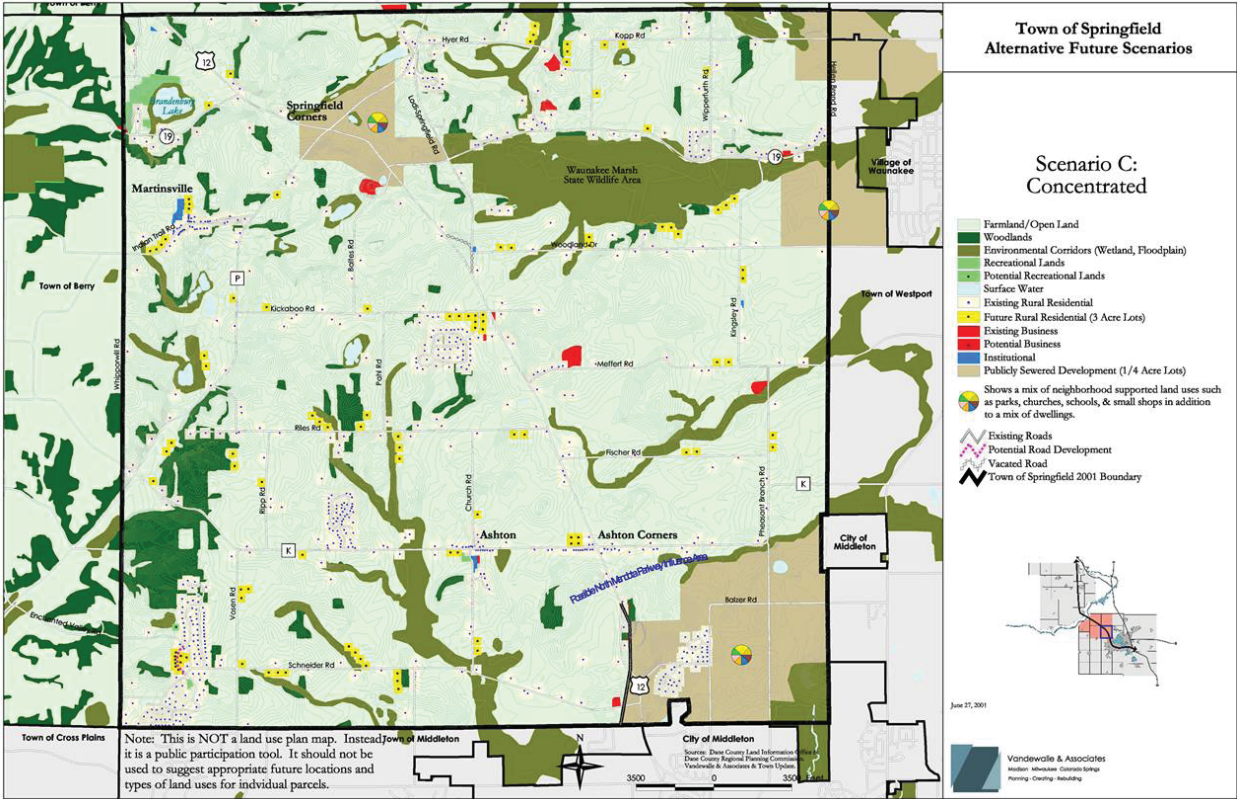


This first scenario shows what the town would look like in roughly 40 years if it developed according to current policies—relatively scattered rural houses (yellow dots) with low density expansion of a nearby city and village.



This second scenario shows the same amount of development in the town in the future. However, rural homesites are smaller and clustered closer to each other and city and village growth would be at a slightly higher density. This scenario would require more adjustments in local land use policies and recommendations.





This third scenario again shows the same amount of future development in the town area. However, in this scenario, future development would be directed to city and village expansion areas. This scenario would require a significant change in local policies, such as a transfer of development rights program. *These three maps are courtesy of Vandewalle and Associates.*



The following analysis examines alternative land use concepts by listing the different advantages and disadvantages of each. The alternatives are graphically presented on the Development Concepts Map on the facing page. The number corresponds to the location of the land use area on the map.

Development Concept 1

*Open Space/Environmental Corridor Area #1*

- Advantages:
- Naturally provided.
  - Unsuitable soils for development.
  - The backbone of why many people live in the area - to enjoy their life.
- Disadvantages:
- Requires protection.
  - Restricts use and abuse of the land.

*Park Areas #2 and #3*

- Advantages:
- Physically attractive areas.
  - Located in both the Town and the City.
- Disadvantages:
- Some land acquisition necessary.

*Industrial Area #4*

- Advantages:
- Good access to I-90.
  - Generally level land.
  - Partially located in the City.
  - Partially owned by the City.
- Disadvantages:
- Needs utility extensions.

*Industrial Area #5*

- Advantages:
- Level land.
  - Access to I-90.
  - Visibility from I-90.
  - Adjacent to the railroad
- Disadvantages:
- Needs utility extensions.
  - Many residential uses in the area.

*Industrial Area #6*

- Advantages:
- Level land.
  - Good access to STH 16.
- Disadvantages:
- Needs utility extensions.
  - Would be adjacent to a residential area.
  - Access to I-90 is through a corner of the City.

*Industrial Area #7*

- Advantages:
- Level land.
  - Owned by the City.
  - Utilities available
  - Adjacent to the railroad
- Disadvantages:
- Not readily accessible to I-90. Would benefit with better access to I-90.

*Industrial Area #8*

- Advantages:
- Level land.
  - Adjacent to the railroad, I-90 and STH 16.
  - Some of the land owned by the City.
  - Some of the land currently an active City industrial park.
- Disadvantages:
- Consists of many smaller parcels.
  - Some of the site not readily accessible to I-90. Would benefit with better access to I-90
  - Some of the site needs extension of utilities.

*Industrial Area #9*

- Advantages:
- Visibility from I-90.
  - Reasonably level Land.
- Disadvantages:
- Several residential units in the area.
  - Not convenient ally accessible to I-90. Would benefit with better access to I-90.
  - Needs utility extension.

*Institutional Area #10*

- Advantages:
- Expandable Site
  - Significant infrastructure.
  - Desirable location.
  - County Ownership.
  - Served by City Sewer
- Disadvantages:
- The County does provide their water supply on site. It is not part of a larger system.

*Institutional Area #11*

- Advantages:
- Expandable Site.
  - Level Land.
  - Utilities available
- Disadvantages:
- Not currently owned by the School District.

*Institutional Area #11A*

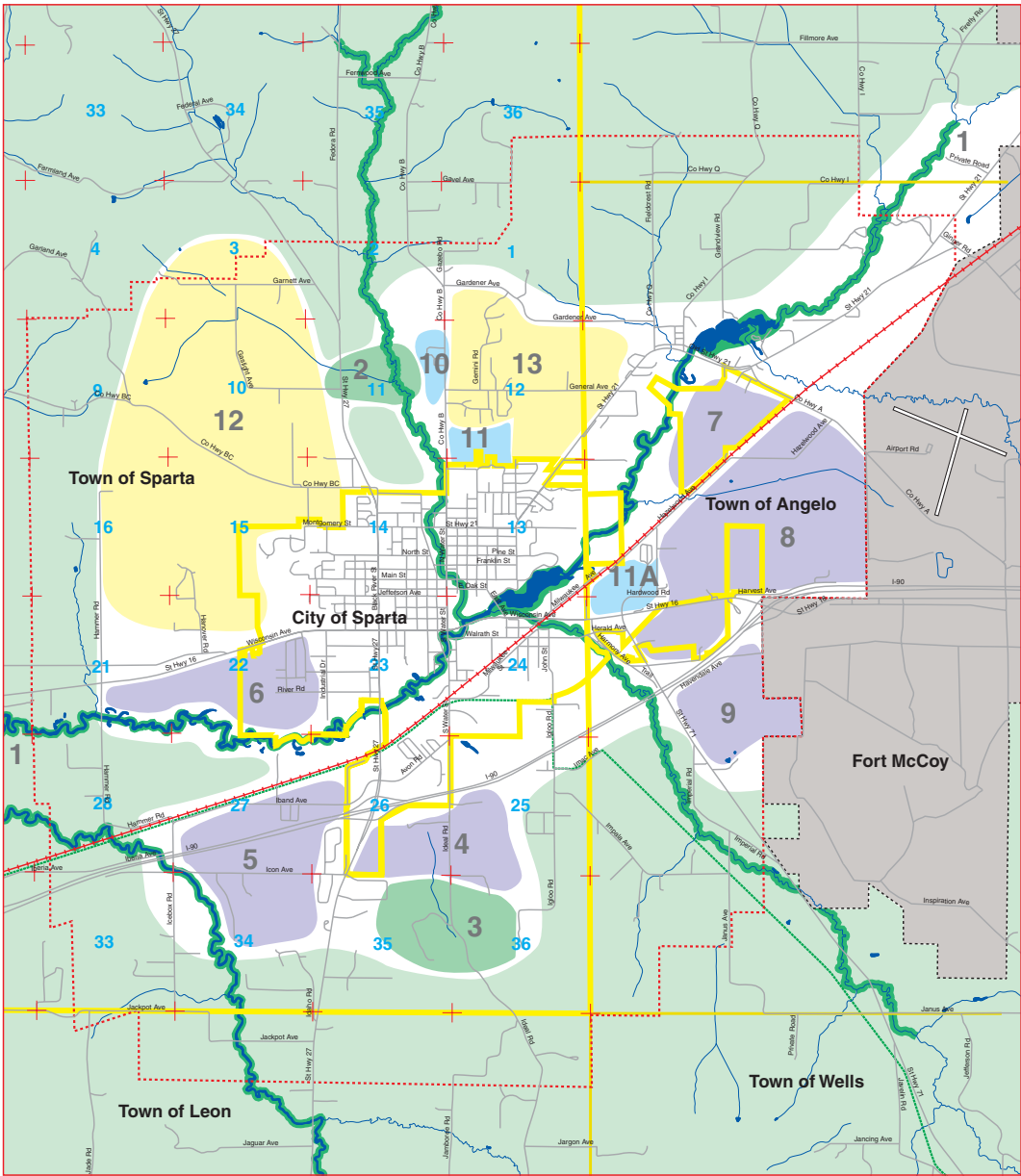
- Advantages:
- Partially owned by the County.
  - Good access to STH 16 and I-90.
  - Reasonably level Land. Expandable site.
- Disadvantages:
- A variety of land uses in the area.

*Single Family Residential Area #12*

- Advantages:
- Adjacent to existing residential uses.
  - Some level Land.
  - Aesthetically desirable land.
- Disadvantages:
- Some steep slopes in the area.
  - This is a very large area.
  - Needs utility extensions if it is to be sewerred.

*Single Family Residential Area #13*

- Advantages:
- Adjacent to existing residential uses.
  - Some level Land.
  - Aesthetically desirable land.
- Disadvantages:
- Some steep slopes in the area.
  - Needs utility extensions if it is to be sewerred.



- Map Features**
- Road
  - Property boundary
  - Railroad
  - Surface water
  - Municipal boundary
  - Fort McCoy boundary
  - Planning area boundary for City of Sparta
  - Section corner
  - 33 Section number

- Map Legend**
- 1 Open Space/Environmental Corridor
  - 2-3 Park
  - 4-9 Industrial
  - 10-11A Institutional
  - 12-13 Single Family Residential

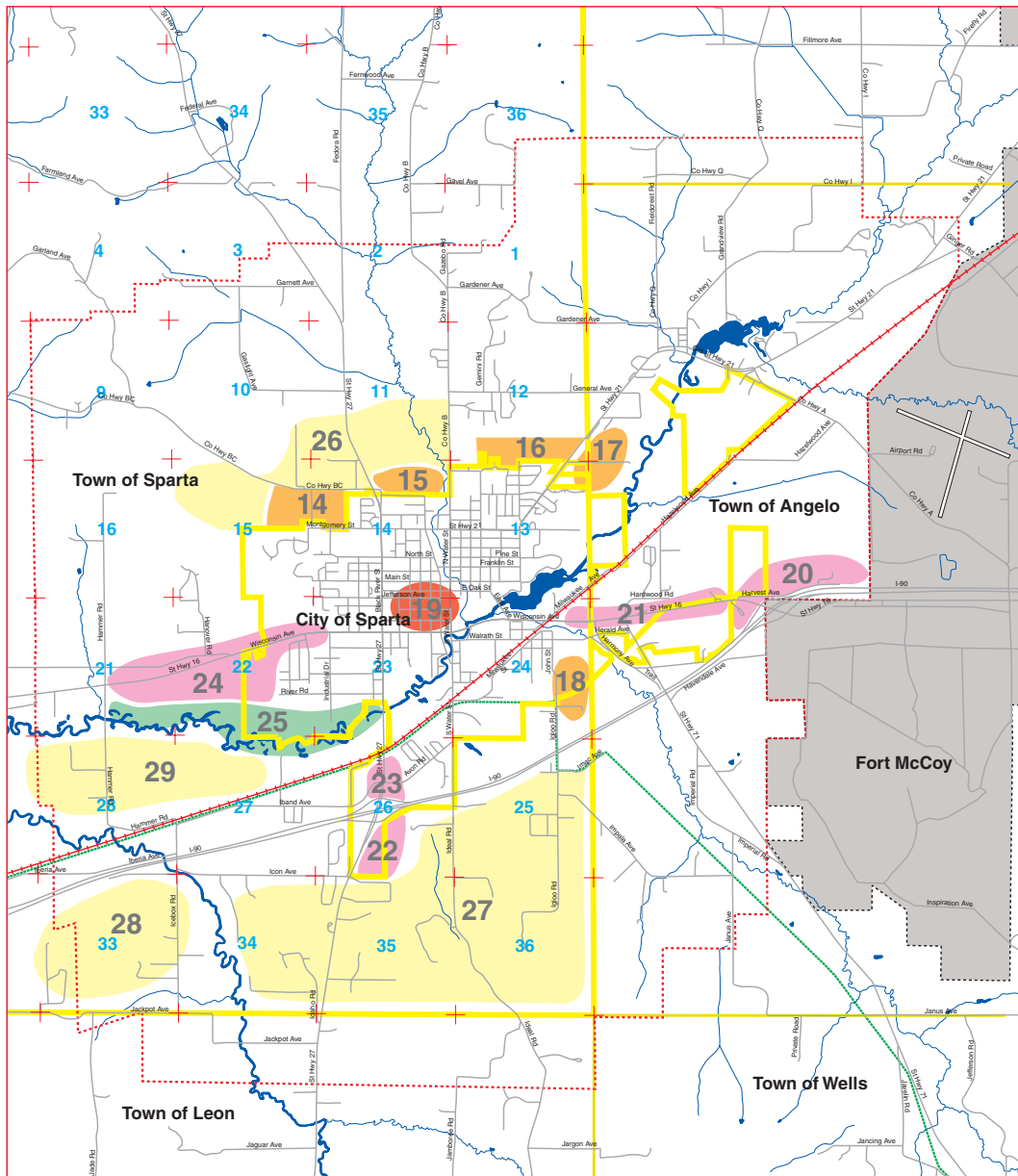
**Sparta, Wisconsin**  
July 17, 2002

**Map 1 Developmental Concepts**

Prepared by Mid-America Planning Services, Inc.



# Chapter 6 – Land Use Alternatives



- Map Features**
- Road
  - Property boundary
  - Railroad
  - Surface water
  - Municipal boundary
  - Fort McCoy boundary
  - Planning area boundary for City of Sparta
  - Section corner
  - Section number

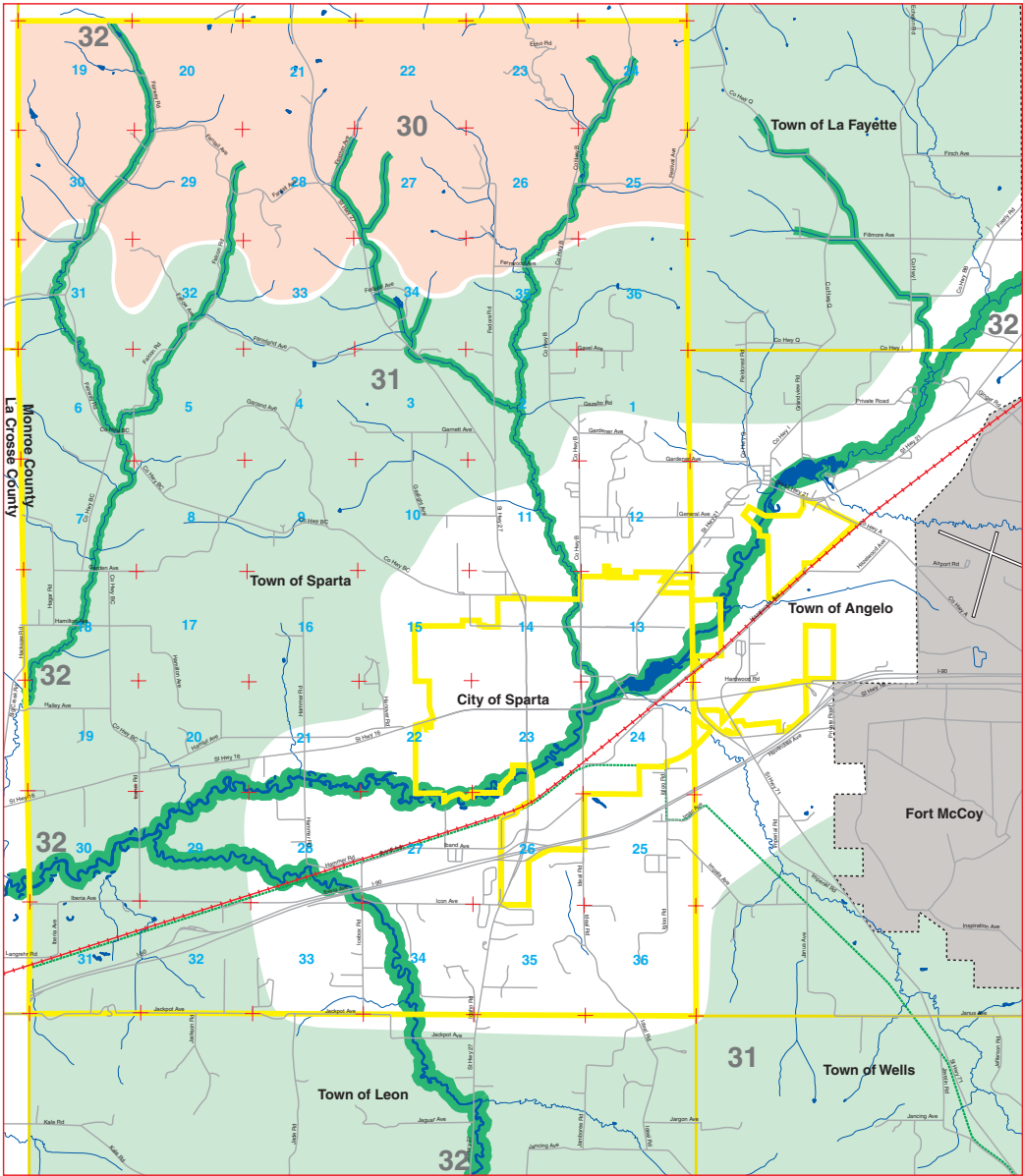
- Map Legend**
- 14–18 Multi Family Residential
  - 19 Historical Downtown
  - 20–24 Highway Commercial
  - 25 Park
  - 26–29 Single Family Residential

**Sparta, Wisconsin**  
July 17, 2002

**Map 2 Developmental Concepts**

Prepared by Mid-America Planning Services, Inc.





- Map Features**
- Road
  - Property boundary
  - Railroad
  - Surface water
  - Municipal boundary
  - Fort McCoy boundary
  - Planning area boundary for City of Sparta
  - Section corner
  - Section number

- Map Legend**
- 30 Agriculture, Woodlands, and Estate Residential
  - 31 Agriculture and Woodlands
  - 32 Open Space

**Sparta, Wisconsin**  
July 17, 2002

**Map 3 Developmental Concepts**

Prepared by Mid-America Planning Services, Inc.



*These images are courtesy of Mid-America Planning Services, Inc. (MAPS)*





A decorative graphic for Chapter 7. It features a textured, light green and yellow background with a large, stylized number '7' in a darker green color. The word 'Chapter' is written in a cursive font above the '7'.

## Chapter

# Preparing a Future Land Use Map

Included in this chapter:

- Future Land Use Map: A Definition
- Producing a Future Land Use Map
- Designating Smart Growth Areas
- Examples of Future Land Use Maps

## Introduction

After completing several components of the land use element including the land use inventory, current land use map and land use alternatives or scenarios, it is now time to draft the future land use map. The future land use map is a process of finalizing these activities and compiling the information into a visual format.

As mentioned in Chapter 3, a current land use map is required as part of the comprehensive plan. Also, a future land use map is required as described in Wis. Stat. Section 66.1001. Below is a list of required information to be included in a series of maps within the comprehensive plan:

- Current land use
- Future land use
- Productive agricultural soils
- Natural limitations for building site development
- Floodplains
- Wetlands and other environmentally sensitive lands
- Boundaries of service areas of public utilities
- Boundaries of service areas of community facilities
- General location of future land uses by net density or other classifications

**Future Land Use Map: A Definition**

The future land use map is a community’s visual guide to future planning. The future land use map should bring together most if not all of the elements of the comprehensive plan such as natural resources, economic development, housing and transportation. It is a map of what the community wants to have happen; it is not a prediction.

The future land use map is not an official map nor is it a zoning map. Table 5 describes the differences between these three maps.

**Producing a Future Land Use Map**

The community should assess the various scenarios and review the drafted goals, objectives and policies when creating the future land use map. The future land use map should be created similarly to, and be consistent with, the current land use map. It is advisable to use the same land use classification system for the future land use

map as used in the current land use map. As an example, to create a future land use map begin with the base map, and review all of the information and maps created throughout the planning process. Begin with transferring to the future land use map areas that cannot be developed, such as water and steep slopes; next consider areas that might be difficult to develop or are unique to the community, such as flood plains or wetlands. Next, if there is interest in preserving agricultural and forestry in the community, identify concentrations of prime soils and productive forestry areas. Then consider the existing residential, commercial and industrial uses and the general development trends in the community. On the map identify where it should be encouraged in the future. Consider existing utilities and facilities as you complete this step, such as roads, sewer and water, and emergency services. In the end, you should have a map that is built on each step of the planning process.

The future land use map is a milestone in the planning process and is the most important map created. It is critical to engage the

**Table 5  
Comparison of Three Different Maps**

	<b>Future Land Use Map</b>	<b>Official Map</b>	<b>Zoning Map</b>
<b>Comprehensive Plan Requirement</b>	Yes	No	No
<b>Wisconsin Statutes (Chapters, sections)</b>	66.1001(2)(h)	62.23(6)	59.69(5); 60.61(4); 62.23(7)
<b>Local Government Adopts</b>	By ordinance as part of comprehensive plan	By ordinance or resolution	By ordinance as part of zoning ordinance
<b>Parcel-based</b>	No	Yes	No
<b>Displays</b>	General land use categories	Streets, highways, parkways, railroad right-of-ways, historic districts	Zoning districts
<b>Use</b>	Visual guide for the community	Establish and preserve location of streets, highways, parks, waterways	Designate height, bulk, and use of land

public in a review of this map. Often at this stage in the planning process an open house type meeting will be held.

The future land use map may or may not contain “hard” boundary lines between categories. Different techniques may be used to show “soft” boundary lines; for example the line maybe drawn as a squiggly line or colors may be blurred together.

Future land use mapping is often done interactively by community committee members. They use existing land use maps and markers to draw in the locations of future uses. Some communities are beginning to rely on GIS to help allocate future uses. See Figures 10 and 11 on pages 60 and 61 for examples of future land use maps.

### **Designating Smart Growth Areas**

Wisconsin Statutes section 16.965 defines a smart growth area as “an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental and utility costs.” Smart growth areas are generally drawn on the future land use map.

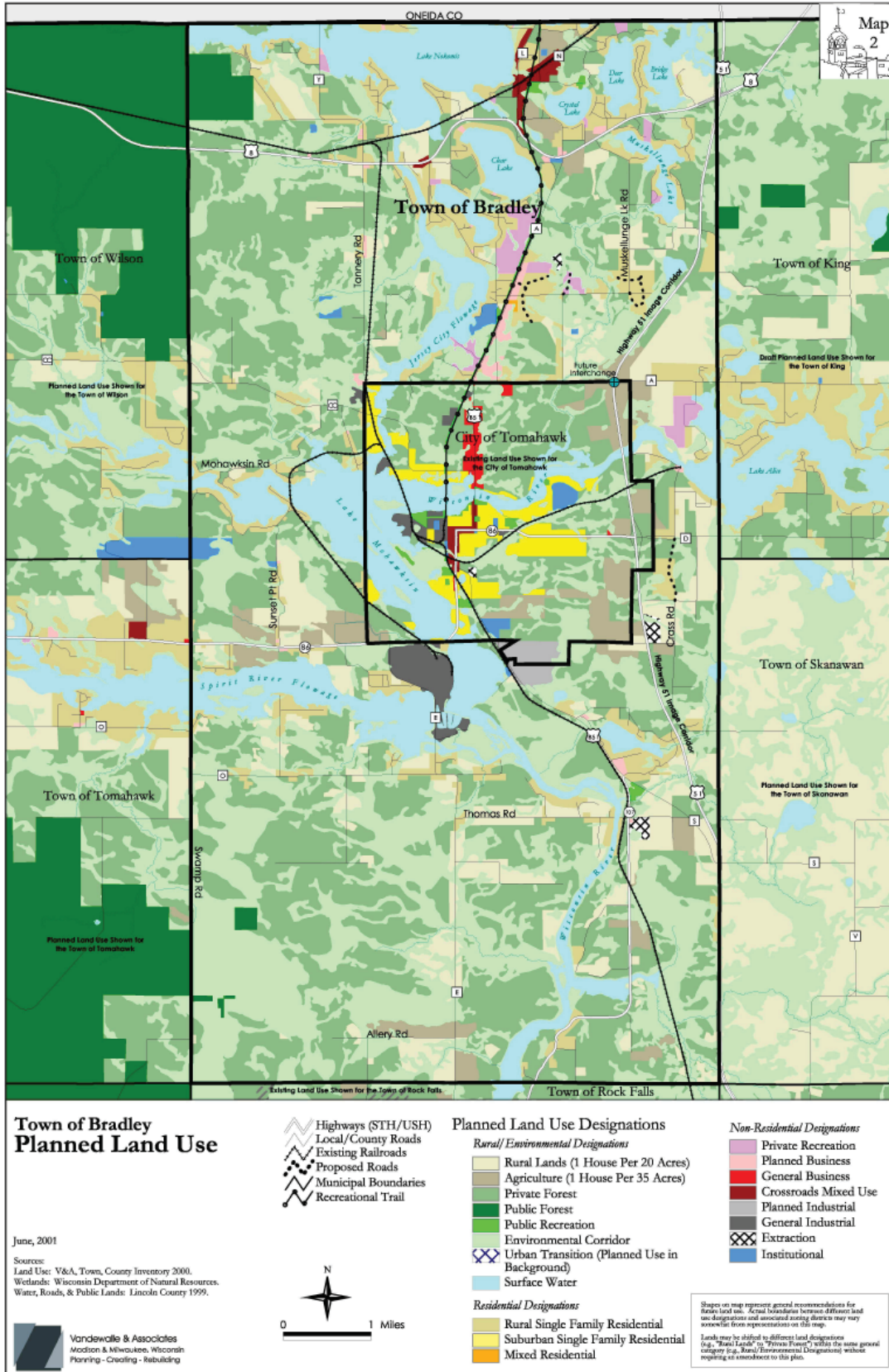
Designating “smart growth areas” is not required under the comprehensive planning law, Wis. Stats. s. 66.1001.

Although the designation of smart growth areas is only a requirement when communities receive for a comprehensive

planning grant funds from the State’s Department of Administration, you may choose to include these areas as part of your community’s future land use map if they exist.




Figure 11: Town of Bradley Planned Land Use Map







A graphic for Chapter 8 featuring the word "Chapter" in a green, cursive font and a large, green, 3D-style number "8" on a textured, light green and yellow background.

# Chapter 8

## Implementation Tools

Included in this chapter:

- Roles and Responsibilities for Plan Implementation
- Types of Implementation Tools
- Developing a Strategy
- Checking for Consistency

### Introduction

Your community has completed a future land use map as part of the comprehensive planning process. Although you have successfully accomplished a major task within the comprehensive planning process, there are still several equally important components to complete. The focus of this chapter will be to assist with the identification and selection of implementation tools that will help put into practice your comprehensive plan in general, and the land use element and future land use map specifically. This is, in essence, “where the rubber hits the road!”

One of the recurring concerns expressed by individuals following a comprehensive planning process is whether or not the plan will actually be implemented and not just “sit on the shelf.” The implementation of a future land use map can become complicated when one considers the personal, institutional, and political barriers to action, as well as physical, social and psychological changes that may occur over the span of time during which a plan is developed, adopted, and implemented. In addition to these challenges, the various processes of municipal planning, programming and budgeting tend to be out of sync with one another and the opportunities

that exist within the real world. In spite of these challenges, the reality is that many parts of comprehensive plans are implemented.

This chapter will discuss the role of plan commissioners and other community actors in implementing the land use element of the comprehensive plan. It will provide an overview of the various types of implementation tools available (including regulatory, incentive-based, voluntary and non-regulatory), and describe some common tools in each category. Next, the chapter will outline a community resource assessment to be performed when developing an implementation strategy. Finally, it will define an evaluation process to ensure consistency between the land use element and the other elements of a comprehensive plan.

### **Roles and Responsibilities for Plan Implementation**

#### **Role of Local Governing Bodies**

Adoption of a community plan and regulations used to implement the plan, such as zoning or development standards, are legislative functions reserved by state law for local governing bodies such as county boards, town boards, village boards and city councils. Planning and zoning powers are granted to counties, towns, villages, and cities (sections 59.69, 60.61, 60.62, 61.35, and 62.23, Wis. Stats.) mainly for the purpose of promoting health, safety and the general welfare of the community.

#### **Role of Plan Commissions**

Plan commissions are central to local plan making and the implementation of various land use tools such as official maps, local subdivision ordinances, zoning ordinances

and local building codes. Plan commissions are involved in three types of governmental decision-making:

*Legislative decisions* – recommending actions to the governing body regarding adopting or amending plans, ordinances, or other implementation tools.

*Quasi-judicial decisions* – application of local ordinances where decision-making authority has been delegated to the commission by the governing body. For example, plan commissions may be given the power to hear zoning conditional use permits, plat approvals, or administrative appeals and variances for ordinances not adopted under comprehensive zoning authority (e.g., land division).

*Administrative decisions* – individual commissioners may perform functions of an administrative official. For example, commissions may play an active role in the management of the local planning and zoning department and oversee its personnel. In smaller communities, commissions may evaluate development applications and issue permits.

Distinguishing among these three types of legal authority is important because the type of decision determines the rules that apply to the decision-making process and the degree of discretion available to decision-makers.

Cities, villages and towns that have adopted village powers may establish plan commissions by ordinance (sections 62.23(1), 61.35, and 60.22(3), Wis. Stats). Counties have the option to establish either a plan commission or a planning and zoning committee composed of county board members (section 59.69, Wis. Stats). A model ordinance for establishing a plan commission is available from the UW-

Extension Local Government Center ([www.uwex.edu/lgc/](http://www.uwex.edu/lgc/)).

**Role of Professionals**

Professional staff, including local planning and zoning staff, paid consultants, legal counsel and Extension educators provide citizens, plan commissioners and local governing bodies with educational and technical support related to plan implementation. They are typically involved in a wide range of activities from drafting ordinances and conducting technical or feasibility studies to facilitating meetings or hearings and providing general educational support.

**Role of Citizens**

Opportunities for public participation and education throughout the planning process make it more likely that citizens will endorse the plan and support its implementation. Citizen leaders that emerge throughout the process are good candidates for spearheading new programs or assisting with a variety of plan implementation programs, such as local conservation organizations, citizen monitoring programs, and related educational efforts.

**Types of Implementation Tools**

A variety of plan implementation tools is available to implement a community’s comprehensive plan. While some communities are drawn to traditional regulatory approaches to plan implementation, others may wish to explore more flexible options based on education, incentives and voluntary compliance. Generally, there are four categories of implementation tools, distinguished by the degree of regulatory power associated with each: 1) Non-regulatory, 2) Voluntary, 3) Incentive-based, and 4) Regulatory. The following paragraphs provide an overview of each category along with examples of each. Table 6 provides additional examples.

**Non-regulatory**

There are a variety of plan implementation tools that are attractive to communities precisely because they do not involve regulation. One of the most important yet often overlooked implementation tools is the use of education. Efforts to inform and involve citizens and local decision-makers throughout the planning process generally results in plans that are more

<b>Non-regulatory</b>	<b>Voluntary</b>	<b>Incentive-Based</b>	<b>Regulatory</b>
<ul style="list-style-type: none"> <li>• Education</li> <li>• Grant procurement</li> <li>• Hire planning staff or zoning administrator</li> <li>• Detailed or special-purpose planning (i.e., neighborhood or corridor plan)</li> <li>• Public investment (i.e., land acquisition or utility expansion)</li> </ul>	<ul style="list-style-type: none"> <li>• Conservation easement</li> <li>• Purchase of development rights</li> <li>• Outright donation of land</li> </ul>	<ul style="list-style-type: none"> <li>• Transfer of development rights</li> <li>• Density bonus</li> <li>• Tax increment financing</li> <li>• Other tax incentives</li> <li>• Shared services</li> <li>• Revenue sharing</li> </ul>	<ul style="list-style-type: none"> <li>• Zoning</li> <li>• Land division or subdivision control</li> <li>• Site plan review</li> <li>• Design standards (i.e., landscaping or signage)</li> <li>• Performance standards</li> <li>• Interim regulation (i.e., moratoria)</li> </ul>

reflective of community desires and are easier to implement. Education designed to accompany other plan implementation tools is also likely to increase the rate of acceptance, participation and overall success of these tools. Aside from education, communities may also opt to utilize other non-regulatory tools, either singly or in combination with other tools. For instance, following completion of a comprehensive plan, some communities may identify a need to prepare additional plans or studies examining specific resources, issues or locations of concern. Most communities will prepare a budget or capital improvement plan outlining how to fund various plan implementation programs over the next one to five years. Infrastructure upgrades and land acquisition may be among those items funded. Finally, as communities contemplate how to fund and staff new programs they may need to participate in grant writing or hire new planning and zoning staff. These examples are not inclusive but do provide some introduction to the many types of non-regulatory tools available.

### **Voluntary Tools**

Voluntary tools target awareness building and behavior change based on one's intrinsic motivation. A healthy, vibrant community relies upon its residents to do those things that would benefit their community. Common tools include conservation easements and purchase of development rights. Increasing awareness about land conservation and encouraging individuals to participate on a voluntary basis is a long-term effort needed in every community to ensure better land use practices at an individual level.

*Conservation Easement* – A common tool used across the nation, conservation easements allow landowners to permanently

limit future development on their property. It is a voluntary legal agreement between the landowner and a public agency or nonprofit organization. The landowner retains ownership and the right to use the land according to the terms outlined in the agreement. Public access may be provided, but is not required. Conservation easements are occasionally purchased, but frequently donated. Provided that certain conditions are met, donated easements may be eligible for income, estate and/or property tax benefits.

An outside party such as a land trust or unit of local government is needed to monitor and maintain the easement. The landowner continues to bear all costs and liabilities related to ownership and maintenance of the property, unless otherwise negotiated within the agreement. The government or organization in charge of overseeing the easement regularly monitors the property to ensure compliance with the terms of the easement but typically does not have other management responsibilities related to the property. For more information on conservation easements refer to Chapter 23 of the Wisconsin Statutes or visit the Gathering Waters website, a coalition of Wisconsin land trusts ([www.gatheringwaters.org/](http://www.gatheringwaters.org/)).

Conservation easements serve as the principal legal mechanism used to limit future development of land in a Purchase of Development Rights (PDR) or Transfer of Development Rights (TDR) program. These two programs are briefly discussed below.

*Purchase of Development Rights (PDR)* - A voluntary program in which a landowner sells the development rights of his or her land to a local unit of government or qualified organization. A conservation easement is



placed on the land and recorded with the title to permanently limit development on the land.

When a local unit of government or qualified organization such as a land trust makes an offer to a landowner to buy the development rights of a parcel, the landowner can negotiate price and conditions, and may accept or decline the offer. The amount of compensation received by a landowner is generally equivalent to the value of the right to develop the land, which is the difference between the appraised value for development and the appraised value for agriculture or conservation. Once an agreement is reached between the buyer and seller, the conservation easement is recorded with the deed ensuring the parcel will not be developed in perpetuity. If and when the property is sold, the development restrictions apply to all subsequent landowners. A leading organization actively involved in purchase of development rights for prime farmland is the American Farmland Trust ([www.farmland.org/](http://www.farmland.org/)).

### **Incentive-Based Tools**

These techniques rely upon the use of financial rewards, directly or indirectly, to encourage development that would achieve community goals. Incentive-based tools are becoming popular for encouraging landowners and developers to conserve open space, develop away from sensitive areas and at a higher density. Some examples of these tools include transfer of development rights and density bonuses.

*Transfer of Development Rights (TDR)* - A program that creates a market for buying and selling the rights to develop property. To implement a TDR program, the local governing body must identify one or more

“sending areas” where land conservation is sought and one or more “receiving areas” where development of property is desired and can be serviced properly. The main goals of the program are to protect the natural, scenic, or agricultural qualities of land, while compensating landowners in the sending areas for their development rights.

Local units of government are allowed great flexibility in designing a TDR program, including goals, timing, reimbursement, and density and type of development. When creating a TDR program in Wisconsin, all procedures required for adopting and amending local ordinances or laws, including provisions for notice and public hearing, must be followed.

*Density Bonus* - Allows a parcel to accommodate additional building space or additional units beyond the maximum for which the parcel is zoned, usually in exchange for the preservation of an amenity at the same site or at another location. For example, landowners may be allowed to build at a higher density than permitted in the zoning district if they agree to preserve and maintain open space, consolidate public services, or purchase development rights or easements in sensitive areas located elsewhere in the community.

In most instances, the use of bonus and incentive zoning techniques must be tied to a site plan approval process to assure that the granting of the bonus does not have an adverse effect on adjacent properties in the zoning district. This sort of tool can be tied to development agreements ensuring that property rights and density-protected areas remain valid if regulatory changes occur. In addition, this tool may be combined with other incentives for the developer such as

permit fee waivers, expedited permitting processes, local financial assistance, among others.

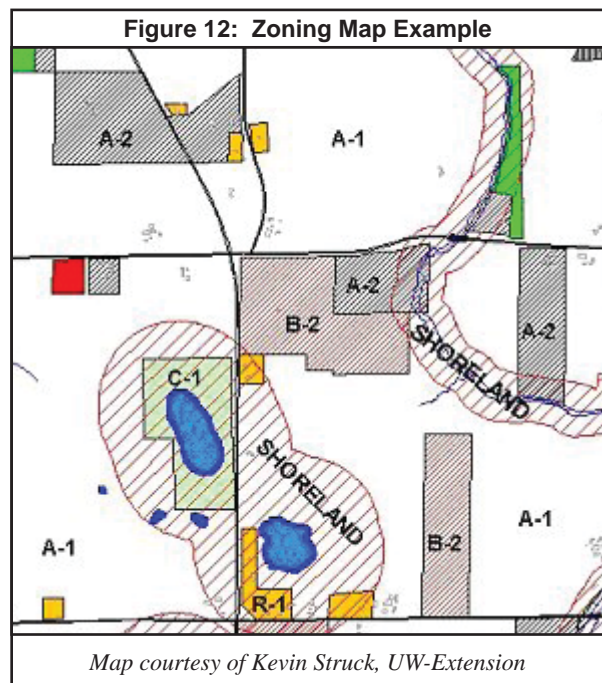
**Regulatory Tools**

Regulation is the most common tool used by local governments when it comes to land use and management. Regulatory tools provide clear provisions about what can and cannot be done, but may lack flexibility in dealing with unique cases. Common examples of regulatory tools include zoning and land division regulations.

*Zoning* - The first idea that comes to someone’s mind when asked to consider ways to implement a future land use map, or for that matter a comprehensive plan, is some form of regulation, most commonly a zoning ordinance. Because it is so frequently utilized, many confuse the use of zoning regulations to implement a plan with planning itself. Zoning ordinances regulate how a parcel of land in a community may be used. They also may regulate the size and shape of lots along with the density, height, shape, bulk, and placement of structures. General zoning power is granted to counties, towns, cities, and villages to protect public health, safety, and general well-being (sections 59.69(5), 60.61, 60.62, 60.35 and 62.23(7), Wis. Stats.). The first use of zoning regulations in Wisconsin dates back to Milwaukee in 1920, with many other cities and villages following soon after. In 1929, the legislature authorized the use of zoning for rural areas as well, making Wisconsin the first state in the U.S. to have rural zoning.

Zoning has become widely utilized and understood because it is relatively simple, inexpensive, and can cover a large geographic area. Essentially, a zoning ordinance contains two components: text that identifies various

use districts and describes what is permitted within each district, and a map that depicts the location of these districts throughout a community. See Figure 12, Zoning Map Example. To determine what can be done with a property, an individual first views the zoning map to identify a property’s zoning, and then reads the text to identify permitted uses and other pertinent regulations. Zoning ordinances must also contain procedures to amend the zoning text and map, seek a variance or conditional use, or appeal an administrative decision.



Local communities decide whether to adopt general zoning, also known as comprehensive zoning. Wisconsin statutes, however, require communities to administer certain types of zoning as described below.

Shoreland zoning provides development standards near waterways to protect water quality, aquatic and wildlife habitat, shore cover and natural scenic beauty. It is required of counties. Shoreland-wetland zoning generally

prohibits or severely restricts development in wetlands near waterways. It has the same objectives as shoreland zoning and is required of counties, cities and villages that have received wetland maps from the state.

Floodplain zoning provides location and development standards to protect human life, health and property from flooding. It is required of communities that have been issued maps designating flood prone areas.

In addition, communities may opt to implement specialized forms of zoning such as exclusive agricultural zoning, stormwater management zoning, extraterritorial zoning, and overlay zoning, to name a few.

#### *Land division and subdivision regulations*

– Another popular implementation tool used extensively by communities is a land division or subdivision ordinance. This type of regulation defines how a large parcel of land is divided into smaller parcels for development, and ensures the proper design of new developments including infrastructure such as roads, sidewalks, water, sewer, etc. In addition, land division and subdivision regulations determine who is responsible for financing and maintenance costs associated with new developments.

Under Wisconsin law, any city, village, county, or town which has established a planning agency may adopt a land division ordinance governing the subdivision or other division of land that is more restrictive than the provisions in Chapter 236 of Wisconsin Statutes (section 236.45(2)(a), Wis. Stats.). Public participation is recommended during the design, review and adoption processes associated with developing land division regulations. Like zoning, land division regulations are primarily prepared by the

planning commission and recommended to the governing body for adoption. Developers in communities without a local land division ordinance must comply with the minimum standards laid out in Chapter 236 of the Wisconsin Statutes, which focus mainly on the process and logistical details of land division but do not address the effects of the resulting land divisions on communities.

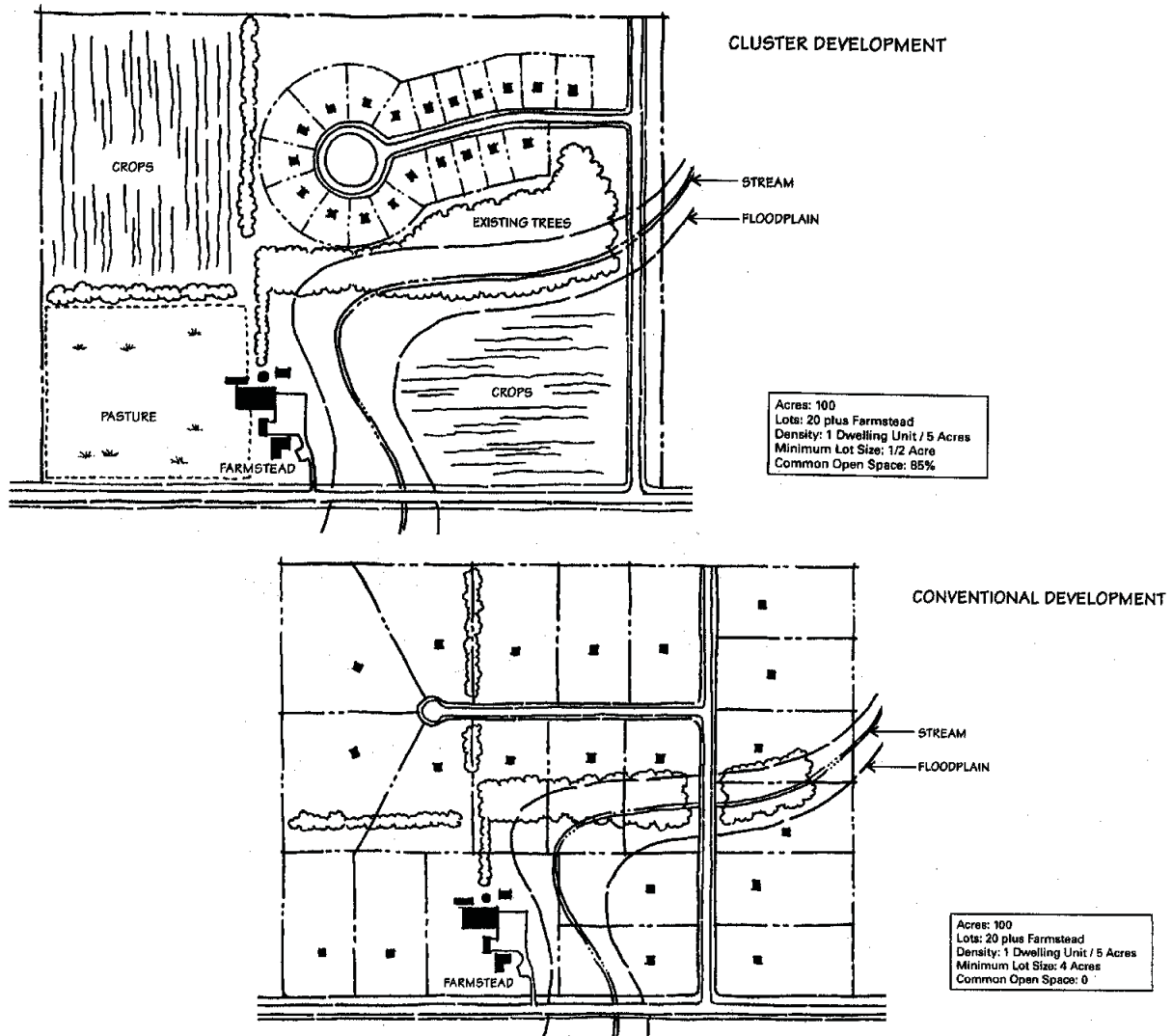
Local governing bodies (county boards, town boards, village boards and city councils), with recommendations from their respective planning commissions, are typically authorized to evaluate and approve the division of a parcel of land, subject to community standards and criteria. In some cases, however, plan commissions have the final authority for land divisions.

An alternative to conventional subdivision regulation is the conservation subdivision. (See Figure 13 on page 70.) Conservation subdivisions direct the location of residential dwellings on a parcel of land to protect open spaces and sensitive areas. This allows for dwelling units to be grouped or “clustered” on only a portion of a parcel, while the remainder of the site is preserved as open space, farmland, or as an environmentally or culturally sensitive area. Clustering of the dwellings into a small area is made possible by reducing the individual lot sizes.

### **Developing a Strategy**

Typically, identifying and selecting plan implementation tools is accomplished iteratively throughout the planning process. Tools that are best-suited to address a community’s needs naturally emerge when identifying goals, objectives and policies for

Figure 13  
A Comparison Between Conventional and Cluster or Conservation Subdivision Development



Source: SEWRPC. 2002. "Model Zoning Ordinance For Rural Cluster Development"

each of the elements. Most communities find that using a combination of plan implementation programs and initiatives is better than using only one tool, say for example, zoning. In this instance, it is helpful to think of the implementation of a comprehensive plan much like a salad, with zoning regulations acting as the lettuce. The lettuce by itself is nothing more than lettuce. However, when you begin to add land division regulations (tomatoes), development

codes (shredded cheese), or official mapping (salad dressing), you begin to develop something that is much more complete.

After identifying a range of potential plan implementation tools, tools should be selected in a coordinated manner taking into account the community's available resources and abilities. A community resource assessment, described below, allows a community to assess its political,

fiscal, economic and social resources and environment to determine which tools can be realistically used in the community.

### **Community Resource Assessment**

The following is a sample list of questions that you may want to ask to assist in assessing your community’s resources for implementing a comprehensive plan.

*Who will be the primary individuals involved with implementing the future land use map and land use goals, objectives, policies and programs?*

*Do those individuals have any personal stake in the final outcome?*

*To what degree were those individuals involved in the planning process? Have they bought into the final outcome?*

*Will the implementation strategies demand additional funds or staffing to implement? If so, what is the likelihood that funding and personnel will be provided? What is a realistic timeframe for implementation given existing budget and staff constraints?*

*What is the expected outcome of each strategy versus the expected demand on resources? In essence, what is the expected rate of return?*

*How strong was the community’s involvement and support of the comprehensive plan, and more importantly the land use element of the plan? In essence, is there political support for the plan?*

After performing this assessment, you should have some idea of the human and financial costs associated with each

implementation tool, tradeoffs involved in selecting one tool over another, and an understanding of those tools that are more politically or socially acceptable to the local community. When selecting tools, it is important to consider how each tool will mesh with other proposed tools as well as existing regulations. If considered early on, a community will have to give less thought later to ensuring consistency between their comprehensive plan and competing land use regulations. After prioritizing and selecting tools, communities should outline a timeline for implementation, funding sources, and parties responsible for implementation and monitoring.

### **Checking for Consistency**

Once a community’s comprehensive plan has been developed and adopted, the plan will serve as a central guide to the future development of the community. To ensure local actions are consistent with the local comprehensive plan, the Wisconsin Comprehensive Planning Law specifies that “beginning on January 1, 2010, if a local governmental unit engages in any of the following actions, those actions shall be consistent with that local governmental unit’s comprehensive plan” (section 66.1001(3), Wis. Stats.). Actions that must be consistent include:

- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or 236.46.
- County zoning ordinances enacted or amended under s. 59.69.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Town zoning ordinances enacted or



## Chapter 8 – Implementation Tools

amended under s. 60.61 or 60.62.

- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231.

Although the law does not require it, good planning practice dictates that other land use related actions be consistent with the community's comprehensive plan as well.

Communities are advised to consider these consistency requirements long before adopting the comprehensive plan. If considered early, many inconsistencies can be avoided. For example, a community could use the text of the comprehensive plan to explain timing and phasing issues not readily depicted on their future land use map. If the future land use map were to be used as a basis for future zoning designations, and the community wished to include a transition zone between agricultural and residential land, for instance, the text would explain how and when that transition should occur.

Following adoption of the plan, local governments will also be responsible for ensuring that the actions outlined above do not conflict with the provisions of their plan. Consider, for example, a future land use map that designates an area of a community as woodlands, yet under current zoning that area is zoned for industrial use. When such inconsistencies exist, the local government has the option of updating their comprehensive plan or more likely, of amending the regulation. When local land use actions are not consistent with the recommendations included in a community's comprehensive plan, those actions may be subject to legal challenge following January 1, 2010. Additionally, the purpose and function of the comprehensive plan will be diminished.

Chapter

9

# Monitoring and Future Updates and Revisions

Included in this chapter:

- The Importance of Monitoring Progress
- Techniques to Monitor Your Plan
- Updating the Land Use Plan

## The Importance of Monitoring Progress

A part of good planning practice is monitoring progress. One of the important aspects of setting goals, objectives, policies and programs is to be able to monitor plan implementation. Tracking objectives is a way for your community to know whether it is successfully implementing the comprehensive plan that your community spent hundreds of hours and financial resources to develop. In Chapter 5, we advised that objectives, specifically, should be written to be measurable. This means that the planning commission and other

interested community members can track various activities over time. Although, it is the primary responsibility of the plan commission and the elected officials to track plan accomplishments, others may also check its progress, including community staff persons such as zoning administrators or planners, and citizen groups. The idea is to accomplish the objectives the community set for itself. The implementation element requires “a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan.” Here is where the link is made between the land use and implementation elements.

### **Techniques to Monitor Your Plan**

Setting up a simple chart that includes goals, objectives, policies and implementation activities, is one easy way to track progress. Including a time line for action is also important. Figure 14 on the following two pages is an excerpt of the progress chart used by the Town and Village of Black Creek.

### **Updating the Land Use Plan**

The implementation element of the comprehensive planning law requires a process for updating the comprehensive plan. Statute 66.1001(2)(i) states “The [implementation] element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.” Although the land use element will not include language that applies to how it will be updated, it is a good idea for the community to consider the process of updating. It is likely that the land use element will need major updating whereas other elements may need only minor adjustments. The need for major updates stems from growth and change that many communities have or are likely to experience.

**TIP:** Publishing the plan in a binder or web format and using word processing software makes it easy to make regular updates to the comprehensive plan.

One process is to review systematically the goals, objectives, policies and programs, to determine which have been accomplished (this should be straightforward if the plan commission and/or others have monitored

implementation). As community values and conditions evolve over time, you may find that some goals, objectives, policies and programs are no longer relevant. It is important that these be revised or replaced to better reflect current community values and conditions. The update should take much less time than the comprehensive planning process, but should include public participation, especially if the plan commission has determined that new goals, objectives, policies and programs are needed.

**Figure 14: Example of Tracking Progress Through Charting**

This example begins with a list of land use policies and shows a table that identifies each objective, its related element, a partner, funding source, and timeline.

### Land Use Agenda

*It is the policy of the Town and Village of Black Creek to:*

- *Review all development proposals in accordance with this Comprehensive Plan. Decisions will be based on the guidelines provided in the plan and further discussed in the Implementation Chapter.*
- *Provide sidewalks, trails, and other pedestrian and cycling connections throughout the Village to offer a walkable environment.*
- *Build to the sidewalk to promote walkability.*
- *Promote energy efficiency building and design practices by encouraging development that complies with the Wisconsin Energy Star program or similar programs.*
- *Create spaces throughout the community for citizens to be physically active (e.g. parks, trails, sidewalks).*
- *Make the front of new commercial and industrial buildings “permeable” (i.e., no blank walls, use windows, doors, material changes and other amenities to keep the buildings interesting).*
- *Prohibit parking lots in front of apartment buildings, unless on-street parking is provided.*
- *Encourage infill and new development based on Traditional Neighborhood Design and New Urbanism principals in the Village.*
- *Improve connectivity by using grid-like patterns and using trails and sidewalks to make walking easy and safe.*
- *Seek to maintain the environmental features shown on the Future Land Use Maps by directing development away from these areas.*

LAND USE GOAL #1				
Create a healthy, livable community that attracts quality residential and business development.				
RELATED ELEMENTS	SUPPORTING OBJECTIVES	CHAMPION / PARTNER	POTENTIAL FUNDING SOURCE	MILESTONE DATE
Land Use	1. Develop connectivity standards within the subdivision and zoning chapters of the Town and Village ordinances to promote better connectivity though the community.	WisDOT	Town and Village Budgets	2009
Economic Development	2. Review and revitalize local landscape ordinances to include illustrations and an information brochure to make the ordinance more user-friendly.	Local Business Community	Town and Village Budgets	2007
Land Use	3. Encourage mixed used developments that integrate businesses/services (e.g. schools, offices, parks) and housing in close proximity by revising the Village Zoning Ordinance to allow corner uses (e.g. neighborhood activity centers).	Developers	Village Budget	2006

## Chapter 9 – Monitoring and Future Updates and Revisions

<b>LAND USE GOAL #2</b>				
Create a destination point for residents and visitors.				
<b>RELATED ELEMENTS</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Economic Development	1. Improve the Village of Black Creek downtown and adjacent gateways so that they may become a focal point for quality development using tax incremental financing, grants, and private investment.	Economic Development Committee & Chamber of Commerce	Downtown Businesses	2009
Utilities & Community Facilities	2. Expand identification signage, directional signage, historic street signage and lighting within the Village to meet the needs of both motorists and pedestrians.	Economic Development Committee	Downtown Businesses	2006
Economic Development	3. Encourage economic redevelopment of the Village's downtown through marketing, zoning, and other incentives.	Economic Development Committee & Chamber of Commerce	Downtown Businesses	2007
Utilities & Community Facilities	4. Provide information kiosks to help direct visitors through the community.	Economic Development Committee & Chamber of Commerce	Downtown Businesses	2007
Implementation	5. Review model Traditional Neighborhood Design and New Urbanism codes available from the UW-Extension and other organizations to consider changes in the Village's Zoning Code.	Economic Development Committee	Village Budget	2008
Implementation	6. Create a Village design ordinance with specific standards for commercial, industrial and multiple family residential developments.	Economic Development Committee	Village Budget	2009

<b>LAND USE GOAL #3</b>				
Protect the abundant and high quality natural resource areas to maintain the Town and Village's natural atmosphere and community character.				
<b>RELATED ELEMENTS</b>	<b>SUPPORTING OBJECTIVES</b>	<b>CHAMPION / PARTNER</b>	<b>POTENTIAL FUNDING SOURCE</b>	<b>MILESTONE DATE</b>
Agricultural, Natural & Cultural Resources	1. Identify and map primary and secondary conservation areas in the Town using the maps from this plan as a starting point.	UW-Extension	WDNR	2005
Agricultural, Natural & Cultural Resources	2. Permit the development of cluster or conservation subdivisions in the Town to maintain environmental corridors for wildlife habitat, open scenic vistas from roadways, and to buffer the subdivision from nearby agricultural areas.	Town Board	Town Budget	2006

*Excerpt from the implementation chapter of the Town and Village of Black Creek, WI, comprehensive plan. OMNI Associates. Adopted March 2005.*



## Appendix

# Land Use Planning Principles



*The following principles may help guide the preparation of a map of desired future land uses. The principles are grouped under several broad categories. This list is not exhaustive. There may be additional issues and considerations that are particular to your community that you may wish to add.*

### GENERAL LAND USE

- Separate incompatible uses, such as industrial from residential, by locating them in different parts of the community or buffering them from each other.
- Consider potential “nuisances,” such as noises, light, smell, high volume roadways and industrial uses.
- Accommodate daily services in a central location or business district.
- Locate institutional uses in areas to serve as focal points for the community and, where appropriate, support downtown or special district activities.
- Continue developing in areas where existing development is already located or where public services already exist rather than developing new areas.

### **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

- Minimize development of the best agricultural lands.
- Discourage growth in natural areas like wetlands, steep slopes, floodplains, and stream corridors.
- Consider historic resources and archeological sites.
- Configure development relative to topographical constraints (e.g. relatively flat areas are more suitable for commercial/industrial type uses whereas rolling topography may be appropriate for some housing)
- Capitalize on, but do not harm natural amenities (like rivers, forested or wooded areas, wetlands, etc).
- Consider sustainability of future water supply and impacts of solid and liquid waste treatment and disposal.
- Provide for existing water supply to be protected (wellhead protection).
- Consider natural hazards such as bluff stability along the lakes and Mississippi River and water related hazards such as arsenic in the Fox Valley and radioactivity in other areas.

### **HOUSING AND NEIGHBORHOOD DEVELOPMENT**

- Provide enough areas for housing to meet future growth expectations.
- In cities and villages and urban towns, incorporate a mix of housing types, densities, and costs (single-family, multi-family, apartments, senior and affordable housing).
- Distribute affordable housing throughout the community.

- Plan for multi-family developments in parts of a city or village where streets and sidewalks can handle the increased amount of traffic generated by the project, where there are adequate parks, and where the utility system and schools have sufficient capacity.
- Within cities and villages and urban towns, design new neighborhoods that are located within walking distance of civic spaces, churches, commercial uses and jobs.
- Encourage small-scale retail and services to locate close to residential neighborhoods.
- Separate and buffer mainly residential neighborhoods and schools from large-scale commercial and industrial areas.
- Preserve distinctive and attractive entryways into the community. (i.e. how does the community wish to present itself to visitors exiting the interstate - big box stores, strip development, etc.)

### **UTILITIES AND COMMUNITY FACILITIES**

- Maximize use of existing utility systems and facilities before extending systems.
- Avoid urban development in areas that cannot be easily or economically served with municipal utilities.

### **ECONOMIC DEVELOPMENT**

- Particularly in cities and villages, maintain a sufficient supply of developable land for industrial and commercial land uses.
- Focus planned expansion of larger commercial development in discrete areas

on major roads.

- Discourage continuous strip development along long stretches of roads.
- Consider the impact of future commercial areas on the economic viability of existing commercial areas like downtowns.
- Encourage commercial “infill” development in areas where adequate services are already in place.



A graphic featuring the word "Appendix" in a green, italicized serif font, positioned above a large, bold, green letter "B". The text is set against a background of textured, aged paper with a torn edge effect.

*Appendix*

# **An Example of a Land Use Element**

The following pages are an example of a land use element extracted from the Town and Village of Black Creek Comprehensive Plan, as adopted by both communities in March 2005. The document is available from [www.omni.com](http://www.omni.com).

These pages are included with permission from OMNNI Associates, a planning, engineering, architectures & environmental firm located in Appleton, Wisconsin.



## 10.0

## FUTURE LAND USE

### Introduction

Land use is the central element of a comprehensive plan. Previous elements have discussed the Town and Village’s projected population, housing, and economic growth; documented the need for transportation improvements and other utilities and community facilities; and profiled Black Creek’s natural resources. This element assesses land use trends by pulling together the recommendations from the previous chapters.

This chapter concludes with 10-year and 20-year *Future Land Use Maps*. These maps illustrate the goals, objectives, visions and policies expressed throughout this plan. More importantly, they seek to reflect, to the greatest extent feasible, the desires, expectations and demands of residents and landowners in the Town and Village of Black Creek.

### Land Use Vision

In 2025, Residents of the Town and Village of Black Creek take pride in the community’s small town atmosphere, high-quality and diverse housing choices, schools, parks and services. Compact Village development patterns allow residents to easily walk to places of interest (e.g. stores, schools, parks, downtown). The farmland and natural areas of the Town support the agricultural economy, maintain important wildlife habitat, and keep Town taxes low. The Town and Village have an established industrial development area that takes advantage of its proximity to important rail and highway corridors and its central location between Appleton and Green Bay. Quality industrial and business park space brings new development to the area at a steady pace.

Of the 14 local planning goals described in the Comprehensive Planning Law, Black Creek believes that the goals listed below specifically relate to planning for land use:

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, woodlands, open space and ground water resources.
- Protection of environmentally sensitive areas and productive farmland areas.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial uses.
- Balancing individual property rights with community interests and goals.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

## Background

The Black Creek planning process was initiated with an extensive vision development effort and review of the historic and existing population characteristics. This information is in Chapters 1 and 2. From there, the Town and Village worked together to study current conditions and future needs related to housing (Chapter 3), transportation (Chapter 4), utilities and community facilities (Chapter 6), and economic development (Chapter 5). The Town and Village also examined the natural environment and agricultural considerations in Chapter 7. Finally, existing land use patterns and regulations were considered in the previous chapter.

## A Healthy and Active Black Creek in 2025<sup>1</sup>

In the mid-1990s, public health experts began to focus their attention on the extent to which the built environment can either help or hinder the public’s ability to become and stay healthy. These experts recognized that many of the community planning and design tools that have been used to implement “smart growth” objectives – bicycle and pedestrian planning, mixing land uses, broadening transportation options, and encouraging compact form – may also be creating communities where people could be physically active on a regular basis.

The new focus on the relationship between community design and physical activity was sparked by soaring rates of obesity nationwide, a trend that has been widely reported in the popular media. As rates of obesity, heart disease and stroke have climbed steadily in the last three decades, health experts realized that long-standing approaches aimed at getting people to modify their eating habits and improve their cardiovascular health were only modestly effective. Urban sprawl, which is facilitated in large part by Euclidean Zoning<sup>2</sup>, traditional subdivision standards, and poor street connectivity, has become commonplace over the past 30 years. The sharp separation of land uses, which contributes to urban sprawl, is now recognized as one of several hindrances to communities’ efforts to create healthy, walkable neighborhoods. The separation of land uses and larger lots discourages walking and promotes a sedentary lifestyle where the public is largely dependent on private vehicles to meet their transportation needs. Likewise, poor street connectivity results in isolated, single-use subdivisions that have limited direct street or pedestrian connections to nearby schools, shopping or other destinations.

### What is a Planned Unit Development (PUD)?

A PUD is a development approach whereby a parcel of land is developed as a single unit, rather than as individual lots, with design flexibility from traditional siting regulations (such as side yards, setbacks, and height limitations) or land use restrictions (such as prohibitions against mixing land uses within a development). The greater flexibility in combining various land uses makes it possible to achieve certain economics in construction, as well as the preservation of open space and the inclusion of many amenities (e.g. trails, landscaping, including a mix of housing types in a single development). PUDs are also used to allow infill development in downtown and hamlet areas that include small lot sizes that cannot conform to modern setback requirements.

Properties zoned PUD, permit development as is specifically depicted on plans approved in the process of zoning that lot or tract. This gives the community a clear picture of exactly what is being approved. These plans should include renderings of the building design and landscaping.

<sup>1</sup> Section includes excerpts from Zoning Practice, Issue No. 6: Physical Activity, June 2004.

<sup>2</sup> Euclidean Zoning is zoning that separates land uses by type. The name is in reference to the 1926 U.S. Supreme Court Decision Euclid vs. Ambler realty that established the foundation for zoning in the U.S. Mixed-use development patterns offer an alternative to Euclidean Zoning approaches.

## Appendix B – An Example Land Use Element

“Smart growth” calls for more mixed-use developments and districts. To be possible in Black Creek, this will either require the approval of a complicated pattern of zoning, the creation of new zoning districts, or the use of the existing Planned Unit Development District in the Village’s Zoning Code (see box on previous page).

There are several things the Village of Black Creek can do to support a healthy community with neighborhoods where residents have more opportunity to be active. This chapter seeks to define those approaches through New Urbanism, Traditional Neighborhood Design, and other tools like:

- Increasing development densities;
- Requiring sidewalks and trails in new developments;
- Retrofitting already developed areas with sidewalks, trails, and bike paths;
- Linking open spaces; and
- Requiring street connectivity.

### Understanding Development Desires

In order to understand desired development in and around the Town and Village, residents were provided a variety of opportunities to participate in the planning program. Four activities were particularly instrumental in understanding local development desires and expectations:

1. SWOT, Vision & Value Exercises (Summer 2003)
2. Town Community Survey (Summer 2004)
3. Cognitive Mapping Exercise (July 2004)
4. Visual Preference Survey (July 2004)

### SWOT, VISION & VALUE EXERCISES

At the early public planning meetings, residents were asked to participate in a series of exercises designed to solicit ideas about important local values and the Town and Village’s strengths and weaknesses. Residents were also asked to participate in a visioning exercise to understand their perspective about desired future conditions. These efforts provided a general guide for the planning program. They established a framework for appreciating local resident concerns and expectations of the future. The community strengths, weaknesses, opportunities, threats and values identified by residents are detailed in Chapters 1 and 2. Visions are presented for each element.

### COMMUNITY SURVEY RESULTS

Throughout this plan the results of the Town’s community survey are highlighted. The complete results are also provided in the appendix. The survey was mailed in June 2004 and had a 40% response rate (435 surveys mailed and 175 were returned).

The responses provided the following information:

- 85% of respondents were satisfied or very satisfied with the Town of Black Creek as a place to live.
- The rural/country atmosphere and the sense of safety/security were the two most important characteristics of the Town.
- 75% of respondents indicated farmland preservation was important or very important.
- Town survey respondents did not favor additional alternative housing choices within the Town (e.g. duplexes, senior housing, condominiums, townhomes, etc.).
- With respect to recreational choices, respondents desired trails, areas for scenic enjoyment, hunting areas and fishing areas.
- Respondents indicated they would like to see new restaurants, childcare facilities and office uses. Resident were not interested in seeing shopping centers, convenience stores, or gas stations develop in the Town.
- When asked what type of industrial development should be encouraged or discouraged, respondents encouraged agriculture-related businesses and manufacturing uses and discouraged large-scale livestock operations and mineral extraction uses.
- For any non-residential uses (e.g. commercial, industrial), survey respondents indicated these uses should locate near existing developments.

Included in the appendix is a *Collective Survey Results Map*. That map is a composite of the survey respondents' illustrations on a map included in the survey to show where development is desired. This activity is very similar to the Cognitive Mapping Exercise described below. The recommendations from that map are consistent with the *Future Land Use Maps* included in this chapter. However, the *Collective Survey Results Map* shows additional areas for development that are more consistent with needs over a 30 – 50 year period – beyond the scope of this plan. Nevertheless, that map is included in this document as a tool to understand long-term development desires. The map may be particularly useful after the STH 47/CTH A interchange is completed.

### COGNITIVE MAPPING

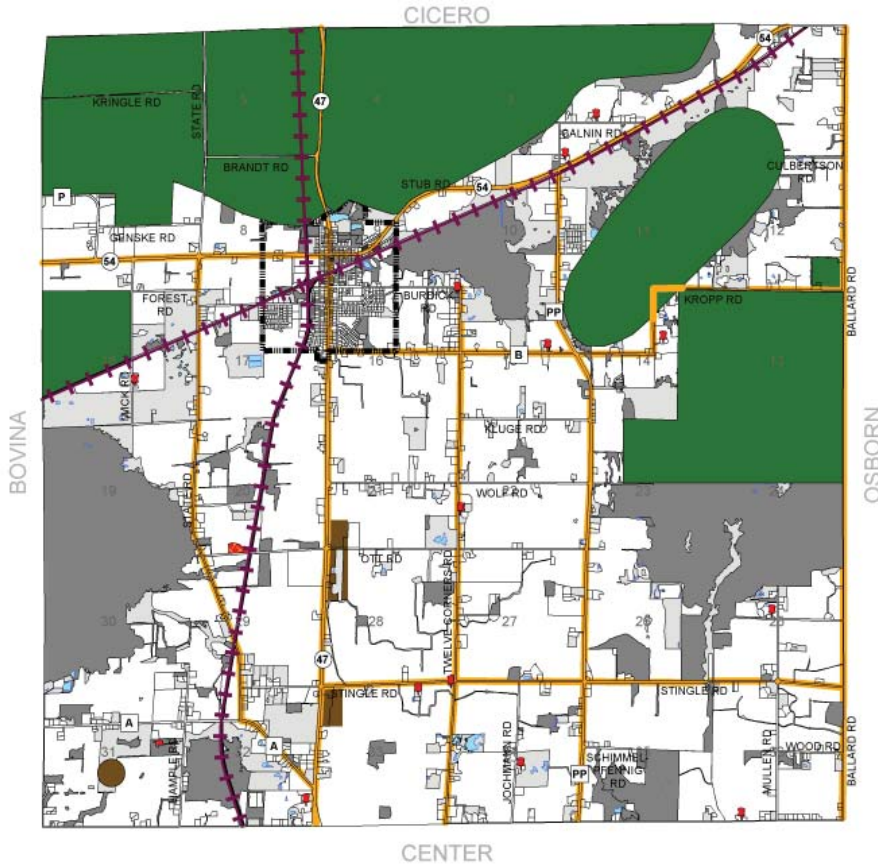
On July 6, 2004, the Town and Village hosted a special public meeting to allow residents to participate in a cognitive mapping exercise. Cognitive mapping is a planning tool used to determine desired future development. Cognitive mapping is two-part process. Participants first have the opportunity to create an *Attitude Map* to express their ideas about what areas of the Town are attractive and unattractive. These maps also indicate important local travel routes and places that have special meaning. A *Composite Attitude Map* is provided on the next page. This map represents consistent patterns and ideas represented on the maps prepared by individual participants. It is not a direct translation of any single map created during the exercise.

Next, participants had the opportunity to develop individual *Future Land Use Maps* based on their ideas, perceptions, experiences and beliefs. A copy of the *Composite Future Land Use Map* based on the individual maps created is provided in this chapter.

The Town of Black Creek Survey also included a map that allowed residents to indicate the locations where they would most like to see new development. The results are included in the appendix.

# COMPOSITE ATTITUDE MAP

## TOWN OF BLACK CREEK



LEGEND	
	RIGHT-OF-WAYS
	RECREATION/CONSERVATION/ WETLANDS
	QUARRIES / PITS
	UNDEVELOPED LAND (Non-Farmed)
	OPEN WATER AREAS
	ATTRACTIVE AREAS
	UNATTRACTIVE AREAS
	PARTICIPANTS LOCATIONS
	VILLAGE OF BLACK CREEK BOUNDARY
	IMPORTANT TRAVEL ROUTES

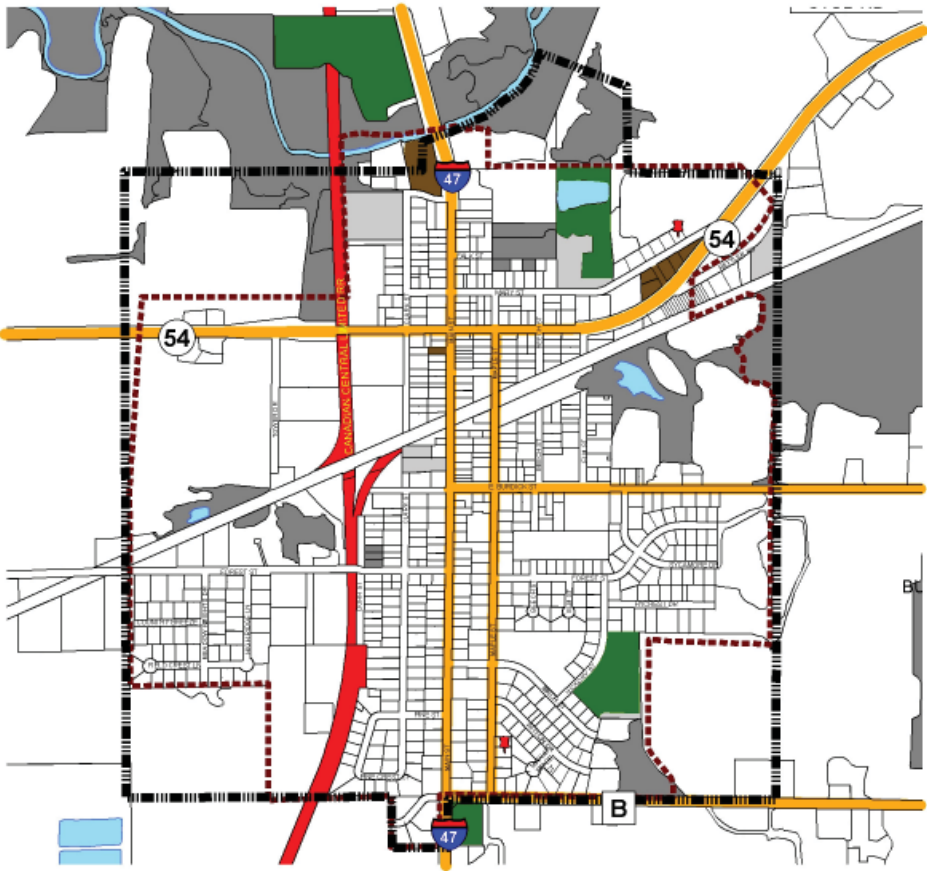


LOCATION: F:\2008\20080201\20080201\Map\_08\_11\_08.mxd  
 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION  
 OUTAGAMIE COUNTY



# COMPOSITE ATTITUDE MAP

## VILLAGE OF BLACK CREEK



N  
  
 1" = 1100'

LEGEND	
	VILLAGE OF BLACK CREEK BOUNDARY
	SEWER SERVICE AREA BOUNDARY
	IMPORTANT TRAVEL ROUTES
	PARKS
	WOODLANDS/WETLANDS
	WATER
	RAILROAD
	ATTRACTIVE AREAS
	UNATTRACTIVE AREAS
	PARTICIPANT LOCATIONS

	PROJECT #/REDACTED
	DATE: 8/5/04
	DRAWN BY: KAL
	REVISED:

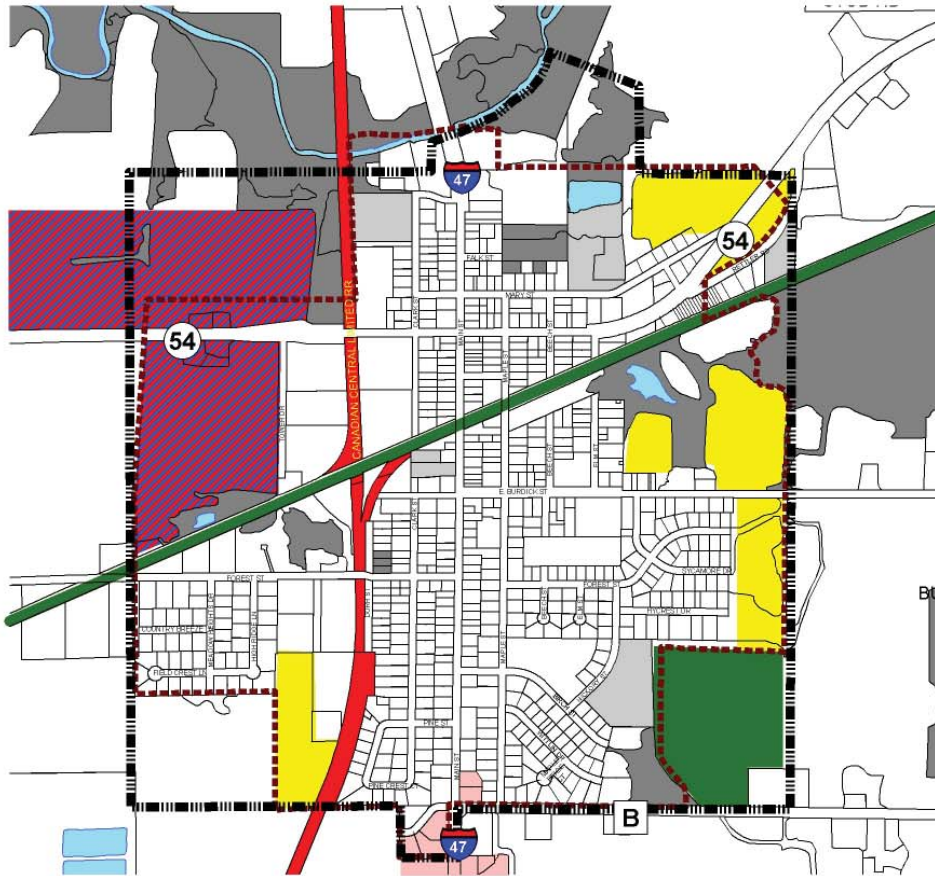
ONE SYSTEM DRIVE, PLEASANT HILL, CA 94553  
 PHONE: 925.766.0100 FAX: 925.766.0100

LOCATION: F:\G05\B05\K05\DRAWING\G05\p05\_2004\_11.dwg  
 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION  
 OUTAGAMIE COUNTY



# MAJORITY OPINION MAP

## VILLAGE OF BLACK CREEK



Participants from May 4, 2004 would like to see:

- Fast food restaurant
- Family Restaurant
- No Mega Farms

**LEGEND**

- VILLAGE OF BLACK CREEK BOUNDARY
- SEWER SERVICE AREA BOUNDARY
- IMPORTANT TRAVEL ROUTES
- PARKS
- WOODLANDS/WETLANDS
- WATER
- RAILROAD
- SINGLE FAMILY
- COMMERCIAL
- MIXED COMMERCIAL/INDUSTRIAL
- PARKS & RECREATION



1" = 1100'

**OMNI ASSOCIATES**

PROJECT #11818AK02  
 DATE 06/07/04  
 DRAWN BY JAL  
 REVISED 12/13/04

ONE SYSTEM DRIVE APTON, WI 54911  
 PHONE 920.757.4940 FAX 920.757.9176

LOCATION: F:\GIS\11818AK02\DRAWING\GISMap\Opinion\_Map\_11147.mxd  
 SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION  
 OUTAGAMIE COUNTY

### VISUAL PREFERENCE SURVEY

On July 6, 2004, during the same evening the cognitive mapping exercise was facilitated, residents also had the opportunity to complete a visual preference survey. In this activity, participants were shown a series of different images. The photos included areas from the Town and areas beyond. The images included natural areas, farmland, housing, and commercial uses. Participants were asked to rank (on a scale of -5 to +5) what they felt were the images most consistent with what they would like to see developed in the community. The results of this exercise were presented to the Town and Village as an information item. The results are included in the appendix.

### Special Considerations

#### PROPERTY RIGHTS

Throughout the development of this plan, landowners have consistently expressed their desire to see their property rights protected. This plan seeks to respect the property rights by illustrating planned development patterns for all property owners to understand and use to make their own personal development decisions.

If a landowner disagrees with the *Future Land Use Maps*, or another aspect of this plan, they have the right to petition the Town and Village to amend the document. Any amendments would occur through a public process, including a public hearing.

#### DESIRED AMENITIES

- **Trails.** The *Transportation Plan Map* illustrates planned on-road trail corridors as well as the recently abandoned rail to trail route through the community. The community survey results also express support for trail development.
- **Park & Ride.** Many residents commute to work each day. Car-pooling saves fuel and reduces the demand for capital investment in arterial street and highway improvements. Given rising fuel costs, it is possible that more and more residents may find carpooling to be a viable transportation option. To support carpooling, a park and ride lot is needed. Potential location for a park and ride lot is shown on the *Future Land Use Maps* as a parking district.

The proposed park and ride is centrally located along the new trail corridor. Therefore, in addition to being useful as a hub for commuters traveling to Appleton, Green Bay and other areas beyond the Village, it is also a viable access point for trail users. To further capitalize on this location, it is anticipated that a farmers market may occur regularly within the park and ride lot. In addition, it is strongly recommended that links be provided (e.g. sidewalks, information signs, etc.) to connect this park and ride to the downtown business establishments. In addition, a small area of multiple family and commercial uses are identified adjacent to the new park & ride to provide a small convenience shopping area for trail users and commuters with adjacent residential development for people interested in living on the trail (above or adjacent to the proposed commercial businesses).



- **Expanded Park Facilities.** In the Utilities and Community Facilities Element, the need for additional park facilities is discussed. A future park site is illustrated on the *Future Land Use Maps*. The site is recommended to meet the recreation needs of the growing population base.

## HIGHWAY IMPROVEMENTS

The development of a new interchange at STH 47 and CTH A has the potential to generate demand for different land uses in this area. The Town expects to review this matter in more detail when the first comprehensive update of this plan is completed (within 10 years). It is possible that additional commercial development may be provided consistent with the community survey results.

## ENVIRONMENTAL CORRIDORS

Participants in the planning effort clearly indicated natural features are an important part of the community, and residents’ support protecting natural areas, including woodlands, floodplains, wetlands and creeks. To that end, the *Future Land Use Maps* delineate an environmental corridor that consists of wetland, woodland, and undeveloped areas.

Environmental corridors are components of the landscape connecting natural areas, open space, farmland and wildlife habitat. They provide physical linkages between fragmented habitat areas and provide animals and insects a means of travel to and from feeding and breeding places. Fish and wildlife populations, native plant distribution, and even clean water all depend upon movement through corridors. Most native species decline when habitat areas are fragmented due to agricultural operations or residential and commercial development. Wildlife populations isolated in one location, like a stand of trees or a secluded wetland, can overpopulate or die out without adequate corridors allowing free and unimpeded movement.

The functional effectiveness of a corridor depends on the type of species that use it, its size and shape, and its edge effects. Larger corridors offer greater habitat diversity. Linear corridors tend to be less diverse but offer important migration routes. Edge effects include the penetration of wind, light, and sound, as well as visibility beyond and into surrounding areas. They are crucial in determining the type of habitat a corridor will provide. In the Town of Black Creek, farmlands function as important wildlife corridors.

One way to think of environmental corridors is to compare them to hallways. A building contains hallways, which are places of concentrated movement back and forth; and rooms, which are destination points where people eat, work, play, and sleep. The hallways serve to link places of activity. Just as hallways enhance the operation of a building, environmental corridors increase the value of natural resource areas. Areas of concentrated natural resource activity (“rooms”), such as wetlands, woodlands, prairies, lakes, and other features, become more functional when linked by environmental corridors (“hallways”).<sup>3</sup>

**What is Habitat Fragmentation?**  
Habitat fragmentation is the alteration or fracturing of wildlife habitat into discrete or tenuously connected islands. This results from modification or conversion of the landscape due to development or agricultural operations. Carefully planned environmental corridors provide opportunities to reconnect fragmented natural areas and improve habitat for important plant, animal and insect species.

<sup>3</sup> *Environmental Corridors: “Lifelines for Living”*; University of Illinois Extension; Fact Sheet Series, 2001-013.



## Appendix B – An Example Land Use Element

Environmental corridors often lie along stream and riverbanks. More than seventy-percent of all terrestrial wildlife species use riparian corridors like the Black Creek. Conservation design and open space development patterns in urbanizing areas have begun to address the importance of maintaining and restoring environmental corridors. Economic benefits of preserving and enhancing these habitat areas include increasing the value of nearby housing sites, reducing the risks of building in areas with soils rated poor for development, providing flood protection, reducing the cost of stabilizing eroding stream banks, and protecting water quality.

### **PRIVATE SEWER AND WATER CHALLENGES**

In the Town a relatively new problem has been emerging with individual mound systems. The Town has an abundance of mound systems that are about 10 years old and several of these have failed. The replacement costs is approximately \$10,000. Periodic cleanout and inspection may run as high as \$1,000 each time. This is making mound systems very expensive.

Some have said that holding tanks are the answer to this issue. However, holding tanks are also expensive to pump out and the Black Creek Sanitary District will not accept the material. As a result, people would need to haul the material to other places. Given that the holding tanks need to be emptied periodically, this will increase truck traffic on Town roads, which presents a particular problem in the spring when the roads are thawing.

Private wells are also a critical issue to development in the Town. This issue was discussed in the Utilities and Community Facilities, as well as, the Agricultural, Natural and Cultural Resources Elements. It is not realistic to build a municipal water system given scattered, low-density development pattern. Costs are simply prohibitive. As a result, the Town is dependent on its groundwater. Increased arsenic levels have been detected and continue to rise. Beyond the consumption issues associated with arsenic, there also appears to be a link between the arsenic damaging pipes and causing homeowners to have to pay for replacement plumbing.

For these reasons, the bulk of new residential development is planned in the community is shown Village of Black Creek and its surrounding vicinity. Moreover, the Town will consider requirements for community wells, possible restrictions on earthen pond development (based on concern of unnecessarily drawing water from aquifer), and support the DNR well casing requirements.

### **EXCLUSIVE AGRICULTURAL ZONING**

As has been discussed in several areas of this plan, there is a 35-acre minimum lot size throughout much of the Town of Black Creek as part of its exclusive agricultural zoning. At the same time, there has been some concern raised by local farmers that they need to sell their land for residential development in order to finance their retirement. This plan seeks to provide an alternative to that notion by identifying ways to sustain the agricultural economy as a viable land use with saleable parcels.

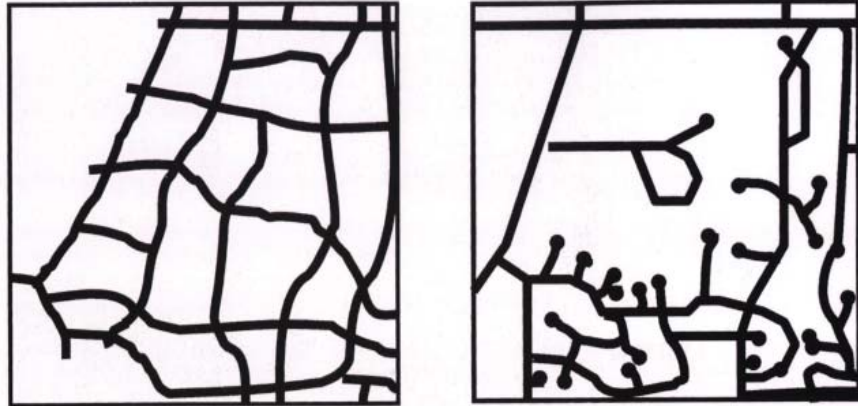
The Economic Development and Agricultural, Natural and Cultural Resources discuss opportunities associated with niche farming and organic farming. Another effective strategy is agritourism zoning. For local farmers, the draw of embarking on an agritourism business is to add much-needed income to a small farm operation. Agritourism takes many forms, including traditional roadside stands, country stores, and bed-and-breakfast inns, or more innovative

enterprises such as festivals, corn mazes, wineries, cider mills, pumpkin patches, hayrides, petting zoos, corporate retreats, farm stays, ranch stays, educational classes, and tours.

Areas slated for new town development generally fall beyond areas zoned exclusive agricultural. If residential development on smaller lots is requested in these areas, if approved, all tax credits would need to be repaid.

### CONNECTIVITY IN THE VILLAGE<sup>4</sup>

The purpose of a street network is to connect spatially separated places and to enable movement from one place to another. With few exceptions, a local street network connects every place in a community to every other place in the community. But, depending on the design of the network, the quality of those connections will vary.



(Left) A high-connectivity street network. (Right) A low-connectivity street network).

SOURCE: Susan Handy, Robert G. Paterson, and Kent Butler. *Planning for Street Connectivity*. PAS Report 515

The Transportation Element provided a brief introduction to the issues of connectivity. In that chapter, the natural and man-made resources (e.g. wetlands, creek) in and around Black Creek were identified as a challenge to the layout of roads. These features sometimes require the development of cul-de-sacs to accommodate development with minimal impact on such natural features.

The historic neighborhoods of the Village of Black Creek are very well connected. Travelers have a number of options (e.g. intersecting streets, a grid pattern of streets, a highway corridor) to use to get to different locations. However this is not as true for newer Village developments. Winding streets, longer blocks and cul-de-sacs are more common in these newer developments.

The Village of Black Creek is not alone. Communities across the country face issues of connectivity. What is important to realize is that it is not too late. Now is the time to consider the potential benefits of improved street connectivity – before any additional neighborhoods with poor connectivity are approved.

Increasing street connectivity will:

- Decrease traffic on arterial streets;
- Provide for continuous and more direct routes that facilitate travel by nonmotorized modes such as walking and bicycling;

<sup>4</sup> Planning for Connectivity: Getting from Here to There, Susan Handy, Robert G. Paterson and Kent Butler, Planning Advisory Service Report Number 515, American Planning Association, 2003.

## Appendix B – An Example Land Use Element

- Provide greater emergency vehicle access and reduced response time, and conversely, provide multiple routes of evacuation in case of disasters such as tornadoes; and
- Improve the quality of utility connections, facilitate maintenance, and enable more efficient trash and recycling collection and other transport-based community services.

Two approaches have been used most frequently to address the issue of connectivity: block length requirements and connectivity indexes. With a block length requirement, the Village controls the spacing between local streets, thereby creating a relatively predictable and evenly distributed network of streets.

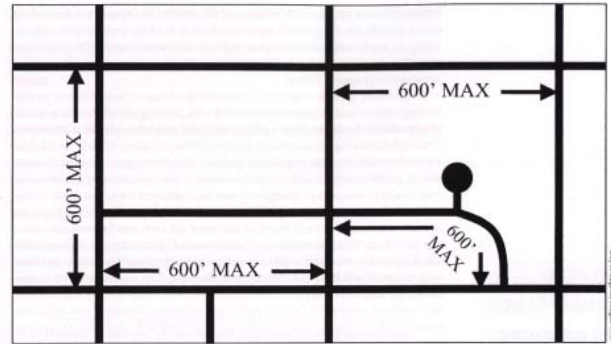
A connectivity index is calculated as the number of street links dividing by the number of nodes or link ends. The higher the number of links relative to nodes, the greater the connection.

In addition to choosing an approach to defining and measuring connectivity, the Town and Village should also continue to address:

- Planning needs for future street connections through stub-out requirements;
- Restricting the use or length of cul-de-sacs;
- Prohibiting gated communities;
- Promoting pedestrian and bicycle connectivity; and
- Giving appropriate consideration to topography, floodplains, dense drainage networks and to other factors that might limit connections.

### Community Design Approaches for Better Livability

There are two guiding approaches recommended for future development in the Village of Black Creek: New Urbanism and Traditional Neighborhood Design. These approaches can work harmoniously to provide profitable new development patterns that respect the natural setting and promote a high quality of living. These principals combat harmful sprawling practices. Sprawl (e.g. scattered, low density, separation of uses, unconnected development) encourages a sedentary lifestyle where residents are forced to drive to destinations. An increasingly sedentary lifestyle is one reason why heart disease, obesity and stroke have increased in American Society.



Block Length Requirement Diagram



● Links – 11  
★ Nodes – 9  
Connectivity Index =  $11/9 = 1.22$

Calculation of a Connectivity Index

ILLUSTRATION SOURCE: Susan Handy, Robert G. Paterson, and Kent Butler. *Planning for Street Connectivity*. PAS Report 515.

## NEW URBANISM FOR THE VILLAGE OF BLACK CREEK

New Urbanism is an international planning movement to reform the design of the built environment. Its goals are to raise the quality of life and standard of living by creating better places to live. New Urbanism is the revival of the lost art of place making, not just developing. The seven primary principles of New Urbanism are highlighted on the next page along with their relationship to the Village of Black Creek.

<u>PRINCIPLES</u>	<u>RELATIONSHIP TO BLACK CREEK</u>
<p><b>1. Walkability</b> Most things are within a 10-minute walk (1/4 mi). Pedestrian friendly street design that encourages a greater use of bicycles, rollerblades, scooters, and walking as daily transportation</p>	<p>The layout of the older portions of the Village is where walkability is best. Destinations (e.g. schools, parks, shopping) are concentrated in this area. The Village has sidewalks throughout the community to make walking a safe choice. These same traits are not present in the newer neighborhoods on the periphery of the Village.</p>
<p><b>2. Connectivity</b> An interconnected network of grid Streets</p>	<p>As is discussed earlier in this Chapter, connectivity is something that needs to be improved. Connectivity can be improved by providing additional roadway connections and also pedestrian and cycling connections through trails and sidewalks between developments.</p>
<p><b>3. Mixed Uses</b></p>	<p>The Village has a wonderful array of different land uses in the older areas of the community. Newer developments have tended to segregate uses.</p>
<p><b>4. Mixed Housing Types</b></p>	<p>The Village has an opportunity to improve its balance of housing types to provide quality living choices, including condominiums, townhomes, apartments and the like. These structures promote affordability and walkability. Moreover, these types of developments allow the Village to capitalize on its infrastructure (e.g. water and sewer).</p>
<p><b>5. Quality Architecture &amp; Design</b> Emphasis on beauty, aesthetics, human comfort, and creating a sense of place</p>	<p>There are limited design requirements for development in Black Creek. The requirements that do exist in the Zoning Code are related to setbacks, building height, and density requirements.</p>
<p><b>6. Traditional Neighborhood Structure</b> Discernable center and edge. Public space at center.</p>	<p>Many areas of the Village follow this pattern. The downtown is centrally located. Parks, the library, schools, and even a medical clinic are centrally located within neighborhoods.</p>
<p><b>7. Sustainability</b> Energy efficient design. More walking less driving.</p>	<p>The Wisconsin Energy Star Program has guidelines that can be used as a standard for new housing construction and to improve energy efficiency in older homes. Likewise, through planning, the Village can promote development patterns and amenities that encourage walking and cycling as viable transportation alternatives to driving.</p>

### TRADITIONAL NEIGHBORHOOD DEVELOPMENT (TND)<sup>5</sup> FOR THE VILLAGE OF BLACK CREEK

The comprehensive planning law defines “traditional neighborhood development” (TND) to mean compact, mixed-use neighborhood where residential, commercial and civic buildings are in close proximity to each other. TND is a planning concept based on the principles of new urbanism to promote traditional small cities and villages. TND is found in the older parts of Wisconsin’s cities and villages. Principles of TND include:

- **Compact.** TND areas have a higher density than traditional single-family subdivision (i.e. duplexes, apartments, as well as single family homes on smaller lots). Compact development also means that the developed area is designed for human scale, not always the automobile. This includes being sensitive to walking distances, heights of buildings, design of streetlights, signs, sidewalks and other features. Compact development includes parks, public buildings, and retail development within a close proximity. These features serve as destination points for surrounding residential areas in the immediate vicinity (1/2 mile or less).
- **Mixed Use.** TND includes a mixture of land uses. This means that nonresidential land uses, such as commercial areas, are mixed with residential development. Mixing uses helps promote walking throughout the community. Mixing land uses can also broaden the tax base. Furthermore, mixed uses can promote different means of transportation (walking, bicycling, automobiles).

Mixed use also means promoting varied housing types and sizes to accommodate households of all ages, sizes and incomes. This translates into varying lot sizes and allowing varied types of housing such as attached single-family residences, town homes, duplexes, and housing for seniors. Mixed use may also mean that residential uses are provided above or in the same building as commercial uses.

- **Street Patterns, Sidewalks, and Bikeways.** TND provides for access through an interconnected network of streets, which facilitate walking, bicycling and driving.
- **Cultural and Environmental Sensitivity and Design.** TND can foster a sense of community identity. The design of buildings and their placement receives special attention. Provision of adequate open spaces, use of indigenous vegetation and the use of environmentally responsive storm water management systems are equally important.

### CONSERVATION SUBDIVISION DESIGN FOR THE TOWN OF BLACK CREEK

The Town of Black Creek has a significant supply of farmlands, woodlands, and natural resources (refer to the *Natural Features Map* in Chapter 7). In the community survey, at public meetings, and through the vision statements, retaining these areas was considered important.

The Town of Black Creek sees several advantages to conservation-based development, particularly conservation subdivisions, including:

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<sup>5</sup> Model Traditional Neighborhood Development Ordinance, UW-Extension, 2000



- The ability to protect rural character by maintaining natural areas, woodlands, scenic views, open undeveloped areas, and farmland.
- Cost savings to developers because fewer roads and other infrastructure is required because a smaller area of the site is served.
- Profit advantages to developers and landowners because lots in conservation subdivisions typically sell for higher prices than conventional lots of the same size.

There are two ways to develop conservation subdivisions. Figure 1 illustrates the differences between the two approaches.

If the landowner agrees to **common open space**, a conservation easement is established. A conservation easement is a restriction against further development on a portion of a property. Conservation easements can be used to protect floodplains, areas of steep slope, woodlands, and scenic views beyond the home sites in the development. In this approach, individual lot sizes are reduced and surrounding land is held in common ownership and usually maintained by a homeowners association. The overall density of development remains the same (i.e. no more homes are permitted than in a traditional subdivision development).

In some situations, it is not feasible to reduce the lot size to develop a conservation/cluster subdivision. In these situations, lot lines can be extended so that there is no common open space, but rather **private open space**. Areas beyond the house site can then be deed-restricted against further development, keeping the property open without creating a “common” open space that will need to be maintained by a homeowners association or others.

The Town of Black Creek does not currently have regulations in place to permit conservation subdivisions. Accordingly, objectives have been added to this chapter.

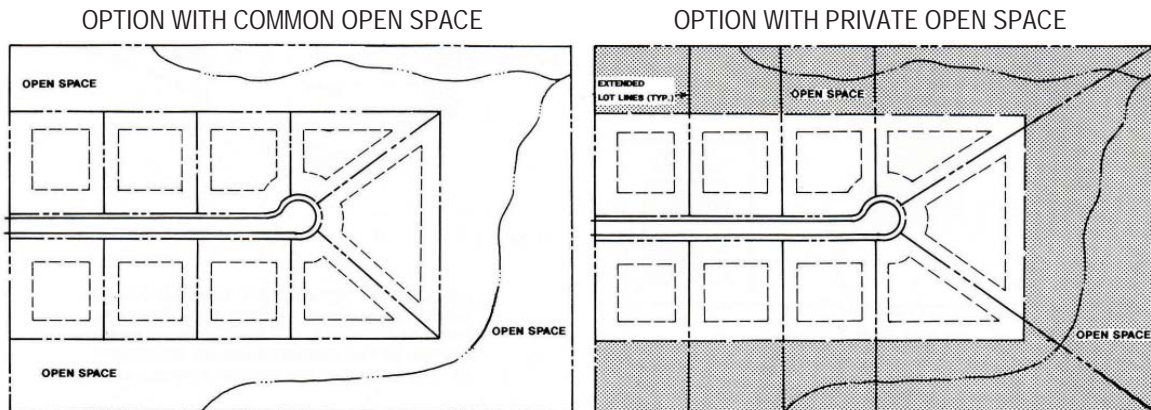


Figure1

SOURCE: Fred Heyer, *Preserving Rural Character*, American Planning Association PAS Report No. 429

## Community Design Tools

Community design principles are integral to the future of Black Creek. Use of community design can ensure that new development will be harmonious with existing areas and provide profitable landscapes that respect the natural setting and promote a high quality of living in a healthy environment. To that end, the Town and Village support the continued enforcement of zoning regulations, including sign and landscape ordinances. Likewise, the Town and Village supports the use of a detailed site plan review process, including lighting, sidewalk, building material and

## Appendix B – An Example Land Use Element

sign proposals, to ensure that new development is compatible with surrounding land uses and the visions, goals, objectives and policies expressed in this plan.

### OUTDOOR LIGHTING STANDARDS FOR COMMERCIAL USES

Increasingly, light pollution caused by excessive exterior lighting is a source of concern. The Town and Village of Black Creek can address the problem by educating residents and others about more efficient exterior lighting practices (e.g. sensor lighting, pointing lighting sources down vs. up, providing shields to direct lighting to where it is needed). This education can be done through a web site and/or a Town and Village newsletter. The Town and Village can also adopt ordinances to regulate the type, placement, and brightness of residential and commercial light fixtures. Standards can be found from the Illuminating Engineering Society of North America ([www.iesna.org](http://www.iesna.org)) and the International Dark-Sky Association has additional information on this topic ([www.darksky.org](http://www.darksky.org)).

### BILLBOARD POLICY

The highway corridors offer opportunities for billboard advertising and the use of tall pylon signs. To preserve and enhance the scenic character of Black Creek, additional billboards and tall pylon signs should be prohibited. Constructing new billboards and tall pylon signs and replacing existing billboard and tall pylon signs distracts from the scenic quality of the community. Moreover, these signs are not major tax generators and are not highly effective for bringing customers to local businesses.

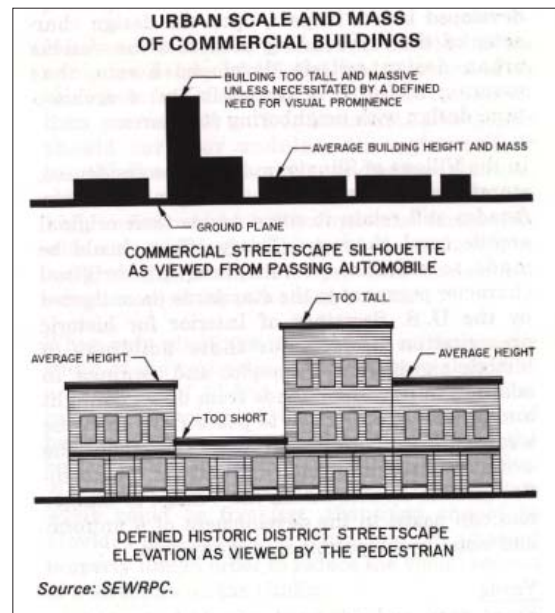
### DESIGN ORDINANCE

In looking at the older downtown buildings in the Village of Black Creek, one is quick to notice that they look little like the more recent auto-oriented commercial buildings located on the periphery of STH 47. The older buildings are built much closer to the street and to one another. Parking is located on street, to the side, and rear of these businesses. The signage is also comparatively less than newer uses with freestanding signs and larger wall-mounted signs.

The Village's current ordinances do not easily permit this type of development to be duplicated. Local ordinances include minimum parking, lot size and setback requirements that are excessive and have resulted in developments that are more auto-oriented than pedestrian oriented (e.g. excessive parking areas between the building and the road, excessive signage, etc).

An opportunity exists to revitalize the Village's Zoning Code to better reflect the desired appearance and character of any new development to ensure that it is not only appropriately located, but of an appropriate size, scale, attractive, and compatible with a healthy Village.

A design ordinance is a comprehensive tool to



define specifically what building materials, colors, styles, sizes, roof types, building lines (vs. setback), landscaping, lighting, signage and other amenities are required. Design ordinances can be used to promote New Urbanism approaches to commercial development. Communities use design ordinances to create a consistent community image. Typically, design ordinances describe a pallet of materials, styles, and requirements for developers to choose from. Each of the items in the pallet will work well together to create the desired community image.

As was previously mentioned in this plan, the Village has some ordinances to address design minimums (e.g. minimum building setback, building height, and signage), but these requirements are either inconsistent with older development patterns or simply too vague. A design ordinance provides specific parameters to regulate building location (e.g. requiring new buildings to match the building lines established by historic development). Moreover, a design ordinance can be used to provide standards to revitalize vacated buildings and infill empty lots. Below are some elements of design ordinances that may be included in a design ordinance.

**Streetscape Roofline and Roof Shapes**

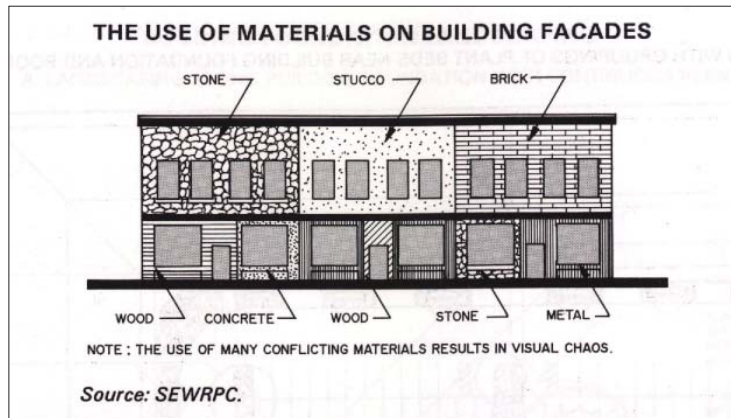
The upper edges of building roofs, or rooflines, visually define the height of the building and/or streetscape. The visual continuity of these urban design elements should be maintained, if warranted, and building development or redevelopment with nonconforming rooflines should be discouraged.

**Selection of Materials and Colors**

Selection of materials and colors for both architectural and landscape design should be based upon material and color unity, the atmosphere and character desired, the material and color composition of surrounding buildings and landscape features, the material’s and color’s compatibility with other materials and colors, and climatic considerations. Conflicting material use and relationships should be avoided.

**Architectural Details**

Architectural details and building ornamentation (if present) often represent historic elements of architecture and are important components of the overall character of a

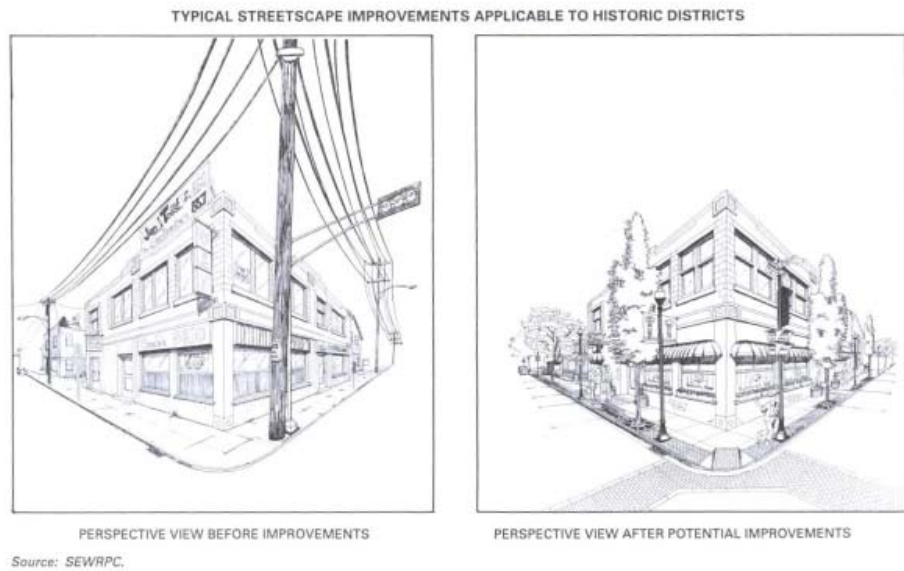


community. The distinctiveness of older residential and commercial buildings is directly associated with their architectural details. Unsympathetic design changes can destroy both the architectural character of a building and the overall community streetscape. Significant architectural details, where they exist, should not be lost in rehabilitation or “modernization” of buildings. Remodeling efforts should attempt to retain architectural details. However, efforts to transform an existing building into an earlier period through the use of details that were not originally used on the structure do not maintain any original architecture. Consequently, an introduction of modern detail or a mixture of old and new parts on buildings should be avoided, to preserve the overall visual character of the building.

## Appendix B – An Example Land Use Element

### STREETSCAPING

There are two types of shopping areas: *destination* and *drive by*. *Destination* shopping districts are unique. People will go out of their way to experience their unique environment and selection. *Drive by* shopping areas are found in anyplace, USA. They are the standard array of stores and designs that one can find in any community. People shop these locations because they are convenient.



Streetscaping efforts (also discussed in the Economic Development Element) can be used to refresh shopping areas and integrate these areas with the community. Streetscape improvements include: burial of power lines, sidewalk improvements, lighting and signage investments, building façade improvements.

## Apply Community Design in Black Creek

### USING THE MAIN STREET PROGRAM

Since 1980, the National Main Street Center has been working with communities across the nation to revitalize their historic or traditional commercial areas. Based in historic preservation, the Main Street approach was developed to save historic commercial architecture and the fabric of American communities' built environment, but has become a powerful economic development tool as well.

The Main Street program is designed to improve all aspects of the downtown or central business district, producing both tangible and intangible benefits. Improving economic management, strengthening public participation, and making downtown a fun place to visit are as critical to Main Street's future as recruiting new businesses, rehabilitating buildings, and expanding parking. Building on downtown's inherent assets -- rich architecture, personal service, and traditional values and most of all, a sense of place -- the Main Street approach has rekindled entrepreneurship, downtown cooperation and civic concern. It has earned national recognition as a practical strategy appropriately scaled to a community's local resources and conditions. And because it is a locally driven program, all initiative stems from local issues and concerns.

#### FOR MORE INFORMATION

The National Main Street Center  
of the National Trust for  
Historic Preservation  
1785 Massachusetts Avenue,  
N.W., Washington, DC 20036  
Phone: 202.588.6219  
Fax: 202.588.6050.  
Email: [mainstreet@nthp.org](mailto:mainstreet@nthp.org)



The National Main Street Center can help the Village of Black Creek organize a program, develop a fundraising plan, create a vision for the future of STH 47 and STH 54 and a strategic way to accomplish your goals.

By investing in the Downtown, residents and visitors will have a place to gather. By providing places to purchase food and beverages for consumption on site (including outdoor dining), unique shopping, as well as, needed local services in a beautiful setting (e.g. parks, landscaping, public art, street and/or sidewalk arches, with buildings located close to the sidewalk to make them easy to walk to), people will visit the area with more frequency and the community will be a destination for visitors. Some samples of recommended building styles are provided on the next page.

### **STREETSCAPING IN THE VILLAGE OF BLACK CREEK**

The heart of the Village is its downtown. Downtown is where many different land uses are located within close proximity to one another. Accordingly, this is also the area of the community where people are more likely to walk to their destinations (or between destinations) rather than drive.

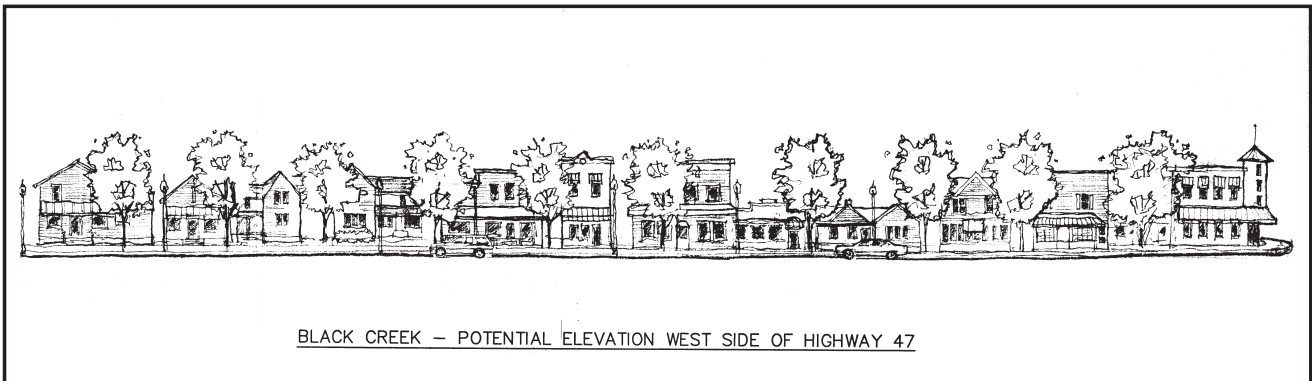
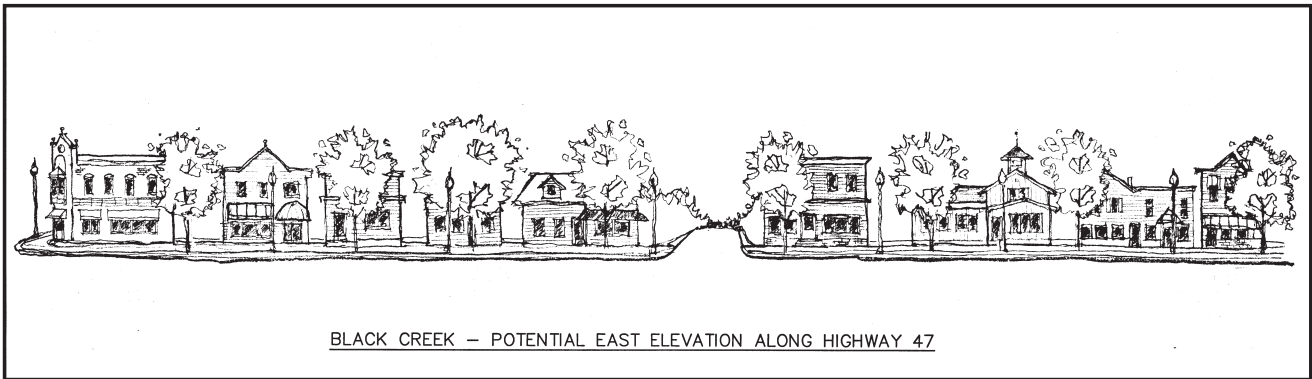
Several of the buildings located along STH 47 are built to the street with no setbacks. These structures are an important part of the Village's history. What is important is to ensure that destination points remain downtown (e.g. shopping, restaurants, services) to attract visitors and shoppers. By enhancing the downtown, a distinctive positive image of the Village can be projected.

Areas adjacent to the downtown provide an opportunity for housing development to accommodate populations that may not be as willing or able to drive to destinations (e.g. restaurants, shopping, services). Townhomes, condos or senior housing are all housing choices that could be located adjacent to downtown Black Creek. This strategy can help sustain the downtown with a reliable, resident customer base.

Downtown revitalization will require investment in façade improvements, interior renovations, and streetscaping. To help finance these improvements, many communities have established façade improvement programs that provide low interest loans or grants to property owners seeking to restore the historic character of their building to promote its successful use. Moreover, municipal investments in streetscaping and available grant funding to restore buildings and provide handicap access are important.



Appendix B – An Example Land Use Element



SOURCE FOR ILLUSTRATIONS: OMNI Associates, Inc.



HISTORIC STRUCTURE WITH SHUTTERS



STONE STRUCTURE WITH METAL ROOF



HISTORIC STRUCTURE WITH AWNINGS



HISTORIC STRUCTURE WITH PORCH



CARRIAGE HOUSE WITH CUPOLA

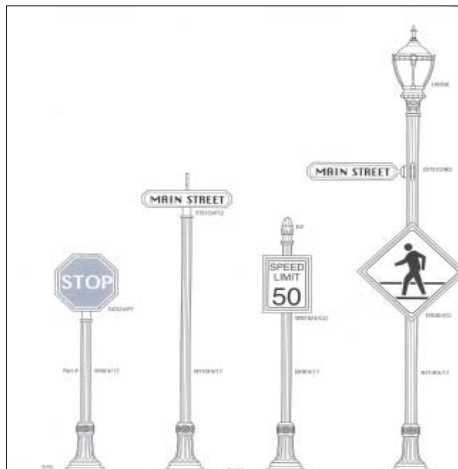
SAMPLES OF DESIRABLE BUILDING STYLES FOR THE STH 47 CORRIDOR IN THE VILLAGE OF BLACK CREEK

SOURCE FOR ILLUSTRATIONS: OMNI Associates, Inc.

### STH 47 AND STH 54 GATEWAY DESIGN

Many participants in the cognitive mapping exercise described development along STH 54 and STH 47 as unattractive. The corridors are home to variety of uses. Few buildings reflect the historic character of the community. The corridors have become a *drive by shopping area*. Even local residents do much of their shopping elsewhere.

Streetscaping can improve the corridors by providing a distinguishable business environment that brings customers to the area seeking a different shopping experience and entices new businesses to open. Streetscape improvements to enhance this corridor would include landscaping (particularly in the form of street trees planted along the corridors), consistent street lighting features, and distinctive street signs (including banners).



Examples of decorative signage that is compatible with the residential character of the area and with a level of detail that is attractive and functional for pedestrians and motorists.



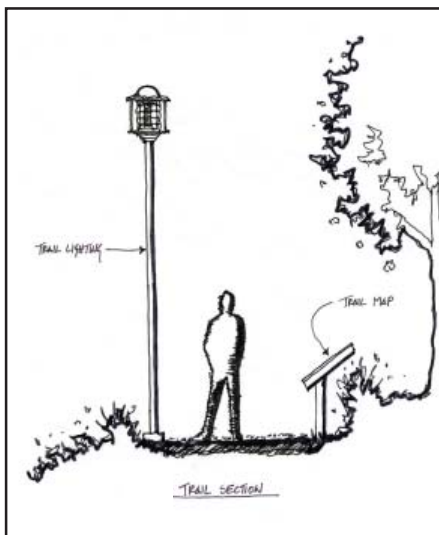
Samples of decorative lighting that may be an option along the gateways.

These treatments can help to define the street lines visually, add texture and natural color, provide needed optical screening and fill spaces currently void of design significance.

An enhancement grant, combined with private investment based on carefully developed design codes would allow the Village to make many of these suggested improvements.

### NEW TRAIL CORRIDOR DESIGN

As is discussed in the Transportation, Utilities and Community Facilities, as well as the Economic Development Element, the new trail brings a wonderful array of opportunities to the community. The design of trail amenities (e.g. signage, benches, trash receptacles, information kiosks, etc.) is important, particularly as it relates to directional information to get tourists using the trail to patronize local businesses.



SOURCE FOR ILLUSTRATIONS: OMNI Associates, Inc.

## Housing Strategy for the Village

The Village of Black Creek is a unique community that has the potential to offer a walkable **mix of uses** that will attract residents to the area and showcase the Village’s small town charm.

Using the principals of TND and New Urbanism as a guide, the following strategy is recommended for housing development in Black Creek. It is anticipated that developments employing these traits would be approved

through the use of Planned Unit Development Zoning or creation of a new zoning district for traditional neighborhood development.

- A variety of lot sizes ranging from 6,000 to 10,000 square feet with an abundance of two-story single-family homes of different sizes.
- Larger public spaces vs. individual yards in areas with smaller lots.
- A mix of detailed buildings that reflect the historic character of the community.
- Landscaping, including terrace trees, in front yards.
- Sidewalks and trails in neighborhoods to promote walkability.
- Housing for life – providing a mix of single-family, multiple-family (that also share characteristics of single family – balcony’s, bays, porches, detailed architecture, rear parking, front door oriented toward the street), and senior housing in close proximity.
- Encourage development patterns that allow for a corner store, office, daycare, or park on the edge of single-family residential neighborhoods along important local streets (e.g. Burdick, Maple, Forest, STH 54 and 47).



TND Community - Middleton Hills, WI



Examples of quality multiple family housing in New Urbanist Communities Across the U.S.



Examples of corner uses (e.g. first floor retail and second story residential or office) that should be considered in residential neighborhoods in the Village in a fashion similar to the location of the library, medical center and parks.



## Appendix B – An Example Land Use Element

- Buildings with front doors and porches, not garages, facing the street frontage. This approach puts “eyes on the street” as a means to promote safety and a sense of community.
- On street parking for residential units.

### Housing Strategy for the Town

The Town offers a setting for development that is different from the Village. Town development is on larger lots. Village development is more compact, walkable, and neighborhood-based using available water and sewer infrastructure. These different environments offer buyers a choice by providing distinct areas for living.

The housing strategy for the Town is very different from that of the Village. The Town recognizes that a proliferation of sprawling residential development will have an adverse affect on the Town’s rural character, agricultural integrity, and tax base. In addition, given the exclusive agricultural zoning throughout much of the town, this type of development is prohibited. Therefore, the Town will direct any housing development to conservation-based subdivisions located adjacent to existing residential areas (e.g. near CTH A and the Village). This strategy is consistent with resident opinions in the community survey which support a rural atmosphere with abundant hunting areas and areas of scenic enjoyment.

### Coordination with the Other Required Plan Elements

#### HOUSING

Chapter 4 includes an inventory of the existing housing supply, a discussion of housing needs and a series of supporting goals and objectives. This chapter also establishes the policy for maintaining a variety of housing choices. This policy is translated on the *Future Land Use Maps*.

#### TRANSPORTATION

Chapter 5 includes a plan for transportation improvements, including trails and sidewalks, over the planning period. The walkability and connectivity principals discussed in this chapter support the goals, objectives and policies presented in the Transportation Element.

#### UTILITIES AND COMMUNITY FACILITIES

Chapter 6 describes the infrastructure available to support growth and development in Black Creek. Chapter 6 also highlights the need for expanded services as the area grows.

#### AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

Chapter 7 profiles productive agricultural areas, the diverse natural landscape and the variety of cultural resources available to residents.

#### ECONOMIC DEVELOPMENT

Chapter 8 provides a vision and supporting goals, objectives and policies to support economic growth. The *Future Land Use Maps* illustrate the recommendations set forth in Chapter 8.



## How Were the Future Land Use Maps Developed?

The *Future Land Use Maps* were developed using a very specific process:

1. Natural resource areas were identified to understand development limitations.
2. Future population and household projections, in conjunction with zoning requirements, were examined to understand the extent of future residential development needed in the Town and Village.
3. Utility and community facility capacities were reviewed to ensure new development would be adequately serviced.
4. Planned and anticipated road and trail network changes were considered.
5. The results of the cognitive mapping exercise and community survey were reviewed to emphasize resident desires and expectations.
6. New Urbanism and TND approaches were used as a framework for planning for future uses in the Village.

The result of this process is the detailed set of *Future Land Use Maps* presented at the end of this chapter. It should be noted that there is only a *10-Year Plan Map* for the Village. This is because the Village has a more efficient means of guiding development through infrastructure extension than the Town. In the Town, individual landowner interest and highway improvements primarily drive development decisions (e.g. CTH A and STH 47 interchange with associated frontage roads will encourage development upon completion). The 10-Year Village Map is intended to provide an indicate of timing for future development. However, ultimately, the 20-Year Future Land Use Map is the Village’s official guide for future land use development.

## How Are the Future Land Use Maps Used?

The *Future Land Use Maps* are a planning tool for Black Creek. In accordance with the **Smart Growth Law**, they should be used to guide the following actions:

- Official Mapping
- Local Subdivision Regulation
- Zoning

**Town and Village appointed and elected officials** should use the plan maps as a *guide* for making future land use decisions.

**Developers and residents** should understand the plan maps are intended to direct development to certain areas where facilities and services are available.

It is important to remember that a **plan is not a static document**. It must evolve to reflect current conditions. If not regularly **reviewed and amended**, it will become ineffective.

Applications for rezoning and development that are inconsistent with the plan and plan maps must still be considered. In some situations, it may be desirable to amend the plan (and maps) to accommodate a compatible, but previously unplanned use. Likewise, a change in county or regional policy, technological changes, or environmental changes may also impact the plan.

Any change to the plan (including the plan maps) must be considered in the context of all nine required plan elements, including the visions, goals and policies expressed in this document. If an amendment is to be approved, the process must include a formal public hearing and

## Appendix B – An Example Land Use Element

distribution per the requirements of the Wisconsin Smart Growth Law. Any amendment must be recommended by the appropriate Plan Commission and approved by either (depending on the community) the Town Board or Village Board **before** development is permitted.

### Introduction to the Future Land Use Maps

Provided at the conclusion of this chapter are 10-Year and 20-Year *Future Land Use Maps* for Black Creek. These maps illustrate the anticipated amount, location, and intensity of new development.

The *Future Land Use Maps* were built from the *Existing Land Use Map*. Existing land use patterns and conditions are the foundation of the plan -- the beginning point from which to build the future. The *Future Land Use Maps* designate specific areas to be developed in accordance the requirements of local regulations. Uses are located to take advantage of a cost effective extension of infrastructure. By allowing development to occur in these areas local goals can be attained. For example, the cost of providing services will be kept to a minimum, the character of the community will be preserved, there will be minimal interference with agricultural production, and residential property values will be maintained because there will be no negative impacts from mixing non-residential and residential development.

As with any long-term planning document, as proposals are presented, amendments may be necessary to reflect market forces that shift land use patterns. However, it would be preferable for the Town and Village Plan Commission's to periodically initiate a process to review and recommend changes to the *Future Land Use Maps* with public participation, so that proposed changes can be considered outside the context of a particular landowner's proposed development. The following is a description of different land use categories used in the *Future Land Use Maps*.

**INSTITUTIONAL.** These uses would include schools, churches, medical facilities and government owned-properties.

**SINGLE FAMILY RESIDENTIAL.** In the Village, it is anticipated that these areas will accommodate single-family homes developed in traditional subdivisions, some of which may follow Traditional Neighborhood Design (TND) and New Urbanism principals outlined in this chapter. The streets serving these areas should be well connected, with a minimal number of cul-de-sacs. Sidewalk and trail connections should be provided whenever feasible.

In the Village, the integration of commercial uses (e.g. neighborhood activity centers) at the edge of neighborhoods along busier streets to accommodate neighborhood services (e.g. schools, churches, daycare, police station, fire station, schools), office uses (e.g. accountant, attorney, medical office) and small retail establishments are an option. Neighborhood businesses could include coffee shops, beauty salons, drycleaners, ice cream parlors, restaurants, pubs, daycare, movie rental stores, card shop, athletic clubs, etc. More intensive uses like gas stations, strip malls, and big-box retail are not consistent with the neighborhood activity center. There is also the potential for some second story apartments (above the retail or office uses) in these areas.

In the Town, residential development will also occur through CSM's, individual lot splits and conservation-based subdivision developments. Future residential uses are shown near CTH A , adjacent to the Village, and off CTH PP.

**DUPLEX/TOWNHOMES.** These areas are intended to serve as a transition between more intensive uses (e.g. industrial areas, commercial areas, and higher traffic roadways) and neighboring single-family residential neighborhoods. There is also some potential for duplex/townhomes uses adjacent to corner uses (e.g. neighborhood activity centers) developed in the Village to act as a buffer between these uses and single-family residences.

**MULTI-FAMILY RESIDENTIAL.** Triplexes, quadplexes, condominiums, and apartments may be developed in these areas. These areas may or may not be designed to accommodate seniors.

**COMMERCIAL.** These areas reflect existing developments and some new potential commercial areas along STH 47. These areas are more likely to accommodate auto-oriented uses (e.g. restaurants, gas station) catering primarily to passing motorists. Similarly, these uses will have abundant off-street parking, perhaps drive-thru features, and freestanding signage. Long-term (beyond the 20-year limits of this plan) additional commercial uses are anticipated near the CTH A and STH 47 interchange along frontage roads in accordance with the *Collective Survey Map* available in the appendix.

**POTENTIAL BYPASS CORRIDOR ROUTE.** This route is shown on the *Future Land Use Maps*, consistent with the preferred route outlined on the *Transportation Plan Map* provided earlier in this document. This delineation is provided to restrict development from this corridor in order to preserve this area as a potential bypass route. Adoption of this route as part of Official Town and Village Maps is recommended in the Implementation Element.

**UTILITIES.** These areas include water towers, cellular towers, police communication towers and natural gas sites.

**FARMSTEADS/OUTBUILDINGS.** These areas are shown only on the Town's Map to illustrate existing farmsteads. New farmsteads and outbuildings could be established in conjunction with organic and alternative farm development.

**UNDEVELOPED.** These areas are not presently occupied by housing, farmed, or classified as wetland, floodplain, or woodland areas. These areas are found in the Town and are zoned exclusive agricultural.

**DOWNTOWN DISTRICT.** The central business district of the Village is to remain the primary economic activity center within the community. Through streetscaping, trail connections, and nearby infill housing, the downtown can grow and prosper.

**RECREATIONAL.** Existing park sites, as well as, a new Town Park site are included in this category.

**INDUSTRIAL.** Additional industrial development is shown along the railroad corridor. It is anticipated that development will occur in an industrial park setting.

**EXCLUSIVE AGRICULTURE.** These areas correspond to the Town's current zoning ordinance requirements and the State's program. Development of these areas would require rezoning and a payback of any tax credits received.

**MEGA/HOBBY FARM MIX.** These areas were identified on the cognitive maps prepared by participants. These areas are believed to be best suited to larger factory or concentrated animal feeding operations. In addition, hobby farms (e.g. horse farms) are also encouraged in these areas.

## Appendix B – An Example Land Use Element

**PARKING DISTRICTS.** These areas are identified clearly on the *Future Land Use Map* for the Village. The most prominent of which is located in an area where the former railroad corridor easement was much wider than in other areas. It is hoped that a park and ride use will be developed that this location. This space would cater to commuters, downtown business patrons, and trail users and may even include a farmers market.

**SPECIAL DEVELOPMENT AREA.** This area will develop as single-family residential if a bypass is developed around the Village. Accordingly, additional commercial/industrial uses will locate near the by-pass. If a by-pass is not developed, this area may accommodate industrial development consistent with the development along the Canadian National Railroad corridor east of this site.

**SOLID WASTE SPREADING AREAS.** These areas were delineated based on Town records of landowners who had been issued permits in the past for waste spreading.

**WOODLANDS/WETLANDS (ENVIRONMENTAL CORRIDORS).** These areas face environmental limitations that will limit their development potential. Accordingly, development should be directed elsewhere in order to protect creeks, woodlands, wetlands, and wildlife habitat.

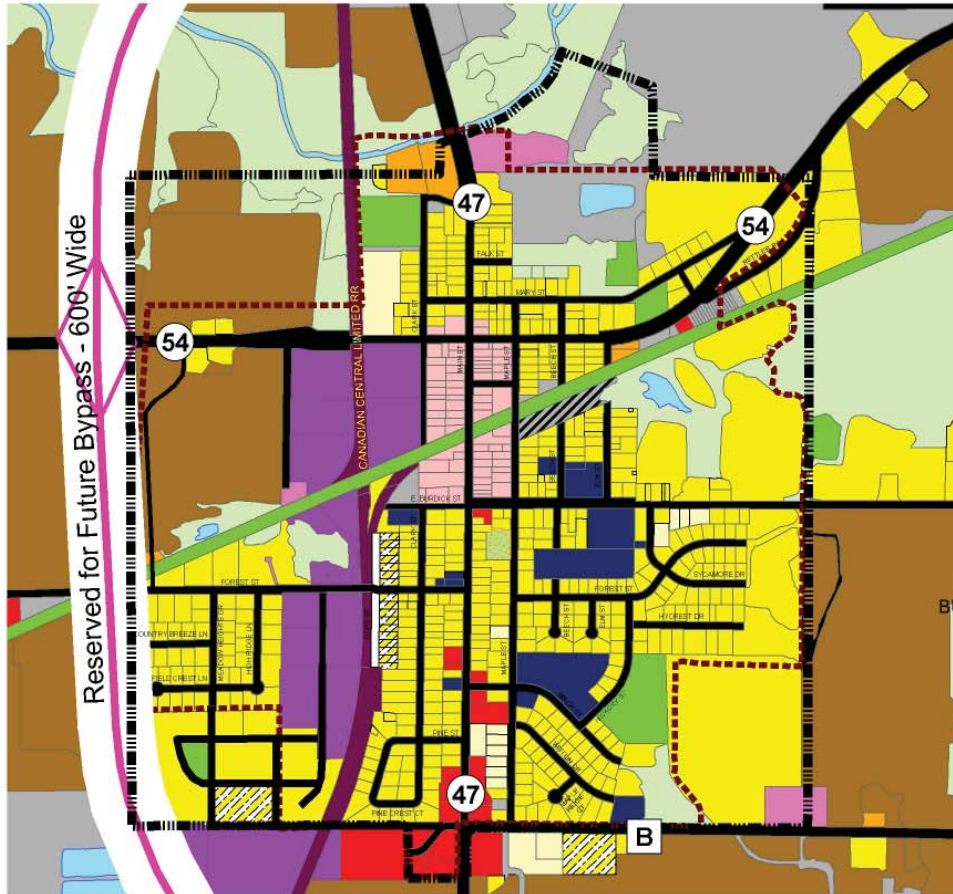
Table 24 provides a detailed breakdown of projected future development, in five-year increments, in the Town and Village of Black Creek.

TABLE 24 20-YEAR PROJECTIONS FOR FUTURE LAND USE ACREAGE FOR THE TOWN AND VILLAGE					
Land Use Type	2005 (acres)	2010 (acres)	2015 (acres)	2020 (acres)	2025 (acres)
Single Family Residential	1,031.5	1,075.0	1,119.0	1,140.0	1,191.0
Multiple Family Residential	5.5	8.5	12.0	12.0	12.0
Mobile Homes	12.5	12.5	12.5	12.5	12.5
Institutional	31.0	25.0	25.0	25.0	25.0
Commercial	71.0	85.0	104.0	115.0	121.0
Industrial	20.5	40.0	60.0	60.0	60.0
Utilities / Cemeteries	20.0	20.0	20.0	20.0	20.0
Recreation	26.0	40.0	72.0	72.0	72.0
Woodlands / Wetlands	6,818.0	6,815.0	6,813.0	6,810.0	6,807.0
Quarry	10.0	20.0	29.0	29.0	29.0
Undeveloped	2,731.0	2,550.0	2,500.0	2,400.0	2,339.0
Roads / Railroad	809.0	820.0	850.0	885.0	910.0
Farmland	11,384.0	9,573.0	9,464.5	9,500.5	9,483.0
Mega Farm District	0	1,886.5	1,886.5	1,886.5	1,886.5
Parking District / Farmers Market	0	0	2.5	2.5	2.5
Water Features	114.0	114.0	114.0	114.0	114.0
<b>Total</b>	<b>23,084</b>	<b>23,084</b>	<b>23,084</b>	<b>23,084</b>	<b>23,084</b>

### Land Use Goals, Objectives & Policies

The Town and Village of Black Creek anticipate that their population and boundaries will grow over the next 20 years. To ensure that this development will not destroy the character of the community, negatively impact the natural environment, or create undue congestion, the Town and Village of Black Creek, will pursue the goals and objectives and policies outlined in Chapter 12.

# 2015 FUTURE LAND USE VILLAGE OF BLACK CREEK



N

1" = 1100'

**LEGEND**

<ul style="list-style-type: none"> <li> ROADS</li> <li> POTENTIAL HIGHWAY BY PASS</li> <li> SINGLE FAMILY RESIDENTIAL</li> <li> DUPLEX/TOWNHOMES</li> <li> MULTI-FAMILY RESIDENTIAL</li> <li> INDUSTRIAL</li> <li> COMMERCIAL</li> <li> UTILITIES</li> <li> UNDEVELOPED</li> <li> INSTITUTIONAL</li> </ul>	<ul style="list-style-type: none"> <li> VILLAGE OF BLACK CREEK BOUNDARY</li> <li> DOWNTOWN DISTRICT</li> <li> RECREATIONAL</li> <li> WOODLANDS / WETLANDS</li> <li> ROADS</li> <li> MOBILE HOMES</li> <li> EXCLUSIVE AGRICULTURE</li> <li> CANADIAN CENTRAL RAILROAD</li> <li> OPEN WATER AREAS</li> <li> PARKING DISTRICT FARMERS MARKET AREA</li> </ul>
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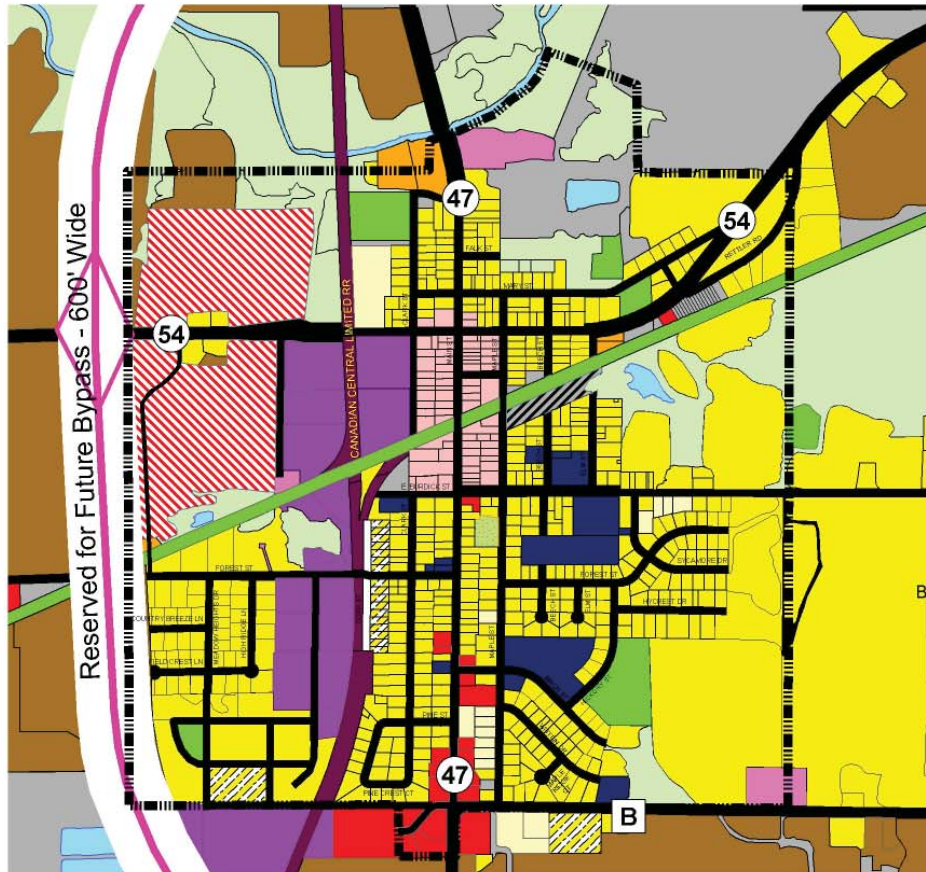
PROJECT #M181402  
DATE: 7/26/04  
DRAWN BY: KAL  
REVISED: 01/18/05

ONE 815 WISCONSIN DRIVE, WAUKESHA, WI 53151  
PHONE: 262.796.8800 FAX: 262.796.8400

LOCATION: F:\GIS\WORKSPACE\RAWING\2010\_Mark\_Land\_Use\_2015.mxd  
SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION  
OUTAOUAIE COUNTY



# 2025 FUTURE LAND USE VILLAGE OF BLACK CREEK



1"= 1100'

LEGEND	
ROADS	VILLAGE OF BLACK CREEK BOUNDARY
POTENTIAL HIGHWAY BY PASS	DOWNTOWN DISTRICT
SINGLE FAMILY RESIDENTIAL	RECREATIONAL
DUPLEX/TOWNHOMES	WOODLANDS / WETLANDS
MULTI-FAMILY RESIDENTIAL	ROADS
SPECIAL DEVELOPMENT AREA (see text)	INDUSTRIAL
COMMERCIAL	MOBILE HOMES
UTILITIES	EXCLUSIVE AGRICULTURE
UNDEVELOPED	CANADIAN CENTRAL RAILROAD
OPEN WATER AREAS	PARKING DISTRICT FARMERS MARKET AREA
INSTITUTIONAL	

PROJECT #14189402  
DATE: 7/6/04  
DRAWN BY: HAL  
REVISED: 01/10/05

ONE SYSTEM DRIVE - APRILTON, WI 53911  
PHONE: 920.756.6600 FAX: 920.756.9108

LOCATION: F:\GIS\B010422\DRAWINGS\20\_25\_black\_land\_use\_2004\_11417.mxd  
SOURCE: EAST CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION  
OUTAĞONE COUNTY





The graphic features the word "Appendix" in a green, serif font at the top left. A large, stylized green letter "C" is positioned to the right, overlapping the word "Appendix" and the main title. The background is a textured, light green and yellowish-green surface with a torn paper edge effect.

## Appendix

# Land-Based Classification Standards Color Codes for Activity and Function

This appendix identifies the color coding established by the Land-Based Classification Standards (LBCS) Project of the American Planning Association. Included are the color codes used for Activity and Function.

LBCS provides a consistent classification methodology for land uses. LBCS is for planners and others working with land-use information, whether it is for public or private sector, either as consumers or producers of land-use data.

### **Where to start?**

The *Standards* at [www.planning.org/lbcs/](http://www.planning.org/lbcs/) will help you begin. The website hosts the entire classification standards for land-






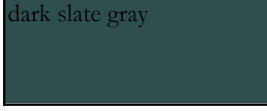
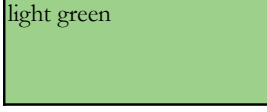

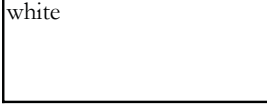
based data. Standards include classification tables, color coding schemes, conversion tables, and an extensive database of over 18,000 land-use terms and 120,000 cross-links with the classification schemes. They also have a growing collection of pictures of land uses. Though not comprehensive, they nevertheless show how the multi-dimensional classification works. Augmenting this collection, they also have 104 other land-use standards along with background project materials, including working papers, references, links to other online resources, and contact information.

**Land-Based Classification Standards**

01-Apr-2001

**LBCS Color Codes for 1-Digit Level Coding**

**Activity**

Red, Green, Blue Values	Color*	LBCS Code
RGB(255,255,0) RGBHex(FF00FF)	yellow 	<b>1000</b> Residential activities
RGB(255,0,0) RGBHex(FF0000)	red 	<b>2000</b> Shopping, business, or trade activities
RGB(160,32,240) RGBHex(A0F020)	purple 	<b>3000</b> Industrial, manufacturing, and waste-related activities
RGB(0,0,255) RGBHex(00FF00)	blue 	<b>4000</b> Social, institutional, or infrastructure-related activities
RGB(190,190,190) RGBHex(BEBEBE)	gray 	<b>5000</b> Travel or movement activities
RGB(47,79,79) RGBHex(2F4F4F)	dark slate gray 	<b>6000</b> Mass assembly of people
RGB(144,238,144) RGBHex(9090EE)	light green 	<b>7000</b> Leisure activities
RGB(34,139,34) RGBHex(22228B)	forest green 	<b>8000</b> Natural resources-related activities
RGB(255,255,255) RGBHex(FFFFFF)	white 	<b>9000</b> No human activity or unclassifiable activity

\*Specify the RGB (red, green, blue) values, instead of relying on color names, for consistent reproduction of colors on a printer, plotter, or computer screen. Using RGB values can sometimes avoid differences in how software and hardware render colors. Some colors, no matter what, differ how they look on screen from their printed version. Also, if you are reviewing this document on a computer screen, note that some software (web browsers, for example) limit the number of colors displayed. If your software can only accept hexadecimal values, as many GIS and plotting software do, then use the corresponding RGBHex value. For CMYK values and other color coding details, check the LBCS website.





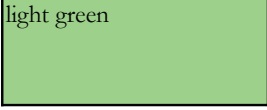

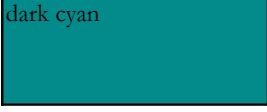




**Land-Based Classification Standards**

01-Apr-2001

**LBCS Color Codes for 1-Digit Level Coding**

**Function**

Red, Green, Blue Values	Color*	LBCS Code
RGB(255,255,0) RGBHex(FF00FF)	yellow 	<b>1000</b> Residence or accommodation functions
RGB(255,0,0) RGBHex(FF0000)	red 	<b>2000</b> General sales or services
RGB(160,32,240) RGBHex(A0F020)	purple 	<b>3000</b> Manufacturing and wholesale trade
RGB(190,190,190) RGBHex(BEBEBE)	gray 	<b>4000</b> Transportation, communication, information, and utilities
RGB(144,238,144) RGBHex(9090EE)	light green 	<b>5000</b> Arts, entertainment, and recreation
RGB(0,0,255) RGBHex(00FF00)	blue 	<b>6000</b> Education, public admin., health care, and other inst.
RGB(0,139,139) RGBHex(008B8B)	dark cyan 	<b>7000</b> Construction-related businesses
RGB(85,26,139) RGBHex(558B00)	purple4 	<b>8000</b> Mining and extraction establishments
RGB(34,139,34) RGBHex(22228B)	forest green 	<b>9000</b> Agriculture, forestry, fishing and hunting

\*Specify the RGB (red, green, blue) values, instead of relying on color names, for consistent reproduction of colors on a printer, plotter, or computer screen. Using RGB values can sometimes avoid differences in how software and hardware render colors. Some colors, no matter what, differ how they look on screen from their printed version. Also, if you are reviewing this document on a computer screen, note that some software (web browsers, for example) limit the number of colors displayed. If your software can only accept hexadecimal values, as many GIS and plotting software do, then use the corresponding RGBHex value. For CMYK values and other color coding details, check the LBCS website.



The graphic features the word "Appendix" in a green, serif font, positioned above a large, green, 3D-style letter "D". Both are set against a background of textured, light green and yellowish paper with a deckled edge.

Appendix

# Land Use Resources

American Farmland Trust, [www.farmland.org/](http://www.farmland.org/)

Center for Land Use Education, University of Wisconsin-Stevens Point/Extension,  
[www.uwsp.edu/cnr/landcenter/](http://www.uwsp.edu/cnr/landcenter/), publications at: [www.uwsp.edu/cnr/landcenter/pubs.html](http://www.uwsp.edu/cnr/landcenter/pubs.html).

Directory of Resources for Comprehensive Planning in Wisconsin, at [www.doa.state.wi.us](http://www.doa.state.wi.us), lists resources that contain additional information on land data

Element guides, Wisconsin Department of Administration, [www.doa.state.wi.us/](http://www.doa.state.wi.us/)  
under Public Services > Comprehensive Planning

Gathering Waters, a coalition of Wisconsin land trusts, [www.gatheringwaters.org/](http://www.gatheringwaters.org/)

Land-Based Classification Standards (LBCS), [www.planning.org/lbcs/](http://www.planning.org/lbcs/)

Land Cover Data (WISCLAND), [www.dnr.state.wi.us/maps/gis/data/landcover.html](http://www.dnr.state.wi.us/maps/gis/data/landcover.html) , can provide a starting point for collecting useful data for a rural community

Model ordinance for a plan commission, Local Government Center, University of Wisconsin-Extension, [www.uwex.edu/lgc/](http://www.uwex.edu/lgc/)

National Register, [www.wisconsinhistory.org/hp/register](http://www.wisconsinhistory.org/hp/register)

Native American Tribes, [www.500nations.com/Wisconsin\\_Tribes.asp](http://www.500nations.com/Wisconsin_Tribes.asp).

Wisconsin Department of Natural Resources, [www.dnr.state.wi.us/](http://www.dnr.state.wi.us/)

Wisconsin Historical Society, list of local historical societies,  
[www.wisconsinhistory.org/localhistory/directory/regionsearch.asp](http://www.wisconsinhistory.org/localhistory/directory/regionsearch.asp)

Wisconsin Historical Society, local landmarks commissions  
[www.wisconsinhistory.org/hp/smartgrowth/getting\\_started.asp](http://www.wisconsinhistory.org/hp/smartgrowth/getting_started.asp)

Wisconsin State Statutes, [www.legis.state.wi.us/nav/wislaw.htm](http://www.legis.state.wi.us/nav/wislaw.htm)

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