

INTRODUCTION

Land use is the central element of a comprehensive plan. The Future Land Use chapter and map represent a culmination of the comprehensive planning process. It describes the proposed changes to the landscape that reflect the desires, expectations, and demands of residents and landowners in the Town and Village of Black Creek. The Future Land Use maps presented at the end of this chapter illustrate a desired 20-year future for each community. Essentially, the maps provide a target at which to aim. As per the requirements of Wisconsin's Comprehensive Planning Law, decisions related to land use through the administration of a zoning ordinance, subdivision ordinance, and official map must be consistent with the direction provided in this chapter and its maps.

LAND USE VISION

In 2035, 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, down). 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.

THE FUTURE LAND USE CHAPTER

The future land use chapter is the key element of the comprehensive plan. It will serve as the primary guidance tool for the Town and Village Boards and Plan Commissions in implementing the plan. Information related to the review and revision of the comprehensive plan appears in Chapter 12: Implementation. Like a blueprint for a building renovation, a comprehensive plan serves as a guide to construct, or *design*, the future Town and Village of Black Creek. As such, this chapter is segmented into three broad focus areas:

- **Community Design Considerations.** The underlying issues guiding future development in the community. Presented and discussed in earlier chapters, these are the primary areas of focus for the comprehensive plan.
- **Community Design Approaches.** The broad strategies and philosophies used to guide future development in the Town and Village and to address the community design considerations.
- **Community Design Tools.** The specific tools used to affect the change desired by the community. The two most important of these are the subdivision and zoning ordinances, although design, lighting, landscaping, signage ordinances, streetscaping, and others tools may prove useful.

COMMUNITY DESIGN CONSIDERATIONS

Community design is an important component of planning and plays a significant role in determining quality of life in a community. Elements of community design may include architectural standards, open space and natural resource protection, signage and lighting guidelines, and building setbacks, among others. Ordinances provide the primary means by which local governments can implement community design requirements. Of those, the zoning and subdivision ordinance are the two most influential.

PROPERTY RIGHTS

The issue of private property rights versus community need underlies every comprehensive planning effort. Property rights are ingrained in American jurisprudence. Those rights have been respected, to the greatest extent feasible, throughout this planning effort. This chapter illustrates proposed development patterns for the Town and Village of Black Creek. It will be used by local officials, landowners, developers, and others to make informed land use and development decisions. Should a landowner disagree with the Future Land Use maps, or any other aspect of this plan, he/she has the right to petition the Town for an amendment to the document. All amendments will occur through a public process, defined by state law, and will include a public hearing.

COMMUNITY CHARACTER

Community character is defined differently for each community. In the Town of Black Creek it means:

- Single-family residential development.
- Agricultural operations and wooded areas.
- Streams, creeks, wetlands, and environmental corridors.
- Abundant natural resources and wildlife.
- Limited commercial and industrial development.

For the Village of Black Creek, community character includes:

- Small town charm.
- A vibrant downtown.
- Safe and friendly neighborhoods.
- A balanced and diverse economy.
- A well-integrated mixture of old and new building stock

To maintain these features, the Future Land Use chapter and maps provide a preferred development pattern and the tools necessary to achieve community goals.

THRIVING DOWNTOWN¹

Research shows that a healthy and vibrant downtown boosts the economic health and quality of life in a community. It creates jobs, incubates small businesses, reduces sprawl, protects property values and increases the community's options for goods and services. A healthy downtown is a symbol of

¹ Excerpted from *Solutions for America*, 2009.

community pride and history. Survey data collected directly from citizens and landowners identified a thriving downtown district as a high priority.

Strategies for revitalizing and maintaining a healthy, vibrant downtown include:

- **Aim for a multifunctional downtown.** Successful downtowns attract a wide range of individuals and provide housing, employment, shopping, culture, and entertainment, among others.
- **Develop a broad strategy for revitalizing downtown areas.** Blueprints for improving downtowns must address several areas: the human, social, and economic dimensions as well as the physical environment. Successful revitalization efforts include new housing and commercial businesses, after-school programs, anticrime initiatives, youth development and employment services, arts, recreational opportunities, and public transit, among others.
- **Create partnerships.** Downtown revitalization encompasses a wide range of activities. It requires the cooperation of local government, chambers of commerce, the private sectors, civic organizations, and other key institutions.
- **Pay particular attention to attracting commercial business.** Businesses are often more comfortable and familiar working in suburban areas than downtown. Downtowns should provide guidance with financing, parking areas, zoning, and building design.
- **Focus on developing the unique qualities of downtowns.** Downtowns have an advantage in terms of their historical value and compact, pedestrian-friendly size. Development should focus on these strengths by preserving historical architecture through zoning and the adaptive reuse of existing structures. Downtowns should also improve and standardize pedestrian walkways through installation of attractive lights, benches, landscaping, WiFi, and other amenities in order to draw shoppers and other traffic.
- **Maintain and develop genuine public spaces.** Careful planning through widening sidewalks, encouraging mass transit, and landscaping can encourage “on-street” activities such as commerce and dining and widen the public sphere, promoting community. Include ‘pocket parks’ on underutilized vacant lots.
- **Make strategies locally based and flexible.** Downtown revitalization programs must be flexible in terms of goals and adapt their strategies to local needs. Market research aids in helping communities determine which projects match local demand.
- **Secure multiple sources of funding.** Although it is important to secure funding from a variety of sources, assistance from local governments is particularly important for long-term project sustainability.

HEALTHY NEIGHBORHOODS

Design, access, safety, beauty, recreation and nature are all crucial elements in sustaining healthy neighborhoods. The *American Planning Association* and *Urban Land Institute* have identified seven benchmarks of a great neighborhood:

- A variety of functional attributes that contribute to a resident's day-to-day living (residential, commercial or mixed uses).
- Accommodates multimodal transportation (pedestrians, bicyclists and drivers).
- Has design and architectural features that are visually interesting.
- Encourages human contact and social activities.
- Promotes community involvement and maintains a secure environment.
- Promotes sustainability and responds to climactic demands.
- Has a memorable character.

GATEWAY FEATURES

Gateway features provide a visual sense of place and are often related to a community's natural resources, existing architecture or local cultural heritage. They identify entry points and, when used in conjunction with a wayfinding system, allow residents and visitors to easily navigate to key destination points within the community. Thematic landscaping, or landscaping utilizing a consistent design and species mix, when located at entry points and along major transportation routes, provides an effective means of enhancing local identity. This may be particularly important at the periphery of the Village and at key entry points to the Town, where an identifiable landscape would aid in informing residents and visitors that they are entering the Black Creek community. A unifying landscape theme, based upon regionally native species, will provide one component of identifiable and inexpensive gateway features for the Town.



SENIOR HOUSING

The issue of adequate, affordable and desirable housing for an aging population is one facing nearly every community in the country (see Chapter 4: Housing). As the next generation reaches retirement, communities across the country are scrambling to develop strategies to serve the needs of this demographic group, the largest generation in American history. Chapter 4 describes a variety of alternative housing strategies for the Village of Black Creek.

DARK SKIES

In recent years, a movement has spread across the country related to outdoor lighting and its effect on nighttime darkness. Through the public participation components of this planning efforts, residents have indicated the value they place on dark skies overhead making it possible to enjoy the stars at night. To that end, the Town and Village will promote lighting choices that:

- Keep glare to a minimum.
- Discourage the use of direct 'up lighting' in any application.
- Put outdoor lighting only where it is needed and when it is needed (i.e., use motion detectors).
- Use alternatives to constant dusk-to-dawn lighting whenever possible.
- Eliminate light trespassing onto neighboring properties and roadways.

These restrictions may be enforced through the zoning or subdivision regulations or a stand-alone ordinance.

COMMUNITY DESIGN APPROACHES

Community design principles are integral to the future of both the Town and Village of Black Creek. Their use can ensure that new development blends harmoniously with the existing built and natural environment, while providing for land use patterns that promote a high quality of living.

CONSERVATION DESIGN

The natural landscape of the Town and Village offers an array of natural features that defines its character. Preserving rural character is a primary goal of the comprehensive plan. To accommodate future growth while maintaining the integrity of the natural environment, both communities will encourage *conservation design* approaches to new development. Conservation design will allow the Town and Village to:

- Protect rural character by maintaining natural areas, woodlands, scenic views, and farm fields, while addressing desired residential and commercial development needs.
- Lower the cost of development by reducing the amount of impervious surface, minimizing stormwater management requirements, shortening permit review time frames, and addressing the desire for community parks and open space.
- Create natural corridors of green space between developments that can be utilized by wildlife and have the potential to be used as trail or walkway areas to improve connections between developments.
- Preserve agricultural lands, including orchards, to ensure that they remain an economically viable component of the Town landscape.



Conventional (top) and conservation (bottom) subdivision design, Arendt, 1995

The principles of conservation design may be applied to rural and urban environments and for residential, commercial, industrial, and other land uses.

NEW URBANISM

As discussed previously, 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. Communities that conform to the principles of new urbanism possess:

- **Walkability**. Most things are accessible within a 10-minute



Example of a New Urbanist streetscape.

walk (1/4 mi.). Pedestrian friendly street designs encourage walking and bicycling as a daily transportation mode.

- **Connectivity.** An integrated grid network of streets with few or no dead ends and cul-de-sacs.
- **Mixed Uses.** A variety of differing land uses within the community, within neighborhoods, and within downtown structures.
- **Housing Diversity.** A variety of housing alternatives providing residential living choices for all demographic groups.
- **Quality Architectural and Design Guidelines.** Emphasizing beauty, comfort, quality of life and sense of place.
- **Sustainability:** Energy-efficient structures and proximity of residential to commercial that encourage walking and bicycling; development that occurs in harmony with the existing natural and built environment.

TRADITIONAL NEIGHBORHOOD DEVELOPMENT

The comprehensive planning law defines a traditional neighborhood development (TND) as compact, mixed-use neighborhoods where residential, commercial and civic buildings are in close proximity to one another. TND is a planning concept based on the principles of new urbanism and promotes a development scheme similar to traditional small towns. TND principles advocate:

- **Compact Development.** TND areas have a higher density than traditional single-family subdivision, allowing for greater amounts of preserved open space. Compact development is oriented around people, not automobiles.
- **Mixed Uses.** TND includes a mixture of land uses. Nonresidential development is interspersed with residential land uses. Mixed-use development promotes walking and bicycling since many desired destinations are in close proximity to housing. Mixing land uses is also an effective strategy for broadening the tax base in communities that don't desire significant commercial development.
- **Housing Choice.** TND promotes varied housing types to accommodate households of all ages, incomes and sizes. This translates into varying lot sizes and varying housing types which may include single-family residences, townhomes, duplexes, housing for seniors or a combination thereof.
- **Multimodal transportation.** TND provides for access through an interconnected network of streets, paths and trails to accommodate multiple forms of transportation including walking, bicycling and driving.
- **Cultural and Environmental Sensitivity and Design.** TND can foster a sense of community identity. Under TND, the design of buildings and their placement receives special attention.

What Makes a Neighborhood Walkable?

A center: Walkable neighborhoods have a discernable center, whether it's a shopping district, a main street or a public space.

Density: The neighborhood is compact enough for local businesses to flourish and for public transportation to run frequently.

Mixed income, mixed use: Housing is provided for everyone who works in the neighborhood: young and old, singles and families, rich and poor. Businesses and residences are located near each other.

Parks and public space: There are plenty of public places to gather and play.

Pedestrian-centric design: Buildings are placed close to the street to cater to foot traffic, with parking lots relegated to the back.

Nearby schools and workplaces: Schools and workplaces are close enough that most residents can walk from their homes.

Provision of adequate open spaces, well-planned design guidelines, the use of indigenous vegetation and the incorporation of environmentally responsive wastewater treatment and stormwater management systems allow for land uses conducive with the rural landscape.

COMPLETE STREETS²

A design strategy growing increasingly popular in America's cities and towns is the *complete streets* movement. Complete streets aim to better integrate people and transportation systems (primarily roads). Incomplete streets – those designed with only cars in mind – limit transportation choices by making walking, bicycling, and taking public transportation inconvenient, unattractive, and, too often, dangerous. Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities.



Courtesy HART TMA

- **Complete streets make economic sense.** A balanced transportation system that includes complete streets can bolster economic growth and stability by providing accessible and efficient connections between residences, schools, parks, public transportation, offices, and retail destinations. Complete streets can reduce transportation costs and travel time while increasing property values and job growth. Research shows that building walkable streets and lowering automobile speeds can improve economic conditions for both residents and business owners, and anecdotal evidence indicates that home values increase on streets that have received complete streets treatments.
- **Complete streets improve safety.** They reduce crashes through safety improvements. One study found that designing for pedestrian travel by installing raised medians and redesigning intersections and sidewalks reduced pedestrian risk by 28%. Complete streets also improve safety indirectly, by increasing the number of people bicycling and walking. A recently published international study found that as the number and portion of people bicycling and walking increases, deaths and injuries related to motor vehicle accidents decline.
- **Complete streets encourage more walking and bicycling.** Public health experts are encouraging walking and bicycling as a response to the obesity epidemic, and complete streets can help. One study found that 43 percent of people with safe places to walk within 10 minutes of home met recommended activity levels, while just 27% of those without safe places to walk were active enough. Residents are 65% more likely to walk in a neighborhood with sidewalks.
- **Complete streets can help ease transportation woes.** Streets that provide travel choices can give people the option to avoid traffic jams, and increase the overall capacity of the transportation network. Several smaller cities have adopted complete streets policies as one strategy to increase the overall capacity of their transportation network and reduce congestion.
- **Complete streets help children.** Streets that provide room for bicycling and walking help children get physical activity and gain independence. More children walk to school where there

² Much of this section was excerpted from Let's Complete America's Streets, www.completestreets.org, 2009.

are sidewalks. And children who have and use safe walking and bicycling routes have a more positive view of their neighborhood.

- **Complete Streets are good for air quality.** Air quality in our urban areas is poor and linked to increases in asthma and other illnesses. Yet if each resident of an American community of 100,000 replaced one car trip with one bike trip just once a month, it would cut carbon dioxide (CO₂) emissions by 3,764 tons of per year in the community. Complete streets allow this to happen more easily.
- **Complete streets make fiscal sense.** Integrating sidewalks, bike lanes, transit amenities, and safe crossings into the initial design of a project spares the expense of retrofits later.

COMMUNITY DESIGN TOOLS

This section of the chapter identifies the various tools available to the Town and Village to implement the community design approaches presented in the previous section. These include regulatory options, like ordinance, which carry the full force of law as well as guidance documents used to encourage landowners and developers to create environments consistent with the goals of the comprehensive plan.

ZONING ORDINANCE

The primary purpose of zoning is to identify the permitted and conditional land uses allowed on a given parcel or within a given district. It does not guide the process by which a parcel transitions from one land use to another. That process is governed by the subdivision ordinance.

As discussed in Chapter 9: Current Land Use, the Town and Village each administer and enforce their own zoning regulations. Both ordinances are based upon a traditional (or Euclidean) model of zoning. Euclidean zoning focuses on the separation of uses (i.e., residential separated from commercial separated from industrial, etc.). Alternatives to this model include *performance* and *form-based* zoning. The advantage of performance and form-based zoning strategies is particularly relevant to mixed-use districts. Under a Euclidean model, a Planned Unit Development (PUD) or similar zoning overlay is used to allow for mixed-use and other nontraditional forms of development. This is necessary since the mixing of land uses runs contrary to the principles of conventional zoning. A PUD is essentially a tool that disregards the existing zoning requirements in order to allow for a desired development pattern. In other words, the PUD recognizes the ineffectiveness of the traditional zoning model, at least as it relates to development outside of pure conventional zoning classifications.

Performance and form-based zoning regulate the impact and design characteristics of different uses, rather than limiting the types of uses allowed, in a district or community. Under these zoning regimes a

What's the Difference between a Zoning Ordinance and a Comprehensive Plan?

Zoning is a regulatory tool established to identify the permitted and conditional uses allowed on a given parcel within a specific zoning district. It is a very specific document. Comprehensive plans are vision-based guidance documents developed with high levels of public participation. The Future Land Use Map provided at the conclusion of this chapter presents a vision for future development patterns. It will serve as a guide for addressing rezoning requests.

Wisconsin's Comprehensive Planning law requires that all land-use decisions be consistent with an adopted comprehensive plan.

commercial or industrial use may be compatible with residential uses as long as the former does not negatively affect the latter (through noise, pollution, increased traffic, etc.). As a result, local governments relying on these newer models are creating mixed-use communities with a variety of different land uses established in close proximity. This pattern of development creates an environment that promotes walking and bicycling as well as increasing opportunities for community interaction. It also expands the local tax base more effectively than purely residential development.

Another tool useful in implementing plans, particularly those based upon the preservation of open space and historical places is *overlay zoning*. Overlay zones were initially intended to protect important resources and sensitive areas (Wisconsin's mandated floodplain zoning program is an example of overlay zoning). However, they may also be used to achieve design goals. The requirements of overlay zoning apply in addition to the underlying zoning regulations. The underlying zoning regulates the type of uses permitted, such as residential or commercial, while the overlay zone imposes specific requirements to provide additional protection. Overlay zoning may also be used to allow for mixed-use and infill development within established zoning districts.

SUBDIVISION ORDINANCE

Unlike zoning, which describes the allowable uses for a parcel of land, subdivision regulations govern the manner in which land transitions from one use to another (typically from agricultural or open space to residential). A subdivision ordinance provides the procedures and standards for dividing a large parcel of into smaller parcels for sale and development. Subdivision regulations require a developer to meet certain conditions in order to record a plat. As with zoning, subdivision regulation is a tool used to carry out a community's plan. However, the regulations governing the division of land differ from zoning regulations in two important ways.

First, while zoning regulations are meant to control the use of property, subdivision regulations address the quality of development (the availability of public services, services the subdivider must provide, the layout of the site, etc.). The way in which lands are divided plays a key role in the orderly development of a community. Properly administered, subdivision regulations can be more useful in achieving planning goals than zoning ordinances. The impact of subdivision regulations is more permanent than zoning. Once land is divided into lots and streets are laid out development patterns are set. Subdivision ordinances often give a community its only opportunity to ensure that new neighborhoods are properly designed. Failure to plan for the subdivision of land is felt in many areas such as tax burdens, the high cost of extending utilities, street and traffic problems, overcrowded schools, health hazards caused by wastewater treatment systems unsuited to a particular area, loss of natural resources, and a declining sense of community.

Second, the requirements and procedures for regulating subdivisions provided under Wisconsin statutes are very different from the statutory requirements for zoning. Though it has three separate zoning enabling laws for cities/villages, towns and counties, Wisconsin has only one local enabling law for local subdivision regulation (Chapter 236, Wis. Stats.). This single enabling law provides the authority to adopt subdivision regulations and is very different from the authority for zoning. For example, towns do not require county approval to adopt subdivision regulations. Likewise, counties do not need town approval for the county subdivision regulations to apply within that town unless the town in question has adopted its own subdivision ordinance.

The design standards included within a subdivision ordinance provide a community with the tools necessary to protect public health and safety, preserve natural resources, and enhance quality of life. Design standards may be included in narrative or graphic form to provide developers and other interested

CHAPTER 10: FUTURE LAND USE

parties with examples of the types of development and design acceptable to the community. At a minimum, such an ordinance will govern how a subdivision is laid out (lot size and shape, access, open space, etc.), and the design of necessary improvements (road widths, sidewalk locations, tree plantings, etc.). A land division ordinance may also incorporate a variety of design standards including, but not limited to:

- **Protecting Open Space.** The ordinance may specify standards that limit construction on natural features that are unsuitable or undesirable for development.
- **Roads and Streets.** The ordinance may specify the standards for the design and construction of streets and related improvements within the subdivision. These standards may include street widths, intersection design, maximum grades, and length of cul-de-sacs, among others.
- **Configuration of blocks and lots.** The ordinance may provide standards for the size and location of blocks and lots.
- **Parks and Open Space.** The ordinance may specify the amount and type of open space dedication required for new development and the location and dimensional standards for different types of parks.
- **Water and Wastewater.** The ordinance may encourage or require the use of community wells and alternative wastewater treatment facilities for proposed subdivisions.

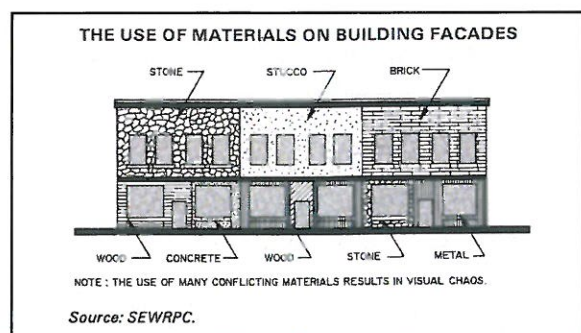
HISTORIC/CULTURAL PRESERVATION ORDINANCE³

Many Wisconsin communities have a rich assortment of properties with architectural, historical, archeological and/or cultural significance. These may include Native American sites, residences, public or commercial buildings, barns, and bridges, among others. A community may only have one property of historic significance or several that together may constitute a historic district. The presence of historic properties provides community identity and helps foster a special sense of place and association with the past. The most important thing to consider in the development of a historical and cultural resource ordinance is that the resources to be protected need not be eligible for the National Register of Historic Places. They should be those resources that hold special meaning to the residents of Black Creek, resources that may or may not hold special significance to other communities.



DESIGN ORDINANCE

A design ordinance sets architectural and design requirements for building materials, colors, styles, sizes, roof types, building lines (similar to setbacks), landscaping, lighting, signage, and other elements. Design ordinances can be used to promote traditional neighborhood new urbanist approaches to development. Municipalities use design ordinances to ensure that new development is functionally and



³ Excerpted from Guide to Community Planning, Brian Ohm, 1999.

visually compatible with the existing built environment.

A design ordinance may provide specific parameters to regulate building location (e.g., to preserve scenic views of lakes and open spaces, allow for adequate light infiltration, etc.). They may also be used to implement standards intended to revitalize existing areas that have deteriorated, or are in the process of deterioration. An important aspect of successful design ordinances is ensuring the flexibility to allow for new materials and ideas that are compatible with the overall community image. This is best achieved with the creation of a design review committee charged with the responsibility of weighing conformance with the code against originality in design, harmony with surrounding structures, and other considerations.

DESIGN REVIEW⁴

The design review process involves the review of individual development proposals by a plan commission or design review committee. Design review allows a community to influence the layout and appearance of buildings and open space as an area is developed. Traditional zoning and planning address community character and design in limited and indirect ways. Design review processes require that the community outline the purpose of the guidelines and the review process in a manner that assures objectivity, consistency, and fairness of process. Aspects of a design review process should include the following:

- Design guidelines should clearly define what the community means by compatibility with its character or harmony with existing surroundings.
- A community-wide design study should precede the determination of community character or image that is to be protected, enhanced or created.
- Surveys of citizens' perceptions of the character or image of the community should be conducted to form a basis for design guidelines.
- Content and organization of design guidelines should be simple and focused, with clear priorities for criteria and standards, but they should not be overly specific.
- Descriptive design criteria and standards should be illustrated.
- The interpretation of compatibility with community character or harmony should be broad enough to include various contextual relationships.

To be successful, design review programs need to have the support of the community. Members of the design review committee need to involve the entire community in the development of the guidelines. Members of the design review committee should also continually educate elected officials, developers and the public about the importance of design review on the character of the community.

STREETSCAPING

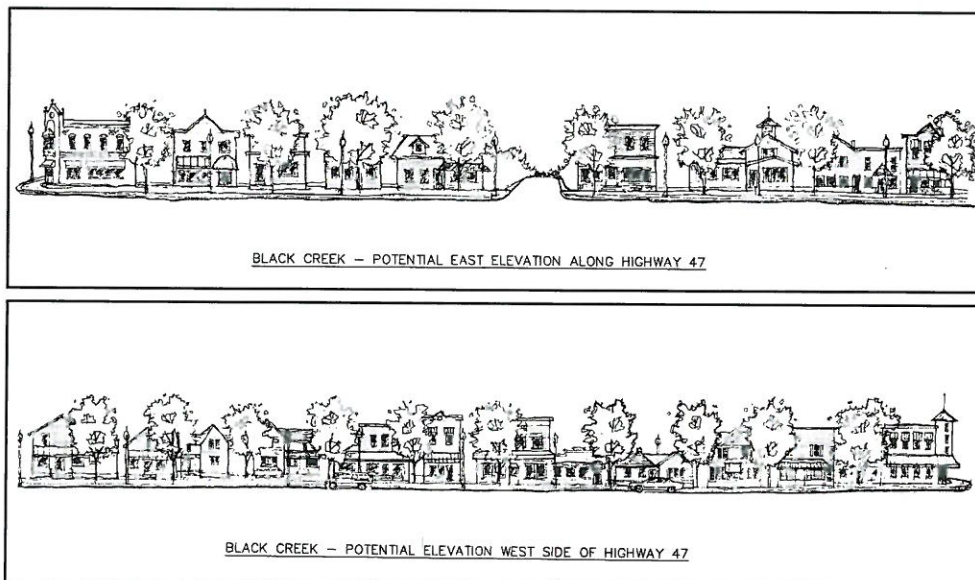
The term 'streetscape' generally refers to the visual elements of a street, including the road, adjoining buildings, sidewalks, street furniture, trees and open spaces that, when taken in their entirety, form the street's character. The goal of a streetscape plan is to develop and promote a set of design guidelines

⁴ Text excerpted from Guide to Community Planning in Wisconsin, Brian Ohm, UW-Extension, 2009

CHAPTER 10: FUTURE LAND USE

based upon existing and desired architectural elements and the historic character of a community that, when implemented, will create an attractive, high quality commercial environment. A well designed streetscape plan will improve the quality of life for residents; expand economic viability, and increase the desirability of a community as a destination. The main elements of a streetscape plan include:

- Architectural design recommendations and guidelines for structures located along primary transportation corridors and street enhancements to provide increased safety to pedestrians.
- Landscaping elements to be utilized within the downtown, at key entry points, and throughout the community.
- Integrated pedestrian and bicycle amenities, including resting areas, street furniture, Wi-Fi hotspots, bike racks, planters, water fountains, and trash receptacles, among others.
- A wayfinding system intended to assist visitors in navigating between key destinations.



Design concepts developed by OMNNI Associates, 2005.

FUTURE LAND USE MAPS

The future land use maps appearing at the end of this chapter will be used to guide development in the Town and Village of Black Creek over the next twenty years. Wisconsin's comprehensive planning law requires that land use decisions related to zoning, subdivision development, and official mapping be consistent with an adopted comprehensive plan...and the future land use map.

HOW WERE THE FUTURE LAND USE MAPS DEVELOPED?

The future land use maps began with the current land use maps as a foundation. From those base maps:

- Natural resource areas were identified to delineate existing development limitations including wetlands, floodplains, and surface water.
- The existing housing supply and future population and household projections were examined to understand the extent of future residential development.
- Utility and community facility capacities plans were reviewed to understand future community needs.
- The results public participation exercises from the 2015 planning process were reviewed to guide future land uses.
- Market considerations were used to guide the most appropriate locations for future commercial and industrial development.
- New Urbanism and TND approaches were used as a framework for planning future uses in the Village.

HOW WILL THE FUTURE LAND USE MAPS BE USED?

The future land use maps are planning tools to be used by the Town and Village Boards and their respective Plan Commissions to guide future zoning revisions, land and subdivision applications, and other local land-use decisions in accordance with the Comprehensive Planning law. Landowners and developers will consult the plan when making development decisions, and should be confident that an application for development that is consistent with the comprehensive plan will be approved.

It is important to note, however, 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 over time. Applications for rezoning and development that are inconsistent with the plan and future land use maps must be given due consideration, not rejected out of hand. 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 advances, the economy, or the natural environment may affect 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 distribution per the requirements of the Wisconsin Comprehensive Planning law. Any amendment must be reviewed by the Plan Commission and approved by the Town Board before such development is permitted.

DESCRIPTION OF PROPOSED LAND USE CHANGES

The following section provides a more detailed description of each of the proposed land uses presented on the future land use maps. The total acres or miles associated with each proposed element are provided in Tables 10.1 and 10.2.

PROPOSED ALTERNATIVE HOUSING

Alternative housing includes multi-family rentals (triplexes, quadplexes, and apartments), multi-family owner-occupied (townhouses, condominiums), and senior housing options, among others.

PROPOSED BICYCLE & PEDESTRIAN FACILITIES

The proposed trail system appearing on the future land use maps will provide linkages between key destinations nodes and increased access for bicyclists, pedestrians, and other nonmotorized transportation modes.

PROPOSED COMMERCIAL

Proposed commercial includes conventional commercial development at specific locations within the Town and multiple locations throughout the Village.

PROPOSED COMMUNITY PARKS

Community parks are generally five or more acres in size and are intended to serve the recreation needs of the greater community. Community parks may be active, passive, or a combination thereof. Amenities within an active park may include athletic fields, play equipment, tennis courts, basketball courts, band shells, pavilions, restrooms, and the like. Passive parks provide opportunities for rest and reflection and interaction with nature. They may include nature trails, hiking and skiing trails, and picnic areas, and tend to include restorative and educational elements like prairie restoration and reforestation.

PROPOSED GATEWAY FEATURES

As described earlier in this chapter, gateway features are intended to inform travellers that they have entered the Town and Village of Black Creek. Main entry points (STH 47 and 54) utilize larger features, with smaller version associated with county highways and town roads. The most important element of a gateway system is consistency in design, materials, and landscaping.

PROPOSED INDUSTRIAL

Conventional industrial development, including light and heavy manufacturing, primarily located in the Village of Black Creek.

PROPOSED MIXED USE

The proposed mixed-use area is intended to allow for desirable development and redevelopment within the Village core, implemented through the creation of a Mixed Use Zoning Overlay. The overlay would not supplant existing zoning districts, but allow for compatible residential and commercial development as a conditional use on a site-by-site basis. The mixed-use area will also support ‘pocket parks’ on vacant and underutilized lots within the downtown.

PROPOSED NEIGHBORHOOD PARKS

The areas identified for proposed neighborhood parks are located adjacent to current and proposed residential development. Although total acreage of the parks will be determined over time, it can be assumed that they will be relatively small (each less than ½-acre in size) and will cater to residents in the nearby neighborhoods.

PROPOSED RIPARIAN CORRIDOR

The proposed 200' stream corridor would extend 100' from the high-water mark on each side of perennial streams (encompassing County shoreland setbacks) and will improve water quality, preserve wildlife habitat, and mitigate flooding.

PROPOSED SINGLE-FAMILY RESIDENTIAL

Additional single-family residential development, through conventional subdivision development, to accommodate projected population growth.

PROPOSED STREETSCAPING

The boundaries of the proposed streetscaping project in downtown Black Creek.

PROPOSED TRANSITIONAL RESIDENTIAL

The purpose of the Transitional Residential District (TRD) is to create an intermediary buffer between the more densely developed Village and the less densely developed agricultural areas within the Town. The TRD allows for market-based residential development consistent with the goal of preserving rural character and functional open space. All minor land divisions (through certified survey maps) and subdivision plats within the TRD would be required to follow the principals of conservation design.

FUTURE LAND USE PROJECTIONS

Tables 10.1 and 10.2 provide a breakdown of select land uses in five-year increments as required under the planning law. As with any long-term planning document, these projections are tentative and based upon existing and past trends. Actual changes in land use may occur at a rate slower or more rapid than currently anticipated.

Table 10.1: Projections for Future Land Use by Acreage in the Town of Black Creek, 2015-2035.					
Land Use	Total Acreage				
	Current	2020	2025	2030	2035
Agricultural	11,269	11,832	12,395	12,958	13,521
Commercial	37	122	207	291	375
Industrial	55	44	33	21	10
Mixed Commercial/Industrial	0	24	48	71	95
Residential	752	846	939	1,033	1,126