

**CHAPTER 3:
FUTURE LAND USE PLAN**

TABLE OF CONTENTS

INTRODUCTION 3-1

20-YEAR GENERAL PLAN DESIGN 3-1

 Land Use Classifications..... 3-1

 Land Use Recommendations 3-1

 Residential..... 3-1

 Main Street Revitalization District 3-2

 Mixed Use..... 3-3

 Commercial..... 3-4

 Industrial / Light Industrial 3-4

 Governmental/Institutional/Utilities 3-5

 Park and Recreation 3-6

 Transportation 3-6

 Environmental Corridors Overlay..... 3-7

IDENTIFIED SMART GROWTH AREAS 3-7

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INTRODUCTION

This chapter discusses in detail the land use recommendations that support the village’s 20-Year General Plan Design. The background information and data provided in *Volume II: County Resources* was referenced by the plan commission during the preparation of the village’s preferred future land use map. The Village of Lena 20-Year General Plan Design (**Map 3.1**) reflects the type, location, and density of specific future land uses the village would like to promote during this planning period. The existing land use inventory, a detailed list of development strategies, and a series of implementation tools will assist village officials in achieving the 20-Year General Plan Design.

20-YEAR GENERAL PLAN DESIGN

Land Use Classifications

The following land use classifications are illustrated on the Village of Lena future land use plan. Utilizing these land use classifications, this chapter details the suggested type, location and density of development illustrated on the 20-Year General Plan Design, **Map 3.1**. The classifications define those vital land use characteristics that will assist in creating a diverse economic environment while promoting efficient and orderly growth. The village’s future land use classifications are:

- Residential
- Main Street Revitalization District
- Mixed Use
- Commercial
- Industrial / Light Industrial
- Governmental/Institutional/Utilities
- Parks and Recreation
- Transportation
- Environmental Corridors Overlay

Land Use Recommendations

Residential

It is the intent of this classification to promote orderly and efficient growth patterns that are consistent with adjacent land uses. The Residential land use classification allows for higher density residential development within and adjacent to the village where infrastructure can support the additional traffic and utilities are available. Infill development of the vacant land within the traditional neighborhoods and subdivisions within the northern and southern sections of the village will promote a variety of housing options for current and future residents. The planned area within the northeast section of the village will allow for additional growth opportunities should lands currently owned by the school district become available for development.

Recommendations:

- **Existing residential neighborhoods will remain** during the 20 year planning period with the likelihood of infill developments and rehabilitation or redevelopment of existing structures taking place whenever possible.
- **New residential development within existing neighborhoods should follow the village’s**

current zoning standards. Future developments should correspond to surrounding land uses according to scale and density, especially on a variety of infill lots.

- **New development should correspond with the existing neighborhood residential types** to avoid incompatibilities, compromising of the area’s visual appearance, and set uniform design standards for use and appearance of the neighborhood. Duplexes, single-family homes, and multi-family complexes could share the same neighborhood. This is done through careful planning and design resulting in higher densities without any noticeable change in the neighborhood character.
- **Future residential developments shall be sensitive to natural features** by preserving wildlife habitat, through conformance of setback requirements, incorporating natural features into the landscape, and planting trees along streets to maintain road edges and control erosion run off.
- **Traffic and circulation standards** will require streets to link neighborhoods, allow for parallel parking, slow traffic, and include sidewalks where pedestrian traffic demands them.
- **The inclusion of shared open spaces and natural features** in this classification could be used for either passive or active recreational activities.
- **Infill should be maximized in concentrated residential whenever possible** to limit the costs to extend infrastructure; minimizing the loss of open space and valuable agriculture land; and decreasing the travel distance between residences and existing services.
- **The rehabilitation or redevelopment of existing structures** will be encouraged to offer a more affordable housing option for residents and to improve the general look and housing conditions within the village.
- **The construction of additional multi-family housing** will be given consideration based on the changing needs of the village’s residents during this planning period.
- **Future residential development should maximize protection of environmentally sensitive areas** (i.e. woodlands, wetlands, steep slopes, floodplains, etc.) in order to minimize soil erosion and damage to surface waters.



Main Street Revitalization District

The Main Street Revitalization District classification while not specifically identified on Map 3.1, incorporates a mix of municipal, commercial, and residential uses in the heart of Lena, primarily along Main Street. This mix of land uses should be maintained to best serve the residents of the village and their neighbors in the Town of Lena.

Recommendations:

- **A strong visual image is created** by requiring front façades to face public spaces or streets and by maintaining a distinctive architectural style through the use of size, materials, colors, texture, and composition.
- **The village should recommend that the lower level of Main Street buildings be converted back from residential to commercial and retail use.**
- **The rehabilitation and utilization of existing buildings** is critical to the long-term viability, appearance, and function of this area.
- **This important area of the village should encourage a balance of pedestrian and vehicular movement.**
- **The utilization of appropriate zoning and design regulations will ensure the area maintains a healthy business appearance.** The siting of parking lots and garages in non-prominent locations and the inclusion of proper landscaping, fencing and vegetation to buffer mixed land uses will help create an inviting Main Street feel.
- **A revitalization plan** will contain a vision for the future Main Street redevelopment, supported by selective planning and marketing strategies, the acquisition of financial resources such as CDBG grants, TIF and BID districts, and attainment of Commerce’s Main Street Program designation and similar enhancement programs.
- **The Main Street area will contain mixed commercial and retail businesses to promote the ‘small town’ image** stated in the vision statement. These businesses will include specialty shops, governmental services, personal services, financial services, etc. to accommodate the needs of the current and future residents.
- **The redevelopment of the former rail road and feed mill properties** to other land uses to support Main Street activities.
- **Community interaction should be encouraged** through the planning of cultural, institutional, and other public activities.

**Mixed Use**

The Mixed Use land use classification includes areas with a mix of existing residential and commercial land uses. It is the intent of this classification to promote continued development of commercial uses within these areas. It is not the intent of the village to promote significant residential development within these areas.

Recommendations:

- **Mixed use development is planned along S. Rosera St.** This location is envisioned to contain primarily commercial, retail, and service related businesses that will be widely used by the village’s residents and visitors along with some existing residential uses and some limited new residential uses.

- **New businesses should be compatible with the character of the village.** The village encourages new businesses to feature attractive, well-maintained buildings that include appropriate signage and lighting so not to detract from the character of the community and the mixture of uses within the planned mixed use area.
- **Residential uses within these mixed use areas are anticipated to continue,** however it is not the intent of the town to promote significant residential development within planned mixed use areas.

Commercial

The Commercial land use classification includes retail, professional, and service sector businesses. This classification identifies the elements associated with growth in designated locations adjacent to USH 141 and along Main Street in an effort to maintain an identifiable commercial core while avoiding scattered commercial development.

Recommendations:

- **Existing businesses should maintain a crisp appearance,** while new commercial developments along Main Street should maintain similar scale in order not to detract from the character of the surrounding properties.
- **It is expected that a mix of future commercial development will locate along the USH 141 highway corridor in a linear pattern.** The intent is to locate commercial developments in areas that will give future commercial developments the most exposure and allow for easy traffic access. Future commercial development along the highway corridor will need to be aesthetically pleasing and provide for a clean, orderly and positive appearance from the highway.
- **The enhancement of the village’s major primary entryway** off USH 141 through signage, landscaping, etc. will serve as an important first impression of the village.
- **Home-based businesses are envisioned to remain and be a part of the village’s economic development strategy.**

Industrial / Light Industrial

The Industrial/Light Industrial classification specifically accommodates manufacturing businesses which creates or changes raw or unfinished materials into another form or higher valued product. Since industrial manufacturing can occur at various intensities, the inclusion of light industrial accommodates less intense operations. This classification focuses on existing operations such as Saputo Cheese and new businesses locating in and near the village during the planning period. In order not to cause land use conflicts, the 20-Year General Plan Design designates areas within the village and adjacent to USH 141 for future industrial/light industrial development.

Recommendations:

- **Existing industrial land use areas** are expected to remain throughout the planning period. These industrial sites are located along Rosera Street and near rail service.
- **The village should steer new industrial/light industrial developments to the areas within the village designated for industrial/light industrial uses.**

- **The village should continually monitor the capacities of the existing infrastructure and community facilities to accommodate new industrial development.** If the infrastructure in a particular area requires expensive improvement to accommodate new growth, the village should carefully study and compare costs of these improvements to their overall benefit to the community.
- **Industrial/Light Industrial sites should be managed in such a way that enhances the aesthetics of the village.** It is important for the village to control the design of industrial uses in order to maintain/enhance the aesthetics of the village. It is recommended that the village develop a set of standards for industries regarding landscaping, building design, lighting, parking, etc. This is especially important for areas on the village's edge and along USH 141 that serves as a primary entryway to the community.
- **The establishment of buffers is recommended to prevent incompatibilities with existing land uses.**
- **The location of future industrial/light industrial development should not be detrimental to the surrounding area** by reason of dust, smoke, odor, degradation of groundwater, or other nuisance factors.

Governmental/Institutional/Utilities

The Governmental/Institutional/Utilities land use classification addresses the capacity and efficiency of government buildings; emergency services and facilities; utilities and utility sites; cemeteries; and public services provided to village residents.

Recommendations:

- **Village officials should monitor the services provided to village residents and businesses** as development pressures increase to ensure the municipal services meet their needs and are cost efficient.
- **Any existing governmental/institutional facilities** will maintain their safety, functionality, visual appearance, and stature within the village.
- **The Village Board should continue its involvement in the long-range plans of the Lena School District** as they plan for construction of new facilities, improvements to existing structures.
- **Telecommunication towers and antennas** should be installed on available structures (e.g. water tower) rather than erecting new towers randomly throughout the planning area.
- **There should be ongoing consultation with gas, cable, internet, and electric providers on their expansion plans in and near the village.**
- **Village officials should continually monitor the efficiency and effectiveness of all village provided services** to identify the need for improvement, change in policy, establishment of mutual aid agreements, or future capital investments.
- **Future municipal development should be located and signed in a manner to ensure safe**



access into and out of all public buildings and facilities.

- **Village officials should remain aware of changing issues on telecommunication towers and antennas** and the siting of such facilities within the planning area.

Park and Recreation

The Park and Recreation land use classification comprises recreational facilities, trails, parks and open spaces within and around the Village of Lena.

Recommendations:

- **The village should prepare and then annually update an Outdoor Recreation Plan** to guide creation of new recreation areas or expansion and improvement of existing recreational facilities. An updated plan will make the village eligible for public and private grant funds to finance the stated projects.
- **Plans for future residential developments should be reviewed** to determine the need for additional recreational facilities within these areas.
- **The village should work with the Town of Lena, Lena School District, and Oconto County** to discuss their future plans for new and existing recreational facilities and explore the option of sharing facilities.
- **The village is recommended to communicate with the Town of Lena** in planning of future park and recreational facilities to promote connectivity of recreational uses such as trails.



Transportation

The Transportation land use classification covers both motorized and non-motorized travel. This includes the existing road network; future recreation paths and trails; and recommendations for safety and improved traffic movement in and around the village.

Recommendations:

- **To preserve the natural look of the area and to minimize the negative impacts of future residential development along roads**, it is recommended future development be minimally visible from the road through the usage of minimum set-back requirements.
- **For any new subdivisions proposed to be built within the planning area, an Area Development Plan should be provided.** This will allow the village to review and ensure that future roads are well designed to promote efficient traffic flow and to avoid unnecessary cul-de-sacs and loops that can increase the village's future maintenance costs or be disruptive for fire, police, or rescue services.
- **The utilization of the PASER (Pavement Surface Evaluation and Rating) program** will assist local officials in maintaining the roads in the future and ensure there is a cost effective road management plan in place.
- **Recreational paths and trails such as snowmobile trails should have proper signage and intersection controls** to ensure safe crossing and interaction with vehicles.

Environmental Corridors Overlay

Environmental corridors contain four components; 100-year floodplain as defined by the Federal Emergency Management Agency (FEMA), WDNR wetlands with a 50-foot setback, steep slopes of 12 percent or greater, and 75-foot setback from all navigable waterways as defined by the Oconto County Shoreland Zoning Ordinance. Together, these elements represent the areas of the planning area that are most sensitive to development and are intended to be preserved.

Recommendations:

- **This plan should serve as a guide for the preservation of environmental corridors.** Using the environmental corridors as a guide when reviewing proposed developments will give the village background information to determine what areas are important to maintaining the rural character and quality of the village’s natural resource base. The corridors are an overlay to the recommended plan (**Map 3.1**) and should be utilized as a reference.
- **Future developments should be located away from environmental corridors as much as possible,** or have them designed in such a manner to help minimize the negative effects on water resources, wildlife habitats and the overall character of the planning area
- **Development near environmental features in the planning area should be carefully reviewed in order to maintain ample wildlife corridors.**

IDENTIFIED SMART GROWTH AREAS

According to s. 16.965, Wis. Stats., a “smart growth area” is “an area that will enable the development and redevelopment of lands within 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 utility and municipal and state governmental costs.”

- Redevelopment and investment in the Main Street Revitalization District
- Redevelopment of the old railroad property
- Rehabilitation of homes in the older neighborhoods
- Light industrial development in the designated areas along Rosera Street
- Commercial development along USH 141
- New housing development in the northeast area of the village

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Map 3.1: 20-Year General Plan Design

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