

CHAPTER 8 Land Use Element

66.1001 (2)(h) Wis. Stat:

Land Use element. 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 the Issues and Opportunities element, 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 show 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 service of public utilities and communities facilities, as those terms are used in the Utilities/Community Facilities element, will be provided in the future, and the general location of future land uses by net density or other classifications.

The purpose of this plan's land use chapter is to compile an inventory of existing land use information, and establish the goals, objectives and policies which will be used to guide public and private actions concerning future land use and development. These goals, objectives and policies express ideas that are consistent with the desired character of the community and the other chapters of the Comprehensive Plan.

Section 8.1 Existing Land Use

The Village of Whiting consists of primarily single family homes, with commercial development along the Business Highway 51 corridor (Post Road), and several industrial sites in the western and central portions of the Village. Table 8.1 and Map 8.1 detail 2004 land use within Whiting.

Table 8.1: Existing Land Use within the Village of Whiting, 2004

Existing Land Use	Acres	Percentage
Single Family (1 unit)	299	21.4%
Duplex (2 units)	7	0.5%
Multi-Family (3+ units)	10	0.7%
Commercial/Office	23	1.6%
Industrial	94	6.7%
Government / Institutional	146	10.4%
Parks	70	5.0%
Natural Areas and Open Space	129	9.2%
Road / Rail Right-of-Way	160 / 24	13.1%
Vacant	220	15.7%
Water	218	15.6%
Total	1,400	100.0%

Source: Village of Whiting and Portage County Planning and Zoning Department

The following sections describe the different land use categories present within the Village. Whiting's 2004 zoning ordinance restricts residential, commercial and industrial development to one principal structure per parcel. The Village will continue this practice, considering multiple principal structures on a single parcel on a case-by-case basis, with Plan Commission and Village Board review and approval.

A. Residential Land Use

Existing residential development within the Village is classified into three categories: single family, duplex, and multi-family.

1. Single Family - the largest residential category, accounting for 299 acres, or 21.4% of the Village land area.
2. Duplex - includes structures that contain 2 units. The duplex category accounts for 7 acres, 0.5 % of Village land area.
3. Multi-Family – includes structures that contain 3 or more units. The multi-family category accounts for 10 acres, 0.7 % of Village land area.

B. Commercial/Office Land Use

Commercial development accounts for 23 acres (1.6% of Village land area), and is concentrated primarily along the Business Highway 51 corridor (Post Road) which bisects Whiting from north to south. There are two commercial properties located just west of the Plover River/McDill Pond, one on Water Street and one on Bremmer Street.

C. Industry

The majority of industrial property within Whiting is included in the two paper mill facilities along the Wisconsin River. Industrial development accounts for 94 acres, 6.7% of Village land area.

D. Government/Institutional

Institutional and Governmental land uses include the Village Hall/Fire Department, wastewater treatment plant, water tower, well fields, McDill School, Seventh Day Adventist church and school, River Pines nursing home, and the WI DNR ranger station. These uses account for 146 acres, 10.4% of Village land area.

E. Park

The main park facility within the Village is Whiting Park. Total park acreage in Whiting, less floodplain, is 70 acres, 5% of Village land area.

F. Natural Areas and Open Space

Wetlands and flood plain account for 129 acres, 9.2% of Village land area.

G. Road and Rail Right-of-Way

This land use category includes both rail and street right-of-way within the Village. Rail right-of-way accounts for 24 acres, 1.7% of all Village area; street right-of-way: 160 acres, 11.5%.

Map 8.1: Existing Land Use

H. Vacant

In 2004, over 220 acres of the Village were classified as vacant. Of this total, over 75% are part of the paper companies holdings. “Vacant” lands are likely to be developable for urban uses over the planning period, although some may not be available for development due to the plans of their current ownership (see Section 8.2(C) below).

Section 8.2 Land Use Trend Analysis and Projected Land Use

The Village of Whiting is a community that is unable to expand its borders to accommodate any new development. Future development will consist of filling appropriate vacant parcels, and through redevelopment of land currently developed.

A. Residential Land Use

The Village population has been decreasing for the last 20 years, while number of housing units has increased very slowly. This trend is accounted for by an increasing median age for Village residents, and the decreasing number of persons living in each household through children leaving home and death of older residents. This trend is expected to stabilize and reverse as younger families move into the Village, which will in turn raise the persons per household. The numbers of persons per household will be a major determinant of the number of residents within the Village of Whiting.

Beyond the limited amount of currently identified vacant residential acreage within the Village, any increase in the number of residential units will require development or redevelopment to occur at increased densities, or reclassification of Village land from another use designation to residential (see Industrial Land Use discussion below).

B. Commercial Land Use

To encourage commercial vitality within the Village of Whiting it will be necessary to maintain and improve the appearance and quality of existing businesses, while encouraging high quality redevelopment of areas where needed. It is necessary for the Village to utilize all of its commercial property due to the limited supply and inability to gain any new land beyond the existing Village boundary for commercial use. The only other possibility is reclassification of Village land from another use designation to commercial (see C. Industrial Land Use below).

C. Industrial Land Use

There is a large amount of acreage within the Village that is currently owned by a small number of industrial operations. Current industrial users are not anticipated to expand their current operational footprint to any large extent. Stora Enso North America and Kimberly-Clark Corporation control well over half of the land identified as “vacant” on Map 8.1. While the ultimate needs of these corporations cannot be fully identified at this time, it is the assumption of the Village of Whiting that a portion of these now vacant lands will become available for development, other than industrial, at some point in the not-too-distant future. This, in turn, could impact the nature and availability of residential and commercial development within Whiting.

D. Trends in Land Values

Table 8.2 below describes the increase in the equalized values for the different property types, as compiled by the State of Wisconsin Department of Revenue.

Table 8.2: Equalized Property Values for Village of Whiting

Type of Property	1980		1990		2000	
	Value	% of Total	Value	% of Total	Value	% of Total
Residential	\$25,748,000	43%	\$30,794,000	48%	\$55,061,000	52%
Commercial	\$3,299,000	6%	\$6,656,000	10%	\$15,118,000	14%
Manufacturing	\$20,192,000	34%	\$17,936,000	28%	\$26,880,000	25%
Agricultural	\$0	0%	\$0	0%	\$0	0%
Swamp and Waste	\$0	0%	\$0	0%	\$0	0%
Forest	\$0	0%	\$0	0%	\$0	0%
Other	\$0	0%	\$0	0%	\$0	0%
Personal Property	\$9,968,000	17%	\$8,451,000	13%	\$8,987,000	8%
Total Value	\$59,207,000		\$63,837,000		\$106,046,000	

Source: Wisconsin Department of Revenue Statistical Report of Property Valuations, 1980, 1990, 2000

E. Infill and Redevelopment Areas

The Village of Whiting Plan Commission has identified the following general areas as likely candidates for infill or redevelopment over the planning period and beyond (see Map 8.2 below).

1. Kimberly/Clark property at the southern end of the Village.

This vacant property, between Tommy's Turnpike and the Plover River, is currently zoned industrial. Commissioners commented on the natural beauty of the parcel, and its possibilities as a residential property. It may be well suited for condominium development, with conservancy zoning protecting the land beneath the ridge line. A further discussion should take place regarding the desired density for this parcel. A residential planned-unit-development was seen as appropriate for assuring quality results.

Kimberly/Clark plant management was contacted by Village officials regarding K/C's long-term plans for the property. Management stated that this property is the only place in the State of Wisconsin where they could possibly add a paper machine, if needed. For that reason they would prefer to keep an industrial land use classification for the Comprehensive Plan's planning period. K/C plant management also indicated that they may be interested in liquidating some of their property and boat landing area along the Wisconsin River.

2. Stora Enso property et al. at the northwest corner of the Village.

These vacant properties are located north of Sherman Avenue, at the Wisconsin River. The area in question includes properties owned by Stora Enso North America (SENA) as well as a property owned by another out-of-state party. Commissioners discussed whether or not industrial was the best ultimate use for the property, and felt that its location along the Wisconsin River on a quiet street would be well suited for high-value condominium development. Again, a residential planned-unit-development was seen as appropriate for assuring quality results.

Map 8.2: Potential Infill and Redevelopment Areas

SENA plant management was contacted by Village officials regarding their long-term plans for the property. Management stated that they had no real issues with this property being identified as “Residential” on the Future Land Use Map.

3. Nursing Home site.

This property (River Pines nursing home) is located adjacent south of the SENA property described in 2 above. Commissioners felt that the future of this site as a nursing facility may be in question, due to the changing nature of senior care as alternatives to the nursing home setting are gaining popularity and availability. As with the SENA property, its location along the Wisconsin River on a quiet street would be well suited for high-value condominium development. A residential planned-unit-development was seen as appropriate for assuring quality results.

4. Stora Enso property north of Wallace Place.

This vacant conservancy property has been previously discussed by the Plan Commission. It is felt that three or four residential lots would be appropriate to be allowed along Wallace Place, with the rest of the area remaining conservancy.

5. Lots adjacent to Wellington Place.

These are two existing residential lots north of Wellington Place, as well as the property east of Wellington Place currently for sale. There was discussion regarding what would happen to the lot along Post Road when the Business 51 reconstruction project took place; the re-alignment of the Minnesota Avenue/Bus. 51 intersection could have a big effect on the parcel. The consensus of the Plan Commission was that the ultimate use of these parcels should be similar to Wellington Place (higher density residential).

6. Post Road Corridor.

Commissioners felt that the corridor would re-develop over time to remove residential uses. Further discussion is necessary to establish appropriate direction for the nature of appropriate development: What mix of uses would be best? Is a TIF district appropriate for this corridor (for aesthetic concerns, re-location of power lines, etc.)? Care must be taken to consider the impact on the adjacent residential neighborhood.

In 2003, HNTB Corporation prepared a “Business 51 Transportation Corridor Study” for the 3.44 mile stretch of Business 51 running from its intersection with Cty Rd B in Plover, north to the Whiting/Stevens Point border. The study was undertaken for the Wisconsin Department of Transportation (WisDOT) to determine roadway reconstruction improvement options, as a part of a plan for a possible jurisdictional transfer of the roadway from WisDOT to the Villages of Plover and Whiting.

An important component of the Corridor Study was the creation of a number of different land use scenarios for the properties adjacent to and surrounding Hwy 51, in order to determine future traffic and traffic operation impacts on the roadway. After receiving feedback from an advisory committee made up of citizens, business owners and elected officials from the Villages of Plover and Whiting, a single scenario was selected for use in the study:

Scenario 5: Combination of Existing Land Use Patterns and Commercial Nodes.

The scenario maintains existing commercial land use patterns and concentrates large-scale commercial and office developments at nodal points along the corridor. Residential uses adjacent to Business 51 would be eliminated over time. See the full Corridor Study document for a complete description of the different scenarios.

The following summarizes the key points of the recommended scenario, as they pertain to the Village of Whiting:

- Plan a commercial development node at the intersection of Business 51 and McDill Avenue (Cty Rd HH). Commercial activity in this area should be complimented with a “gate-way” feature announcing the entrance to the commercial corridor.
- Plan for mixed-use office/commercial land uses adjacent to Bus. 51 between McDill Avenue (Cty Rd HH) and Tommy’s Turnpike.
- Plan a commercial development node at the intersection of Business 51 and Cedar Street. By organizing land uses and creating a centrally located commercial center around this specific intersection the Village can create a large redevelopment site.
- Plan a commercial development node at the intersection of Business 51 and Tommy’s Turnpike. This segment of Business 51 contains many large vacant parcels that could be assembled for re-development. Two development concepts were created to show the placement of future development west of Business 51. The first development concept is the “Main Street Concept” and the second is the “Courtyard Concept”.

7. Feltz Lumber Company Area.

This industrial use currently occupies a prominent site at the northern entrance to the Village, along the McDill Pond. Commissioners felt that a mixed-use commercial development might ultimately be appropriate for this area, perhaps with apartments above retail/office to take advantage of the water view. They felt that higher value is the key to this and other re-development/new development areas.

8. Cty Rd HH/Bus 51 intersection.

Redevelopment of the SE and NE corners of the intersection at such time as the dentist office and auto salvage yard uses end. No specific land use recommendations have been made for this group of properties yet.

9. Babcock Street neighborhood.

The Plan Commission discussed the different possibilities they had been aware of for the realignment of Whiting Avenue through the area located west of Babcock Street, south of Sherman Avenue. More information is needed before any specific recommendations can be made for this area.

SENA plant management was contacted by Village officials regarding their long-term plans for the property. Management stated that this would be a prime area for plant expansion, and it should remain classified as industrial throughout the planning period.

10. Molski property.

This property, located in the northeast portion of the Village, is assumed to eventually be developed as residential, as it is currently designated.

11. Omernik property.

This predominantly vacant property is anticipated to eventually develop with commercial uses.

12. Extraterritorial Area in Linwood.

The Village of Whiting would not like to see industrial development on the other side of the river, but would be in favor of some residential development.

Section 8.3 Land Use Conflicts

A. Existing land use conflicts

- Volume of pulp trucks going to SENA (Industrial uses impacting residential neighborhoods).
- Houses along the Bus 51 corridor are ultimately non-conforming (residential uses impacting on commercial “neighborhoods”).

B. Potential land use conflicts

- Plan Commission must remain aware of the types and locations of businesses with regards to surrounding land uses (larger commercial or industrial uses could exacerbate the problems).
- Some property owners along Cty Rd HH have expressed the desire for commercial development within that corridor. The Plan Commission and Village Board do not support this option.

Section 8.4 Land Use Goals, Objectives and Policies

A. Goal

1. Provide a balance of land uses to serve existing and future residents of the Village, as well as non-residents, that minimizes conflicts between adjacent land uses.

B. Objectives

1. Maintain the current ratio of residential, commercial and industrial land uses.
2. Encourage redevelopment, as well as new development in buildable, vacant areas of the Village, that is consistent and compatible with surrounding areas.

C. Policies

1. Support land uses that primarily serve local community needs.

2. Encourage safe and attractive development; ensure that the development site is physically suited to the proposed use; apply sound design and landscape principles in the planning, layout and construction of new development.
3. Ensure that proposed uses are compatible with surrounding uses; give consideration to the opinions of neighboring landowners and interests of the Village in general.
4. Increased housing density is a possibility in those areas identified as infill and redevelopment areas (Map 8.2). Existing multi-family zoning requirements should be reviewed to determine their adequacy for future multi-family development within the Village.

Section 8.5 Future Land Use Recommendations

Table 8.3 and Map 8.3 below illustrate the Future Land Use recommendations of the Village of Whiting Comprehensive Plan, and identify how development should proceed in the future to meet the Village’s goal of encouraging a pattern of community growth and development that will provide a quality living environment. Future development and redevelopment should be encouraged in an orderly pattern adjacent to and compatible with existing development. The existing zoning ordinance restriction of residential, commercial and industrial development to one structure per parcel shall remain. The Village may allow multiple structures on a single parcel on a case-by-case basis, with Plan Commission and Village Board review and approval.

Land Use recommendations include both immediate and long range planning recommendations to be implemented. The long range Land Use Plan recommendations are not considered to be inconsistent or in conflict with the Village’s existing zoning map because they will be implemented over the course of the planning period as development proposals and land use changes are presented to the Village for consideration.

Table 8.3: Future Land Use in the Village of Whiting, 2020

Land Use Category	2004 Acres	Percentage	2020 Acres	Percentage	Change 2004 to 2020
Single Family	299	21.8%	311	22.2%	+12 acres
Residential Planned Development	N/A	N/A	62	4.4%	+62 acres
Duplex	7	0.5%	7	0.5%	No change
Multi-Family	10	0.7%	11	0.8%	+1 acre
Commercial/Office	23	1.7%	62	4.4%	+39 acres
Industrial	94	7.5%	118	8.4%	+24 acres
Governmental / Institutional	146	10.6%	146	10.4%	No change
Parks	70	5.3%	70	5.0%	No change
Natural Areas and Open Space	129	9.2%	210	15.0%	+81 acres
Road Right-of-Way / Rail Right-of-Way	160 / 24	13.1%	160 / 24	13.1%	No change
Vacant	220	23.0%	0	0%	-220 acres
Water	218	15.7%	218	15.7%	No change
Total	1,400	100.0%	1,400	100.0%	0

Source: Village of Whiting and Portage County Planning and Zoning Department.

Map 8.3: Future Land Use

A. Residential Land Use

Residential development within the Village is classified into four categories: single family, residential planned development, duplex, and multi-family.

1. Single Family – one-unit structures.
2. Residential Planned Development – mixed-residential projects consisting of single family, duplex, and multi-family structures, including condominium-type development, subject to site plan approval by the Whiting Plan Commission and Village Board. Maximum allowable unit density will be established during the site plan review process.
3. Duplex - includes structures that contain 2 units.
4. Multi-Family – includes structures that contain 3 or more units.

B. Commercial/Office Land Use

Commercial land use includes small and large-scale retail and service establishments (i.e. stand alone buildings and strip centers, etc.). Office land use includes doctors, lawyers, financial services, government agencies, etc.

C. Industrial

Industrial land use includes processing and manufacturing operations as well as wholesale sales and establishments with large amounts of outside storage of materials.

D. Government/Institutional

Governmental and Institutional land uses include the Village Hall/Fire Department, wastewater treatment plant, water tower, well fields, schools, churches and synagogues, nursing homes, and the WI DNR ranger station.

E. Park

Park land use includes publicly owned land used for passive or active recreation.

F. Natural Area and Open Space

Lands placed within this category include wetlands and flood plain, as well as other lands which are intended to remain in a natural state in order to provide a buffer between adjacent land uses with different intensities of use (industrial / residential, etc.).

G. Road and Rail Right-of-Way

This land use category includes both rail and street right-of-way within the village.

H. Water

This land use category includes open water bodies such as ponds, lakes, rivers, streams, etc.

Section 8.6 Extraterritorial Area

State Statutes allow communities to identify extraterritorial boundaries in order to implement zoning [s. 62.23 (7a)], control offensive industry (s. 66.0415), *regulate smoke emissions* (s. 146.10) and review plats (s. 236.10). The Village of Whiting utilizes powers granted by State Statutes (ss. 66.0105, 236.10) to identify extraterritorial boundaries for the purpose of plat review. The statutes specify that the extraterritorial planning area extends 1½ miles beyond municipal limits and may not cross the corporate limits of another city or village (see Map 8.4). When extraterritorial areas overlap, the overlapping area must be divided on a line equidistant from the boundaries of each municipality concerned, so that only one municipality can exercise extraterritorial powers over one area. It was necessary to modify Whiting's extraterritorial area in order to avoid overlapping the extraterritorial area of Stevens Point.

Map 8.4: Extraterritorial Jurisdiction & Future Land Use