

## Chapter Seven: Land Use

### LAND USE RECOMMENDATIONS SUMMARY

- Use the City’s Future Land Use map and related policies when making day-to-day development decisions, like rezonings, site plans, and annexations.
- Promote compact, carefully designed development to enhance community interaction and cohesiveness, preserve resources, and decrease infrastructure and service costs.
- Encourage the redevelopment of key sites, particularly in and around the downtown.
- Implement a variety of polices for elevating the quality, appearance, and function of all neighborhoods in Whitewater.
- Promote and plan for a diversity of land uses to accommodate attractive new neighborhoods; employment, shopping, and service opportunities, and education, recreation, and community interaction.
- Reflect the recommendations in this *Plan* when updating zoning and subdivision ordinances.

### Chapter Introduction

This chapter is intended to guide land use decision making in and around the City. Land use planning allows the City to guide development in a manner that promotes economic health, maintains community character, preserves the quality of neighborhoods new and old, and protects sensitive environmental features. This chapter features a map showing recommended future land uses and policies guiding development decisions within different mapped areas. To fully understand the City’s Neighborhood Preservation Strategy, this chapter should be reviewed in tandem with the Housing and Neighborhoods chapter that precedes it.

### Land Use Map Designations

The Existing Land Use map (Map 4) and the Future Land Use map (Map 5) each depict at least some of the land use designations listed below. On the Existing Land Use map, these designations indicate how land was being used at the time this *Plan* was written. On the Future Land Use map, these designations indicate the City’s desired future uses for different parts of the City. Not all of the land use designations listed below are represented on both maps. The following is a summary description of each of the designations.

- Agriculture/Vacant (on Existing Land Use map only): Lands predominantly in agricultural or open space use, or open lands and vacant parcels within the 2009 City limits.
- Agricultural Preservation (on Future Land Use map only): Land intended for agricultural uses, farmsteads, and rural housing with low non-farm (housing) development densities.
- Single-Family Residential - Exurban: Single-family detached residential development served by individual on-site wastewater treatment (septic) systems, usually outside the City limits.
- Single-Family Residential - City: Single-family detached residential development served by a public sanitary sewer system, usually within the current or planned future City limits.

- Two-Family/Townhouse Residential: Groupings of two-family and attached single-family residential development (duplexes, town homes, two-flats).
- Multi-Family Residential (on Existing Land Use map only): Residential units in buildings that each contain three or more housing units, including rental apartments and larger condominium buildings, but do not contain first floor commercial uses.
- Higher Density Residential (on Future Land Use map only): A variety of residential units, including rental apartment complexes, condominiums, townhouses, and some single- and two-family residences interspersed.
- Mobile Home Residential: Single-family mobile home dwellings, and the associated sanitary, washing, recreational, road, and office facilities to service mobile home dwellings.
- Central Area Neighborhood (on Future Land Use map only): Mostly single-family and two-family housing, with a definite mixture of owner- and renter-occupancy. Some limited smaller-scale multi-family development may be allowed in certain areas, particularly where these types of land uses existed at the time this *Plan* was written or where current zoning supports such uses. See more detailed description and policies later in this chapter.
- Future Neighborhood (on Future Land Use map only): A carefully planned mix of primarily single-family residential development, including some two-family, higher density residential, and neighborhood-compatible business and institutional uses that are consistent with the residential character of the area.
- Community Business: Business and office uses serving local and regional shopping and service needs, and generally located in proximity to both residential areas and major traffic routes. Community Business areas may also include new residential uses meeting the standards of the City's R-3 zoning district, when mixed with commercial uses in a unified project.
- Highway Commercial (on Future Land Use map only): Commercial service, retail, and some light assembly uses that are highway oriented or have large land area requirements, and/or that may be focused on serving the traveling public, generally located in places more distant from residential areas.
- Central Business: Whitewater's historic downtown area, which accommodates pedestrian-oriented retail, service, office, community, institutional, and upper story housing.
- Mixed Use: A carefully designed blend of commercial, office, higher density residential, and/or institutional land uses, usually as part of a Planned Community Development zoning project. Mixed Use areas are intended to be vibrant places that also function as gathering spots.
- Institutional: Public and semi-public uses, including public and private schools, churches and religious institutions, government facilities, museums, institutions geared to senior citizens, hospitals, public transportation terminals, airports, and similar uses.
- University of Wisconsin-Whitewater: The University of Wisconsin-Whitewater campus (2009 campus boundaries).
- Office/Technology Park (on Future Land Use map only): High quality indoor professional offices; research, development, and testing uses, with certain compatible and specialized manufacturing and support facilities, all in a highly-controlled office park setting.
- Business/Industrial Park: Clean indoor manufacturing, warehousing, and associated uses in a controlled, business park setting.
- Manufacturing: A wide range of industrial uses, generally outside of a business/industrial park setting, including manufacturing, warehousing, distribution, freight terminals, and power generating facilities.
- Mineral Extraction: Quarries, gravel pits, clay extraction, peat extraction, and related land uses.

- Parks and Recreation: Publicly-owned lands devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational and conservancy activities. Also includes privately owned, outdoor recreational lands, such as the Whitewater Country Club. As presented on Map 5, lands designated as “Working Environmental Corridor” are shown over the top of Parks and Recreation lands.
- Working Environmental Corridor (on Future Land Use map only): Lands in floodplain, wetland, steep slope, and/or waterway buffer intended for mainly open space use.

## The City’s Existing Land Use Pattern

An accurate depiction of the City’s *existing* land use pattern is the first step in planning for a desired *future* land use pattern. The City of Whitewater encompasses approximately nine square miles. Figure 7.1 summarizes the existing acreage allocated to each of the various land use categories in the City limits. The existing land use pattern is depicted on Map 4.

**Figure 7.1: Existing Land Use Totals, City of Whitewater, 2009**

Land Use	Acres*	Percent
Agriculture/Vacant	2,838	49.03%
Single-Family Residential - Exurban	8	0.14%
Single-Family Residential - City	612	10.6%
Two-Family/Townhouse Residential	83	1.4%
Multi-Family Residential	171	3.0%
Mobile Home Residential	27	0.5%
Central Business	14	0.2%
Community Business (also Highway Comm.)	148	2.6%
Mixed Use	2	<1%
Business/Industrial Park	143	2.5%
Manufacturing	89	1.5%
Institutional	224	3.9%
University of Wisconsin-Whitewater	387	6.7%
Parks and Recreation	242	4.2%
Mineral Extraction	0.18	<1%
Rights-of-Way	599	10.4%
Surface Water	201	3.5%
<b>TOTAL</b>	<b>5,788</b>	

Source: GIS Inventory, Vandevalle & Associates, 2009

\* Values have been rounded to nearest whole number

### Residential Development

Residential development areas (neighborhoods) are located throughout the City, and are described more fully in the Housing and Neighborhoods chapter. Areas used for Single-Family Residential - City development comprise roughly 11 percent of total land in the City, and roughly 21 percent of developed land, at an average gross density of roughly three homes per acre. When combined, Two-Family/Townhouse Residential and Multi-Family Residential development areas shown on Map 4 account for an additional four percent of land in the City. This includes mobile homes, but does not include on-campus dormitories. Average gross densities within Two-Family/Townhouse Residential and Multi-Family Residential areas are between eight and thirteen dwelling units per acre.

### **Commercial Development**

There are approximately 148 acres in the City of Whitewater used for commercial development, not including commercial uses in the downtown. This accounts for less than three percent of the City's total 2009 land area, or roughly five percent of the City's developed land area. (In comparison, seven percent of the total land area in the nearby city of Fort Atkinson is in commercial uses.) Commercial land uses are generally located along Whitewater's major roadways, including West Main Street, East Milwaukee Street, Highway 59, and the downtown.

### **Industrial Development**

Industrial uses currently account for approximately four percent of the City's land. The Whitewater Business Park is located on the northeast side of the City. A heavier industrial area is located along the City's north side, which includes and is near the Cogentrix power plant.

### **Other Development**

Community facilities such as churches, schools, municipal facilities, and utilities account for 224 acres (3.9 percent) of the City's land. The University of Wisconsin-Whitewater comprises an additional 387 acres, per the consultant's GIS analysis. In addition, there are another 242 acres of public parkland located in the City, not including recreational lands associated with the school grounds. More detailed information regarding community facilities is located in the Utilities and Community Facilities chapter.

Roughly 50 percent of the land located within the City limits at the time this *Plan* was written is in agricultural use or is otherwise undeveloped. Of these lands, 23 percent are un-developable (i.e., characterized by floodplains, wetlands, or steep slopes).

## **The City of Whitewater's Neighborhood Plans**

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The City's neighborhood plans (or quadrant plans as they are sometimes called) have, when combined, served as the City's land use plan, master plan, or comprehensive plan (depending on terminology) for decades. Between the years 1999 and 2009, the City prepared new and updated detailed neighborhood plans for the peripheral areas of the City. Each plan provides specific recommendations regarding land use, natural resources, and transportation for that area of the City. As described in the Introduction to this *Comprehensive Plan*, the recommendations of each of these plans have been integrated into this *Comprehensive Plan*, to the extent appropriate. The following paragraphs summarize each of the City's neighborhood plans that remain relevant.

### **East Whitewater Neighborhood Development Plan (EWNDP), 1999**

Whitewater's East Neighborhood is generally bounded by Highway 59 on the north, Howard Road on the east, the Highway 12 Bypass on the south, and Trippe Lake and Newcomb Road on the west.

The northern two-thirds of the East Neighborhood planning area is reserved for the expansion of the Whitewater Business Park, although much of this space is undevelopable. The southern one-third, the Gateway East Neighborhood, was planned as a mixed use neighborhood focused around a commercial corridor near Elkhorn Road, with parks and associated natural resource-focused open spaces planned on both sides of Elkhorn Road.

Most of the East Neighborhood planning area—and recommendations for the future of this land—have since 1999 been incorporated into the more up-to-date North and South Neighborhood development plans, described below. The exception is Business Park lands west of Howard Road and north of the railroad tracks.

**West Whitewater Neighborhood Development Plan (WWNDP), 2001**

The West Neighborhood planning area encompasses much of the area on the City's expanding west side. The area is generally bounded by Tratt Street on the east, a private airport and large wetland area on the north, and the Highway 12 bypass on the west.

This West Neighborhood is planned for primarily residential development, with higher density residential uses planned for the areas along major roadways (like Tratt Street) and near intersections. Commercial development is planned for the intersection of West Main Street and Indian Mound Parkway and, further west, near the intersection of West Main Street, Tri-County Road, and the Highway 12 bypass.

Major connections to the road network are envisioned, including a "University Avenue" extending east west from the university to the Tri-County Road intersection with Highway 12. Due to wetlands and floodplains, significant areas are planned to remain in open space. A potential school site is also identified.

**North Whitewater Neighborhood Development Plan (NWNDP), 2007**

The North Neighborhood planning area encompasses areas on and beyond the north side of the City and is generally bounded by Tratt Street (County Highway N) on the west and Howard Road on the east. The northern edge of the planning area generally corresponds with the City's Sanitary Service Area boundary, as prepared by Southeastern Wisconsin Regional Planning Commission (SEWRPC).

This planning area is envisioned for a wide variety of land uses. These include new residential development on the west side of the planning area, north of the University campus. Parks and open space uses along the Whitewater Creek corridor and nearby lands dominate the central part of the planning area. Industrial development capitalizing on the location along County Highway U, State Highway 59, and the Cogentrix power plant is envisioned for the northern parts of the planning area (east of the creek). Expansion and refinement of earlier concepts for the Whitewater Business Park are the focus of the eastern portion of the area.

Major new and upgraded road connections include the easterly extension of Starin Road all the way to the Business Park, and the upgrading and realigning of Highway U to serve as a better north "bypass" for the City.

**South Whitewater Neighborhood Development Plan (SWNDP), 2009**

The South Neighborhood planning area encompasses approximately 2,500 acres around the south side of the City. The planning area generally extends from Cravath and Trippe Lakes out to the edges of the City's southern Sanitary Service Area boundary, and east and west to the edges of the City's planned growth areas. The planning area straddles the Highway 12 bypass.

The plan focuses future commercial/retail development near existing Highway 12 bypass interchange locations, particularly at the Elkhorn Road location. There, larger retail uses at a scale similar to those uses currently on West Main Street are envisioned. Smaller, community-focused commercial uses are envisioned near the Highway 89 and Walworth Avenue intersections. At the time the SWNDP was prepared, the University Technology Park was planned for the area south of the Highway 12 bypass and west of Highway 59 and the Whitewater Country Club. Shortly after the SWNDP was adopted, the location for the University Technology Park was moved to the southeastern section of the Whitewater Business Park, which is a location that is also compatible with the SWNDP. Much of the remainder of the planning area is planned for residential development, with opportunities for Whitewater Country Club expansion and a new school site also considered.

The planning process incorporated a concerted effort to work closely with the Town of Whitewater and affected property owners. The Town and City plans are, as a result, in relatively close alignment in the South Neighborhood planning area.

**Land Development Trends**

Figure 7.2 shows the number and type of building permits issued by the City for new construction from 1998 to 2008. For this 11-year period, the City issued building permits authorizing a total of 841 housing units, or about 76 new housing units per year. Of this total, only 228 (or 27 percent) were for single-family houses, which is below the historic percentage of single-family units relative to other housing types. Over this same time period, an average of two permits for commercial structures was issued per year.

**Figure 7.2: Number of Units for which Building Permits Were Issued (New Construction Only)**

Type of Structure	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Total
Single-Family Residential Units	7	8	13	17	22	26	40	50	28	11	6	228
Duplex Housing Units	4	12	0	8	12	12	4	4	14	18	14	102
Multi-Family Housing Units	36	44	69	64	52	24	20	6	11	52	31	511
Commercial Permits	4	4	1	5	1	4	0	1	3	1	0.5*	24.5

Source: City of Whitewater

\*Permit was for half commercial half residential.

Land market trends indicate that property values are increasing in the City. Between 1999 and 2008, the State Department of Revenue reported a 76 percent increase in the total equalized value of all property in the City of Whitewater (see Figure 7.3). This rate of increase is comparable to that of the City of Fort Atkinson, but considerably lower than that of other communities in Walworth County. As a whole, Jefferson County saw an 84 percent increase in property values, and Walworth County’s property values increased by 120 percent. This has perhaps been fueled by growth associated with both the Chicago and Milwaukee areas to a greater degree in Walworth County.

**Figure 7.3: Total Equalized Values**

	1999	2008	Percent Change 1999-2008
City of Whitewater	\$362,485,500	\$638,131,200	76.0%
City of Delavan	\$383,244,700	\$760,057,900	98.3%
City of Elkhorn	\$347,249,000	\$754,798,100	117.4%
City of Fort Atkinson	\$537,797,500	\$915,405,200	70.2%
Town of Cold Spring	\$49,751,600	\$73,953,100	48.6%
Town of Koshkonong	\$207,768,600	\$384,376,800	85.0%
Town of Lima	\$64,051,800	\$92,969,900	45.1%
Town of Whitewater	\$162,284,100	\$324,378,200	99.9%
Village of Palmyra	\$72,650,500	\$135,441,400	86.4%
Jefferson County	\$3,748,765,300	\$6,897,170,600	84.0%
Walworth County	\$7,025,341,000	\$15,466,199,300	120.1%

Source: Wisconsin Department of Revenue

**Existing Land Use Conflicts**

Land use conflicts are present in areas of the City where residential neighborhoods are adjacent to higher intensity commercial and industrial properties, such as along the East Milwaukee Street corridor and Jefferson Street. Conflicts also exist in neighborhoods where student-oriented rental housing is located within a predominately owner-occupied housing area. Over time, conflicts could arise on the eastern and western edges of the City where existing rural subdivisions will eventually be surrounded by more intensive urban land uses, such as industrial uses on the east side and commercial uses on the west side. (This presents an

argument for limiting future “rural” subdivisions of this type near the edges of the City in the future.) Through the land use policies and recommendations presented in this *Plan*, the City seeks to minimize these types of conflicts through thoughtful planning, buffering, limits on rural development, and strategic redevelopment.



**Map 4: Existing Land Use**

# Existing Land Use

Map  
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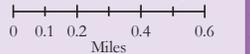
## City of Whitewater Comprehensive Plan

-  City of Whitewater
-  County Boundaries
-  Town Boundaries
-  Parcels
-  Railroad
-  Surface Water
-  Right of Way

### Land Use Categories

-  Agricultural/Vacant
-  Single-Family Residential - Exurban
-  Single-Family Residential - City
-  Two-Family/Townhouse Residential
-  Multi-Family Residential
-  Mobile Home Residential
-  Community Business
-  Central Business
-  Mixed Use
-  Institutional
-  University of Wisconsin - Whitewater
-  Business/Industrial Park
-  Manufacturing
-  Parks and Recreation
-  Mineral Extraction

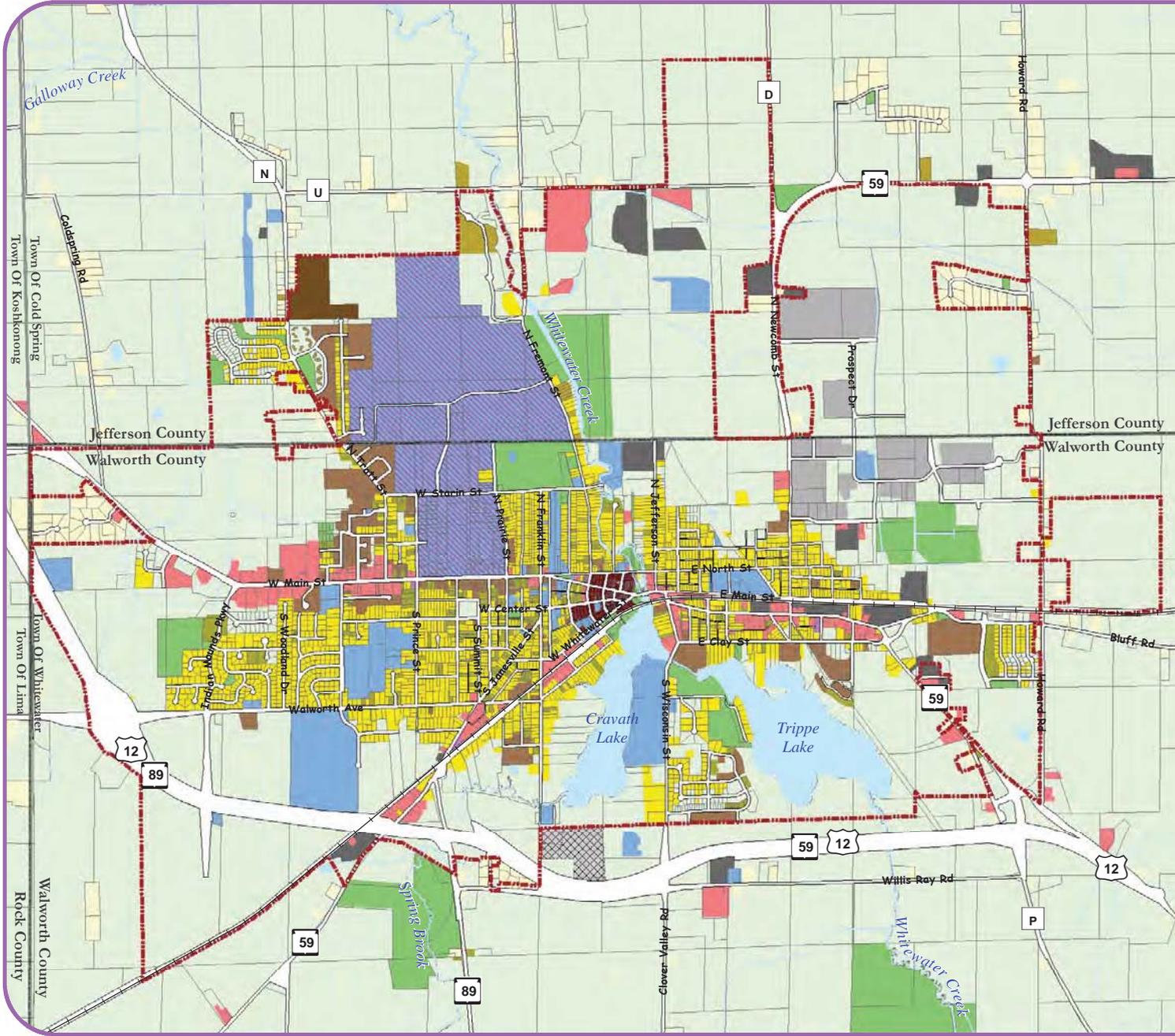
Source: SEWRPC, WIDNR, Walworth Co. LIO, Rock Co. LIO, Jefferson Co. LIO, City of Whitewater, V&A



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## Land Use Demand Projections

Wisconsin Statutes require comprehensive plans to include projections, in five-year increments, for proposed future demand for future residential, commercial, industrial, and agricultural land uses. As described in the Vision and Opportunities chapter, for the purposes of this *Plan*, population projections over the next 20 years are based on the assumption that the City's average annual percentage change from 1990 to 2009 (0.7 percent) will continue through 2030. (This is referred to as the Compounded Projection scenario.) These assumptions yield a projected land use demand associated with future City growth was projected using the following analysis:

1. **2009 to 2030 population change:** The City's 2030 population is projected to be 16,393, or an additional 2,094 people from 2009.
2. **Projected number of new households in 2030:** Based on an average household size of 2.38 people per household, there is projected to be 880 additional households in the City between 2009 and 2030.
3. **Residential density:** Assumed at 5.5 dwelling units per acre, based on historic City density patterns.
4. **Non-residential development ratio:** It was assumed that the ratio of residential to non-residential development will be 59 percent residential to 41 percent non-residential.
5. **Flexibility factor:** Because the market for land is not only driven by demand, but is also dictated by the motivations and desires of land owners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market is ripe for development. Therefore, incorporating a flexibility factor into land use demand projections ensures that the supply of areas designated as appropriate for development will accommodate future demand. The land use demand projection for this *Plan* was made with a 100 percent flexibility factor (i.e., total land area needs yielded from the previous steps were doubled).

**Figure 7.4: Land Demand Projections in Five Year Increments, 2009-2030**

	2009-2010	2010-2015	2015-2020	2020-2025	2025-2030	Total 2009-2030
Projected number of new residents	93	476	492	508	525	<b>2,094</b>
Projected number of new housing units	39	200	207	213	220	<b>879</b>
Total residential acreage demand	7	36	38	39	40	<b>160</b>
Total new non-residential acreage demand	5	25	26	27	28	<b>111</b>
Total preliminary acreage demand*	19	96	99	102	106	<b>422</b>
Total acreage demand including flexibility factor	<b>38</b>	<b>192</b>	<b>198</b>	<b>204</b>	<b>212</b>	<b>844</b>

\*Sum of residential and non-residential acreage plus an additional 36 percent to account for roads, sidewalks, parks, and other spaces not already accounted for.

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## Land Supply

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The supply of land available to meet the projected development demand of 844 acres includes areas of the City that have been planned or approved for development but are not yet built out, lands currently within City limits but not yet developed, land available for redevelopment, and undeveloped land outside the City limits without development constraints (mainly those within the Sewer Service Area).

The City's Future Land Use map (Map 5) plans for sufficient land area to meet land development demand over the 20-year period. It is important for the City to plan for its longer term future and therefore has identified those lands both within and outside of the City's 2009 municipal limits that are appropriate for future City growth. Lands shown for development on Map 5 are largely based on the "development plan" maps from the City's neighborhood plans, described earlier in this chapter. However, for the purposes of this *Comprehensive Plan*, certain areas that were shown for nearer term development in the City's neighborhood plans have been reclassified as longer-term development areas (see description of Long Range Urban Growth Areas later in this chapter and shown on Map 5). This is because the development demand calculations—available now but not at the time each neighborhood plan was prepared—justify less acreage for development over the 20-year planning period than anticipated in each of those plans.

As expressed in the Agricultural Resources chapter above, agricultural preservation in the Whitewater area is an important goal for the City. Still, over the planning period, agricultural lands located within the City's planning area are projected to decrease as some of these areas become developed. Since much of the City's future development will occur on what is now agricultural lands, it is reasonable to project that agricultural land within the City's planning area will decrease by roughly 800 acres over the next 20 to 25 years.

It is projected that industrial development will comprise roughly 60 percent of future non-residential development projected in Figure 7.4. This roughly amounts to a projected 15 acres of new industrial development every five-year period, not including the flexibility factor. It is projected that commercial development will comprise an additional 40 percent of future non-residential development, or roughly ten acres every five-years, not including the flexibility factor. The City seeks to increase these projected totals if possible.

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## Future Land Use Goals, Objectives, and General Policies

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**Goal:** *Promote a future land use pattern that provides comfortable neighborhoods for all our residents, promote business development that focuses on a greater sustainability and self-sufficiency, and maximize compatibility between and appropriate mixing of different land uses.*

**Objectives:**

1. Promote compact, mixed use development and redevelopment to preserve open space, facilitate interaction, advance economic growth, and advance energy efficiency.
2. Encourage orderly, planned, and phased growth within the City's planning area in general accordance with the City's growth projections and adopted neighborhood plans.
3. Plan for an adequate amount of land to accommodate a variety of land uses including residential, industrial, office/technology, commercial, and institutional uses, working to expand both single-family housing and non-residential uses in the City.
4. Plan for new development in a way that minimizes impacts on the environment, farming, and nearby property owners.

**Policies:**

1. Follow the land use recommendations that are mapped and described in this *Plan* (Map 5) when reviewing new rezoning requests and making detailed land use decisions.
2. Manage the rate and intensity of planned development to coincide with the City's ability to provide services and manage the impacts of new development.
3. Require that all new development in the City connect to sanitary sewer and public water systems and discourage premature development without public utilities within the City's planning area, particularly in the City's Sanitary Sewer Service Area.
4. Ensure that new development includes high-quality building, site, landscaping, signage, and lighting design (consistent with City ordinances); respects the pedestrian as well as the automobile; and fits within the context of a mid-sized, freestanding community.
5. Maintain a hard edge between farmland and planned urban development areas, as opposed to permitting scattered and leap frog development patterns.
6. Use transportation and environmental corridor systems to provide appropriate breaks between different land use types and intensities.
7. Relate neighboring land uses to each other through integrated site planning; lighting and signage control; and interconnections for walking, biking, and driving.
8. Ensure appropriate transitions between potentially incompatible land uses. Wherever possible, avoid locating potentially conflicting land uses close to one another, and encourage steps that reduce incompatibilities in existing situations. Where necessary, buffer incompatible land uses through vegetation, fencing, open space, or other techniques. This includes transitions between areas identified for a mixture of housing types and those identified as key neighborhood preservation areas.
9. Carefully consider the impact of pre-existing adjoining uses, such as farming, before approving new development within the City's planning area.
10. Concentrate higher intensity commercial development along the City's main highways, particularly along the Highway 12 bypass near at-grade intersections/future interchanges, and in high-visibility locations, recognizing that the market may not support such uses in all locations that have these characteristics.
11. Work cooperatively with the University of Wisconsin-Whitewater on the development of a University Technology Park as a center for "next generation" job and tax base growth for the community, implementing the recommendations of the Whitewater University Technology Park: Feasibility Study.
12. Diversify the commercial and employment base in the City to promote greater economic self-sufficiency and sustainability, implementing the recommendations of the Whitewater University Technology Park: Feasibility Study and Strategic Implementation Recommendations and Strategies for Retail Recruitment Report.
13. Work with Downtown Whitewater Inc., to preserve and enhance the historic character of the downtown. Promote mixed use redevelopment and infill in and around the downtown and on other key sites.
14. Direct lower intensity, predominantly residential uses to areas that surround open space, where available, and to other areas that may be less attractive for non-residential development. Orient such new residential development to adjoining open space without restricting public access or views to that open space.
15. Plan for new neighborhoods that feature a variety of housing, transportation, shopping, service, and recreational options, organized around gathering places and interconnected with the rest of the City, using the City's neighborhood plans as a guide.

16. When reviewing development proposals, require adherence to zoning ordinance design standards and encourage compliance with the design guidelines in the City's neighborhood plans, Downtown Design Guidelines, City of Whitewater Landscaping Guidelines, and City of Whitewater Parking Lot Curbing Guidelines.
17. Modernize, professionally refine, and update the City's zoning map, particularly as a means for better understanding of existing zoning and for full implementation of the City's Neighborhood Preservation Strategy (see the Housing and Neighborhoods chapter).
18. Continue consistent and assertive enforcement of existing building and property maintenance codes to maintain property values and the overall appearance of the City.
19. Allow lands that were in agricultural use (cropping) at the time this *Plan* was written but are shown on the Future Land Use map as planned for development to continue to operate as crop farms as long as desired by the property owner.

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### Land Use Recommendations, Specific Policies, and Programs

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This section of the *Plan* is intended to guide land use and development in the City over the next 20 to 25 years. Map 5, the Future Land Use map, is the centerpiece of this chapter and illustrates the *Plan's* land use direction. It is based on an analysis of a variety of factors including overall development trends, location and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, and the City's desired Neighborhood Preservation Strategy. The Future Land Use map and the following detailed recommendations also reflect citizen input gathered over the course of several years leading up to this planning process, and the City's overall vision, presented in the Vision and Opportunities chapter.

The Future Land Use map and related policies described below should be used as a basis to update the City's regulatory land use tools, such as the zoning map. They should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land.

Although the following land use recommendations cover a large geographic area, it is not assumed that all areas depicted on the Future Land Use map will develop during the next 20 to 25 years. Also, not all land shown for development on Map 5 will be appropriate for rezoning or other land use approvals immediately following adoption of this *Plan*. Rather, the Future Land Use map shows those areas in and around the City that are the most logical development locations for new City growth, regardless of the absolute timing of development. Given service demands and other factors, careful consideration to the amount, mix, and timing of development to keep it manageable and sustainable is essential.

The City advocates the phased development of land that focuses growth in areas and types that advance the City's vision and that can most efficiently be served by transportation, utilities, public services, and other community facilities. The City expects that the following areas will be ripe for development within the next ten years:

- The Prairie Village area, on the north side of the City along Fremont Street
- Area located east of the existing Starin Road (where the roadway extension is planned; see Map 6)
- Lands within the Whitewater Business Park
- The Whitewater University Technology Park
- The Elkhorn Road corridor on the City's southeast side

- Lands immediately east and west of the High School and the Indian Mound Parkway extension, on the City's southwest side
- Lands on the west side of the City between the bypass and West Main Street (generally west of Indian Mounds Park)
- Lands west of North Tratt Street, between existing developed lands in the Carriage Drive area and the Park Crest neighborhood

Wisconsin Statutes specifically allow cities to prepare plans for lands both inside and outside their municipal boundaries—up to the edges of their extraterritorial jurisdictions. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing City limits and in unincorporated areas around the City, with the recognition that the City's growth will be facilitated or impeded by the patterns of growth and preservation in the adjacent unincorporated area. As a result, implementing many of the land use recommendations of this *Plan* will benefit from intergovernmental coordination and cooperation. Specific strategies and opportunities for cooperation are described in the Intergovernmental Cooperation chapter. The City may also take unilateral action as allowed by law to attempt to carry out its land use vision.

**Each of the future land use categories shown on Map 5 is described below. Each land use designation description summarizes where that type of land use should be promoted, the appropriate zoning districts to implement that category, policies related to future development in areas designated by that category, and overall approaches for achieving the City's overall vision for the future. Condominium forms of ownership are appropriate for all residential future land use categories.**

Where applicable, the  symbol identifies policies associated with the City of Whitewater's Neighborhood Preservation Strategy, described in the Housing and Neighborhoods chapter.

## Descriptions and Policies of Residential Future Land Use Designations on Map 5

### 1. Single-Family Residential - City

Description: This future land use designation is intended for single-family detached residential development, served by public sanitary sewer service. Small institutional uses—such as parks, schools, and churches—may also be built on lands mapped under this designation. As shown on Map 5, Single-Family Residential - City areas are envisioned mainly in and around pre-existing single-family areas. Single-Family Residential - City land uses are also a key component of the Future Neighborhood future land use designation, which is described later in this chapter.



*Example of Single-Family Residential - City development*

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation include the R-1 Single-Family Residential District and the R-1x District.
- ➔ b. In addition to the city-wide neighborhood preservation approaches described in the Housing and Neighborhood chapter, the City will pursue the following additional neighborhood preservation approaches for Single-Family Residential - City neighborhoods, following additional research where necessary:
  1. Amend the City's R-1 Single-Family Residential District, potentially reducing the minimum lot size and lot width requirements to match those same requirements for single-family homes within the R-2 One- and Two-Family Residence District. This will make the R-1 district more widely applicable to existing and future neighborhoods in the City, thereby making it more appealing to map the R-1 district than it is today.
  2. Revisit and potentially revise lot coverage standards for the R-1 and R-1X zoning districts to help preserve neighborhood character and limit large backyard parking lots, for aesthetic, noise and light mitigation, and stormwater management reasons.
  3. Consider reducing housing unit occupancy to a maximum of three unrelated individuals in certain areas where R-3 zoned lots abut lands zoned R-1, R-1X, and possibly R-2, as a means to facilitate smoother population density transitions in these areas.
  4. Revisit the concept of Planned Residential Developments (PRDs) and consider removing these provisions from the zoning ordinance (at least in the R-1 district), instead requiring a rezoning to Planned Community Development (PCD) or other zoning district for projects that may have

otherwise been enabled by PRD conditional use provisions. Alternatively, the City may consider amending the PRD ordinance text to clarify the intent of the option, which is to allow for the clustering of single-family homes in more creative development forms, and not to permit increases in residential density or intensity.

5. Consider retooling the City's housing rehabilitation and home buyer assistance loan programs to focus on increasing rehabilitation and increasing owner-occupancy in Single-Family Residential - City neighborhoods and to broaden the pool of people eligible for these types of assistance programs. Additional funding sources may include University of Wisconsin—Whitewater, CDBG monies, tax increment financing revenues, re-inspection fees, and parking permit/meter fees.
  6. During the City's annual evaluation of its Capital Improvement Program, consider the needs of Single-Family Residential - City neighborhoods as one criterion for determining the allocation of funds for public improvements, recognizing that quality neighborhoods depend in part on quality public spaces and infrastructure.
- c. Encourage new development in Single-Family Residential - City areas generally at densities of four to six homes per acre. Promote the construction of compact, smaller lot single-family uses.
  - d. Minimize incompatible land uses (e.g., high traffic generators, noisy users) within or adjacent to Single-Family Residential - City areas. Where such uses do occur in close proximity, encourage the use of buffers to mitigate the impacts such land uses could have on these residential neighborhoods.
  - e. Plan for interconnected street, sidewalk, trail and open space networks in new residential areas; between individual subdivisions; and between new neighborhoods, parks, the University, schools, the downtown, the Business Park, and the Technology Park.
  - f. Promote diversity in housing architecture, design, formats, and colors. Promote housing designs in which garages are recessed from the front façade of the house, side-loaded, or detached and located behind the house. In any case, the garage should not dominate the front façade of the house.

## 2. Single-Family Residential - Exurban

Description: This future land use designation is intended to accommodate single-family detached residential development served by individual on-site wastewater treatment (septic) systems. This type of development is shown on Map 5 in a few other scattered locations around the City where smaller subdivisions existed at the time this *Plan* was written, and are separated from planned City growth areas.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:



*Example of a Single-Family Residential - Exurban use*

- a. Exercise City extraterritorial land division review authority to ensure that Single-Family Residential - Exurban development is limited to the areas indicated for this type of use on Map 5, except at those densities that are compatible with the City's extraterritorial land division policies (see the Intergovernmental Cooperation chapter).
- b. When public sewer service and water service becomes available to existing subdivisions and individual lots that currently contain Single-Family Residential - Exurban uses (i.e., houses on well and septic systems), attempt to require connection to such public systems.
- c. Plan for interconnected roads in new residential areas and between individual subdivisions, and link town to City roads wherever practical.

### 3. Two-Family/Townhouse Residential

Description: This future land use designation is intended to allow for groupings of two-family and attached single-family residential uses with individual entries—such as duplexes, town homes, and two-flats—all served by sanitary sewer. Small institutional uses—such as parks, schools, and churches—may also be built on lands within this category. Areas designated for Two-Family/Townhouse Residential land uses are shown on Map 5 mainly where these types of uses existed at the time this *Plan* was written. Two-Family/Townhouse Residential uses are also a component of the Future Neighborhood future land use designation, described below.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation are the R-2 One and Two-Family Residence District, along with PCD zoning. Pre-existing areas zoned R-3 may also be used for this purpose.
- b. Consider amending the existing R-2 District to (i) allow all forms of duplexes and two-flats (both converted buildings and new buildings) as conditional uses, (ii) limit the maximum allowable building size to duplexes/two-flats, and (iii) revisit lot coverage standards to preserve neighborhood character and limit large backyard parking lots for aesthetic, noise and light control, and stormwater management reasons.
- c. Plan for interconnected street, sidewalk, trail and open space networks in new residential areas; between individual subdivisions; and between new neighborhoods, parks, the University, schools, the downtown, the Business Park, and the Technology Park.
- d. Promote diversity in housing architecture, design, formats, and colors. Promote housing designs in which garages are recessed from the front façade of the house, side-loaded, or detached and located behind the house. In any case, the garage should not dominate the front façade of the house.



*Example of Two-Family/Townhouse Residential Use*

- e. For townhouses and rowhouses allowed under this future land use designation, require clearly defined, individual entries to the outside for each housing unit; a clear orientation of each housing unit to the public street; and clearly defined front porches/stoops and other architectural details to enhance street-facing appearance and activity.
- f. Allow up to eight attached housing units in townhouse/rowhouse designs, provided that this is compatible with existing zoning or the scale of the surrounding neighborhood if rezoning is proposed. This policy is not intended to enable standard eight-unit apartment buildings under this designation, but rather townhouses/rowhouses that meet the design standards in this section.

#### 4. Central Area Neighborhood

Description: The Central Area Neighborhood future land use designation is mapped within areas of the City characterized by some variety of housing types, usually focused on single-family housing, but also including two-family and some multi-family (three+ units per building) housing. Housing occupancy is mixture of owner-occupied and renter-occupied units. Central Area Neighborhoods are positioned relatively close to campus and/or are along a logical travel corridor between areas with higher concentrations of student-oriented housing and the campus. Carefully addressing the City's Central Area Neighborhoods is key to an effective and sustainable Neighborhood Preservation Strategy.



*Example of typical home within the Central Area Neighborhood future land use designation.*

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

- a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation are the R-1 Single-Family Residential District, the R-2 One and Two Family Residential District, and the R-3 Multi-Family Residential District (but only in areas where the R-3 district was already mapped on the date this *Comprehensive Plan* was adopted).
- ➔ b. In addition to the city-wide neighborhood preservation approaches described in the Housing and Neighborhood Development chapter, the City will pursue the following additional neighborhood preservation approaches for Central Area Neighborhoods, following additional research where necessary:
  1. Strongly discourage rezonings from less intensive to more intensive residential zoning districts (e.g., from R-2 to R-3), in order to preserve the overall character of the Central Area Neighborhoods and prevent R-3-level housing densities in areas that were not previously zoned R-3.
  2. Consider amending the existing R-2 District to (i) allow all forms of duplexes and two-flats (both converted buildings and new buildings) as conditional uses, (ii) limit the maximum allowable building

size to duplexes/two-flats, and (iii) revisit lot coverage standards to preserve neighborhood character and limit large backyard parking lots for aesthetic, noise and light control, and stormwater management reasons.

3. Within pre-existing areas zoned R-3 in Central Area Neighborhood areas shown on Map 5, and where other discretionary development approvals (e.g., conditional use permits) are considered, consider limiting the number of unrelated housing occupants to the number of bedrooms in the unit.
4. Consider amendments to the zoning ordinance that would require design review of any proposed increases in the number of bedrooms of pre-existing housing units within Central Area Neighborhood areas.
5. Work with developers and landlords to identify ways the City can help facilitate housing conversions, housing upgrades, and the development of new housing to meet expected demands for student and renter-occupied housing.
6. Work to form and empower neighborhood associations in these areas to serve as a voice for the neighborhood on areas of common concern.

 c. To protect and elevate the character, quality, appearance, and function of Central Area Neighborhoods, utilize the following criteria to consider whether and how to grant requested approvals that will result in increases in the number of housing units within any building or lot:

1. The extent to which the project provides a positive and lasting contribution to the character of the neighborhood.
2. The extent to which the project improves the appearance and condition of the building and lot, and increases or at least maintains the value of the subject property and surrounding properties for current and possible future uses in accordance with City plans.
3. A determination that architectural styles, building size, building height, lot coverage, setbacks, buffering, number of housing units, parking, tenure (owner or renter) and landscaping are compatible with surrounding development and preserve the overall character of the neighborhood. New and converted buildings that are out of proportion with the houses on nearby lots are discouraged.
4. A design whereby all housing units provide or retain individual entries to the outside. Entries from a common hallway are generally not permitted.
5. Design and placement of residential buildings so that they oriented toward the street. For example, modest setbacks, porches and balconies, and new garages located behind the front façade of the residence are encouraged.
6. Proposals to convert attached garages to living spaces would be allowed only under certain conditions, such as when the applicant can demonstrate that the conversion will actually improve the appearance, value, and function of the house and lot and that where following construction there will be no evidence that the space was once a garage (e.g., driveways once leading to the garage ideally restored to green space or reoriented, new façade of the former garage matches the remainder of the house).
7. A design and operational approach that assures that the project will not require the establishment of “commercial” or “apartment-like” features (e.g., commercial dumpsters, tall light poles, large parking lots).
8. Assurances that the maximum number of unrelated persons in the housing unit will be restricted to the number of bedrooms in the unit, or maximum requirements of the zoning district, whichever are less.
9. The extent to which stormwater management enhancements contribute to efforts to reduce stormwater runoff city-wide.
10. A determination that required off-street parking will be provided in a manner results in a parking arrangement and associated landscaping that are aesthetically pleasing and include progressive stormwater management approaches.

11. Where applicable, a design that shows that a house that is proposed for conversion/expansion is suitable for that intent without significant compromises to the building architecture, floor plan, and/or historic character.
12. In the case of proposed expansions to existing buildings, consideration of whether the lot (possibly in combination with other adjacent) would instead be better suited for building demolition and new construction.
13. Variances to zoning ordinance provisions are not required, except where such variance will clearly meet hardship criteria and advance the above criteria.

## 5. Higher Density Residential

Description: This future land use designation is intended to accommodate a variety of residential units at higher densities—including rental apartment complexes, condominiums, townhouses, and the continuation of pre-existing single- and two-family residences where desired—all served by sanitary sewer. Small institutional uses—such as parks, schools, and churches—may also be built on lands within this category. Areas are mapped Higher Density Residential on Map 5 mainly near the UW-W campus, in areas that are already characterized by significant percentages of student-oriented and multi-family housing (greater than in Central Area Neighborhood areas). Or, if the land is undeveloped, Higher Density Residential areas are logically positioned to accommodate future student-oriented and multi-family housing options. Along West Main Street, west of Franklin Street, those areas identified as Higher Density Residential on Map 5 may also

accommodate small businesses such as business offices, consistent with the provisions of the City's R-3 zoning district. This may promote the preservation of larger existing brick homes along this corridor by allowing the continued conversion of these homes to smaller businesses and offices.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. When considering future rezoning requests, the existing City zoning district most appropriate to implement this future land use designation is either the R-3 Multi-Family Residence District or the PCD Planned Community Development district.
- b. In addition to the city-wide neighborhood preservation approaches described in Housing and Neighborhood Development chapter, the City will pursue the following additional neighborhood preservation approaches for Higher Density Residential neighborhoods, following additional research where necessary:
  1. Work with developers and landlords to identify ways the City can help facilitate housing conversions, housing upgrades, and the development of new housing to meet expected demands for student- and renter-occupied housing.



*Example of Higher Density Residential development in Whitewater*

2. Encourage the development of owner-occupied multi-family housing (e.g., condominiums), wherever practical.
3. In association with new building projects that require discretionary approval (e.g., rezoning, conditional use permit), consider occupancy restrictions that limit the number of unrelated people allowed per non-family household.
4. As recommended by the Housing Task Force, further consider the desirability, legality, and approach to requiring developers of new multi-family housing—or alternatively of upzoning lots for higher density residences (e.g., from R-2 to R-3)—to contribute financially or in-kind to the City’s Neighborhood Preservation Strategy, such as by providing or funding the conversion of two- or multi-family residences in planned Single-Family Residential - City areas.

➔ c. To protect and elevate the character, quality, appearance, and function of Higher Density Residential neighborhoods, utilize the following criteria to consider whether and how to grant requested approvals that will result in increases in the number of housing units within any building or lot:

1. The extent to which the project provides a positive and lasting contribution to the character of the neighborhood.
2. A determination that such project is supported by adopted City plans covering the area, including the City’s desire to preserve certain areas outside of the district for single-family housing that is not student-oriented.
3. The extent to which the project improves the appearance and condition of the building and lot, and increases or at least maintains the value of the subject property and surrounding properties for current and possible future uses in accordance with City plans.
4. A design and determination that off-street parking for the requested number of units can be provided in a manner that will meet ordinance requirements, result in a parking arrangement and associated landscaping that is aesthetically pleasing, and include stormwater management so as to not negatively affect nearby properties or the City’s stormwater management system. The City may require that the petitioner demonstrate parking could be accommodated in a manner that meets the expected demand associated with having the proposed number of unrelated persons living in each housing unit or maintains full compliance with parking space quantity and location requirements in the zoning ordinance.
5. Consideration of the character of nearby residential land uses, including the predominant number of units per building, whether surrounding buildings are predominantly renter or owner-occupied, and whether the scale of the proposed project is compatible with the surrounding neighborhood.
6. Where applicable, a design that shows that a house that is proposed for conversion/expansion is suitable for that intent without significant compromises to the building architecture, floor plan, and/or historic character.
7. In the case of proposed expansions to existing buildings, consideration of whether the lot (possibly in combination with other adjacent) would instead be better suited for building demolition and new construction.
8. The extent to which stormwater management enhancements contribute to efforts to reduce stormwater runoff city-wide.

➔ d. Apply the following design guidelines to building projects in the Higher Density Residential areas (guidelines will be applied to conversions/expansions of existing buildings to the extent practical):

1. Incorporate architectural designs that fit the context of the surrounding neighborhood.
2. Encourage layouts where buildings appear as a grouping of smaller residences.
3. Promote the use of brick and other natural materials as components of building facades.
4. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.



*Example of desirable Mixed Residential design and character.*

5. Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
6. Locate dumpsters and other unattractive uses behind buildings and/or screen them with materials that match the building.
7. For parking lots and garages, generally promote the following: (1) locate garage doors and parking lots so they are not the dominant visual element; (2) buffer parking areas from public view; (3) break up large parking lots with landscaped islands and similar features; (4) provide direct links to building entrances by pedestrian walkways that are physically separated from vehicular movement areas; (5) large, prominent parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
8. Offer on-site recreational and open space areas to serve the needs of residents.
9. Provide generous landscaping that is of sufficient size at time of planting. Emphasize landscaping in the following areas: (1) along all public and private street frontages; (2) along the perimeter of all paved areas and in islands in larger parking lots; (3) along all building foundations; (4) along yards separating land uses that differ in intensity, density or character; (5) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (6) around all utility structures or mechanical structures visible from public streets or less intensive land uses.

**6. Future Neighborhood**



Description: The Future Neighborhood land use designation is intended to provide for a variety of housing choices (generally focused on single-family housing), along with a carefully planned mix neighborhood-compatible commercial, institutional, and parks and open space uses. Future Neighborhoods should include a mix of Single-Family Residential - City, Two-Family/Townhouse Residential, Higher Density Residential (including senior housing), Community Business, Institutional, and Parks and Recreation land uses. Each Future Neighborhood shown on Map 5 should be intentionally and thoughtfully designed as an integrated, interconnected mix of uses. Overall, Future Neighborhoods should instill a sense of community with their design. Map 5 identifies several areas on the City’s periphery as Future Neighborhoods, on all four sides of the City. These are indicated by the yellow with brown “speckles” on the maps.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. The existing City zoning districts most appropriate to implement this future land use designation include combinations of the R-1 Single-Family Residential District, R-2 One and Two-Family Residential District, R-3 Multi-Family Residential District (possibly with additional restrictions), the B-1 Community Commercial District, and I Institutional District. As an alternative, use the PCD Planned Community Development District, particularly the TND Traditional Neighborhood Development option.
- b. Accommodate a mixture of housing types, lot sizes, and densities in each Future Neighborhood, generally focused on single-family housing, but also considering duplexes, townhouses, condominiums, apartments, and senior housing in carefully planned, interconnected areas. Note that there might be a variety of individual property ownership/development areas within each Future Neighborhood depicted on Map 5, and that not every such individual property ownership/development must include the full range of uses envisioned for the Future Neighborhood area as a whole.
- c. Encourage a minimum gross density standard of five dwelling units per acre for each Future Neighborhood.
- d. Advance the City’s Neighborhood Preservation Strategy, in part by following the policies described under the above sections of this Land Use chapter that deal with Single-Family Residential - City, Two-Family/Townhouse Residential, and Higher Density Residential future land use designations.
- e. For duplex/townhouse and multi-family residential development in Future Neighborhoods, also follow the policies listed for Two-Family/Townhouse Residential and Higher Density Residential areas in this chapter respectively. In addition, for Higher Density Residential areas (multi-family housing developments) located in each Future Neighborhood, require a design and scale that are compatible with a predominantly single-family neighborhood setting; encourage the development of owner-occupied multi-family options and family- and senior-oriented rental apartments; and consider occupancy restrictions that limit the number of unrelated people allowed per non-family household to equal the number of bedrooms, wherever possible.
- f. Avoid rezoning or approving land divisions in any area designated for Future Neighborhood development until public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered.
- g. Wherever applicable, refer to the City’s neighborhood plans to provide additional guidance on the general layout and land use pattern appropriate for each Future Neighborhood in the City. If Future Neighborhood areas are developed in phases,



*Future Neighborhood Growth Areas should be developed around community facilities like schools, such as the one seen at the end of this residential street.*

require the individual phases to be planned and presented to the City with consideration of the entire area.

- h. Encourage developers to coordinate development plans with adjoining property owners so that there will be an efficient system of streets, stormwater facilities, utilities, and other public facilities.
- i. Encourage high quality neighborhood design principles for new neighborhood development within each Future Neighborhood (see Housing and Neighborhoods chapter).
- j. Consider developing a set of specific anti-monotony policies to be applied to all new subdivisions. Such policies may be made requirements of the City's zoning ordinance, or used as a general guide for reviewing development proposals, or some combination of both.
- k. For commercial and office developments in these areas, also follow the policies for Community Business areas in this chapter.
- l. Plan neighborhoods around community focal points and gathering places, such as parks and schools.
- m. Plan for an interconnected system of public streets, sidewalks, and trails, and bike lanes that is designed to efficiently and safely accommodate all users (cars, bicycles, and pedestrians).
- n. Require developers of new subdivisions to install adequate connections, such as existing and planned streets, sidewalks, trails, bike lanes, between the subdivision and existing development areas. At minimum, these should be required through development agreements.
- o. Cluster housing where development is adjacent to environmental corridors.
- p. When planning for new Future Neighborhoods, take a comprehensive approach to managing stormwater quality and quantity.
- q. Defer development of Future Neighborhoods indicated over lands not already in the City until significant development of Future Neighborhoods within the City's 2009 municipal boundaries is underway, except if the Whitewater Country Club proposes to expand.

## 7. Mobile Home Residential

Description: The Mobile Home Residential future land use designation is intended to accommodate single-family mobile home dwellings and the associated sanitary, washing, recreational, and office facilities that serve these dwellings. Mapped Mobile Home Residential areas are shown on Map 5 in areas in and near the City where these uses existed at the time this *Plan* was written.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. The existing City zoning district most appropriate to implement this future land use designation is the R-4 Mobile Home District.
- b. Promote continued reinvestment in these properties, including efforts to bring existing homes up to modern standards, to replace existing homes with more modern manufactured homes, and to provide and enhance on-site amenities (e.g., playgrounds) for residents.
- c. Maintain a minimum ten-foot separation between units (including all additions) for fire safety, access, and to minimize overcrowding.
- d. Consider expansions to existing mobile home parks only where exception design of the expansion area will result, and where appropriate upgrades to the existing developed area are also proposed.

## **Descriptions and Policies for Non-Residential Future Land Use Designations on Map 5**

### **1. Central Business**

Description: This future land use designation is intended for pedestrian-oriented uses that are associated with Whitewater's historic downtown, such as commercial, office, institutional, and residential uses (with residential generally in upper stories).

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. The existing City zoning district that is most appropriate to implement this future land use designation is the B-2 Central Business District. PCD Planned Community Development zoning may also be appropriate for redevelopment projects
- b. Advance the revitalization objectives, policies, and actions described in the City's Action Plan for Downtown Revitalization, as may be amended from time to time by the Plan and Architectural Review Commission and Common Council, in collaboration with the Community Development Authority.
- c. Preserve and enhance the character of the Central Business district by encouraging compatible new development and redevelopment. Refer to the Downtown Design Guidelines to guide the redevelopment, rehabilitation, and construction of buildings in the downtown.
- d. Promote the use of first floor spaces for specialty retail, restaurants, and commercial service uses, and upper story spaces for housing and offices.
- e. Continue to promote the downtown as a commercial, civic, and social center of the community. Encourage commercial uses that are most appropriate to the downtown to locate or remain there, rather than in other commercial districts of the City.
- f. Work with downtown property owners and businesses to preserve and renovate historically significant buildings.
- g. Use marketing, investment, and incentive strategies to promote and retain specialty retail and dining business and services in the downtown, utilizing the 2008 Retail Coach study as a guide (see the Economic Development chapter).

### **2. Community Business**

Description: This future land use designation includes commercial and office land uses intended to serve local and some regional shopping and service needs, generally located in relative proximity to residential areas and major traffic routes. Community Business areas may also include new residential uses meeting the standards of the City's R-3 zoning district, when mixed with commercial uses in a unified project. Community Business use areas are depicted on Map 5 along major corridors such as West Main Street, and along parts of the Highway 12/59/89 interchange area, East Milwaukee Street, and Elkhorn Road.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

- a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation include the B-1 Community Business District and the PCD Planned Community Development District.
- b. Control access off of collector streets by limiting the number of and ensuring adequate spacing between access points. Promote cross-access between individual developments, as this will help avoid future congestion and traffic safety problems.

- c. Avoid extensive, uninterrupted areas of strip commercial development in future Community Commercial areas by interspersing office, institutional, and appropriate residential land uses.
- d. Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval.

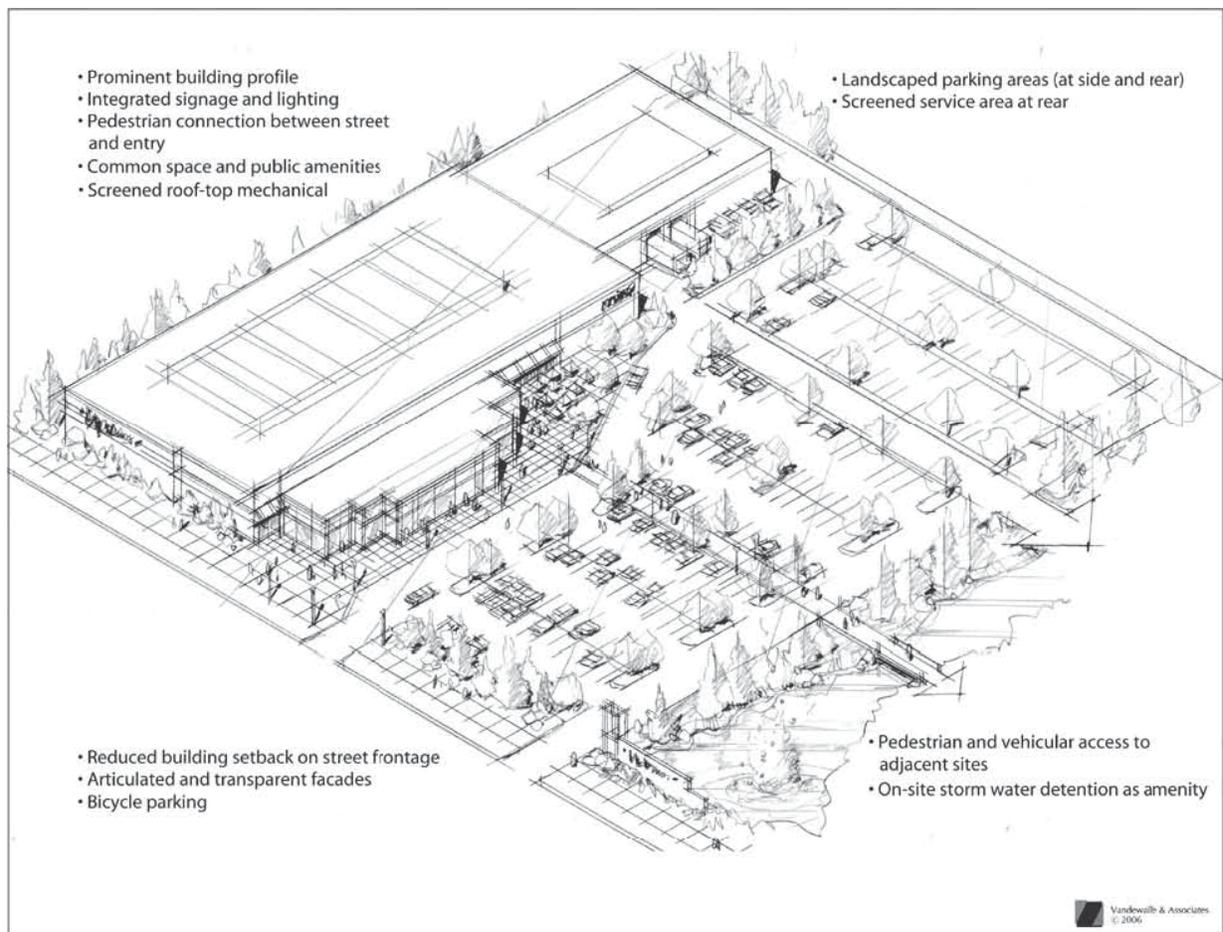
- e. Reserve high-visibility areas—such as major intersections and community entryways—for high-quality, attractive commercial development.
- f. Continue efforts to enhance the visual image of important roadway corridors in the community. Emphasize the commercial redevelopment and revitalization of certain developed but aging properties along West Main Street, East Milwaukee Street, Highway 59, and Elkhorn Road.



*Example of an existing community business in Whitewater*

- g. Ensure that future Community Business development is adequately buffered from residential development areas, but also provides appropriate pedestrian and road connections to them.
- h. When reviewing proposals for Community Business development, carefully consider pedestrian and bicycle accessibility, including the installation of bike racks, the provision of pedestrian amenities such as sidewalk connections, reoriented parking lots, and covered entryways, and the potential for rear entryways where the development backs up to a neighborhood.
- i. Encourage and promote high quality design for all Community Commercial development, based on the following guidelines:
  1. Installing high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
  2. Orienting intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas away from less intensive land uses.
  3. Using heavily landscaped parking lots with perimeter landscaping and/or landscaped islands to buffer views from streets and residential uses.
  4. Orienting parking to the sides and rear of buildings, rather than having all parking in the front.
  5. Installing signage that is high quality and not excessive in height or total square footage. Monument signs are the preferred type of freestanding signs.
  6. Locating loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
  7. Screening loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.

8. Limiting the number of access drives along arterial and collector streets.
  9. Providing safe, convenient, and separated pedestrian and bicycle access to the site, from the parking areas to the buildings, and to adjacent commercial developments.
  10. Keeping illumination from lighting on site through use of cut-off luminaries.
  11. Emphasizing high quality building materials, such as brick, wood, stone, and tinted masonry and de-emphasize corporate franchise architecture.
  12. Using low reflectant, solid earthtone, and neutral building colors.
  13. Including canopies, awnings, trellises, bays, windows and other architectural details to add visual interest to facades.
  14. Providing variations in building height and roof line, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
  15. Using materials on all building facades that are of similar quality to those on the front facade of the building, except where non-front façades have low public visibility or are aggressively screened.
  16. Providing central features that add to community character, such as patios and benches.
- j. Consider adopting unique, detailed design standards for large-scale retail development into the zoning ordinance, as such larger scale projects typically have the greatest impact on the community, either good or bad. Refer to the following graphic for potential approaches for addressing large-scale retail uses.



*Example of preferred design for large-scale retail uses in Community Commercial areas*

### 3. Highway Commercial

Description: This future land use designation is designed to accommodate commercial service, retail, and some light assembly uses that are highway-oriented or have large land area requirements, and/or that may be focused on serving the traveling public (e.g., gas stations, fast foods restaurants). Such areas are generally mapped in places more distant from residential areas, due to common compatibility issues. Areas intended for Highway Commercial use are depicted on Map 5 generally near the intersections (future interchanges) of the Highway 12 bypass and other roadways, and along East Milwaukee Street, particularly between that street and the railroad tracks.



*Example of Highway Commercial development*

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

- a. When considering future rezoning requests, the existing City zoning districts most appropriate to implement this future land use designation include the B-3 Highway Commercial and Light Industrial District and the PCD Planned Community Development District.
- b. Control access off of collector streets by limiting the number of and ensuring adequate spacing between access points. Promote cross-access between individual developments, as this will help avoid future congestion and traffic safety problems.
- c. Continue to require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, landscaping plan, and signage plan prior to development approval.
- d. Reserve high-visibility areas—such as major intersections and community entryways—for high-quality, attractive commercial development.
- e. Continue efforts to enhance the visual image of important roadway corridors in the community. Emphasize the commercial redevelopment and revitalization of certain developed but aging properties along West Main Street, East Milwaukee Street, Highway 59, and Elkhorn Road.
- j. Encourage and promote high quality design for all Highway Commercial development, based on the following guidelines:
  1. Installing high quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
  2. Orienting intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas away from less intensive land uses.
  3. Using heavily landscaped parking lots with perimeter landscaping and/or landscaped islands to buffer views from streets and residential uses.
  4. Orienting parking to the sides and rear of buildings, rather than having all parking in the front.

5. Installing signage that is high quality and not excessive in height or total square footage. Monument signs are the preferred type of freestanding signs.
6. Locating loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
7. Screening loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
8. Limiting the number of access drives along arterial and collector streets.
9. Providing safe, convenient, and separated pedestrian and bicycle access to the site, from the parking areas to the buildings, and to adjacent commercial developments.
10. Keeping illumination from lighting on site through use of cut-off luminaries.
11. Emphasizing high quality building materials, such as brick, wood, stone, and tinted masonry and de-emphasize corporate franchise architecture.
12. Using low reflectant, solid earthtone, and neutral building colors.
13. Including canopies, awnings, trellises, bays, windows and other architectural details to add visual interest to facades.
14. Providing variations in building height and roof line, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
15. Using materials on all building facades that are of similar quality to those on the front facade of the building, except where non-front façades have low public visibility or are aggressively screened.
16. Providing central features that add to community character, such as patios and benches.

#### 4. Business/Industrial Park

Description: This future land use designation is intended to accommodate clean indoor manufacturing, warehousing and distribution, and office uses with generous landscaping, screened storage areas, modest lighting, and limited signage, all in a controlled business park setting. This future land use designation is mapped in the northeastern and north-central portions of the City (in and near the Whitewater Business Park), south of the Highway 12 bypass and east of the Indian Mound Parkway extension, and in a smaller area already used as such in the Clover Valley Road/Willis Ray Road intersection area.



*Example of Business/Industrial Park development*

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. The existing City zoning district that is most appropriate to implement this future land use designation is the M-1 General Manufacturing District. However, the City will consider amending the M-1 District to establish a clearer distinction between this zoning district and M-2 Manufacturing and Miscellaneous District. The M-1 District should truly serve as the City's "light" industrial district, accommodating high quality, indoor industrial and business park-type uses. Currently, the M-1 District allows for a range of

industrial uses, including salvage yards, paper mills, and plastic manufacturing facilities. While these types of uses are prohibited in the Whitewater Business Park through the use of covenants, other areas on the Future Land Use map that are classified as Business/Industrial Park would not necessarily be regulated in the same manner without changes to the M-1 district.

- b. Require that all proposed industrial projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
- c. Require the use of high-quality building materials, attractive lighting, and signage for all existing and future business park areas and in accordance with business park covenants where applicable.
- d. Encourage the creation of landscaped and bermed buffers (or tree preservation areas) where existing and future industrial use areas abut existing or future residential areas.
- e. Market Business/Industrial Park areas for light indoor manufacturing and assembly, warehousing, and office-related development.



- f. Where planned industrial areas are located close to sensitive natural resources, promote and encourage sustainable building and site design techniques, particularly progressive stormwater management using Best Management Practices.

### 5. Office/Technology Park

Description: This future land use designation is intended to include high quality indoor professional offices; research, development, and testing uses; certain compatible and specialized manufacturing facilities and limited supporting uses. This future land use designation is mapped over the University Technology Park, in the eastern portion of the City south/southeast of the Whitewater Business Park. The designation is also mapped in a second area near the intersection of Highway 12 and Tri-County Road, which may be appropriate for office development in the longer term.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. The existing City zoning district that is most appropriate to implement this future land use designation is the WUTP Whitewater University Technology Park District, for lands located within the University Technology Park. For other future office areas, the B-1 Community Business District or the PCD Planned Community Development District may be the most appropriate zoning districts.



*Example of Office/Technology Park development*

- b. Require that all proposed projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.

- c. Encourage the creation of landscaped and bermed buffers (or tree preservation areas) where existing and future office/research use areas abut existing or future residential areas.



- d. Where development areas are located close to sensitive natural resources, promote and encourage sustainable building and site design techniques, particularly progressive stormwater management using Best Management Practices.

- e. Interconnect Office/Technology Park areas via a new road, trail, and sidewalk networks. Provide ample access to permanently preserved parks and passive open spaces adjacent to and integrated within the development, such as Moraine View Park



- f. Within the University Technology Park, require the use of high-quality building materials, attractive lighting, signage, and sustainability standards in accordance with the WUTP zoning district standards and covenants. In accordance with the Whitewater University Technology Park covenants and zoning district, encourage the following characteristics for development within the Technology Park:

1. Progressive approaches to erosion control and stormwater runoff that address the quantity, quality, and rate of runoff; require that runoff quantity and rate do not exceed those of pre-development conditions; and incorporate progressive practices such as green roofs, bioretention, rain gardens, and pervious pavement.
2. Specific techniques for the conservation and reuse of water, such as watering plants, with water pumped from retention ponds or from “grey water” sources internal to new buildings (non -septic water).
3. Alternative and redundant energy systems, including solar, wind, and geothermal.
4. Energy-efficient building and site design, such as through use of LED and other low-energy light fixtures.
5. Adherence to building placement guidelines and the use of building materials that complement rather than detract from the natural environment.
6. Significant new landscaping using native vegetation.
7. Sites and buildings that are accessible via multiple modes of transportation, including biking and walking, and with access to Moraine View Park and nearby natural areas. Incorporate multi-use paths and other interconnecting pedestrian facilities.



*Example of Manufacturing development*

**6. Manufacturing**

Description: This future land use designation is intended for a wide range of industrial uses, generally outside of an industrial park setting, including indoor manufacturing, warehousing, distribution, freight terminals, and power generating facilities. This land use designation is show on Map 5 in the north-central portion of the City, along Highway U and near the Cogentrix power plant.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. Recognize that the existing City zoning districts that are most appropriate to implement this future land use designation are the M-1 General Manufacturing District and the M-2 Manufacturing and Miscellaneous Use District.
- b. Require that all proposed Manufacturing projects submit a detailed site plan, building elevations, landscape plan, lighting plan, grading/stormwater management plan, and signage plan prior to development approval.
- c. Encourage the creation of landscaped and bermed buffers (or tree preservation areas) where existing and future industrial use areas abut existing or future residential areas.
- d. Promote opportunities to locate businesses that can take advantage of and utilize excess energy (e.g., steam) produced by the power plant.

## 7. Mixed Use



Description: This future land use designation includes a carefully planned and intentionally integrated mix of commercial, office, residential, and institutional uses on public sewer and water. Mixed Use areas are intended to be vibrant places that should function as community focal points and gathering spots. This designation facilitates a blend of land uses in the following land use designations described in detail elsewhere in this chapter: Community Business, Higher Density Residential, Institutional, and Parks and Recreation. This future land use designation is shown on Map 5 in strategic/transitional locations along key community roadway corridors such as West Main Street, Elkhorn Road, and Highway 12.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

- a. Acknowledge that the existing City zoning district that is most appropriate to implement this future land use designation is the PCD Planned Community Development District.
- b. Avoid rezoning or approving land division of any area designated for Mixed Use development until public sanitary sewer and water service is available, the land is within City limits, and a specific development proposal is offered.
- c. Grant approvals for projects within this future land use designation only after submittal, public review, and City approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans.
- d. If Mixed Use areas are developed in phases, require the individual phases to be planned and presented to the City with consideration of the entire area.
- e. Through site layouts, development scale, and building groupings, reflect appropriate relationships between the different land uses occupying the site.
- f. Incorporate adequate recreational space into residential components of Mixed Use projects, either on-site or within walking distance.
- g. Meet the design guidelines applicable to Higher Density Residential and Community Commercial future land use areas, as appropriate. Figure 7.6 shows some examples of how mixed use development could look in Whitewater.

**Figure 7.6: Examples of Mixed Use Development Appropriate for Whitewater**

## Descriptions and Policies for Other Future Land Use Designations on Map 5

### 1. Institutional

Description: This future land use designation is intended to accommodate public and semi-public uses, including public and private schools, churches and religious institutions, government facilities, museums, institutions geared to senior citizens, hospitals, public transportation terminals, airports, and similar uses. Some types of smaller institutional uses such as churches and parks may be permitted on lands under other future land use designations. Institutional uses have been shown on Map 5 in areas of the City where these uses existed at the time this *Plan* was written.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

- a. Require and review detailed site, building, landscape, utility, signage, lighting, and stormwater management plans before approving any new or expanded institutional use.
- b. Ensure that land use decisions and future growth are consistent with the community facility recommendations in the Utilities and Community Facilities chapter of this *Plan* and shown on Map 6.

- c. Reserve future sites for major public facilities by identifying these areas on the City's Official Map.
- d. Amend this *Plan* as necessary to accommodate future institutional locations, which are difficult to plan for in advance. Some sites identified for Institutional use on the Future Land Use map, may, for whatever reason cease to remain viable for the Institutional use in the future. In such cases, the City will consider some type of Residential use, Neighborhood Business use, or other mixed use compatible with the site's location. The process for considering such alternative uses will include consideration of an amendment to this *Comprehensive Plan*, under the procedures described in the Implementation chapter of this *Plan*.

## 2. University of Wisconsin-Whitewater

Description: This future land use designation is intended to accommodate the University of Wisconsin-Whitewater Campus, and is mapped on Map 5 over lands that were in University ownership as of the date this *Plan* was adopted. Some University-affiliated facilities located off-campus may be folded into other land use designations.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

- a. Require and review detailed site, building, landscape, utility, signage, lighting, and stormwater management plans before approving any new or expanded development on the UW-Whitewater campus.
- b. Partner with the University on land-use related issues, including parking, student housing, and any future plans to expand the campus, considering amendments to this *Comprehensive Plan* as appropriate. Future campus expansion may be appropriate in the areas north and west of the existing campus.
- c. Require and review detailed site, building, landscape, utility, signage, lighting, and stormwater management plans before approving any new or expanded University uses.

## 3. Parks and Recreation

Description: This future land use designation is mapped over existing and planned publicly-owned lands devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational and conservancy activities. Also includes privately owned, outdoor recreational lands, such as the Whitewater Country Club. As presented on Map 5, lands designated as "Working Environmental Corridor" are shown over the top of Parks and Recreation lands.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. Ensure that all land use decisions take into consideration the park recommendations included in the Utilities and Community Facilities chapter of this *Plan* and the City's Park and Open Space plan, including the desired locations of future parks (see also Map 6).
- b. Reserve future sites for major parks by identifying these areas on the City's Official Map.
- c. Amend this *Plan* as necessary to accommodate future park locations, which are sometimes difficult to plan for in advance.

## 4. Agricultural Preservation

Description: This future land use designation is mapped over areas intended for agricultural uses, farmsteads, and very limited rural housing allowed under County farmland preservation policies where present, and, where not, City density policies included in the City's subdivision ordinance. The Agricultural Preservation future land use designation has been mapped around the periphery of the City out to the edge of the City's extraterritorial jurisdiction, except in areas specifically shown in other future land use designations on Map 5.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

- a. Implement this future land use designation mostly through a combination of County zoning and land division regulations, and City extraterritorial land division review under recommendations described in the Intergovernmental Cooperation chapter and the City's subdivision ordinance.
- b. Abide by the extraterritorial land division review policies described in the Intergovernmental Cooperation chapter of this *Plan* when reviewing proposed land divisions in areas mapped as Agricultural Preservation. Work with the adjoining towns and Jefferson, Walworth, and Rock counties to implement these policies and programs in a cooperative manner, where possible.
- c. Fully exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction to help ensure the implementation of this future land use designation.
- d. Do not extend sanitary sewer service or public water service into Agricultural Preservation areas until and unless the City changes the future land use designation for such areas through a *Comprehensive Plan* amendment.

## 5. Long Range Urban Growth Area

Description: This overlay future land use designation defines areas around the periphery of the City that may be appropriate for long-term urban (City) development beyond the 20-year planning period. While it is still possible for development in these areas to occur before the end of the planning period following amendments to this *Comprehensive Plan* and specifically the City's Future Land Use map, premature development and utility extensions should be discouraged in these areas. Also prior to the development of these areas, the City intends to engage in a detailed planning process that would lead to an articulated vision and more refined land use, transportation, and utility plans for these areas. In the meantime, the policies associated with the Agricultural Preservation land use designation should apply to these areas.

Policies and Programs: The following policies and programs are recommended for this future land use designation in areas on Map 5 where this category is shown:

- a. Within areas designated as Long Range Urban Growth Areas, use the City's extraterritorial land division review to limit new development in accordance with all policies applicable to the underlying Agricultural Preservation category, until such time as the area is identified as appropriate for City development.
- b. Use the City's extraterritorial land division review authority to require the design and layout of all non-farm development projects approved within the Long Range Urban Growth Areas to not impede the orderly future development of the area, until such time as the area is identified as appropriate for City development (see also Intergovernmental Cooperation chapter).
- c. Delay more intensive development until an amendment to this *Comprehensive Plan* is adopted to identify specific future land uses for the area and until public sewer and water service is extended to serve new development in the area.
- d. Work with the adjoining towns and Jefferson, Walworth, and Rock counties to implement these policies and programs in a cooperative manner wherever possible.
- e. Fully exercise the City's authority to review proposed land divisions within the City's extraterritorial jurisdiction to help ensure the implementation of this desired future land use designation in areas that are outside the City's 2008 municipal boundaries.

## 6. Working Environmental Corridor



**Description:** This future land use designation is composition of several sensitive environmental features that present limitations for development, including wetlands, floodplains, steep slopes greater than 20 percent, and 75-foot buffers around surface waters features (e.g., streams, lakes, major drainage courses). This designation is mapped throughout the City's planning area in areas where these features are located, most notable in areas surrounding Cravath and Trippe Lakes, Whitewater Creek, and its tributaries.

**Policies and Programs:** The following policies and programs are recommended for this future land use designation in areas on Map 5 where this designation is shown:

- a. Consider that the existing City zoning districts that are most appropriate to implement this future land use designation are the C-1 Shoreland Wetland District, C-2 Nonshoreland Wetland District, and FWW Floodway/Wetland District.
- b. Where not already limited by zoning, discourage new private development in areas designated as Working Environmental Corridor. Development on lands adjacent to Working Environmental Corridor areas should be limited to types that will not impair the resource. A combination of distance and vegetation should be used as a buffer between development and Working Environmental Corridor areas wherever possible.
- c. Generally, consider the following as appropriate uses within the Working Environmental Corridor: open space, non-structural recreational uses (like trails), stormwater management, and farming uses. Parks and other recreational uses, and extremely low-density residential development at a density not to exceed one housing unit per five acres of upland land, may also be permitted within upland segments of Working Environmental Corridors.
- d. Consider lands shown on Map 5 as Working Environmental Corridor areas for more intensive uses if (a) detailed studies reveal that the characteristic(s) which resulted in their designation as a Working Environmental Corridor area is not actually present, (b) approvals from appropriate agencies are granted to alter a property so that the characteristic which resulted in its designation will no longer exist, or (c) a mapping error has been identified.
- e. Encourage SEWRPC to update its official environmental corridor layer for the City of Whitewater's entire Sewer Service Area and Extraterritorial Jurisdiction area, including lands located in Rock and Jefferson counties. The City's *Comprehensive Plan* maps should be updated with this data when it becomes available.

## Smart Growth Areas and Opportunities for Redevelopment



“Smart Growth” Areas are defined by the State of Wisconsin as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, State governmental, and utility costs.” In Whitewater, Smart Growth Areas include the City's downtown, lands planned for development that are immediately adjacent to or surrounded by already-developed areas of the City, and various redevelopment sites, including the following:

- “5 Points,” near the intersection of Walworth Avenue and Janesville Street
- The “Hawk Bowl” site and nearby lands, located along West Main Street
- Lots near the northwest corner of West Main Street and Tratt Street
- Former middle school site, presently vacant, located south of West Main Street along Whiton Street
- Certain properties on the south side of East Milwaukee Street, adjacent to residential areas

- “Hardscapes” site along Highway 59, just south of the Highway 12 bypass
- Current residential properties on Whitewater and 4<sup>th</sup> Streets in the downtown area
- Lands near the east end of James Street, north of Ann Street and across from Cravath Lake Waterfront Park
- Former Alphacast site and current salvage yard site located near the north end of Jefferson Street
- Lands along west side of Jefferson Street and east of the Whitewater Creek, between North Street and Main Street
- Properties both east and west of the current intersection of Main Street and East Milwaukee Street, at the east edge of the downtown (“gateway” area)
- Properties on the east and west sides of Wisconsin Street, between Clay and East Milwaukee Streets

The City intends to utilize the policies listed earlier in this chapter under the appropriate future land use designation to guide redevelopment design in these areas. In some cases, the City also has more specific guidance in earlier redevelopment concept plans for some of these sites. Where possible, the City may also use tax increment financing and attempt to secure grants to promote redevelopment.

**Map 5: Future Land Use Map**

# Future Land Use

Map  
5

## City of Whitewater Comprehensive Plan

Shapes on map represent general recommendations for future land use. Actual boundaries between different land use types and associated zoning districts may vary somewhat from representations on this map. Not all lands shown in a future developed land use category are immediately appropriate for development, rezoning, or subdivision. Environmental Corridors depicted on this map use generalized boundaries of environmental features. Actual Environmental Corridor boundaries are to be refined through detailed on-site investigation or updated source mapping.

- City of Whitewater (2009)
- County Boundaries
- Town Boundaries
- Extraterritorial Jurisdiction Boundaries (2009)
- City of Whitewater Sewer Service Area Boundary (2009)
- Parcel Lines
- Railroad
- Right of Way
- Surface Water

### Land Use Designations

- Agricultural Preservation
- Single-Family Residential - Exurban
- Single-Family Residential - City
- Two-Family/Townhouse Residential
- Higher Density Residential
- Central Area Neighborhood
- Future Neighborhood\*
- Mobile Home Residential
- Community Business
- Highway Commercial
- Central Business
- Mixed Use
- Institutional
- University of Wisconsin - Whitewater
- Office/Technology Park
- Business/Industrial Park
- Manufacturing
- Mineral Extraction
- Long Range Urban Growth Area
- Parks and Recreation
- Working Environmental Corridor

\* Future neighborhoods should include a mix of residential uses, generally focused on single-family housing, but also including two-family/townhouse, and higher density residential uses, along with a carefully planned mix of neighborhood-compatible commercial, institutional, and parks & open space uses.

Source: SEWRPC, Rock County LIO, Jefferson County LIO, Walworth County LIO, City of Whitewater, V&A

0 0.25 0.5 1 Miles

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