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2) You can watch the meeting via the zoom app. Go to the following link to download and watch via the zoom app: <https://us02web.zoom.us/j/82236027635?pwd=L2dtREtHT1BabkpOTU1wMjBmZlhaQT09> You will be asked to download and install the zoom app on your computer or phone and provide your name and email address.

**-OR-**

3) You can listen to the meeting over the phone by calling one of the following numbers:

1-929-205-6099, 1-301-715-8592, 1-253-215-8782, 1-346-248-7799, 1-699-900-6833

You will be asked to enter in a meeting ID of: **822 3602 7635**, then push #

You may be asked for a participate ID, do not put in a number, just hit #

You will be asked to enter in a password of **468499**, then #

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## **MEETING NOTICE**

Planning Commission Agenda

**Thursday, February 24, 2022, 5:15 PM**

Council Chambers – New London Municipal Building

1. Call to Order
2. Adopt Agenda
3. Approval of the January 27, 2022 and February 07, 2022 special meeting minutes
4. Public Hearing for Chapter 8 amendment proposal to the Comprehensive Plan
5. Continuation of International Property Maintenance Code discussion
6. Update on Planning Issues and other Agenda Items
7. Review next meeting date
8. Adjournment

**Bob Besaw, Chairman**  
**Planning Commission Chairman**

\*Agenda items are listed so as to accurately describe the actions or issue being considered instead of simply the document listing title or the parties to a contract. This is done as such titles or a list of parties to a contract conveys insufficient information to the public on whether a topic or project they are interested in is being considered. It is the policy of the City of New London to comply in good faith with all applicable regulations, guidelines, etc. put forth in the Americans with Disabilities Act (ADA). To that end, it is the City's intent to provide equal opportunity for everyone to participate in all programs and/or services offered, to attend every public meeting scheduled, and to utilize all public facilities available. Any person(s) in need of an alternative format (i.e. larger print, audio tapes, Braille, readers, interpreters, amplifiers, transcription) regarding information disseminated by the City of New London should notify the City 48 hours prior to a meeting, etc., or allow 48 hours after a request for a copy of brochures, notices, etc. for delivery of that alternative format. Contact ADA Coordinator Chad Hoerth by telephone through: (Relay Wisconsin) – 920/ 982-8500 or (Voice) – 920/982-8500 and in person/letter at 215 N. Shawano Street, New London, WI 54961.

**City of New London**  
**Planning Commission Minutes**  
**Thursday, January 27, 2022**

**Roll Call**

Those in attendance were Chairman Bob Besaw, Dona Gabert, Mayor Mark Herter, Susie Steingraber, and Jamie Walbruck

Others in attendance: City Administrator Chad Hoerth, Building Inspector/Zoning Administrator David Vincent, Dave Dorsey, Tim Roberts, John Haas and representing Cedar Corporation, Eric Fowle

The meeting was called to order by Chairman Besaw at 5:15 p.m.

A motion was made Gabert to “Adopt the Agenda” and seconded by Steingraber, carried by all.

The December 27, 2021 minutes were reviewed and a motion was made to accept the minutes by Gabert and seconded by Steingraber, carried by all.

Eric Fowle from Cedar Corporation updated the Commission on the Comprehensive Plan Land Use Proposal. Some interaction and dialogue from the members present were discussed, but the consensus was to move the document forward for the Public Hearing for comments before deciding on creating a resolution to the council for a recommendation for adoption. Cedar Corporation will continue to move the project forward and will plan on attending a future meeting to discuss and to provide progress.

The next item on the agenda was to further discuss possible adoption with amendments for the 2015 I.P.M.C. (International Property Maintenance Code). It was agreed to have the Zoning Administrator bring forward language he believes is necessary for amendments and/or deletions of the final document for consideration.

A motion was made to adjourn by Gabert, seconded by Steingraber, carried by all. Meeting adjourned by Chairman Besaw at 06:02 pm.

Respectively submitted by David Vincent-Zoning Administrator

**City of New London**  
**Planning Commission Minutes**  
**Monday, February 7<sup>th</sup>, 2022**

**Roll Call**

Those in attendance were Chairman Bob Besaw, Dona Gabert, Mayor Mark Herter, Susie Steingraber, Jamie Walbruck, and Jason Bessette

Others in attendance: City Administrator Chad Hoerth, John Mauthe, and Ald. John Hass

The meeting was called to order by Chairman Besaw at 5:15 p.m.

A motion was made to Adopt the Agenda by Bessette, seconded by Steingraber, carried by all.

A CSM was presented to split the parcel 33 12 24 10 at 1001 North Street. The purpose for splitting the parcel is so the owner can sell off the southern half with the existing building for a neighboring business to move into. Zoning Administrator Vincent confirmed that the split complied with current zoning requirements. An ingress/egress easement will be included on the southern parcel to access the newly formed northern parcel.

Motion made by Gabert, seconded by Steingraber to approve the CSM as presented. Motion carried by all.

A motion was made to adjourn by Gabert, seconded by Steingraber, carried by all. Meeting adjourned by Chairman Besaw at 5:20 pm.

Respectively submitted by City Administrator Chad Hoerth

# 8

## Land Use



FINAL DRAFT  
JANUARY 2022



## 8. Land Use

### 8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road. This chapter of the comprehensive plan includes local information for both existing and planned land use in the City of New London

### 8.2 Existing Land Use

Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns and will serve as the framework for formulating how land will be used in the future.

Table 8-1, Figure 8-1, and Map 8-1 together provide the picture of existing land use (2021) for the City of New London.

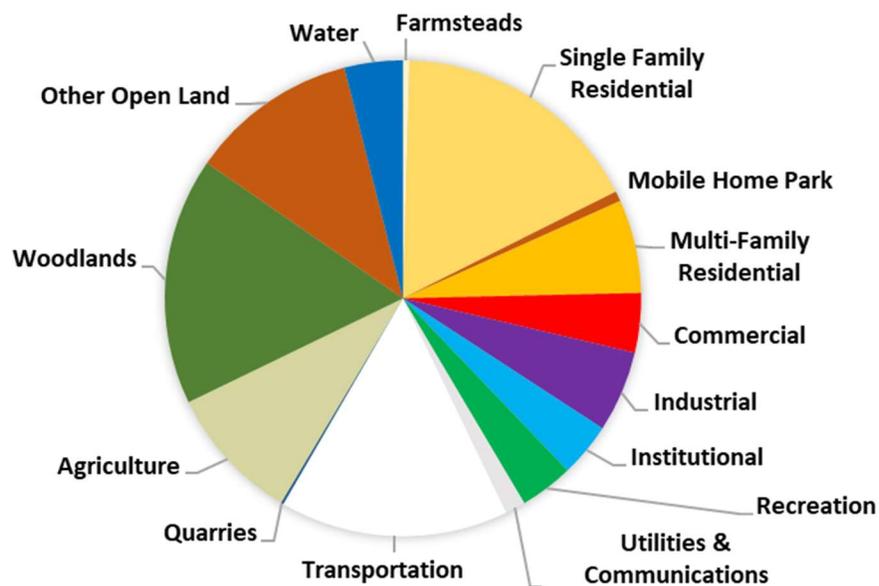


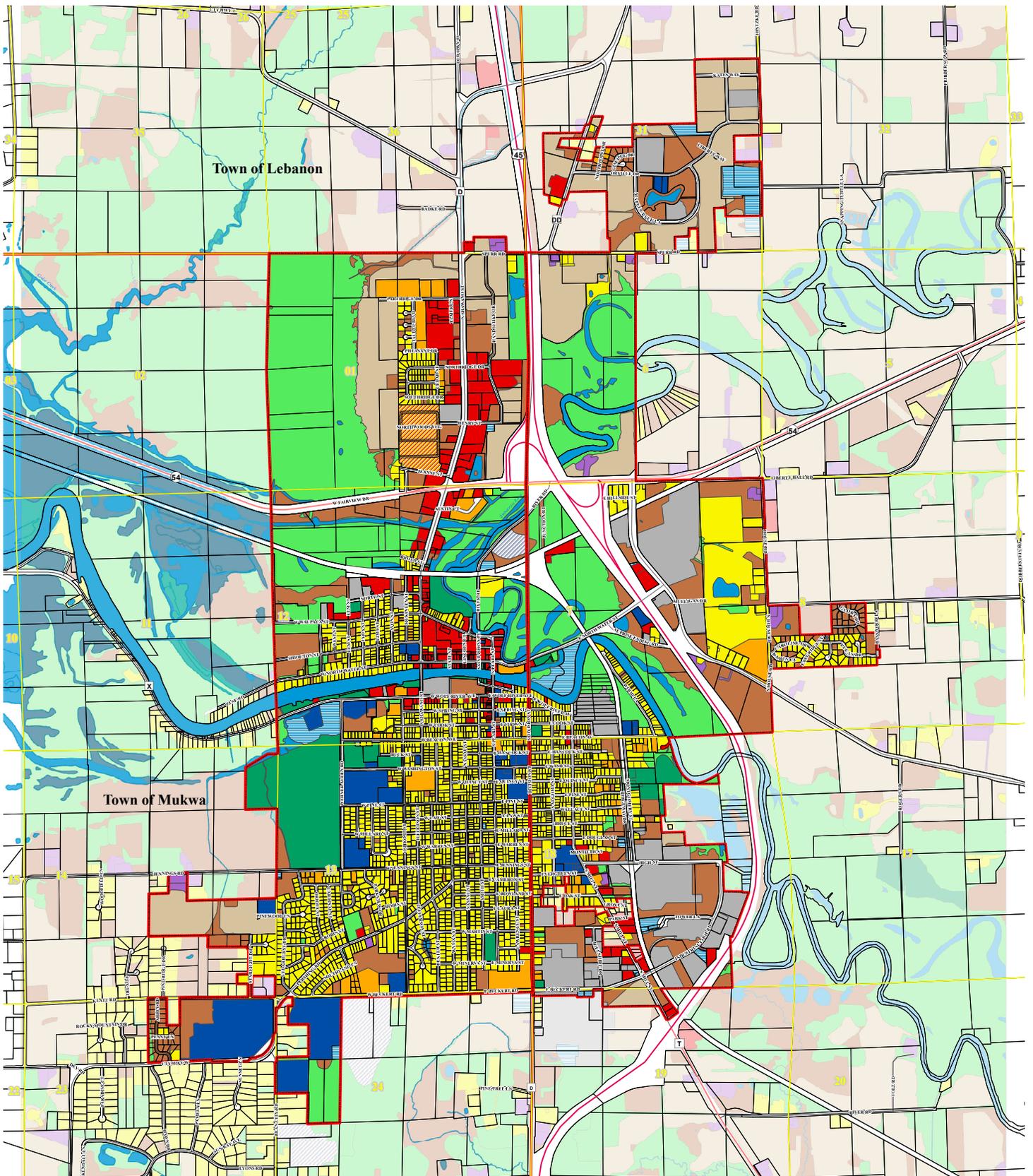
**Table 8-1**  
**Existing Land Use, City of New London, 2021 and 2004**

	Land Use Type	2021 Acres	Percent of Total	Acres (2004)	Difference 2021-2004
Developed Land Uses	Farmsteads	17.3	0.5%	5.0	12.28
	Single Family Residential	660.1	17.2%	589.0	71.15
	Mobile Home Park	26.6	0.7%	27.0	(0.36)
	Multi-Family Residential	244.5	6.4%	63.0	181.45
	Commercial	155.2	4.1%	138.0	17.22
	Industrial	212.7	5.6%	186.0	26.73
	Institutional	140.9	3.7%	130.0	10.94
	Recreation	139.9	3.7%	121.0	18.89
	Utilities & Communications	52.1	1.4%	40.0	12.05
	Transportation	598.0	15.6%	598.0	(0.03)
Undeveloped Land Uses	Quarries	6.9	0.2%	12.0	(5.05)
	Agriculture	356.3	9.3%	435.0	(78.67)
	Woodlands	647.1	16.9%	630.0	17.10
	Other Open Land	439.5	11.5%	495.0	(55.53)
	Water	152.3	4.0%	191.0	(38.68)
<b>TOTAL</b>		<b>3,832.2</b>	<b>100.0%</b>	<b>3,660.0</b>	<b>172.21</b>
Summaries	Developed Land Uses	2,247.3	58.6%	1,897.0	51.8%
	Undeveloped Land Uses	1,602.2	41.8%	1,763.0	48.2%
	Developable Land Uses (minus water & quarries)	1,442.9	37.7%	1,560.0	42.6%

Source: City of New London 2004/June, 2021 & Cedar Corporation, June 2021.

**Figure 8-1**  
**Existing Land Use, City of New London, 2021**





## EXISTING LAND USE

### City of New London, Waupaca County

**Classifications**

- |                           |                            |
|---------------------------|----------------------------|
| Single Family Residential | Recreational               |
| Multi-Family              | Utilities & Communications |
| Mobile Home Park          | Institutional              |
| Farmsteads                | Industrial                 |
| Commercial                | Quarries                   |
| Agriculture               | Transportation             |
| Other Open Land           | Water                      |
| Woodlands                 |                            |

**Roads**

- Federal Road
- State Road
- County Road
- Local Road

**Features**

- City of New London
- Sections
- Parcels



Source: East Central Wisconsin Regional Planning Commission, Waupaca County, Outagamie County & The City of New London.  
 This drawing is neither a legally recorded map nor survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.



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 Environmental Services  
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The City of New London currently has 3,832 acres of land within the city boundary. The picture of existing land use makes it easy to see how city residents' value and enjoy natural resources. There is an abundance of resource lands including water (152 acres), open lands (440 acres), woodlands (647 acres) and parks (140 acres), which together account for over 1/3 (36%) of the landscape. The single largest land use in the city is woodlands. Following closely are transportation features at 598 acres, which include street, highway, and railroad rights-of-way along with other WisDOT owned lands. The largest developed use is residential, taking up 660 acres. Other developed land uses include industrial at 213 acres, institutional at 141 acres, and commercial at 155 acres. Wetlands also occupy approximately 486 acres (circa 2007), mainly in the northwest quadrant of the city, as shown on Map 5-15 of the Waupaca County Comprehensive Plan's Inventory and Trends Report.

The Wolf River and local transportation features have largely influenced the development pattern of the city. Wetlands associated with the river prevent development in the northwest portions of the city, and the river is a focal point near the downtown. The Wolf River bisects the city from east to west. Most of the commercial development has been north of the river, but it also has developed along Business Highway 45, which essentially bisects the city from north to south.

Industrial development has largely occurred along or near WIS 45, which runs north and south, along the eastern boundary of the city. The downtown area is quite large for a city the size of New London. It encompasses lands from Pearl Street from Beacon Avenue to North Water Street. North Water Street is the part of the downtown that borders the north bank of the Wolf River. The downtown area then continues on Shawano Street from North Water to Waupaca Street.

Growth in residential, commercial, and industrial land uses helped the city recover from the recession of 2008 and slow, but steady construction followed for the next 10 years. Decreases were again seen during the 2020/2021 COVID-19 pandemic however; housing demands – particularly for multi-family uses - are now starting to show based on regional and nationwide shortages for attainable (workforce) housing. An impact of the pandemic was a reduced supply of building materials which have inflated housing costs corresponding to the attainable housing shortage.

A majority of new single-family residential development has been taking place along the western boundary of the city in areas to the west of the New London High School (London Acres) and west of Shawano St. (CTH D) behind the existing commercial uses. New multi-family developments have also located in behind this commercial corridor. The challenge the City faces is to ensure that sufficient lands are planned for and available to accommodate residential growth.

The commercial development has mostly taken place in the northern portion of the city along Business Highway 45, in an area of high visibility from WIS 45. Industrial growth has also occurred in the northeastern portion of New London with the newest developments being in the industrial park located north of Spurr Road and east of WIS 45. Again, these lands were chosen for development because of their close proximity to WIS 45.

### 8.3 Projected Supply and Demand of Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five-year increments through 2040. These future land use demand estimates are largely dependent on population and housing projections (Tables 8-2 and 8-3) and should only be utilized for planning purposes in combination with other indicators of land use demand.

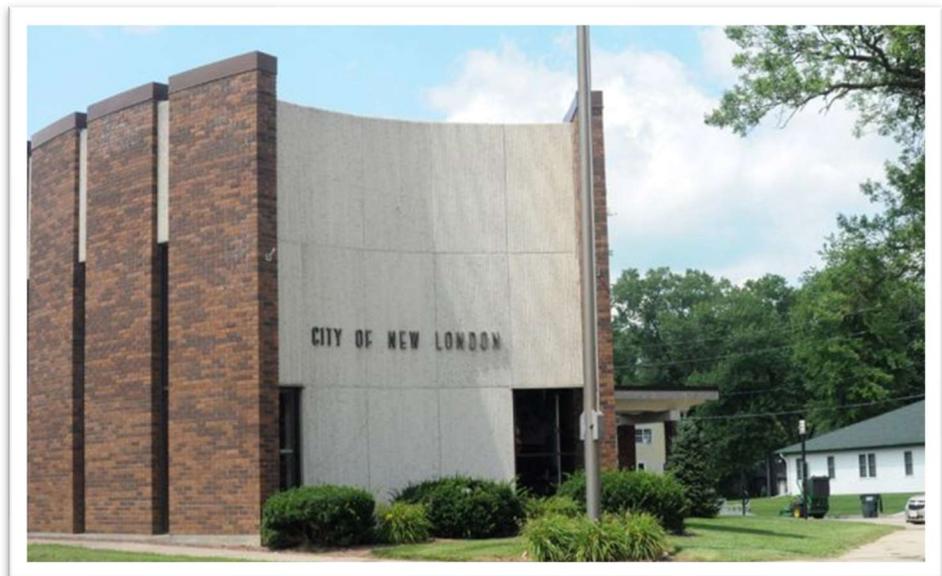
The linear housing unit projection is utilized as the basis for the residential land use demand projections. The residential land use demand projection (Table 8-4) then assumes that the existing housing unit density will remain constant. The existing residential density is 0.281 acres of land per housing unit based on 948.5 acres of residential land use and 3,376 housing units. Said another way, there are 3.56 housing units per acre of residential land.

Projected demand for commercial, industrial, and institutional land use (Table 8-4) assumes that the ratio of the city's 2020 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the linear population projection. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time.

Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on

the average amount of land use demand for each of the developed uses over the 20 year period. In other words, a total of 8.75 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the City of New London, so resource lands are reduced by 8.75 acres per year (vs. slightly over 11 acres per year when this was last calculated in 2007).



**Table 8-2**  
**City of New London - Population Estimates and Projections, 2010-2040**

	2010	2020 (Est.)	2025	2030	2035	2040	Diff. 2020-2040
Total Population	7,295	7,436	7,825	7,990	7,955	7,775	339
Difference from Prev. Period	n/a	141	389	165	-35	-180	(321)
% Change From Prev. Period	n/a	1.93%	5.23%	2.11%	-0.44%	-2.26%	4.6%

Source: U.S. Census, 2010; WDOA 2020 Est.; WDOA 2010-2040 Population Projections (circa 2013).

**Table 8-3**  
**City of New London – Housing Unit Estimates and Projections, 2010-2040**

	2010	2020 (2019 ACS)	2025	2030	2035	2040	Diff. 2020-2040
Housing Units	3,310	3,376	3,478	3,599	3,649	3,633	257
Households	3,038	3,126	3,470	3,595	3,633	3,603	477
Avg. HH Size	2.40	2.17	2.25	2.22	2.18	2.14	(0.03)

Source: U.S. Census, 2010; ACS 2019 and WDOA 2010-2040 Household Projections (circa 2013).

**Table 8-4**  
**Projected Land Use Demand (acres) City of New London 2020-2040**

	Land Use Type	2021 Acres	Ratio of Total Population / Land Use (2021)	Projected 2040 Acreage*	Change in Acres (2040-2021)	Acres per Year	Acres per 5 Years
Developed Land Uses	Farmsteads	17.3	0.00	17.3	0.0	0.0	0.0
	Single Family Residential	660.1	0.09	709.3	51.2	2.7	13.5
	Mobile Home Park	26.6	0.00	26.6	-	-	-
	Multi-Family Residential	244.5	0.03	262.7	18.2	1.0	4.8
	Commercial	155.2	0.02	166.8	11.6	0.6	3.0
	Industrial	212.7	0.03	228.6	15.8	0.8	4.2
	Institutional	140.9	0.02	151.4	10.5	0.6	2.8
	Recreation	139.9	0.02	150.3	10.4	0.5	2.7
	Utilities & Communications	52.1	0.01	55.9	3.9	0.2	1.0
Undeveloped Land Uses	Transportation	598.0	0.08	642.5	44.5	2.3	11.7
	Quarries	6.9	0.00	6.9	(0.0)	(0.0)	(0.0)
	Agriculture	356.3	0.05	242.3	(114.0)	(6.0)	(30.0)
	Woodlands	647.1	0.09	627.1	(20.0)	(1.1)	(5.3)
	Other Open Land	439.5	0.06	392.1	(47.4)	(2.5)	(12.5)
	Water	152.3	0.02	152.3	(0.0)	(0.0)	(0.0)
<b>TOTAL</b>		<b>3,832.2</b>	<b>0.52</b>	<b>3,832.2</b>	<b>-</b>	<b>-</b>	<b>-</b>

Source: City of New London 2004/June, 2021 & Cedar Corporation, June 2021.

\* Based on peak 2030 population of 7,990.

Table 8-5 provides a comparison of land supply and demand for the City of New London. Land use demand is based on the previous calculations, and land supply is based on the Future Land Use Plan described in Section 8.4.

**Table 8-5  
Land Supply and Demand Comparison City of New London**

	<b>Land Use Type</b>	<b>Projected 2040 Acreage</b>	<b>Future Land Use Map Acreage</b>
Developed Land Uses	Farmsteads	17.3	732.98
	Single Family Residential / Single Family & Duplex	709.3	
	Mobile Home Park	26.6	
	Multi-Family Residential / Medium-High Density	262.7	282.06
	Commercial (including mixed use)	166.8	311.33
	Industrial	228.6	520.78
	Institutional	151.4	206.01
	Recreation	150.3	244.05
	Utilities & Communications	55.9	n/a
	Transportation	642.5	652.65
Undeveloped Land Uses	Quarries	6.9	n/a
	Agriculture	242.3	637.45
	Woodlands	627.1	
	Other Open Land	392.1	
	Water	152.3	124.57
<b>TOTAL</b>		<b>3,832.2</b>	<b>3,711.9</b>

Source: City of New London, June, 2021 & Cedar Corporation, September, 2021  
Total acreages may differ slightly due to inconsistencies in data sets.

The City of New London has planned for a sufficient supply of land based on the projected demand. The new plan has slightly less Residential land than is projected for, but it will certainly be sufficient for the next ten years. Plus, there is a trend toward smaller lot sizes as a means to improve the affordability of workforce housing. Monitoring the plan and rates of development could prove useful should future plan amendments be required. Lands for commercial use are provided for in quantities nearly twice the projected need in areas designated Commercial and Commercial/Mixed Use. Industrial areas have been provided for, with nearly three times the projected demand, in areas designated as Industrial. Planning a supply of about twice the expected demand is desirable in many cases in order to be poised for positive growth opportunities, and to allow adequate options for alternative development proposals.

## 8.4 Future Land Use Plan

The Future Land Use Plan and Map is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the Future Land Use Plan in community decision-making, it is important to keep the following characteristics in mind.

- A land use plan is an expression of a preferred or ideal future - a vision for the future of the community.
- A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 (or more) years to materialize, while some components may never come to fruition within the planning period.

The primary components of the Future Land Use Plan include the Future Land Use Map (Map 8-2 and Table 8-6) and the Future Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the city.

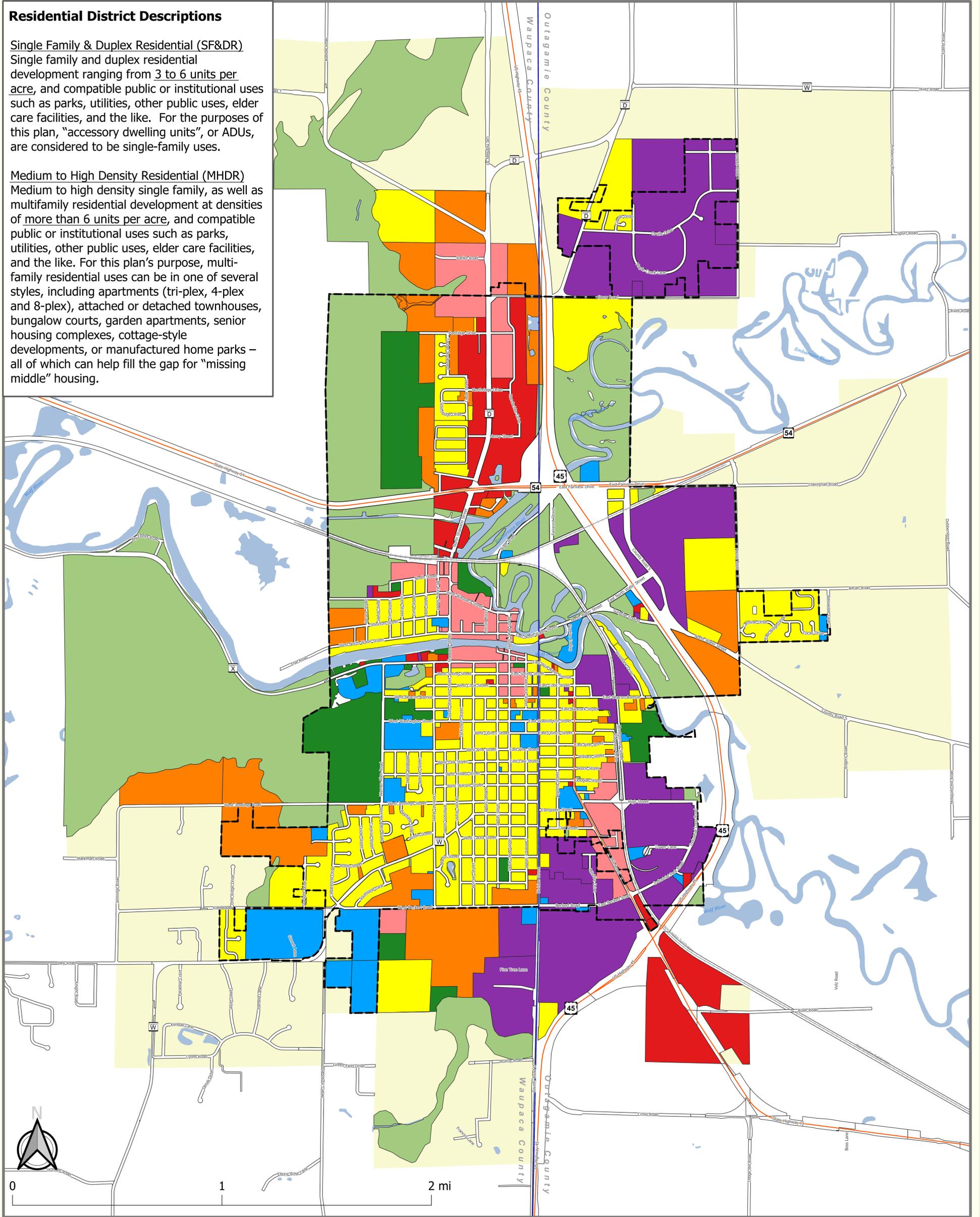
The City of New London's plan for future land use is intended to be flexible enough to meet the needs of future generations and to be responsive to change. It is not the city's intent to direct future land use to particular areas, but rather to generally lay out the future land use pattern in a way that prevents land use conflicts and allows for the needed expansion of various land uses within and near the city. It is anticipated that most developed parts of the city will remain basically the same, with some opportunities for redevelopment. In addition, the expansion of WIS 15 from Greenville to New London and its new tie-in with WIS 45 will increase accessibility to the community and may also increase development pressures.

The areas where significant change is anticipated (the expansion areas) are further detailed below. The Future Land Use Plan was developed using objective data gained from US Census records, existing land use data, building permit trends, and city/county level GIS mapping. The maps and data provided in the Inventory and Trends Report document some of the objective data sources that were used in this analysis. These were combined with updated population and land use projections, the local knowledge of the Planning Commission and City staff. The local knowledge of the city's history and what is likely to happen in the future has the most impact on the creation of the Future Land Use Map.

**Residential District Descriptions**

**Single Family & Duplex Residential (SF&DR)**  
 Single family and duplex residential development ranging from 3 to 6 units per acre, and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like. For the purposes of this plan, "accessory dwelling units", or ADUs, are considered to be single-family uses.

**Medium to High Density Residential (MHDR)**  
 Medium to high density single family, as well as multifamily residential development at densities of more than 6 units per acre, and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like. For this plan's purpose, multifamily residential uses can be in one of several styles, including apartments (tri-plex, 4-plex and 8-plex), attached or detached townhouses, bungalow courts, garden apartments, senior housing complexes, cottage-style developments, or manufactured home parks – all of which can help fill the gap for "missing middle" housing.



**2040 Future Land Use Classifications**

- Single Family & Duplex Residential
- Med-High Density Residential
- Commercial
- Mixed Use/Downtown Commercial
- Industrial
- Public Institutional
- Conservation & Resource Protection
- Park & Recreation
- Rural Transition Areas (Beyond 2040)

**Year 2040 FUTURE LAND USE**  
 City of New London  
 Wisconsin

Map 8-2



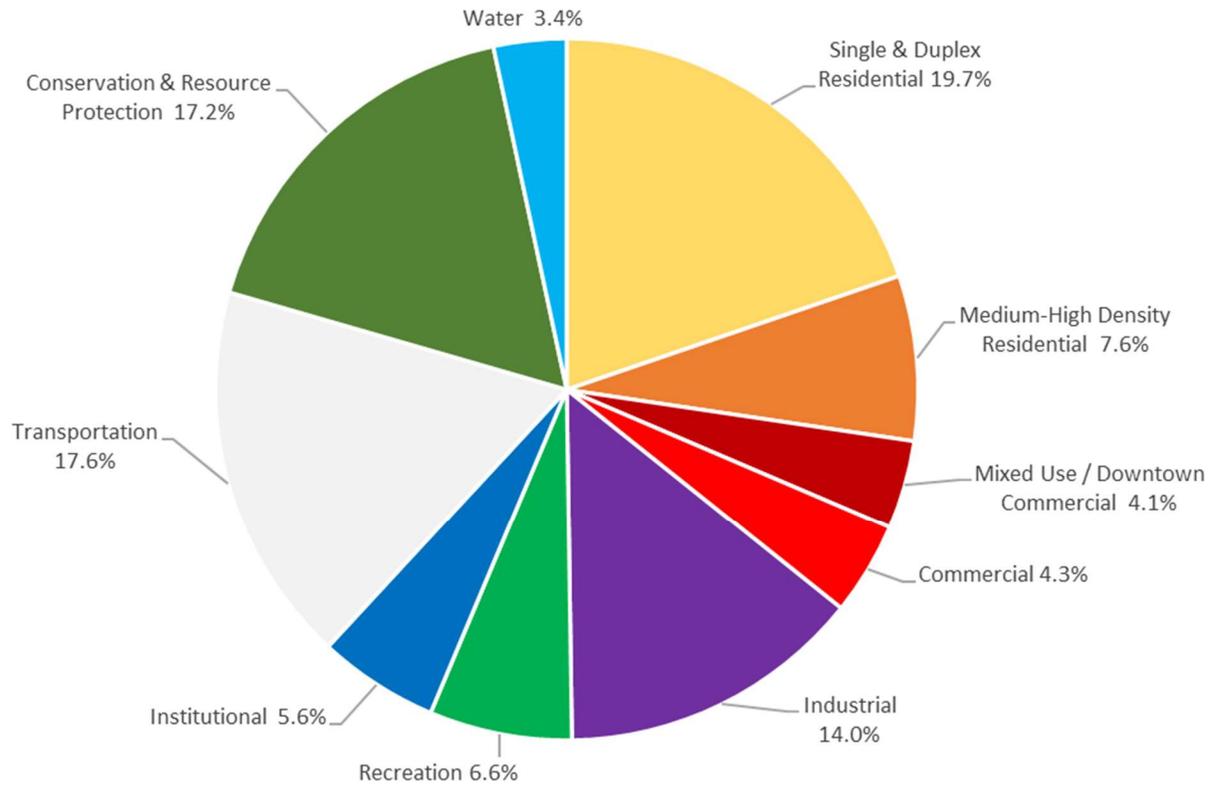
A Rural Transition Area classification identifies in locations where long-term scenarios for extraterritorial growth are possible. Most of these extraterritorial areas (as far as the amount of land involved) are designated for residential expansion on the Future Land Use Map. The plan has identified more than four times the amount of projected demand in this area, but all of the land identified is adjacent to existing residential land use. Thus, the flexibility of the plan allows for growth to occur in the most efficient and effective manner. The same can be said for commercial and industrial identified growth areas which are planned for as continuations of current commercial and industrial land uses. This approach reflects the plan's primary goals of ensuring flexibility and fiscal responsibility in the placement of these land uses on the Future Land Use Map.

**Table 8-6**  
**Future Land Use Acreage Summary, City of New London**

<b>Future Land Use Classification</b>	<b>2021 Acres</b>
Single Family & Duplex Residential	732.98
Medium-High Density Residential	282.06
Mixed Use/Downtown Commercial	151.92
Commercial	159.41
Industrial	520.78
Recreation	244.05
Institutional	206.01
Transportation / ROW	652.65
Conservation & Resource Protection	637.45
Water	124.57
<b>TOTAL</b>	<b>3,711.9</b>

Source: City of New London, June, 2021 & Cedar Corporation, September 2021.

**Figure 8-2**  
**Future Land Use Acreage Summary, City of New London**



## 8.5 Future Land Use Classifications

The following Future Land Use Classifications have been utilized on the city's Future Land Use Map (Map 8-2). These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular classification. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

### Rural Transition Areas (RTA)

- **Purpose:** To identify areas within, or just beyond, the city limits that may be used to accommodate future residential, commercial, or industrial growth. These areas are currently used as agricultural lands, woodlands, or other open lands and are not necessarily expected to be developed within the planning period.
- **Primary Goal:** To maintain undeveloped or underutilized areas within the city limits at pre-development densities. A land use plan revision, neighborhood plan, or area development plan will be required before such areas are converted to developed uses.

- **Preferred Housing Density:** Suggested maximum density of one unit per 10 acres until such time that the land use plan is amended. .
- **Preferred Use:** Private recreational uses, low intensity agricultural uses, greenspace.
- **Discouraged Uses:** Premature or unplanned development, medium and low-density, rural housing utilizing private on-site wastewater treatment or private wells, particularly where public systems are available, unscreened, or unsightly outdoor storage, indoor storage facilities, and high intensity agricultural uses.

#### Conservation & Resource Protection (CRP)

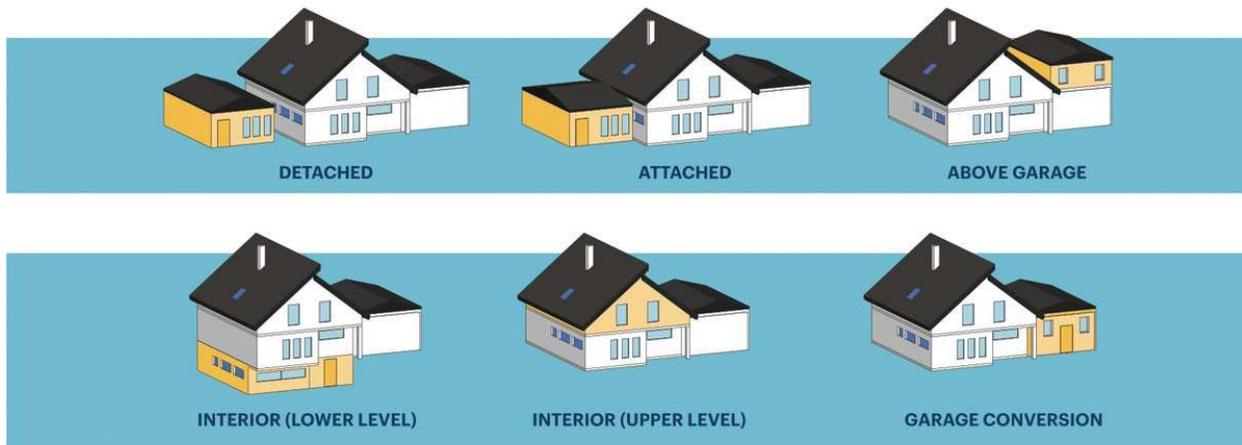
- **Purpose:** To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. In the City of New London, this classification includes the general locations of regulatory wetlands, five acres and larger.
- **Primary Goal:** To preserve valued natural and cultural resources by preventing development that would negatively impact the quality and flood control ability of those resources
- **Preferred Housing Density:** No housing development.
- **Preferred Use:** Public or private greenspace, outdoor recreational uses, trails, natural resource management activities.
- **Discouraged Uses:** Uses prohibited by wetland or floodplain zoning, or by other applicable regulations; uses that would negatively impact the quality of the valued natural or cultural resource.



#### Single Family & Duplex Residential (SF&DR)

- **Purpose:** To include existing and planned areas that are primarily composed of single family and duplex residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. Single family and duplex residential expansion will primarily occur through recorded subdivisions. For the purposes of this plan, “accessory dwelling units”, or ADUs, are considered to be single-family uses (See Figure 8-3).
- **Primary Goal:** To create and preserve attractive and well planned, attainable single and duplex family residential areas that can be efficiently provided with utilities and urban services.
- **Preferred Housing Density:** Will likely range from three to six units per acre. The city shall clarify the preferred density based on local zoning provisions or desired zoning revisions.
- **Preferred Use:** Single family and duplex residential and compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like.
- **Discouraged Uses:** Uses that would detract from the purpose and primary goal of these areas. Single family and duplex residential neighborhoods should contain some form of buffering between the residences and incompatible land uses such as commercial or industrial.

**Figure 8-3: Accessory Dwelling Units (ADUs).**



Accessory Dwelling Units (ADUs) come in many shapes and styles. Illustrations by RPA, based on AARP's ABCs of ADU's Guide.

### Medium to High Density Residential (MHDR)

- **Purpose:** To include existing and planned areas that are primarily composed of medium to high density single family, as well as multi-family residential development at urban densities as facilitated by the current or planned availability of municipal sewer and water service. For this plan's purpose, multi-family residential uses can be in one of several styles, including apartments (tri-plex, 4-plex and 8-plex), attached or detached townhouses, bungalow courts, garden apartments, senior housing complexes, cottage-style developments, or manufactured home parks – all of which can help fill the gap for “missing middle” housing (See Figure 8-4) that is geared toward the City's existing and future workforce. Multi-family residential expansion will primarily occur through site planning that considers greenspace provision, parking, service access, and refuse collection facilities.
- **Primary Goal:** To provide a full range of community and regional housing choices by creating and preserving attractive and well planned multi-family residential areas that can be efficiently provided with utilities and urban services. MHDR areas should be located within walking or biking distance of commercial areas, transportation corridors, or other community support features whenever possible.
- **Preferred Housing Density:** More than six (6) units per acre - could be much higher depending on the type of structure. The city shall clarify the preferred density based on local zoning provisions or desired zoning revisions.
- **Preferred Use:** Medium to high density single family residential (including duplexes) and multi-family residential along with compatible public or institutional uses such as parks, utilities, other public uses, elder care facilities, and the like.
- **Discouraged Uses:** Uses that would detract from the purpose and primary goal of these areas. Multi-family residential neighborhoods should contain some form of buffering between the residences and potential incompatible land uses such as commercial or industrial.

**Figure 8-4: Missing Middle Housing**



### Commercial (C)

- **Purpose:** To include existing and planned areas that are primarily composed of commercial development. Commercial expansion will occur primarily through site planning that considers attractive and functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage, especially when located in community entrance areas.
- **Primary Goal:** To provide a full range of local and regional shopping as well as personal/professional service choices through the creation/preservation of attractive and well planned commercial areas which can be efficiently provided with urban services.
- **Preferred Density:** Density requirements should be flexible to encourage creative site design.
- **Preferred Use:** All commercial uses including retail trade, lodging, offices, restaurants, and service stations. Commercial areas may include limited compatible multi-family residential use in a “mixed use” setting (e.g., apartments above first floor retail). Outdoor storage should be limited and done in an orderly fashion when allowed. Indoor storage units should be discouraged and directed to areas planned for industrial development. Reuse or redevelopment of vacant buildings is encouraged.
- **Discouraged Uses:** Industrial or manufacturing uses; indoor or outdoor storage that is unsightly or that detracts from community character.

### Mixed Use & Downtown Commercial (MUDC)

- **Purpose:** To identify existing and planned compact, pedestrian-oriented commercial and mixed-use areas characterized by the historic downtowns found in many of the county's cities and villages. Development in existing downtowns and planned MUDC areas should include design features that tie it to the historic downtown. Planned MUDC areas need not be physically connected to an existing downtown.

- **Primary Goal:** To preserve and enhance community character, cultural resources, and connections to community history through attractive and well-planned compact commercial and mixed use development and existing downtowns.
- **Preferred Density:** Density requirements should be flexible to encourage creative site design. Zero lot line and street setbacks should be allowed to encourage pedestrian oriented and human-scaled design.
- **Preferred Use:** Primarily commercial, but may also be mixed with compatible public, institutional, and high density residential uses (mixed use). Compatible uses might include government offices, public green space, museums, libraries, upper story apartments, or historic buildings converted to residential or mixed-use. Reuse or redevelopment of vacant buildings is encouraged and, in some cases may be suitable for light assembly and packaging activities.
- **Discouraged Uses:** Use that would detract from the preservation or enhancement of community character, the potential for human-scaled design, or that would eliminate without mitigation, connections to community history or culture.

#### Industrial (I)

- **Purpose:** To include existing and planned areas, that are primarily composed of industrial development. Industrial expansion will primarily occur through site planning that considers functional parking and access, traffic circulation, landscaping, stormwater management, building architecture, lighting, and signage. The visual qualities of site and building design should receive greater emphasis for sites located in community entrance areas.
- **Primary Goal:** To provide a full range of local and regional economic development opportunities by creating and preserving well planned industrial areas that can be provided with utilities and urban services, including stormwater retention and detention.
- **Preferred Density:** Density requirements should be flexible to encourage creative site design. Lot sizes should be in accordance with local zoning provisions or desired zoning revisions and should provide adequate space for separation or screening between incompatible uses.
- **Preferred Use:** Manufacturing, wholesale trade, outdoor storage, distribution centers, indoor storage, limited compatible commercial uses.
- **Discouraged Uses:** All other uses, including religious worship establishments.

#### Public & Institutional (PI)

- **Purpose:** To identify lands for existing and planned public and institutional uses. Certain public and institutional uses may be included as a compatible mixed use in another preferred land use designation (such as SF&DR, MHDR, or MUDC), but this classification should be used to identify all other such uses or at any location where a community wishes to specifically identify such uses.
- **Primary Goal:** To accommodate public service, emergency response, civic, institutional, and related uses as valuable community assets. A high standard of building and site design characterizes most existing public and institutional uses and should continue to be upheld as examples of attractive and well planned development.
- **Preferred Density:** Density requirements should be flexible to encourage creative site design.
- **Preferred Use:** Public and quasi-public sites and buildings other than parks and outdoor recreational lands such as government offices, municipal utilities, emergency response, churches, schools, cemeteries, libraries, and museums.
- **Discouraged Uses:** All other uses.

### Park & Recreation (PR)

- **Purpose:** To identify lands exclusively for existing and planned parks and public and private outdoor recreational facilities. Communities can require by local policy or ordinance that planned park lands identified on a future land use map must be dedicated as such by a development that encompasses, abuts, or is near the area.
- **Primary Goal:** To provide adequate outdoor recreation opportunities in general locations that will effectively serve the existing population and planned growth. It is not intended that communities are "locked into" planned park locations as identified on a future land use map, but rather, that they may be used in a conceptual sense to be solidified upon site planning, land subdivision, neighborhood planning, or area development planning.
- **Preferred Density:** No standard required; campgrounds and resorts at densities in accordance with local zoning.
- **Preferred Use:** Public parks and outdoor recreational facilities for passive and active use; private outdoor recreational facilities such as golf courses, campgrounds, and resorts.
- **Discouraged Uses:** All other uses.

Table 8-4 and Figure 8-2 display the distribution of each Future Land Use Classification as shown on the Future Land Use Map.

## **8.6 Existing and Potential Land Use Conflicts**

The following existing and potential unresolved land use conflicts have been identified by the City of New London. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long-range nature of comprehensive planning, evolving trends (e.g. renewable energy generation), and the uncertainty of related assumptions, these conflicts may remain unresolved and should be monitored during plan implementation.

### Existing Land Use Conflicts

- Lack of property and building maintenance.
- Dilapidated buildings in some locations.
- Residential development next to industrial or high intensity commercial land use.
- Poorly designed or unattractive multi-family residential, commercial, or industrial development.
- Lack of screening or buffering between incompatible uses.
- Intensive agricultural practices adjacent to City boundaries.

### Potential Land Use Conflicts

- Annexation conflicts may arise with neighboring communities.
- Use of fiscal tools by the community to capture funds from developers or landowners to meet the service needs of newly developed areas.
- Managing development along major highway corridors and interchanges, particularly the expansion of Highway 15 in the southeast portion of the City.
- Siting of power transmission lines.
- Siting of telecommunication towers.

- Siting of renewable (wind, solar, or other) energy generation facilities.
- Residential development next to industrial or high intensity commercial land use (such as Single Family & Duplex Residential areas directly adjacent to Commercial or Industrial areas).
- Poorly regulated and managed “home-base business uses that detract from the neighborhood.
- Poorly designed or unattractive multi-family residential, commercial, or industrial development.
- Poorly designed or unattractive rural development in community gateways or entrance points.
- Lack of screening or buffering between incompatible uses.
- Unregulated signage, lighting, access, or accessory storage uses.

## 8.7 Opportunities for Redevelopment

In every instance where development is considered in the City of New London Year 2040 Comprehensive Plan, redevelopment is also considered as an equally valid option. Opportunities for redevelopment are addressed in several of the goals, objectives, policies, and recommendations of this plan.

More specifically, Map 8-2 highlights several areas within the city that may be targeted for redevelopment based on existing land uses, recent development activity and the presence of existing infrastructure that can service the area.

## 8.8 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

### **Goal 1: Plan for land use in order to achieve the city's desired future.**

#### Objectives

- 1.a. Establish a small range of future land use classifications and assign them to areas of the city in order to: increase compatibility between existing land uses; avoid future land use conflicts, promote more mixed-use development, and; provide some level of flexibility.
- 1.b. Establish preferred lot sizes and development densities for each future land use classification, including areas that can accommodate smaller residential lots.
- 1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of existing and future property owners.

### **Goal 2: Seek a desirable pattern of land use that contributes to the realization of the city's goals and objectives for the future.**

#### Objectives

- 2.a. As a priority preference, explore opportunities to rehabilitate and redevelop existing developed areas within the city (i.e., downtown) as well as within planned growth areas.
- 2.b. Seek a pattern of land use that will sustain and improve the downtown.

- 2.c. Explore opportunities to identify logical expansion areas along the city's boundaries (City Growth Areas) in cooperation with neighboring towns.
- 2.d. Focus new growth, whether it is infill development or new development on the edge of the City, to locations where adequate public facilities and services can be cost-effectively provided or expanded.
- 2.e. Encourage a pattern of land use and street design that will allow for the use of multiple modes of transportation, both motorized and non-motorized.
- 2.f. When new roads are necessary to facilitate growth, encourage designs that provide functional connectivity with the existing road network.
- 2.g. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 2.h. Encourage land division layouts that incorporate the preservation of valued community features (e.g., parks, natural features, historic buildings, etc.) that fit within the character of the neighborhood, and that are suited to the specific location in which the development is proposed.
- 2.i. In order to protect property values and encourage quality design, consider establishing design review guidelines for the layout and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, multi-family, or mixed-use development.

## **8.9 Land Use Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the city is concerned about. Policies and recommendations become primary tools the city can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations. Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements be considered to be strong guidelines, while "should" statements are considered loose guidelines. The city's policies are stated in the form of position statements (City Position), directives to the city (City Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the city should be prepared to complete. The completion of these actions and projects is consistent with the city's policies, and therefore will help the city fulfill the comprehensive plan goals and objectives.

### **Policies: City Position**

LU1 The existing street network and existing public facilities and services should be utilized to accommodate new development to the maximum extent possible.

LU2 Development proposals in the corporate limits and extraterritorial jurisdiction of the city shall be reviewed for consistency with the applicable components of the comprehensive plan including the future land use classifications and map.

LU3 The City shall require that Area Development Plans be prepared and adopted by the Planning Commission and governing body prior to the zoning or rezoning, platting, or development of expansion areas as defined by the comprehensive plan.

LU4 Area Development Plans will include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, size and density, location of necessary public utilities, park and open space areas, and the proposed street system that will serve the area.

LU5 The establishment of new or expansion of existing commercial or industrial uses in or adjacent to existing or planned residential areas (including home-based businesses) shall utilize setbacks, barriers, buffers, or other site design features to minimize potential conflicts.

LU6 At such time that a home based business takes on the characteristics of a primary commercial or industrial use, it should be notified to desist its activities until a solution, including the possibility of rezoning to reflect a commercial or industrial use consistent with the zoning standards, is found.

#### **Policies: City Directive**

LU7 Amendments to official mapping, subdivision ordinance and zoning ordinance, including rezones, must be consistent with the City's Comprehensive Plan per Wis. Stats. 66.1001(3). The City's comprehensive plan, zoning, subdivision, and other land use ordinances shall be maintained and updated on a regular basis to address new and/or trending issues to foster implementation of the Future Land Use Plan and comprehensive plan goals. The Comprehensive Plan specifically must be updated at least once every ten years per Wis. Stats. 66.1001.

#### **Policies: Development Review Criteria**

LU8 The design of new commercial or industrial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial strips.

LU9 New development will be placed on the landscape in a fashion that does not block potential road or utility extensions and provides adequate access for utility maintenance and emergency services.

LU10 Proposed conditional uses shall meet the following criteria in order to gain community approval:

- Complies with the requirements of the applicable zoning district;
- Use and density are consistent with the intent, purpose, and policies of the applicable future land use classification;
- Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts;
- Does not diminish property values in the surrounding neighborhood;
- Provides assurance of continuing maintenance.
- Be measurable and based on substantial evidence per Wisconsin Act 67.

LU 11 Home based business shall maintain the following characteristics:

- They are conducted as a conditional use in a zoning district where such use is allowed;
- They are a secondary use of a primarily residential property;
- They have little to no outward appearance or negative impact (e.g., traffic generation, parking, deliveries, etc.) on the surrounding neighborhood,
- They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood.

LU12 Site plans subject to design review shall be required to include common elements of landscaping, building design, or overall site design (including stormwater, lighting, and parking) that provide some consistency in the appearance of new development in the community.

### **Recommendations**

1. In existing downtown neighborhoods and along the riverfront make strategic public investments in sidewalks, street repair, tree and flower planting, neighborhood park development, and trail development, etc.
2. Riverfront areas should have development regulations that address both the street-facing building façade, as well as the rear (river-facing) of the building in order to improve community aesthetics.
3. Seek out various traditional governmental grant and funding programs (CDBG, Stewardship, etc.), as well as new federal opportunities such as the CARES Act, Build Back Better, and related State initiatives to support the needs identified in this plan.

## **8.10 Land Use Programs**

For descriptions of land use programs potentially available to the community, refer to the Land Use element of the Waupaca County Inventory and Trends Report. The City of New London actively utilizes land use programs, and the following related plans were the most recent comprehensive plan, plan update, or related report.

### **Related Plans**

- Year 2030 Comprehensive Plan (adopted in 2007) and subsequent amendments.