
Chapter IV: Land Use

- Encourage new neighborhood development on the City's east and west sides, incorporating open space and a mix of housing types.
- Support continued reinvestment in existing neighborhoods.
- Advance the City's east side as a major regional employment and shopping destination.
- Promote revitalization and community-serving retail, service, and mixed use developments on the City's west side.
- Continue the commitment to downtown and riverfront revitalization.
- Direct attention towards aging commercial corridors outside of the downtown for community-serving mixed use and employment uses.
- Enhance the appearance of existing developed areas and require high quality building standards for new development to enhance the City's image.
- Collaborate with adjoining communities on land use near the City's edge.
- Limit premature development in long range urban growth areas until development there can be provided with a full range of urban services.
- Limit development within environmental corridors and long-range agricultural areas.

This chapter will guide land use decision-making in the Beloit area from the City's perspective. It contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of lands in the City of Beloit and its extraterritorial jurisdiction. It includes maps showing existing land uses and recommended future land uses, and provides land use data and analysis as required under §66.1001, Wisconsin Statutes.

Long-range land use planning allows municipalities to phase and guide development in a manner that maximizes positive neighborhood and economic development, maintains and enhances community character, protects sensitive environmental features, promotes revitalization of older parts of the City, and provides efficient municipal services. Land use planning also enables the City to identify lands well-suited for public purposes, such as schools, parks, municipal facilities, major roads, and stormwater management facilities.

A. Existing Land Use Categories

An accurate depiction of the existing land use pattern is the first step in planning for the desired future land use pattern. The set of categories below was used to prepare the existing land use map for the planning area (Map 8).

- Agricultural: agricultural and related uses, cropland, farmsteads, mineral extraction operations, and single family residential development with maximum development densities of 1 dwelling unit per 35 acres.
- Single Family Residential-Exurban: single family residential development on private well and on-site waste treatment (septic) systems, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres.
- Single Family Residential-Urban: single family residential development and small institutional uses such as churches on public sewer, public water, and other urban services and infrastructure.
- Two-Family/Townhouse Residential: attached single family, two-family, walk-up townhouse residential development, and small institutional uses such as churches on public sewer, public water, and other urban services and infrastructure.
- Mixed Residential: a variety of residential units focused in particular on multiple family housing (3+ units per building), and small institutional uses such as churches on public sewer, public water, and other urban services and infrastructure.
- Office: office, institutional, research, and office-support land uses on public sewer, public water, and other urban services and infrastructure.
- Commercial: a variety of retail, commercial service, office, and institutional land uses (outside of the downtown), generally on public sewer, public water, and other urban services and infrastructure.
- Downtown: a mix of retail, commercial service, office, institutional, and residential uses in Beloit's historic commercial center.
- Business Park: modern, indoor manufacturing, warehousing, distribution, office, research and development, and support uses with inside or screened storage areas on public sewer, public water, and other urban services and infrastructure.
- Industrial: manufacturing, warehousing, and distribution land uses and controlled outdoor storage areas generally on public sewer, public water, and other urban services and infrastructure.
- Institutional and Community Services: large-scale public buildings, hospitals, youth and elderly service facilities, special-care facilities, power plants, airports, and highway rest areas. Small institutional uses may occur in other land use categories.
- Parks and Open Spaces: park and public open space facilities devoted to playgrounds, play fields, trails, picnic areas, and related recreational activities, and conservation areas.
- Vacant: undeveloped parcels generally not in crop production.
- Surface Water: lakes, rivers, creeks, perennial streams, and some drainageways.
- Rights-of-Way: publicly-owned land for roads, highways, and railroads.

B. Existing Land Use Pattern

Map 8 depicts the existing land use pattern within the City of Beloit and its extraterritorial jurisdiction. Figure 10 summarizes the existing acreage within the various land use categories in the City.

Figure 10: City of Beloit Existing Land Use Totals, 2006

Land Use	Acres	Percent
Agricultural	3,188	28.7
Single Family Residential – Exurban	17	< 1
Single Family Residential – Urban	2,619	23.6
Two-Family/Townhouse Residential	156	1.5
Mixed Residential	171	1.5
Institutional and Community Services	835	7.5
Downtown	65	< 1
Commercial	597	5.4
Industrial	648	5.8
Business Park	383	3.5
Parks and Open Spaces	1,085	10
Vacant	844	7.6
Right-of-Way	487	4.4
Total	11,095	100

Source: City of Beloit, 2006

1. Residential Development

Most of the City's older residential neighborhoods are located within a mile of the Rock River. The majority of these neighborhoods are characterized by a traditional linear street design pattern and smaller lot sizes. The majority of the City's newer development is located east of the Rock River and is characterized by a more curvilinear design in which streets and lots often follow the natural contours of the land.

Single-family residential development is the City of Beloit's predominant land use (comprising nearly 24 percent of the overall land area in the City). The City's overall residential density averages roughly four homes per gross acre.

When combined, Two-Family/Townhouse Residential and Mixed Residential categories account for approximately three percent of existing land area in the City. These land uses are generally developed at average densities of between nine and thirteen dwelling units per acre.

2. Commercial Development

There are approximately 600 acres in Beloit used for commercial development outside of the Downtown area, accounting for approximately five percent of the City's land. These land uses are concentrated along the major roadways, the Interstate 39/90/43 interchange area, Madison Road, Prairie Avenue, and Cranston Road. The majority of the City's commercial development is located in shopping centers or strip malls, surrounded by ample parking. The City also has an historic and vital central business district with a variety of retail and commercial service uses, including an increasing number of upper-floor housing units.

3. Industrial and Business Park Development

There are over 1,000 combined acres of Industrial and Business Park land uses in Beloit, accounting for over nine percent of the City's area. These land uses are concentrated on the eastern side of the City, near the railroad and Interstate. The Gateway Business Park, encompassing 383 acres on the far eastern side of the City, is home to industrial, manufacturing, and warehousing industries. There remain some larger industrial operations near the downtown area as well.

Map 8: Existing Land Use

4. Other Development

Community facilities such as churches, schools, municipal facilities, and utilities account for 835 acres (7.5 percent) of the City's land. These facilities are distributed throughout the City. In addition, there are another 1,085 acres of public parkland and/or open space located in the City, not including recreational lands associated with the school grounds. Most of these lands are located within the Turtle Creek Greenway and Big Hill Park. More detailed information regarding community facilities is located in Chapter Five: Utilities, Community Facilities, and Civic Organizations.

C. Historic Land Development Trends

As described in Chapter 2: Issues and Opportunities, the City is anticipating modest population growth over the planning period totaling approximately 40,000 residents by 2030. This expected population growth is already showing itself in dramatically increased demand for all types of housing units, and the largest increase in housing unit construction activity (supply) since the end of the Great Recession.

Figure 11: New Residential Units, 2010-2017

Year	New Residential Units
2010	1
2011	12
2012	2
2013	35
2014	6
2015	9
2016	13
2017	112

Source: City of Beloit Planning & Building Services, 2018

D. Land Market Trends

After decreasing significantly during the Great Recession, property values are once again increasing in response to strong real estate demand driven by employment growth, downtown revitalization, and low interest rates. According to the Wisconsin Department of Revenue, the total equalized value of the City of Beloit decreased after the Great Recession to a low of \$1,377,134,000 in 2013, but has rebounded strongly to \$1,607,119,800 in 2017. This value would be even higher but for “dark store” appeal strategies being deployed by big box retailers in an effort to shift their tax burden to other property tax payers.

Beloit-area real estate professionals are reporting strong demand for all types of housing, both rental and owner-occupied, resulting in bidding wars over available properties and sales prices that often exceed list prices.

Raw land values have increased in the Beloit area over the past several years as the supply of existing homes as dwindled. The cost of vacant residential lots in the City varies widely, from approximately \$10,000 in the central City to as high as \$50,000 in neighborhoods with larger, executive-style homes along Turtle Creek. Land intended for commercial or industrial use varies widely in price, depending upon location, access, visibility, nearby development, and environmental constraints.

E. Land Supply

Supply of land available for development includes areas of the City that have been planned or approved for development, but not yet built-out; vacant areas within the City that have not been planned for development; developed land within the City that is appropriate for redevelopment; and land in the peripheral area that is not within the corporate limits of the City, but is potentially available for future inclusion in the City’s Sewer Service Area. Through municipal boundary agreements, particularly with Turtle, certain areas east of the City will not be available for City development for the next several years. The City may also not grow south of the State line. In addition, the proposed incorporation of the Town of Beloit into the Village of Riverside may impact the availability of land for future annexation and development.

For vacant and other undeveloped areas, the land actually available for development is determined by several factors. The area available for development is limited by any environmental corridors, areas of wetlands, floodplains, public ownership, conservation easements or other characteristics that make it un-developable. Other potential building limitations (infiltration area, steep slopes, shallow depth to bedrock or depth to water table, and hydric soils) will also influence which vacant areas are actually appropriate for development. Drainage basins also form opportunities and limitations for development. Building limitations will need to be measured and assessed by the developer and City when a specific development proposal is being considered.

One of the biggest barriers to land development in the Beloit area is the increasing cost of infrastructure relative to land prices. At the City-sponsored Housing Conference in August 2017, one of the presenters estimated the cost of developing a typical single-family lot (including water, sewer, gas, etc.) to be \$20K to \$25K. The high cost of infrastructure and building materials are creating razor-thin profit margins that partly explain the slow response of the supply side of the housing economy. However, the high cost of infrastructure also creates an opportunity to promote infill development on parcels that are served by existing infrastructure.

F. Projected Land Use Demand

The interaction of local and regional dynamics will continue to drive population change, household size, the balance of residential and non-residential uses, and the density of development in the Beloit area. These factors, in turn, determine the demand for land development.

As described in Chapter Two: Issues and Opportunities, this *Plan* is based on population projections derived from the Wisconsin Department of Administration as shown in the figure below.

Figure 12: Population Projections 2020-2030

	2017	2020	2025	2030	Growth 2017-20	% Growth 2017-20
City of Beloit Population	36,520	38,250	39,020	39,670	3,150	8.6%

Source: Wisconsin Department of Administration

The City's land use demand projections have been significantly reduced in this Plan Update. In addition to projecting unprecedented population growth, the 2008 Plan included a 50% "flexibility factor" for both residential and non-residential acreage, resulting in a staggering demand projection of nearly 6,000 acres over the planning period. The following land use demand projections are based upon the DOA population projections in Figure 12 above, along with a more reasonable 20% flexibility factor. The projections suggest a total residential land demand of approximately 300 acres between 2017 and 2030, and 248 acres of non-residential land demand over the same planning period. When accounting for roads, utilities, and other public uses, the City should expect land use demand to be approximately 642 acres over the planning period.

Figure 13: City of Beloit Land Use Demand Projections

	2017- 2020	2020- 2025	2025- 2030	Total
Projected Number of New Residents	1,730	770	650	3,150
Projected # of New Housing Units (2.5/unit)	692	308	260	1,260
New Residential Acreage Demand (5 dwelling units/acre)	138	62	52	252
Flexibility Factor	1.2	1.2	1.2	-
Total Residential Acreage Demand	166	74	62	302
Percent Total Land Use Demand in Residential Uses	55%	55%	55%	-
Percent Total Land Use Demand in Non-Residential Uses	45%	45%	45%	-
New Non-Residential Acreage Demand*	113	50	43	206
Flexibility Factor	1.2	1.2	1.2	-
Total Non-Residential Acreage Demand	136	61	51	248
Land Needed for Roads, Utilities, Stormwater Management, etc.	50	22	19	92
Total Non-Residential and Residential Land Use Demand (including flexibility)	352	157	132	642

*Non-residential land use demand includes commercial and industrial uses.

An analysis of current land use supply indicates that there is sufficient undeveloped and underutilized land in the City of Beloit to satisfy the projected demand during the planning period, at least when viewed from an unrefined or gross acreage level. There are over 500 vacant residential lots in the City that can accommodate infill development served by existing infrastructure. In addition, there are more than 90 properties classified as "agricultural" land with a total acreage of more than 2,000 acres.

G. Supply and Demand Interaction

The sections that follow bring together supply and demand. Map 10, the Future Land Use Map, and the policies and programs detailed in this *Plan* suggest how to accommodate future land use demand within the supply of lands potentially available for development. This includes recommendations of which types of land uses, if any, would be most appropriate for given locations within the City and the surrounding areas. Map 10 has been updated with a deliberate emphasis on encouraging a variety of desired (and possibly missing) housing types within the existing City limits. Given the high cost of building infrastructure to serve detached

single-family homes, the importance of infill and attached housing types has been emphasized in the updated Future Land Use Map.

H. Existing and Potential Land Use Conflicts

Existing land use conflicts in the City of Beloit mainly occur in older parts of the City where industrial uses and heavy commercial uses are in close proximity to residential uses without adequate buffering.

Homeowners and businesses have occasional conflicts around the issues of noise, car and truck traffic, and lighting that are generally associated with life in an urban community.

This *Comprehensive Plan* is focused on minimizing potential future land use conflicts through thoughtful placement of possibly conflicting new uses, high quality design, and buffering of possibly conflicting uses. In addition, this *Plan* is focused on the revitalization of older parts of the City, which will help eliminate or reduce use conflicts and increase positive activity levels for currently vacant and underutilized properties.

I. Recommended Future Land Use Pattern

Before considering specific policies and land use recommendations for specific areas of the City, it is useful to step back and describe the City's vision for future land use overall, both within the City and surrounding areas.

Given its superior access, existing land uses, and momentum, the east side of the City will continue to be an economic development focus for the City. Regional commercial uses are desired for the Interstate 39/90/43 interchange, which will be improved with better local access by 2022. The Gateway Business Park will continue to develop with an emphasis on growing high-tech businesses and jobs. Lands to the northeast of the City are planned to remain rural and agricultural to reflect the boundary agreement with the Town of Turtle; towards the end of the planning period or beyond, these areas may also become available for future economic growth.

The west side of the City will continue to provide a mix of residential and commercial uses in a quieter urban setting, with City support for and involvement in housing revitalization activities in the Hackett neighborhood. The northwest and far west edges of the City will be developed with new neighborhoods built around natural features in the area.

Redevelopment activities will be focused in the downtown area and on and near aging commercial corridors, such as Prairie Avenue, which is scheduled to be reconstructed by 2020. Changing market dynamics and ideas on land use integration will push these areas to include a more diverse mix of retail, service, office and residential uses.

This chapter includes conceptual redevelopment plans for several areas of the City. While they by no means replace the Future Land Use Map 10 in this chapter, these maps describe area-specific growth directions and opportunities that are critical in forming the recommendations and maps in this chapter.

J. Land Use Goals, Objectives and Policies

1. Goal

- a. Promote a future development pattern that contains a sustainable mix of land uses to serve the needs of a diverse City population and business community.
- b. Preserve and enhance the quality of life in existing City neighborhoods while capitalizing on their inherent sustainable qualities and unique character. Attract new residents that can support the City's continued revitalization without displacement of long-term residents.

2. Objectives

- a. Promote compact development and redevelopment to promote energy efficient land use patterns and preserve open space, natural areas, while encouraging healthy lifestyles.

- b. Support land uses and development designs that help to enhance Beloit's identity and a sustainable future.
- c. Protect City long-term growth interests during and beyond the planning period.
- d. Promote a mix of housing types in all new neighborhoods, rather than segregating different housing types in different parts of the community.
- e. Develop neighborhoods as interconnected places focused around parks, schools, neighborhood shopping, and other neighborhood facilities.
- f. Provide sufficient improved business and industrial sites for the City to be competitive in attracting, retaining, and helping to grow high quality businesses and industries.
- g. Support efforts to rehabilitate existing housing and to construct new housing on vacant or underutilized sites that are appropriate for additional housing units.
- h. Promote neighborhood-supporting retail establishments in or near residential neighborhoods.

3. General Policies

- a. Actively promote infill development and redevelopment where opportunities exist as a means to improve neighborhood conditions, increase local economic and shopping opportunities, and make use of existing infrastructure investments.
- b. Encourage attached single-family housing (townhouse or rowhouse) as a low-density infill option that can utilize existing public sewer and water systems, thereby reducing construction costs.
- c. Support the adaptive reuse of vacant institutional buildings as a preferred alternative to demolition, provided the proposed use is consistent with the detailed land use recommendations in this chapter.
- d. Promote public and private efforts to rehabilitate existing housing stock to meet market demands, particularly through the reversion of nonconforming rental properties to owner-occupied homes.
- e. Prioritize development in areas with existing utilities or sewer service area designation.
- f. Focus neighborhood-oriented commercial uses in areas that will conveniently serve residential areas.
- g. Ensure logical transitions between potentially incompatible land uses. Whenever possible, avoid locating potentially conflicting land uses adjacent to each other. Where necessary, buffer potentially incompatible uses through landscaped buffers, open space uses, or less intensive uses.
- h. Work to preserve the value of existing City neighborhoods through concerted efforts towards revitalization. Explore a pilot program to name or re-name existing neighborhoods to enhance neighborhood identity, pride, and connections.
- i. Explore the feasibility of zoning text amendments to allow new single-family dwellings (tiny houses) as a conditional use in residential districts.
- j. Consider the use of the Health Impact Assessment (HIA) process to support health considerations in decisions that impact the built environment, such as large-scale new subdivisions, large redevelopments, infrastructure expansions, etc. Partner with the Rock County Public Health Department and allied organizations to complete HIA's for public and private projects that have the potential to significantly affect public health.
- k. Where City neighborhood plans do not exist, require landowners wishing to develop a portion of their property to prepare a master plan for future use of their entire contiguous ownership parcel for City approval, along with connections to adjacent properties.
- l. Require 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.
- m. Promote the stabilization and expansion of the current economic base by identifying areas for non-residential and employment-based land uses consistent with the areas shown for commercial, office, industrial and mixed-use development on Map 10.

- n. Capitalize on the I-39/90/43 interchange reconstruction project and the extension of Milwaukee Road by creating a new commercial district at the northern end of the Gateway Business Park. Support the attraction of destination retailers and/or entertainment uses that can benefit from the area's superior visibility and highway connections.
- o. Maintain a residential balance policy for the City that sets an acceptable ratio of owner-occupied to renter-occupied dwelling units in the City (see Housing & Neighborhood Development chapter for policy).
- p. Provide adequate neighborhood and community parks to meet both the active and passive recreational needs of the residents of the community. Support increased patrols of existing parks to address real and perceived public safety concerns that are limiting their utilization.
- q. Enter and amend intergovernmental boundary and land use agreements to achieve mutually beneficial development and preservation patterns of high-quality.
- r. Amend the City's zoning and subdivision ordinances to reflect the recommendations of this *Comprehensive Plan*. Chapter Nine: Implementation includes detailed recommendations.
- s. Work with developers and the public to continually educate them on *Plan* recommendations and how they affect private development proposals.

K. Land Use Recommendations, Specific Policies, and Programs

This section of the *Plan* has the ambitious intent of guiding land use and development in the City through the year 2030. Map 10, the Future Land Use map, is the centerpiece of this chapter and the *Plan's* land use direction. Map 10 was prepared 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, public and property owner input, and this *Plan's* overall vision (see Chapter Two: Issues and Opportunities).

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.

Not all land shown for development on Map 10 will be immediately appropriate for rezoning and other land use approvals following adoption of this *Plan*. 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 vision of the community and can be efficiently served with transportation, utilities, public services, and other community facilities.

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. This approach recognizes that City (and regional) growth and economic health can be either facilitated or impeded by the patterns of growth and preservation in adjacent areas. Not surprisingly, implementing many of the land use recommendations of this *Plan* will be greatly aided by intergovernmental cooperation, with opportunities described more fully in Chapter Nine: Intergovernmental Cooperation.

Each of the future land use categories shown on Map 10 is described below. Each land use category description includes 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.

URBAN RESIDENTIAL LAND USE CATEGORIES

1. Single Family Residential - Urban

Description

This future land use category is intended for existing and planned groupings of single-family detached residences that are served by public sanitary sewer and water systems. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built on lands within this category. This category is mapped in various parts of the City of Beloit—as well as the adjoining Town of Beloit—where the desire is to promote or retain single family character.



Recommended Zoning

The City's R-1A and R-1B single family zoning districts are most appropriate for areas mapped in this future land use category in the City. PLI zoning may also be appropriate for small institutional uses.

Policies and Programs

- a. Develop new single family residential areas in accordance with carefully-considered neighborhood development plans (see discussion later in chapter).
- b. Pursue residential infill opportunities where feasible.
- c. As maintenance and rehabilitation needs arise, work with the County, State and local leaders to assist homeowners and landlords with rehabilitation projects.
- d. Work to continually improve code enforcement efforts to maintain attractive, well-kept neighborhoods.
- e. Work with the local historical society, Landmarks Commission, and property owners to protect and celebrate historically significant residences within the community.
- f. Refer to Chapter Seven: Housing and Neighborhood Development for detailed housing recommendations.

2. Two-Family/Townhouse Residential

Description

This designation is primarily intended to allow groupings of attached single family residences with individual entries (e.g., townhouses, rowhouses, condominiums) and duplexes that are or will be served by public sanitary sewer and water systems. Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation. Future two-family development is planned for existing platted infill lots, including all or portions of new neighborhoods. These areas are particularly appropriate for owner-occupied projects given the surrounding uses.



Recommended Zoning

The City's R-2 two family zoning district, along with PUD zoning, are the most appropriate districts to implement this future land use category.

Policies and Programs

- a. Promote these developments to be built for owner-occupancy wherever possible, and where approved for owner-occupancy, attempt to maintain that status through appropriate conditions during the development approval process.
- b. Encourage the development of vacant or underutilized land in this category as attached single-family housing (townhouse or rowhouse) on existing public sewer and water systems.
- c. As maintenance and rehabilitation needs arise, work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects.
- d. Refer to Chapter Seven: Housing and Neighborhood Development for detailed housing recommendations.

3. Mixed ResidentialDescription

This future land use category is intended for a variety of residential units usually developed at densities that exceed six units per acre and served by public sanitary sewer and water systems. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), multifamily buildings, and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within lands mapped in this category.

Recommended Zoning

The City's R-3 and R-4 multi-family zoning districts, along with PUD zoning, are most appropriate to implement this future land use category.

Policies and Programs

- a. Promote these developments to be built for owner-occupancy wherever possible, and where approved for owner-occupancy, attempt to maintain that status through appropriate conditions during the development approval process.
- b. Encourage multiple-family residential building sizes of fewer than 50 units. In any case, the size of the building shall be in scale with the surrounding neighborhood.
- c. Meet minimum site, building, landscape, lighting, and other design standards included in the Housing and Neighborhood Development chapter and the zoning ordinance.
- d. Discourage individual multi-family and duplex/townhouse developments exceeding 10 acres in size, except condominiums.
- e. Discourage distances of less than ½ mile between larger areas of multiple-family residential development.
- f. Support projects that include a strong program for maintaining the quality, value, and safety of the development over time.



4. Planned Neighborhood

Description

The Planned Neighborhood future land use category is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service areas. They are really a collection of different land use categories listed in this chapter. Planned Neighborhoods should be carefully designed as an integrated, interconnected mix of these use categories. They are by no means intended to justify an “anything goes” land use pattern. Overall, the composition and pattern of development should promote neighborhoods that instill a sense of community with their design.



The Planned Neighborhood concept encourages a mix of Single-Family Residential – Urban, Two-Family/Townhouse Residential, Mixed Residential, Institutional and Community Services, Parks and Open Space, and Neighborhood Commercial uses. Maintaining a majority of Single Family uses has the effect of dispersing higher density development throughout the community and limiting the concentration of any one type of development in any one area. Appropriate commercial uses include neighborhood-oriented shopping opportunities, such as a small grocery store, barber shop, bakery, or pharmacy; smaller employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents.

The “Planned Neighborhood” development concept encourages a mix of housing

Recommended Zoning

The City’s PUD and TND zoning districts are most appropriate to implement areas mapped under this future land use category. However, combinations of residential districts, C-2, and PLI zoning may also be appropriate.

Policies and Programs

- a. Maintain overall residential development densities within Planned Neighborhoods of between 4 and 8 dwelling units per residential acre.
- b. Accommodate a mixture of housing types, costs, and densities, while maintaining the predominance of single-family housing in the community.
- c. Avoid rezoning any area designated for Planned Neighborhood development until public sanitary sewer and water service is available and a neighborhood development plan and specific development proposal is approved for the site.
- d. Require each Planned Neighborhood to be developed following preparation of a detailed neighborhood development plan by a developer or the City, ideally adopted as a component of the City’s *Comprehensive Plan*. Such plans shall specify land use mix, density, street layouts, open space, and stormwater management, as described more fully in the Housing and Neighborhood Development chapter.
- e. Where alleys are considered for garage and service access, promote their private ownership and maintenance through a homeowners or condominium association.
- f. Adhere to the following design objectives for Planned Neighborhood areas:

- Create a distinct sense of place and charming human scale. Strategies include providing public focal points with public plazas, greens and squares; creating visual interest; and designating prominent building sites.
- Connect Planned Neighborhoods internally and to adjacent areas through a network of paths, sidewalks, and streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).
- Design neighborhoods with interconnected open space systems for recreation and progressive stormwater management.
- Integrate a mix of uses and densities within and around the neighborhood commercial centers
- Preserve and focus attention on environmentally sensitive areas and unique natural features.
- Lay out streets, buildings, and public open spaces which take advantage of long views created by local topography.

Figure 15: Planned Neighborhoods

NON-RESIDENTIAL LAND USE CATEGORIES

1. Office

Description

This future land use category is intended for high-quality office, institutional, research, and office-support land uses with very generous landscaping and limited signage, served by public sewer, public water, and other urban services and infrastructure. Three areas are designated within this future land use category. They include (a) east of Downtown, south of Bushnell Street, along Grand Avenue and Park Avenue; and (b) Grand Avenue west of the Rock River between 5th Street and 8th Street. Other areas planned for Community Commercial and Business Park use—described later in this section—may also be appropriate for office development.

Recommended Zoning

The City's C-1 office zoning district and PUD district are among the zoning districts appropriate for areas mapped under this future land use category.

Policies and Programs

- a. Market office areas for research and development uses; corporate offices; professional offices; and certain private institutional uses like medical centers.
- b. Prohibit warehousing, assembly and manufacturing uses in the Office designation unless the site is specifically designed to blend within an office/research setting.
- c. Adhere to very high quality site and building design guidelines, and to local ordinances on other aspects of those projects like signage, landscaping, and lighting.
- d. Avoid rezoning any area designated for Office development until public sanitary sewer and water service is available and a specific development proposal is offered or the City approves an overall development layout and covenants.
- e. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.



Providing places and incentives for good-paying and lasting tax base will ensure that Beloit's families

2. Planned Mixed Use

Description

This future land use category is intended to facilitate a carefully controlled mix of commercial and residential uses on public sewer, public water, and other urban services and infrastructure. Planned Mixed Use areas are intended as vibrant urban places that should function as community gathering spots. This category advises a carefully designed blend of Community Commercial, Mixed Residential, Office, General Industrial, and Institutional and Community Services land uses.

Several areas on Map 10 have been identified for future development or redevelopment as Planned Mixed Use centers. The graphics that follow present use, design, and improvement recommendations for each area. These recommendations will not implement themselves; instead, a concerted public-private partnership will be necessary to make these redevelopment initiatives happen. Required efforts are described more fully in the Economic Development chapter.

Recommended Zoning

The best option for future zoning of the lands mapped under the Planned Mixed Use future land use category is often a Planned Unit Development zoning district. This district allows the desired mix in uses and provides flexibility in layout, in exchange for superior design. The zoning is tied to City approval of a specific plan for the project. Alternatively, the City could create a new mixed use zoning category that could include standards unique for mixed use developments. The City's C-3 commercial zoning district is also appropriate for areas within this future land use category.



Policies and Programs

- a. Actively pursue redevelopment of Planned Mixed Use areas over the planning period through public-private initiatives. Chapter Seven: Economic Development includes a description of the desired implementation process.
- b. Grant development approvals only after submittal, public review, and approval of site, landscaping, building, signage, lighting, stormwater, erosion control, and utility plans.
- c. Design mixed use developments in accordance with the principles included in the applicable figure in the series of Figures 16 through 21.

This *Plan's* emphasis on recycling aging commercial districts into vibrant mixed use centers is at the core of building a sustainable Beloit.

Figure 16: Prairie Avenue Design Guidelines

Figure 17: Cranston Road Design Guidelines

Figure 18: Park Avenue Design Guidelines

Figure 19: Switch Track Alley Design Guidelines

Figure 20: Madison Road Design Guidelines

Figure 21: K-Mart Site Design Guidelines

3. Neighborhood Commercial

Description

This future land use category is intended for neighborhood-scale residential, office, and neighborhood supporting institutional and commercial land uses that mainly serve the surrounding neighborhoods on public sewer, public water, and other urban services and infrastructure. There are several areas throughout the City—general in close proximity to residential neighborhoods—that are mapped in this category.

Recommended Zoning

The City's C-2 commercial zoning district is usually most appropriate for areas in this future land use designation.

Policies and Programs

- a. Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve City neighborhoods.
- b. Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval. Recommended design standards for commercial development projects are provided in Chapter Seven.
- c. In Neighborhood Commercial areas, require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other approved materials.
- d. Require calm, low-key, and attractive lighting and signage that are compatible with residential areas.



4. Community Commercial

Description

This future land use category includes large-scale recreational, commercial, and office land uses, including national and regional retailers, which serve the entire community and people from nearby communities on public sewer, public water, and other urban services and infrastructure. Community Commercial land uses are focused on the City's far east side and (to a lesser extent) the far west side.

Recommended Zoning

The City's C-3 commercial zoning district is appropriate for areas within this future land use category. Other commercial or industrial districts may also be appropriate.

Policies and Programs

- a. Adhere to site, building, signage, landscaping, and lighting design guidelines for commercial, large scale retail, and mixed use development projects. Additional detail is provided in the Economic Development chapter.
- b. Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.
- c. Delay rezoning any area designated for Community Commercial development until public sanitary sewer and water service is available and a specific development or redevelopment proposal is offered for the



site. Existing parcels zoned and/or used for industrial purposes as of the date of *Plan* adoption may continue in that zoning or use.

- d. Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.
- e. Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles and other passenger vehicles.
- f. Consider the relationship between development in the Community Commercial areas and existing and future development behind these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will inhibit future development of these sites.
- g. Encourage uses that are most appropriate for the City's downtown area to develop or remain in the downtown, rather than in locations designated as Community Commercial.

5. Downtown

Description

Downtown Beloit is intended to remain the civic, social, and commercial hub of the community. This opportunity has recently been enhanced through the revitalization efforts in the downtown area.

The Downtown future land use category is mapped over the historic downtown area. This category is intended for a mix of retail, commercial service, office, institutional, and residential (mainly upper stories) uses arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development.



Recommended Zoning

The City's CBD-1 and CBD-2 zoning districts are generally appropriate for areas in this future land use category.

Policies and Programs

- a. Follow the recommendations of the Beloit Downtown Redevelopment Plan, including Map 9, which provides additional detail on desired future land uses in the downtown area.
- b. Continue to collaborate with the Downtown Beloit Association to implement the recommendations of the Downtown Redevelopment Plan.
- c. Given its current location at the State line, the downtown is not the geographic center of the City. Because of this, the City will exert substantial effort to ensure that the downtown retains its vitality. This will be particularly important as new commercial areas expand at the interchange, providing even greater competition for economic activity.
- d. Preserve the architectural and historic character of the core downtown historic buildings. Require that new development, expansions, and exterior renovations comply with general design standards in the Economic Development chapter and more detailed design guidelines adopted by the City.
- e. Encourage commercial developments that are most appropriate for the historic downtown to locate or remain there, rather than in other commercial districts in the City.
- f. Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment and incentive strategies.

Map 9: Downtown Land Use Plan

6. Business Park

Description

This future land use category is planned for the Gateway Business Park and the I-90 Business Park on the City's east side, including future expansion areas. The Downtown Redevelopment Plan also includes an area for an urban business park described in more detail in the Downtown Plan. For lands within this category, predominate uses will include high-quality indoor manufacturing, warehousing, distribution, office, research and development, recreational, and business park support uses (e.g., day care, hotel, health club, bank). Development will include generous landscaping, screened storage areas, and modest lighting and signage.



Recommended Zoning

The City's M-1, M-2, C-1, and PUD zoning districts are appropriate for areas within this future land use category, which may also be subject to covenants.

Policies and Programs

- a. Promote the Gateway Business Park as the premier location in southern Wisconsin for modern industrial, office, and related economic development. The Economic Development chapter includes more detailed information.
- b. Provide improved, pre-zoned sites and incentives to facilitate development recruitment.
- c. Adhere to adopted covenants and zoning standards for new and expanded development projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- d. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. The City may actively facilitate the "pre-approval" of basic site plan submittals.
- e. Do not require an amendment to this *Plan* if existing platted roads and lots within the Business Park are realigned.

7. General Industrial

Description

This future land use category is intended to facilitate manufacturing, warehousing, and distribution land uses with controlled outdoor storage areas, with moderate landscaping and signage, served by public sewer, public water, and other urban services and infrastructure. General Industrial areas are mapped on the City's east side, near the Downtown, and in the Prairie Avenue area.

Recommended Zoning

The City's M-1 and M-2 industrial zoning districts are most appropriate for areas within this future land use category.

Policies and Programs

- a. As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.
- b. Encourage the use of high quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.

- c. Ensure that future industrial development is appropriately buffered from existing and planned residential development areas.
- d. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.
- e. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

8. Institutional and Community Services

Description

This future land use category is designed to facilitate large-scale public buildings, schools, religious institutions, power plants and substations, hospitals, and special care facilities. Maps 10 and 12 generally show existing locations of such facilities. Future small-scale institutional uses may also be located in areas planned for residential, commercial, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses should generally be avoided in planned residential or Planned Neighborhood areas.

Recommended Zoning

The City's PLI zoning district is most appropriate for areas mapped within this future land use category, though other districts may also be appropriate, particularly in the downtown and for smaller-scale institutional uses in neighborhoods.



Policies and Programs

- a. Require and review a detailed site and operations plan before new or expanded institutional uses are approved.
- b. Consider the impact on neighboring properties before approving any new or expanded institutional use.
- c. Continue to work with Beloit College and the Beloit School District to coordinate uses and activities on college- and district-owned land.
- d. Encourage collaboration among the Public Works, Fire, and Police Department, and other providers of City services, on accommodating future service needs, as described in greater detail in the Community Facilities, Utilities, and Services chapter.

RURAL/ENVIRONMENTAL LAND USE CATEGORIES

1. Environmental Corridor

Description

This future land use category includes generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This category includes Wisconsin DNR identified wetlands subject to existing State-mandated zoning, FEMA designated floodplains, waterway and drainageway buffers, and slopes of 20 percent or greater.

Recommended Zoning

There are several options for zoning of environmental corridor areas depending on use. The City's PLI zoning district is appropriate for areas of environmental corridor that are public recreational areas, such as the Turtle Creek Greenway.



Policies and Programs

- a. Prohibit new development in mapped Environmental Corridor areas.
- b. Where development is proposed in or near mapped Environmental Corridors, the developer should determine the exact boundaries of the Environmental Corridor based on the features that define those areas. These lands may be considered for more intensive uses if (1) more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an Environmental Corridor is not actually present, (2) approvals from appropriate agencies are granted to alter a property so that the characteristic that resulted in its designation will no longer exist, or (3) a mapping error has been identified and confirmed.
- c. Preserve, protect, and enhance open spaces and conservancy areas along the Rock River, Turtle Creek, and Springbrook Creek.
- d. Develop stream bank buffer landscaping standards for property owners with river frontage or environmental corridor adjacent to their property.
- e. Preserve woodlots and other environmental areas that serve to protect wildlife and vegetative resources.
- f. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Environmental Corridors.

2. Parks and Open Spaces

Description

This future land use category includes park and public open space facilities devoted to playgrounds, play fields, trails, picnic areas, and related recreational activities, and conservation areas.

Recommended Zoning

The City's PLI zoning district is most appropriate for these areas.

Policies and Programs

- a. Provide parks within safe walking distance of all residential neighborhoods.
- b. Continue to preserve a "greenway" corridor along



Turtle Creek to provide recreational opportunities and protect sensitive natural areas.

- c. Follow the recommendations of the City's Parks and Open Space Plan when acquiring new parkland or making changes to current parks.
- d. See the Utilities, Community Facilities, and Civic Organizations chapters for more recommendations regarding Parks and Open Spaces.

3. Single Family Residential - Exurban

Description

This future land use category is intended for single family residential development on private well and on-site waste treatment (septic) systems, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres. This area is mapped in the City's extraterritorial jurisdiction only, in limited areas where single family residential development of this type has already occurred along with "infill" sites between largely developed areas.

Recommended Zoning

This category is mapped in areas outside the municipal boundary, and is therefore subject to Town zoning.

Policies and Programs

- a. Allow land divisions in these areas where local zoning and City subdivision ordinances allow for them.
- b. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices.
- c. Assure that new development in these areas does not impede the logical future extension of municipal utilities or City growth.



4. Agriculture

Description:

This future land use category is intended to preserve productive agricultural lands and protect existing farm operations from encroachment by incompatible uses. This category focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. It also includes woodlands and other open space areas not otherwise shown as Environmental Corridors. Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, "value-added" farm production, and limited residential development at densities at or below one home per 35 acres.

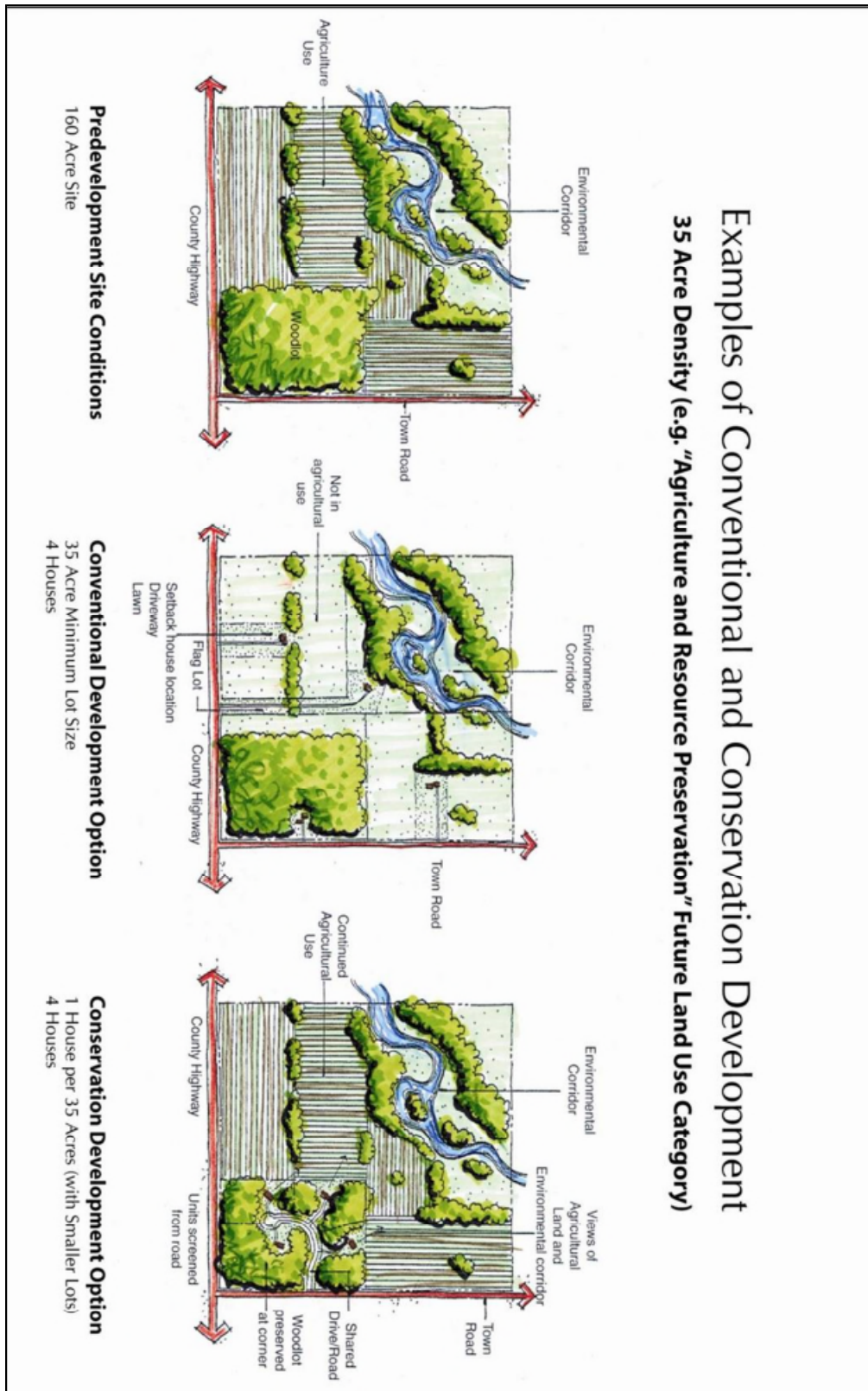
Recommended Zoning:

These lands are subject to Town zoning, and should generally be zoned for exclusive agricultural use.

Policies and Programs:

- a. Within Agriculture category areas, limit new development to a density of one residential dwelling unit per 35 acres to protect productive agricultural land and farms, maintain a viable agricultural base, reduce conflicts between potentially incompatible uses, and reduce costs of service provision. This standard does not require that all new lots be at least 35 acres. See Figure 22 for alternative approaches for achieving this maximum density.

Figure 22: Examples of Conventional and Conservation Development



- b. Develop a system of tracking and calculation of allowable new dwelling units on parcels in the Agriculture category under the “1 per 35 acre” policy. The following approach shall be utilized until a substitute or refined approach is adopted as part of the City’s subdivision ordinance:
 - Determine the gross site area of the contiguous lands held in single ownership as of the date of adoption of this Comprehensive Plan.
 - Divide the gross site area of the contiguous lands held in single ownership by 35. This is the total number of new dwelling units that will be allowed on the land.
 - Subtract from that total the number of new dwelling units that have already been constructed on the contiguous lands held in single ownership since the date of adoption of this Plan. This is the total number of dwelling units that are left to be allowed.
- c. Prohibit the development of subdivision plats (five or more lots within a five-year period) within the Agriculture category, except where such development will be consistent with the density policy clustering as per paragraphs (a) and (b) above.
- d. Discourage duplexes, multiple-family residences, or commercial uses that are not geared toward agriculture in Agriculture areas.
- e. Support farmland tax credits, use value assessments, reform in federal farm laws, and other programs that encourage the continued use of land for farming.
- f. Encourage preservation of wooded areas. In particular, the City should encourage preservation of wooded areas on slopes of 12 percent or greater.
- g. The Agricultural, Natural and Cultural Resources chapter of this *Plan* has additional policies and programs related to agricultural preservation in the Beloit area.

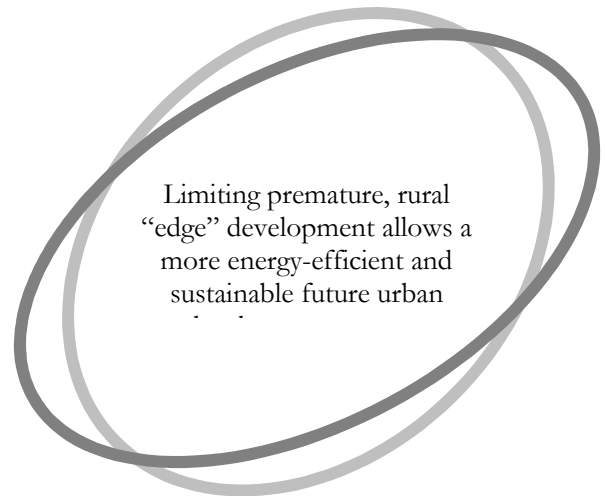
5. Long Range Urban Growth Area

Description:

This overlay future land use category defines several areas that may be appropriate for long-term City development beyond the present 20-year planning period, or at the expiration of current intergovernmental agreements. Premature exurban development and premature utility extensions should not be promoted in these areas. The policies of the Agriculture future land use category will apply until such time as more intensive development may be appropriate. The Long Range Urban Growth Area focuses on lands used for farming, but also includes scattered open lands and woodlots, farmsteads, agricultural-related uses, and limited single-family residential development at densities as described in the Agriculture designation. Development beyond these uses and densities should be deferred based on the policies described below.

Policies and Programs:

- a. Within the Long Range Urban Growth Area, new development should be limited in accordance with all policies applicable to the Agriculture designation, until such time when the City identifies that particular mapped area as appropriate for more intensive development through an amendment to this *Plan*.
- b. All non-farm development projects approved within the Long Range Urban Growth Area shall be designed and laid out in such a manner to not impede the orderly future development of the surrounding area, at such time when the City identifies that area as appropriate for more intensive development.



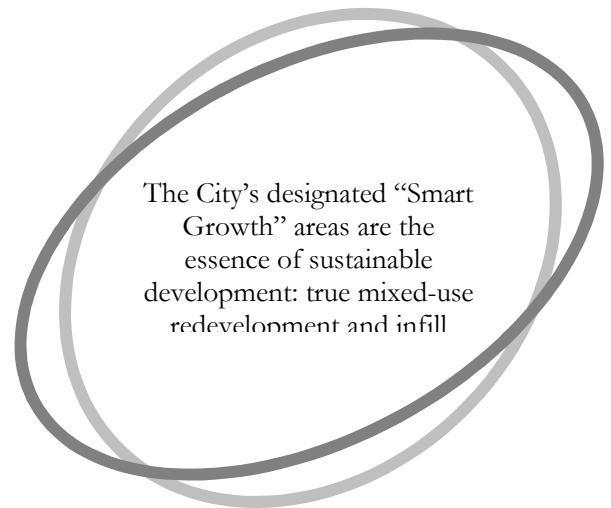
- c. The City may, following initial adoption of this *Comprehensive Plan*, identify lands within the Long Range Urban Growth Area as appropriate for more intensive development through an amendment to this *Plan* if the following standards are met:
- The proposed development is justified by growth forecasts.
 - The proposed development is likely to have a positive fiscal impact.
 - The proposed development would be economically and financially feasible.
 - The proposed development would serve an identified short-term need for additional development in the City, and that need is not being met by other existing developments in the City.
 - The property owner or developer has met with nearby property owners and made a good faith effort to address their concerns.
 - The City has conducted a meeting to obtain public input.
 - The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural or residential uses.
 - The proposed development is in accordance with applicable intergovernmental agreements and laws.

L. Smart Growth Areas

Wisconsin's Comprehensive Planning law requires that communities identify "Smart Growth Areas" in their comprehensive plans. Smart Growth Areas are defined 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 contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs." The City's *Plan* designates Smart Growth Areas as the following:

- Continued revitalization, redevelopment and infill in the downtown area, as further described in the Beloit Downtown Redevelopment Plan.
- Redevelopment and revitalization of other central city and riverfront areas that are identified and implemented through the Beloit 2020 organization and its plans.
- Planned Mixed Use development areas described in this chapter and depicted on Map 10 and in Figures 16 through 21.
- Residential, commercial, office and industrial "infill" areas in portions of the City already served by utilities and services.

Strategies for developing and redeveloping these areas are outlined throughout in this *Comprehensive Plan*.



Map 10: Future Land Use

