

FORWARD LA CROSSE

Future Land Use & SWOT Analysis: Steering Committee Request for Feedback

October 3, 2022



Photo Credit: Dylan O.

Goals

1. Describe the intent of and relationship between Future Land Use (FLU) Mapping and Zoning.
2. Describe La Crosse's existing FLU Map and associated zoning categories.
3. Provide an overview of the advantages of Neighborhoods, Districts, Corridors (NDC) Model for FLU Mapping.
4. Provide an opportunity for the Steering Committee to ask questions about the NDC Model.

Future Land Use Mapping in Comprehensive Planning

The **Future Land Use (FLU) map** is:

- A community's **visual guide to future planning.**
- A community's **shared vision** regarding:
 - Where houses and businesses should be built,
 - Where farmland and other open spaces should persist, and
 - Where recreational opportunities should expand, among others.
- An **estimate** of what the community may look like if population, housing, and employment forecasts prove true, and if land policies, implemented to reach the desired future, are successful.
- A **guide for policymaking.**
- A representation of a community's vision for property owners' options in the future based on community's goals.

The FLU map is **NOT**:

- An exact prediction of future land use patterns.
- A representation of property owners rights now, regardless of community planning goals.

**A new future land use map will be included as part of the Comprehensive Plan Update.*

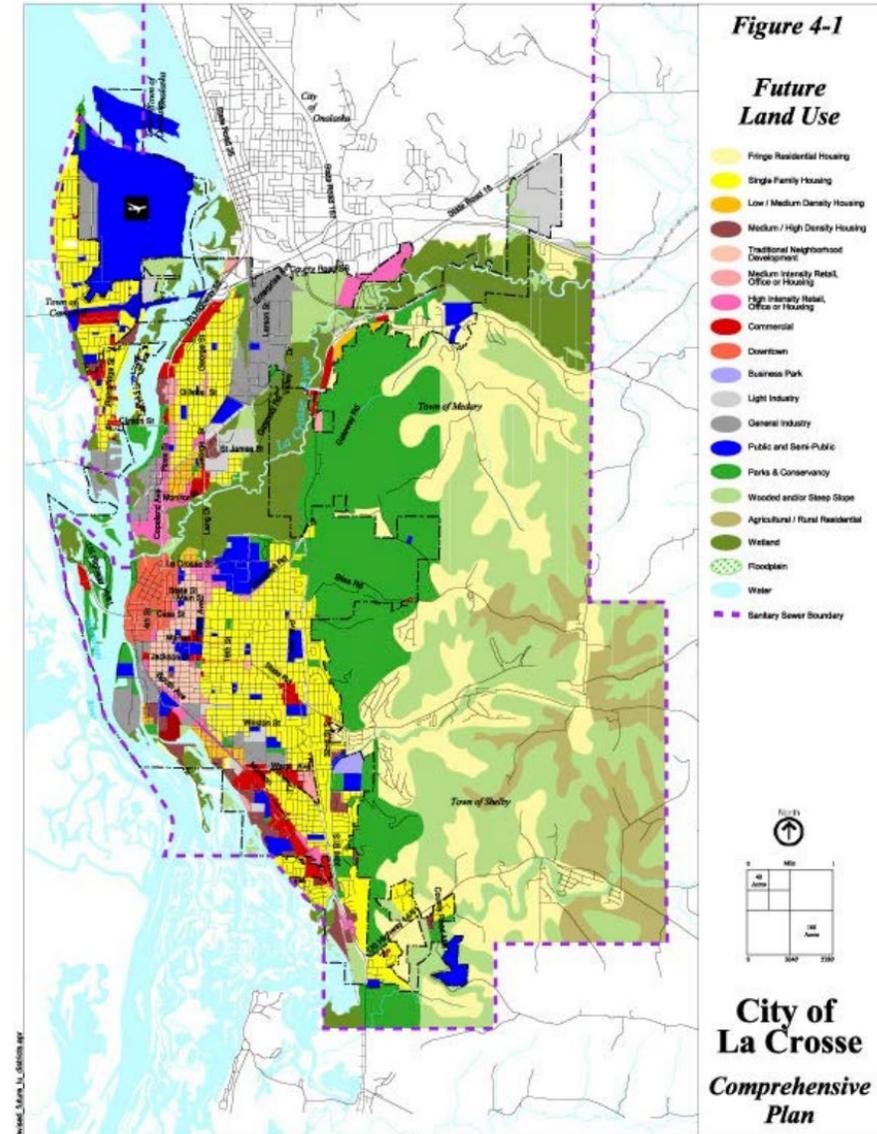
***For more about FLU mapping: https://www3.uwsp.edu/cnr-ap/clue/Documents/DataMappingGIS/Citizen_Guide_Future_Land_Use_Mapping.pdf*

Existing FLU Map

The Future Land Use Map provides a vision for the community's future.

Currently, La Crosse's FLU Map delineates individual parcels according to 16 residential, commercial, industrial, and environmental categories.

- Does not consider the broader block or neighborhood
- Creates strict parcel by parcel delineation of land uses
- Limited flexibility



Future Land Use: The NDC Model

- Future Land Use Maps can take different forms.
- GRAEF recommends the **Neighborhoods, Districts, & Corridors (“NDC” Model)** championed by the Congress for New Urbanism.
- The NDC Model generalizes future land use by grouping areas into these broad categories.

Benefits:

- *Recognizes land use patterns at a broader scale*
- *Goes beyond parcel boundaries*
- *Allows for flexibility and creativity; not rigid*
- *Recognizes the City is not simply a collection of land uses, but a community composed of unique places with special identities*

Future Land Use: The NDC Model

South Milwaukee Example



South Milwaukee’s neighborhoods, districts and corridors fit these principles, with many unique identities and regional metropolitan attractions.

Future land use for South Milwaukee is based on two elements in this chapter:

- » the Neighborhoods, Districts & Corridors map (“Future Land Use map”), and
- » the Future Land Use tables.

Determining the appropriate future land use for a parcel or a set of sites comes from these two items.

NEIGHBORHOODS

South Milwaukee neighborhoods were identified during the comprehensive planning process based on their distinct identities, housing characteristics, and geographic features.

Neighborhoods in South Milwaukee:

- » Historic Grant Park
- » South Towne
- » Parkway Heights
- » M District
- » Drexel Highlands
- » Blakewood
- » Lakeview
- » Lakeshore
- » Historic Lakeview

DISTRICTS

Districts were selected during the comprehensive planning process as areas where the City, property owners, and investors should concentrate business activity and expansion over the next twenty years.

Districts in South Milwaukee:

- » Downtown

CORRIDORS

Corridors identify areas of connectivity between the neighborhoods and districts that can accommodate a variety of land uses, including natural, recreational and cultural uses.

Corridors in South Milwaukee:

- » North Chicago Avenue
- » South Chicago Avenue
- » Grant Park Corridor
- » Oak Creek Parkway Corridor

OVERLAYS

There are two overlay areas in South Milwaukee. These two overlays have been created to cater to the special circumstances of the city’s development pattern and natural features. These two overlays include:

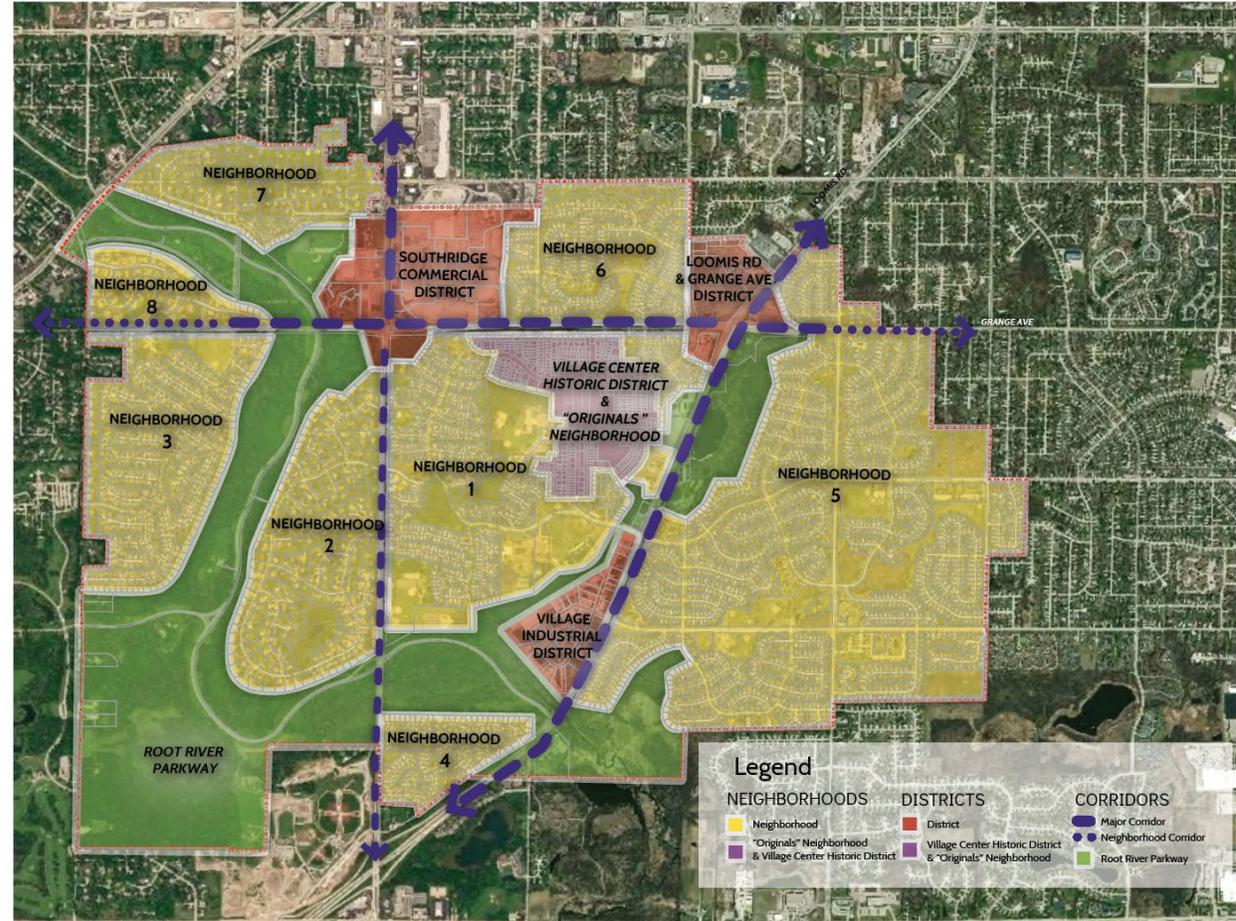
- » Grant Park, Oak Creek and Lakeshore Overlay
- » South Chicago Avenue South Overlay

The NDC Model

Greendale Example

Greendale's Comprehensive Plan also features a Future Land Use Map organized by the NDC Model.

Figure 5-6. Neighborhoods, Districts, and Corridors



Future Land Use:

Greendale Example

It is further guided by a Future Land Use Recommendations Table that describes **desired, allowable, and undesirable uses**.

Unlike a typical land use planning approach, the FLU map does not assign a single acceptable future land use designation to a parcel. Rather, it gives a **range of possible uses and/or activities and design criteria** that represent possible acceptable uses for a parcel.

Figure 5-8. Neighborhoods Table

Place Name	Place Type
Village Center Historic District & Originals Neighborhood	Neighborhood & District
Neighborhood 1	Neighborhood
Neighborhood 2	Neighborhood
Neighborhood 3	Neighborhood
Neighborhood 4	Neighborhood
Neighborhood 5	Neighborhood
Neighborhood 6	Neighborhood
Neighborhood 7	Neighborhood
Neighborhood 8	Neighborhood

Neighborhoods

FUTURE LAND USE RECOMMENDATIONS TABLE

Existing Uses	Single Family Residential	Multi-Family Residential	Commercial	Community Facilities, & Government/Institutional	Mixed Use Commercial / Residential	Industrial	Agricultural	Communication / Utilities	Parks & Open Space
A	D	D	D	D	D	U	U	U	A
A	D	D	U	A	U	U	U	U	A
A	D	U	U	A	U	U	U	U	A
A	D	U	U	A	U	U	U	U	A
A	D	D	U	A	U	U	U	U	A
A	D	A	U	A	U	U	U	U	A
A	D	U	U	A	U	U	U	U	A
A	D	D	U	A	U	U	U	U	A

D	Desirable – These uses should be encouraged to support the character and goals for the area.
A	Allowable – These uses are appropriate for the area, but may require additional consideration to fit the vision for the area.
U	Undesirable – Generally, these uses should not be encouraged, but may still be acceptable under special circumstances

NDC Application in La Crosse

Example: Downtown Neighborhood or "Neighborhood 1"

Neighborhoods:

Primarily residential in nature, although they may also contain several supporting uses and activities that serve the residents.

Districts:

Districts focus on a special single use or purpose, such as industrial or commercial, but may also contain several other uses and activities.

Corridors:

Corridors are linear edges and connectors of neighborhoods and districts such as roads and greenways. They accommodate a variety of land uses and are based on transportation and environmental features.

La Crosse Example: Downtown/Neighborhood 1

Existing Uses	Low Density/Neighborhood Residential	Medium Density Residential	High Density Residential	Neighborhood Mixed Use	Downtown Mixed-Use	Downtown	Commercial	Industrial	Community Facilities & Government	Institutional (universities and employment campuses)	Traditional Neighborhood Development	Agricultural	Wooded and Steep Slope (this might be necessary in LAX)	Parks and Open Space	Conservancy and Wetland
A	U	A	D	U	D	D	D	A	A	A	D	U	U	D	U
D	Desirable -- These uses should be encouraged to support the character and goals for the area.														
A	Allowable -- These uses are appropriate for the area, but may require additional consideration to fit the vision for the area.														
U	Undesirable -- Generally, these uses should not be encouraged, but may still be acceptable under special circumstances.														



- ***How familiar are you with the existing future land use map?***

Very

Moderately

Not at all

- ***Does defining land use by parcel boundaries allow flexible land use patterns?***

Yes/No



- ***Do you wish there was more land use diversity in La Crosse?***

Yes/No

- ***Are existing land use categories difficult to regulate/administer?***

Yes/No



- ***What is most important to developing future land use in La Crosse?***
 - ***Flexibility in allowable uses***
 - ***Defining uses by parcel and not a block or neighborhood as a whole***
 - ***Recognizing land use patterns at a broad scale***
 - ***Thinking beyond parcel boundaries***
 - ***Allows flexibility and creativity***
 - ***Is rigid, with limited possibility for change***



What questions do you have about the NDC model proposed by GRAEF for La Crosse's Future Land Use map?

Future Land Use Categories

Madison Example

**Not a GRAEF project*

Residential Future Land Use Categories

Residential Building Form	Low Residential (LR)	Low-Medium Residential (LMR)	Medium Residential (MR)	High Residential (HR)
Single-Family Detached Building				
Civic/Institutional Building				
Two-Family, Two-Unit				
Two-Family - Twin				
Three-Unit Building	*			
Single-Family Attached	*			
Small Multifamily Building	*	**		
Large Multifamily Building		**		
Courtyard Multifamily Building		**		
Podium Building				
Number of Stories	1-2'	1-3	2-5	4-12~
General Density Range (DU/acre)	≤15	7-30	20-90	70+

* Permitted in select conditions at up to 30 DU/ac and three stories, generally along arterial streets or where these types of buildings are already present or planned within an adopted sub-area plan as part of a pattern of mixed residential development.

** Permitted in select conditions at up to 70 DU/ac and four stories, generally along arterial streets.

~ Or taller, if specified by an approved sub-area plan or PD zoning.

¹ Dormers or partial third floors are permitted.

Mixed-Use Future Land Use Categories

Mixed-Use and Commercial Building Form	Neighborhood Mixed-Use (NMU)	Community Mixed-Use (CMU)	Regional Mixed-Use (RMU)	Downtown Mixed-Use (DMU)	Downtown Core (DC)
Commercial Block Building					
Civic or Institutional Building					
Residential - Commercial Conversion					
Live-Work Building					
Single-Family Attached Building					
Small Multifamily Building					
Courtyard Multifamily Building					
Large Multifamily Building					
Parking / Liner Buildings					
Free-Standing Commercial Building					
Podium Building					
Flex Building					
Number of Stories	2-4	2-6*	2-12**	See Downtown Plan, page 37	
General Residential Density Range	≤70	≤130	--	--	--

Note: Architectural features that create the appearance of an additional floor do not count towards the minimum number of floors.

* One-story anchor retail is allowed as part of a larger, comprehensively planned mixed-use project or as part of a project transitioning from a suburban car-oriented layout to a more urban, pedestrian-oriented layout.

** Or taller, if specified by an approved sub-area plan or by PD/MXC zoning approval. One-story anchor retail is allowed as part of a larger, comprehensively planned mixed-use project or as part of a project transitioning from a suburban car-oriented layout to a more urban, pedestrian-oriented layout.

-- indicates that the residential density is governed by the building height limit.