

## **CHAPTER 8 Land Use Element**

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

### **Section 8.1 Existing Land Use**

Land uses identified within the Town of Hull reflect its predominantly "suburban residential" setting. Hull is by far the most populous Town within Portage County, and is home to a number of long-established subdivisions. Table 8.1 below and Map 8.1 depict the present distribution of different land uses across the Town.

**Table 8.1: Town of Hull Existing Land Use Acreage, 2005**

Existing Land Use	Acreage	Percentage
Residential	2,501	12.5%
Commercial	225	1.1%
Industrial	27	0.1%
Parks & Recreation	311	1.5%
Institutional	26	0.1%
Road Right-of-Way	1,008	5.0%
Agricultural	2,702	13.5%
Natural Areas - Protected	6,497	32.4%
Vacant/Undeveloped	6,772	33.7%
<b>Total Acreage</b>	<b>20,069</b>	<b>100.0%</b>

Source: Town of Hull and Portage County Planning and Zoning Department

#### **A. Residential Land Use**

In early 2005, residential uses occupied slightly more than 2,500 acres of land (12.5% of total Town area), and included single-family and seasonal residences, mobile homes, and farm residences or farmsteads. Areas of greatest concentration include the USH 10E corridor between the Canadian National Railroad on the south to Oakland Drive on the north; the STH 66 corridor, and the North Second Drive corridor. Jordan Road and Reserve Drive North also have strong concentrations of homes.

Other residences are scattered throughout the Town and are generally located along the established road network. For the purposes of land use calculation, rural residences and farmsteads were estimated to occupy approximately 2 acres of area within the larger parcel, while calculations for acreage in concentrations of residential use are based on actual parcel size.

#### **B. Commercial**

Commercial development accounts for a small amount of land use in the Town (225 acres, 1.1%). The largest portion is the Stevens Point Country Club. Other commercial uses are scattered across the Town. This category does NOT include home occupations, which are considered to be accessory to the predominantly residential use of the properties.

### C. Industrial

A small number of properties (27 acres, 0.1%) are currently classified as industrial.

### D. Parks and Recreation

Parks & Recreation land accounts for 311 acres, or 1.5% of total Town area. The bulk of property in this category is included within Portage County's Jordan Park, located in the northeast portion of Hull. The other areas included in this category are small Town parks, scattered across Hull.

### E. Institutional

These lands (26 acres, 0.1%) include existing municipal and government owned structures, churches, cemeteries and fire stations. The small number of Institutional properties are widely scattered across Hull.

### F. Road Right-of-Way

This land use category (1,008 acres, 5%) covers all of the road right-of-way in the Town. There is also a short span of railroad track located in the southeast corner of Hull.

### G. Agricultural

Agriculture represents the third largest land use in Hull (2,702 acres, 13.5%), just slightly ahead of residential uses. Agricultural land uses are identified mainly along Hull's eastern border, with a second band in the north/northwest portion of Town.

### H. Natural Areas – Protected

At 6,497 acres (32.4%), Natural Areas is the second largest category in Town. It includes 100-year flood plain, wetlands found on the Wisconsin Department of Natural Resources Wetland Inventory map, and Wellhead Protection Zone A.

### I. Vacant

This is the largest land use category within Hull, accounting for 6,772 acres (33.7%). Vacant and Natural Areas account for two-thirds of Hull's total land area. The size of area included in the Vacant land use designation is another indicator of the Town Board's anticipation that farming within the Town of Hull will be diminishing within and beyond the current planning period, as the pressure to expand residential uses continues to mount.

## **Section 8.2 Land Use Trend Analysis and Projected Land Use**

As described in the Issues and Opportunities chapter of this Comprehensive Plan, the Town of Hull has had several planning documents drafted, but not adopted. Table 8.2 offers a general comparison between land use totals from 2005 and the proposed Development Guide 1973 draft.

The area considered "Developed" (residential, commercial, industrial, institutional, right-of-way) has nearly doubled in the 32 years between land use observations. It is worth noting that the 1973 commercial category did not include the Stevens Point Country Club / golf course.

Map 8.1 Existing Land Use

**Table 8.2: Town of Hull Land Use Trends**

Existing Land Use	1973		2005	
	Acreage	Percentage	Acreage	Percentage
Residential	553	2.4%	2,501	12.5%
Commercial	44	0.2%	225	1.1%
Industrial	52	0.2%	27	0.1%
Public/Institutional	762	3.3%	337	1.7%
Road Right-of-Way	967	4.2%	1,008	5.0%
<b>Total Developed</b>	<b>2,378</b>	<b>10.4%</b>	<b>4,098</b>	<b>20.4%</b>
Agricultural & Idle	15,126	66.3%	9,474	47.2%
Natural (wetlands, lakes, streams, flood plain)	5,307	23.3%	6,497	32.4%
<b>Total Land Area</b>	<b>22,811</b>	<b>100.0%</b>	<b>20,069</b>	<b>100.0%</b>

Source: Portage County Planning and Zoning Department

The difference in “Total Land Area” acreage is assumed to come from annexations by the City of Stevens Point, as well as different methods and technologies for area calculation. Data for the 2005 area calculation comes from the Portage County computerized parcel area data base, modified by assigning one or more land uses to the parcels. Comparison of land use designations between these two periods is difficult on a small-scale basis as well.

#### A. Residential Land Use

The Town’s population has slowly increased over the last 20 years; however, due to the proximity to Stevens Point and the anticipated growth in the area, the Town’s population is projected to continue to increase (see the Issues and Opportunities chapter of this plan). As the “Developed” portion of Hull doubled since 1973 (Table 8.2), the amount of residential acreage has more than quadrupled over the same period (553 to 2,501 acres).

Future residential land use needs can be roughly estimated by using information from the earlier chapters of this Comprehensive Plan, and making some basic assumptions. Chapter 1 (Issues and Opportunities) contained a population projection of 6,169 for Hull in the year 2025, as well as a total number-of-households projection of 2,478 for the same year (see Page 16). Table 1.5 of that Chapter listed the total number of Hull households in 2000 at 1,988, and if this number is subtracted from the household projection (2,478), the result would be an additional 490 households living in Hull by 2025.

Earlier sections of this Plan have described Hull as remaining a primarily single-family suburban residential community. If each household is assumed to occupy a single, detached housing unit, constructed on a 2-acre parcel of land, approximately 1,000 additional acres of land could be anticipated to be consumed with residential use. Obviously smaller lots would consume less land, larger lots, more. Road right-of-way averages 10% to 15% of residential development, which would equate to an additional 125 acres of right-of-way.

#### B. Agricultural Land Use

The number of acres devoted to agriculture has declined over the past 30 years. The Hull Plan Commission anticipates that agricultural land use will continue to decrease within the Town throughout and beyond the current planning period.

### C. Commercial / Industrial Land Use

There is currently (2005) a minimal amount of commercial activity within Hull; inclusion of the Stevens Point Country Club in the 2005 total accounts for most of the “commercial” increase since 1973. A large portion of the Town is also situated within wellhead protection zones, which would require any new commercial activity to be developed utilizing municipal sewer and water utilities. This would preclude commercial development without annexation to Stevens Point, unless an agreement can be reached regarding provision of utility extensions into Hull without the annexation requirement. Commercial development is anticipated to be minimal in the majority of the Town, with most activity occurring in areas adjacent to Stevens Point. These areas, however, are more susceptible to annexation. Industrial land use actually declined between 1973 and 2005, and growth is anticipated to be minimal throughout the planning period.

### D. Institutional Land Use

Institutional development is also anticipated to be minimal throughout the planning period, and will depend primarily on needs of the Town government.

### E. Redevelopment Areas

None identified at this time for the planning period.

### F. Trends in Land Values

Table 8.3 details the growth of equalized values for the different property types within the Town of Hull for the period 1980 to 2000, as compiled by the State of Wisconsin Department of Revenue. The implementation of agricultural use value assessment in the mid 1990’s redistributed valuations from the Agricultural category to the Residential, Forest, and Other categories. The Other category (created between 1990 and 2000) includes, “buildings and improvements; including any residence for the farm operator's spouse, children, parents, or grandparents; and the land necessary for the location and convenience of those building and improvements (WI Statutes 70.32).” The critical factor defining “Other” property is its actual use supporting a farm enterprise. If an assessor obtains verifiable evidence that buildings on a farm are used for agricultural purposes, they qualify as “Other.” (WI DOR *Agricultural Assessment Guide for Wisconsin Property Owners 12/03*)

**Table 8.3 Equalized Assessed Property Values, Town of Hull**

Type of Property	1980		1990		2000	
	Value	% of Total	Value	% of Total	Value	% of Value
Residential	\$68,216,000	74%	\$109,269,000	81%	\$213,622,000	90%
Commercial	\$5,857,000	6%	\$12,315,000	9%	\$11,031,000	5%
Manufacturing	\$56,000	0%	\$148,000	0%	\$176,000	0%
Agricultural	\$9,037,000	10%	\$6,367,000	5%	\$1,107,000	0%
Swamp & Waste	\$132,000	0%	\$219,000	0%	\$520,000	0%
Forest	\$5,045,000	5%	\$4,259,000	3%	\$8,215,000	3%
Other	\$0	0%	\$0	0%	\$1,305,000	1%
Personal Property	\$3,811,000	4%	\$2,740,000	2%	\$2,653,000	1%
<b>Total Value</b>	<b>\$92,154,000</b>	<b>100%</b>	<b>\$135,317,000</b>	<b>100%</b>	<b>\$238,629,000</b>	<b>100%</b>

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

### **Section 8.3 Land Use Conflicts and Methods for Conflict Resolution**

#### **A. Conflicts**

- Residential / commercial conflicts (e.g. Home Depot's previous attempt to build in a residential neighborhood along Old 18, Crossroads Commons retail development located south of Hull in Plover creating traffic problems within Hull, etc.).
- City of Stevens Point annexation of Town land.
- Street connections between City and Town subdivisions, (like that resolved in the development of the Shave-Olson property (Parkdale) on Hull's east side).
- State agencies reclassifying roadways in the Town to increase traffic volume and speed through residential areas.
- Inappropriate outdoor storage of junk and other materials.
- Pedestrian safety on Hull roads particularly northwest of Stevens Point often involving SPASH, Pacelli and the University students.

#### **B. Conflict Resolution**

The main method utilized for conflict resolution will be for Hull Plan Commission and Town Board members to meet with appropriate representatives to work through specific issues or situations. When undertaking these meetings, the concerns for quality of life in Hull residential neighborhoods will be top priority for Hull officials.

### **Section 8.4 Future Land Use Recommendations**

The process of projecting future land use needs within the Town of Hull includes some variables that are difficult to completely determine, given the present circumstances of urban expansion. The Town of Hull lies in the path of expansion for the City of Stevens Point, therefore the potential exists that land in Hull could be annexed into the City. It is in the interest of Stevens Point and the Town of Hull to have any City expansion occur in an orderly way.

The City of Stevens Point has indicated, through its own Comprehensive Planning process, that it will likely have to expand its borders in order to accommodate its own anticipated growth over the next twenty years. The Town recognizes that expansion from the City will have a direct impact on its ability to pay for services, keep tax base, and maintain community identity. In light of anticipated growth, Hull and Stevens Point have had limited preliminary discussions regarding their community needs and aspirations. Working to provide a framework for orderly growth and development over time are important to both municipalities; topics such as working cooperative service provision and shared revenue agreements may be included. The Town of Hull should continue to maintain a good working relationship with Stevens Point and other neighboring governments to ensure community identity and cost effective provision of services, where possible.

Future Town of Hull development and redevelopment should be encouraged in an orderly pattern adjacent to and compatible with existing development. Maps 8.2 and 8.3 illustrate the physical constraints for development within Hull, along with Wellhead Protection zones, and the extent of the Stevens Point extraterritorial area within Hull. Table 8.3 and Map 8.4 describe the Future Land Use recommendations for the Town of Hull Comprehensive Plan, and identify how

development should proceed in the future to meet the Town’s goal of encouraging a pattern of community growth and development that will provide a quality living environment while protecting rural character.

**Table 8.3: Town of Hull Future Land Use Acreage, 2025**

Future Land Use	Acreage	Percentage
Residential	2,497	12.4%
Rural Residential	6,840	34.1%
Commercial	395	2.0%
Commercial / Mixed Use	95	0.5%
Industrial	37	0.2%
Institutional	53	0.3%
Road Right-of-Way	1,008	5.0%
Limited Ag/Mixed Use	722	3.6%
Natural Areas - Limited Development	1,660	8.3%
Natural Areas - Protected	6,762	33.7%
<b>Total Acreage</b>	<b>20,069</b>	<b>100.0%</b>

Source: Town of Hull and Portage County Planning and Zoning Department

There is no “Undeveloped” category on the Future Land Use map; all areas were assigned an anticipated future use that meets the goals, objectives and policies of this Comprehensive Plan. The Future Land Use Map designations are only intended to identify what compatible uses would be for the particular parcels; they are not intended to require these parcels to develop in these uses throughout the planning period.

**Table 8.4: Land Use Expansion, in 5-Year Increments**

Land Use Category	2005 Acreage	% of Total	2025 Acreage	% of Total	Change '05 to '25	5-year increment
Residential	2,501	12.5%	3,501	17.4%	1,000	250
Commercial	225	1.1%	530	2.6%	305	76.25
Industrial	27	0.1%	37	0.2%	10	2.5
Institutional	26	0.1%	53	0.3%	27	6.75
Road/ Railroad Right-of-Way	1,008	5.0%	1,033	5.1%	25	6.25
Agricultural	2,702	13.5%	722	3.6%	-1,980	-495
Parks & Recreation / <i>Natural Areas - Limited Development</i>	311	1.5%	1,660	8.3%	1,349	337.25
Natural Areas - Protected	6,497	32.4%	6,762	33.7%	265	66.25
Vacant/Undeveloped	6,772	33.7%	5,771	28.8%	-1,001	-250.25
<b>Total Acreage</b>	<b>20,069</b>	<b>100.0%</b>	<b>20,069</b>	<b>100.0%</b>	<b>0</b>	

Source: Town of Hull and Portage County Planning and Zoning Department

Land Use recommendations include both immediate and long range planning goals to be implemented. The long range Land Use Plan recommendations will be implemented over the course of the 20 year planning period as development proposals and land use changes are presented to the Town for consideration. The Town will have to consider periodically updating its zoning map to reflect changing land uses and citizen requests.

Table 8.4 details anticipated changes in land use, as described in Section 8.2 above and illustrated on Table 8.3 and Map 8.4, in 5-year increments. Increases in acreages for growth categories will be offset with corresponding decreases in the Vacant and Agricultural categories.

## **Section 8.5 Land Use Goals, Objectives and Policies**

### **A. Summary of Findings**

As we look to the future of land use, Hull will consist of developed lands with single family homes, undeveloped lands (wetlands, etc.), public designated spaces, very few farms, and limited developable land. There will be very few businesses. Residential land use will dominate.

#### **Issues Outstanding:**

1. Recommend appropriate development densities throughout the Town.
2. Control unlicensed vehicles and accumulation of “junk” on private property.
3. Use various planning tools, including open space design and conservation zoning to enhance quality of life issues in Hull.
4. Control truck and heavy vehicle traffic through Hull.
5. Preserve the neighborhood character of Hull.
6. Identify growth corridors based on the road network.
7. Resolve speeding and enforcement issues.
8. Develop a plan to control and mediate conflict between pedestrian traffic and vehicular traffic on Hull roads.

### **B. Goals**

1. Develop policies to protect and preserve neighborhoods by ensuring that their quality of life is not adversely affected by:
  - Commercial development;
  - Annexation of Town of Hull land by the City of Stevens Point;
  - Roadway connections of City of Stevens Point subdivisions with Town of Hull subdivisions;
  - Truck and other vehicular traffic;
  - Inadequately enforced traffic control ordinances
  - Unsightly objects in neighborhoods.
2. Maintain uniqueness of area west of I-39. Explore ways to maintain low density, natural character of the area.
3. Identify growth corridor and expansion area within Hull and particularly within Stevens Point’s urban area.
4. Develop safety plan for area of northwest Hull that accommodates walkers, runners and bikers, with automobiles. Develop plan to enhance pedestrian safety on Hull roads

particularly northwest of Stevens Point where SPASH, Pacelli and University students, and others use Hull roadways.

5. Continue cooperation with municipal governments and others for planning and developing facilities such as parks.

### C. Action Plan

1. The Plan Commission should identify various means to control speeding and enforce traffic laws. A report will be presented to the Hull Town Board for budget consideration and adoption.
2. The Hull Plan Commission should identify growth corridor and expansion areas for future development. A report will be submitted to the Hull Town Board for approval.
3. The Hull Plan Commission should identify policies to preserve neighborhoods. A report will be submitted to the Hull Town Board for adoption.
4. The Hull Plan Commission, with input from residents living west of I-39, should identify policies to maintain the unique nature of the area. A report will be submitted to the Hull Town Board for approval.

## **Section 8.6 Future Land Use Categories / Mapping Criteria**

Categorizing the many acres of land in the Town into different land use classes is a formidable task. In order to ensure accuracy and consistency throughout the mapping process, specific mapping criteria were developed.

### A. Residential Mapping Criteria

As used here, the term “residential” is intended to identify existing concentrations of lots, which are distinguished by platting or nonagricultural zoning, where it is the original intent of the developer/residents to maintain a residential/neighborhood character, and where nonresidential uses would be incompatible. Examples of areas to be mapped as residential include:

1. Existing developed residential zoning.
2. Subdivisions or clusters of lots, strongly residential in character, that have developed under agricultural zoning. *It is recommended that such areas be identified as residential in this Plan, but **considered** for rezoning to an appropriate residential district, only where the majority of residents are in agreement as to the need for residential zoning restrictions.*
3. Areas for expansion of residential development based on goals and policies in this Plan. Current non residential uses would be allowed until future residential development occurs.

### ***Land Use Categories:***

**Residential:** Less than 2 acres per residence. May include residential uses such as single family, duplex, mobile home parks and multi-family dwellings where appropriate. Many of these uses may have developed prior to the adoption of County Zoning regulations. Future uses shall adhere to County and/or Town regulations.

**Rural Residential**: Equal to, or greater than 2 acres per residence.

Map 8.2: Wetlands, Floodplain, and Wellhead Protection Zones

Map 8.3: Shallow Depth to Groundwater, Shallow Depth to Bedrock

Map 8.4: Future Land Use

## B. Commercial and Industrial Mapping Criteria

Areas of existing, developed or future commercial or industrial land uses. Proposals for new industrial and commercial development should be considered only on a case-by-case basis, based on the goals, objectives, and policies of the comprehensive plan. Approval for such use may require a change to the land use map.

### *Land Use Categories:*

**Commercial:** Includes non-residential uses as allowed in Commercial zoning districts.

**Commercial Mixed Use:** This category is intended to be used in or near an urban/suburban interface. Uses within this category include a mix of smaller-scale retail, office, professional service and residential.

**Industrial:** Include uses where the manufacturing of a product from a raw material is the primary purpose of the business.

## C. Rural Lands/Agricultural Mapping Criteria

Lands recommended predominantly for the continuation of agricultural pursuits, the protection of productive agricultural lands, and the retention of the rural nature of the community.

### *Land Use Category:*

**Limited Agriculture/Mixed Use (L-3):** The Limited Agriculture Category is intended to provide for the continuation of low intensity agricultural uses, recommend against new and expanding livestock operations, provide for careful siting of single family residences, and support other uses that maintain the rural characteristics of the area. It may serve as a buffer for more intensive agricultural uses in adjacent categories, and prevent premature conversion of rural lands to urban and other non-agricultural uses. The category's use and development regulations are designed to implement the Comprehensive Plan goals by discouraging urban and suburban development in areas that are suited to agricultural uses and that are not well served by public facilities and services.

Lands within this category are likely to remain in agricultural production or there is a desire by residents for lands to develop at larger lot densities (e.g. 2-10 acres).

## D. Natural Areas Mapping Criteria

Lands recommended to remain in their natural state or for non-intensive uses such as recreation, wildlife habitat, or forest management. This category was applied to lands which are environmentally important or sensitive, including shore lands, wetlands, floodplains, steep slopes, substantial wildlife habitat and public resource areas. Limited residential development could occur in a manner that does not negatively impact the ecological or aesthetic value of areas designated for preservation in their natural state. Criteria for identification may include the following:

1. Lands within 100 feet of navigable waters or to the landward side of adjoining wetlands, if greater than 100 feet. Including wetlands within 300 feet of navigable waters, and excluding preexisting structures or cropland that would be nonconforming uses under Conservancy Zoning.

2. Other wetlands (not adjoining navigable waters).
3. Federal Emergency Management Agency (FEMA) 100 year floodplains.
4. Publicly owned lands used for recreation or wildlife/resource management.
5. Large tracts of unbroken native landscapes such as natural forests, grasslands, and wetlands.
6. Other natural features of the landscape deemed important by the local community.

***Land Use Categories:***

**NA – Protected:** Lands recommended to remain in their natural state or for non-intensive, non-developed uses such as passive recreation, wildlife habitat, ground and/or surface water protection and forest management. Development of these lands is not recommended due to the potential of destroying or degrading important or unique natural resources or due to the excessive measures necessary to overcome development barriers presented by the environmental conditions.

**NA – Limited Development:** Identifies lands that are environmentally important to the community; however limited residential development (one residence per 5 acres) could occur without negatively impacting the natural/ecological/aesthetic value of the area.

E. Institutional Land Mapping Criteria

Lands where public facilities exist, or are to be located. Facilities include, but aren't limited to: government services and institutions, educational, religious, cemeteries, large-scale medical and health care, military, power plants, solid waste disposal sites, and sewage treatment plants.

***Land Use Category:*** **Institutional**

F. Transition Area Mapping Criteria

Regions that have been identified to be within the path of urban growth and will most likely transition from existing farm and low density residential uses to a mix of medium and higher density residential use, commercial, or industrial uses. As these changes will not occur immediately, existing uses will be allowed until future development occurs. Consideration should be given to possible intergovernmental agreements that may allow for higher density development within the Town of Hull. ***Land Use Category:*** **Urban Expansion Discussion Area Overlay**