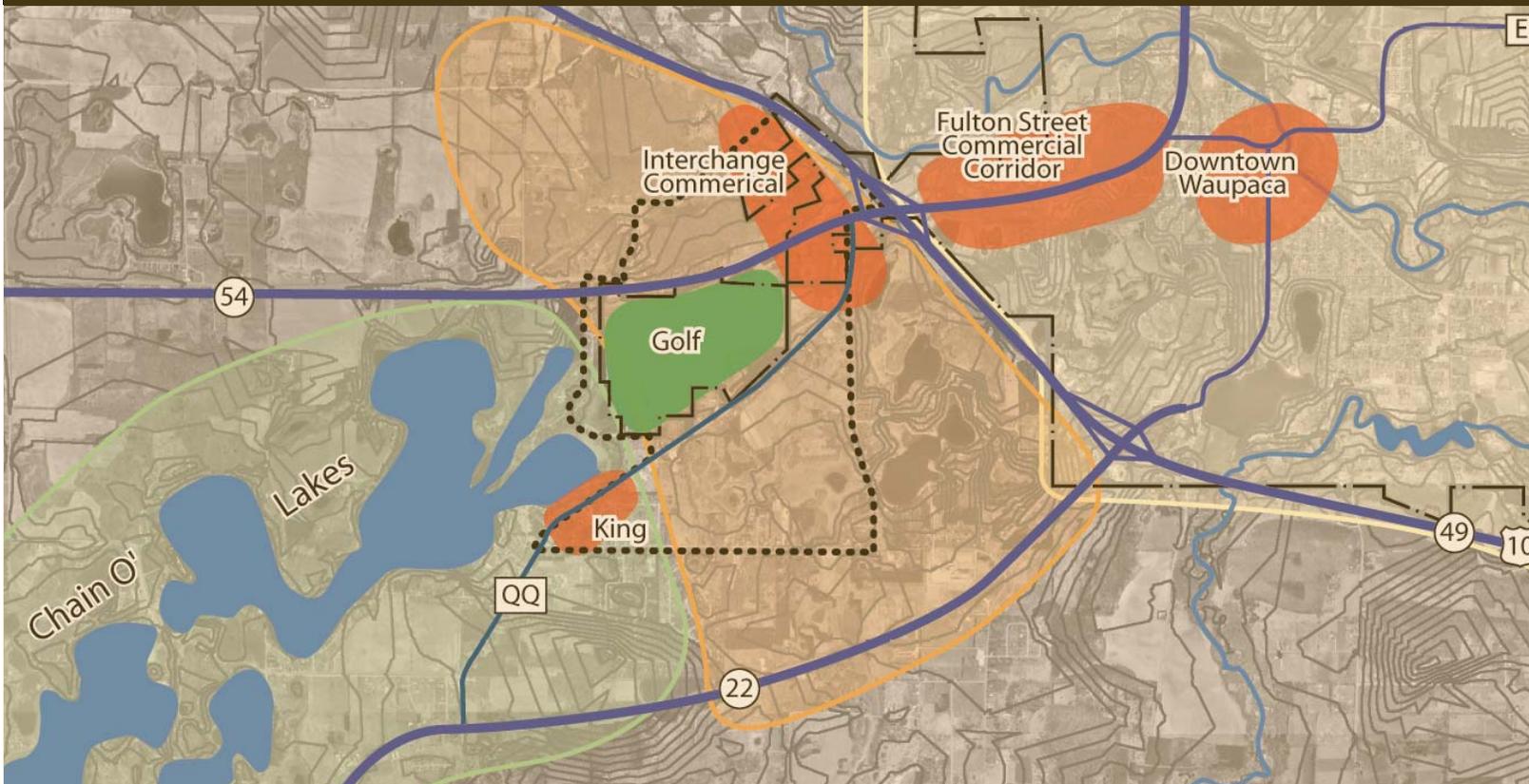


# Highway 54/CTH QQ Westside Neighborhood Plan City of Waupaca



January 27, 2005  
(As recommended by the  
Plan Commission on  
January 12, 2005)

## **Acknowledgements**

### **Project Steering Committee**

Brian Smith, City of Waupaca (Chair)  
Ruth Barnett, Town of Farmington  
Carol Elvery, City of Waupaca  
Don Fabricius, Town of Farmington  
Ken Hurlbutt, Town of Dayton  
John Hebring, Town of Dayton  
Terry Martin, City of Waupaca  
Jay Moe, Town of Waupaca  
Kevin Peterson, Town of Dayton  
Arden Sellin, Town of Waupaca  
Mary Trice, Town of Waupaca  
Dale Trinrud, Town of Farmington

### **City Staff**

Henry Veleker, City Administrator

### **Planning Services Provided By:**

Vandewalle & Associates  
120 E. Lakeside Street  
Madison, Wisconsin 53715  
(608) 255-3988  
[www.vandewalle.com](http://www.vandewalle.com)

E. Scott Harrington, AICP, Project Manager/Principal Planner  
Michael Slavney, FAICP, Principal Planner  
Rob Gottschalk, ASLA, AICP, Principal Urban Designer  
Jeff Maloney, Associate Urban Designer  
Jamie Radel, Assistant Planner  
Andrew Curtiss, Cartographer  
Laura Theis, Design Intern  
Catrine Lehrer-Brey, Planning Intern

## Table of Contents

Acknowledgements.....	1
Table of Contents .....	2
Introduction.....	3
Description of Study Area.....	4
<i>Figure 1: Jurisdictional Boundaries.....</i>	<i>4</i>
Process.....	5
<i>Figure 2: Site Analysis.....</i>	<i>7</i>
Regional Analysis .....	10
<i>Figure 3: Regional Analysis.....</i>	<i>11</i>
Conceptual Neighborhood Plan.....	14
<i>Figure 4: Conceptual Neighborhood Plan.....</i>	<i>15</i>
Neighborhood Land Use Plan.....	21
Future Land Use Implementation.....	23
<i>Figure 5: Neighborhood Land Use Plan.....</i>	<i>27</i>
Neighborhood Plan General Implementation Strategy .....	29
Appendix 1: Steering Committee Meeting Minutes.....	31
Appendix 2: Stakeholder Summary.....	43
Appendix 3: Conceptual Westside Neighborhood Plan Alternatives .....	47
Appendix 4: Plan Commission Minutes.....	51

## Introduction

Waupaca and the Chain O'Lakes area are rich in natural amenities, and much of the ongoing success of this area rests in the continued health and quality of the lakes and other natural features. Like many growing and attractive communities, the City of Waupaca and the neighboring towns are being asked to make difficult and immediate land use decisions, particularly as they relate to site selection by national and regional retailers looking to locate within the community. Waupaca County has initiated a county-wide comprehensive planning process, but this process will not conclude for another year, and questions that are being asked now need more rapid attention.

A large-scale national retailer, Wal-Mart, is interested in developing a Super Center north of Highway 54, across the street from the Foxfire Golf Course. Instead of examining this site as an isolated parcel, the City of Waupaca retained Vandewalle & Associates to undertake a study of the area west of U.S. 10 along Highway 54 and CTH QQ (the "Westside Neighborhood"). The High School Neighborhood Plan, prepared in 1999, made land use recommendations for a portion of this area, but not its entirety.

The objectives of the Westside Neighborhood Plan are to:

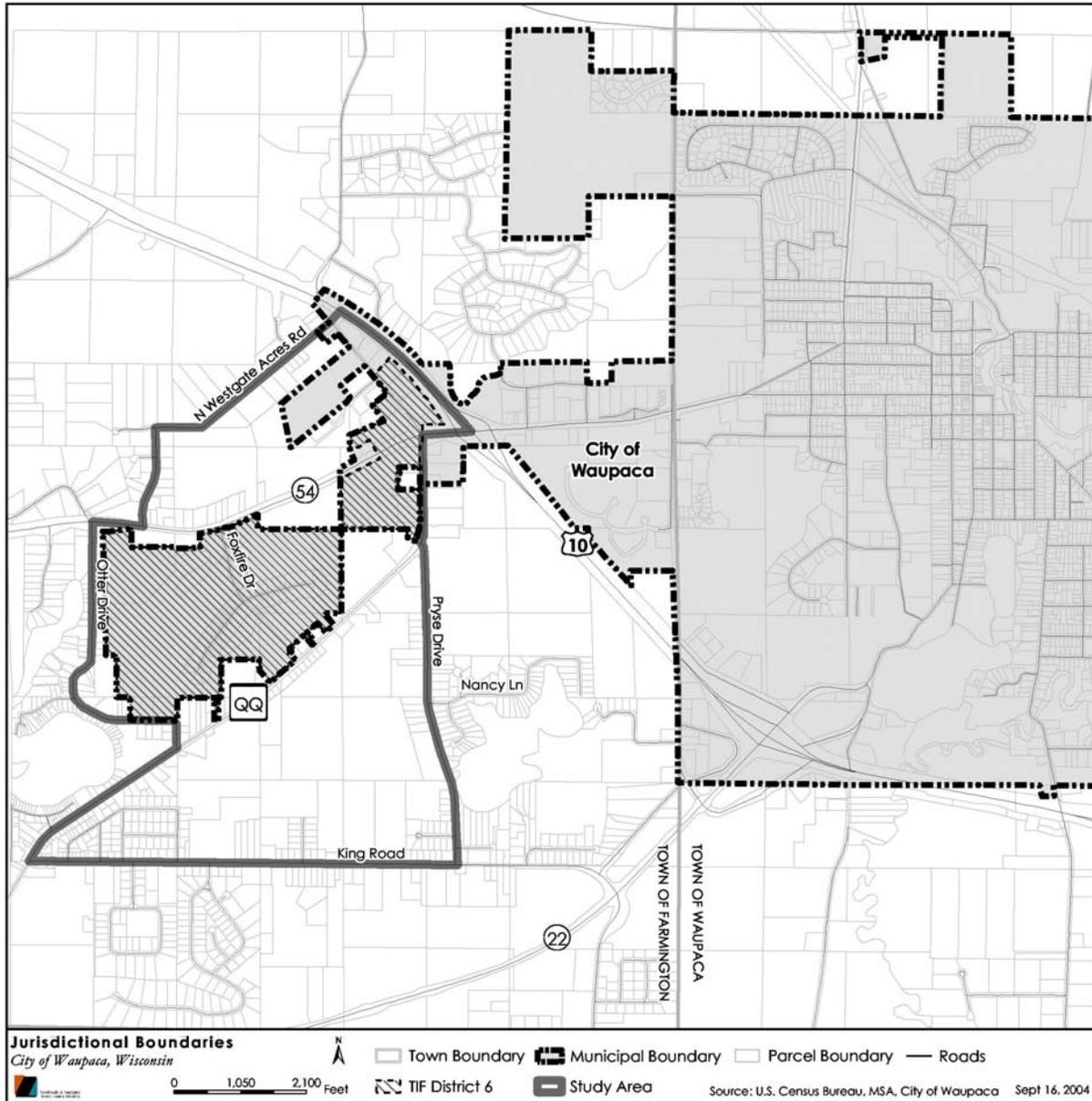
1. Create a conceptual land use framework for the study area;
2. Develop a land use plan for the study area; and
3. Direct implementation, particularly the location, type, scale, and character of future uses.

Although the development of this plan was catalyzed by Wal-Mart's interest in constructing a Super Center in the study area, the purpose of this plan is not to determine whether or not Wal-Mart is an appropriate business for the Waupaca area. Instead, this plan is intended to form a framework around the future form and function of the Westside Neighborhood as it relates to existing and future uses within the City of Waupaca and the greater Waupaca area. Not only is this neighborhood plan to be used to help guide immediate land use decisions, but it serves a second purpose—to inform the comprehensive planning process that is currently underway in Waupaca County. It is anticipated that recommendations made in this plan will be incorporated into the comprehensive plans for the affected jurisdictions.

## Description of Study Area

The Westside Neighborhood is located on the City of Waupaca's far west side, and jurisdictionally lies within the City of Waupaca and the Town of Farmington. The project area is generally bounded by Westgate Acres Road to the north; Shamrock Lane and Otter Drive to the west; King Road to the south; and Pryce Road and Grand Seasons Drive to the east. Much of the study area that is within Waupaca city limits is within the Waupaca Tax Increment Financing District #6.

Figure 1: Jurisdictional Boundaries



## Process

The following process was used to develop the Westside Neighborhood Plan.

### Background Research and Document Review

In order to learn about the existing land uses and physical conditions within the study area, Vandewalle & Associates reviewed a series of documents, plans, and analyses that have been completed for the Waupaca area. (The side bar to the right lists the information reviewed.)

### Regional and Site Analysis

Prior to the design charette held in Waupaca, Vandewalle & Associates conducted an “in-house” analysis to examine the project area within both a regional and site context. Because Waupaca and the Chain O’Lakes area are rich in natural amenities, and particularly dependant on the surface water system, gaining an understanding of the physical environment was integral to this analysis. To capture this information, a site inventory was conducted that examined a series of physical attributes, such as topography, wetlands, and water drainage. Through this analysis, a sense of where and how to build is better understood. (See Figure 2 on page 6.)

#### List of Documents Reviewed

- *Waupaca Area Stormwater Management and Land Use Development Plan (September 1998)*
- *Waupaca/Chain O’Lakes Sewer Service Area Plan Update (January 1999)*
- *Proposed STH 22/45 Area Development Concept (February 2001)*
- *Tax Incremental Financing District #6 Project Plan (August 2000)*
- *Tax Incremental Financing District #6 First Amendment to the Project Plan and Boundaries (May 2001)*
- *Tax Incremental Financing District #8 Project Plan (May 2001)*
- *Tax Incremental Financing District #8 First Amendment to the Project Plan and Boundaries (May 2004)*
- *Waupaca High School Neighborhood Land Use Plan (July 1999)*
- *Waupaca West Development Plan (September 1986)*

### Site Visit and Design Charette

On July 7, 2004, Vandewalle & Associates traveled to Waupaca to conduct a site visit and day-long neighborhood design charette. The purpose of this visit was to gain information from local stakeholders and residents, to prepare conceptual neighborhood alternatives, and finally to present these alternatives in a public meeting.

### Project Steering Committee Kick-off Meeting

The City of Waupaca created a committee comprised of three representatives each from of the City of Waupaca, the Town of Dayton, the Town of Farmington, and the Town of Waupaca. The mayor of Waupaca served as the committee chairman. The purpose of the committee was to make a recommendation to the City Plan Commission concerning the study, and thus give direction to the Vandewalle & Associates’ team in the plan’s formulation. As an outcome of this meeting, the committee asked the team to further analyze four sites within the project area and provide the committee with alterative development scenarios. (See Appendix 1: Steering Committee Meeting Minutes)

### Stakeholder Interviews and Focus Groups

After the kick-off steering committee meeting, two members of the Vandewalle & Associates’ team held stakeholder interviews and focus groups. As part of a general planning process, planners hold confidential interviews with stakeholders, who include property owners, the real estate community, community organizations, business leaders, and city staff. The purpose of the interviews and focus

groups was to provide a confidential setting for stakeholders to provide information to the planners that they feel is relevant to the project. In total, the team talked with seven property-owners and conducted four focus groups, including a business-owners group, a realtor group, a community organization group, and a city staff group. Vandewalle & Associates identified the types of persons to be interviewed, and the City of Waupaca selected the specific individuals matching the criteria. Appendix 2 provides a list of those interviewed and a summary of the discussions.

### Open Design Studio

During the course of the day, interested community members had the opportunity to interact with the neighborhood design process through an open design studio. Between 25 and 30 people visited the design studio to review background materials and site analysis maps, and provide input to the planning team.

### Closed Design Studio

Following field analyses of the project area, stakeholder interviews, and the public comment during the open studio, Vandewalle & Associates team members held a closed-door design session to develop three neighborhood concept plans. These concept plans depicted potential land uses as well as possible conceptual design (architectural) standards. The alternatives created for the study area illustrated future land use options that ranged from intensive commercial development throughout the entire area to fairly low intensity, highly regulated development. (See Appendix 3: Conceptual Neighborhood Plan Alternatives.)

### Public Presentation

Upon completing the three conceptual neighborhood alternatives, Vandewalle & Associates facilitated a public presentation of the concepts. Approximately 50 area residents attended the meeting. After the presentation of the three alternatives, attendees were asked to vote on the alternatives they preferred and did not prefer for each of the four planning areas. Among the attendees, consensus was generated around the low intensity development.

### Closing Steering Committee Meeting

Using information provided on the three alternatives for each site during the public presentation, the project steering committee voted on which of the alternatives to advance through further analysis and study. (See Appendix 1: Steering Committee Meeting Minutes)

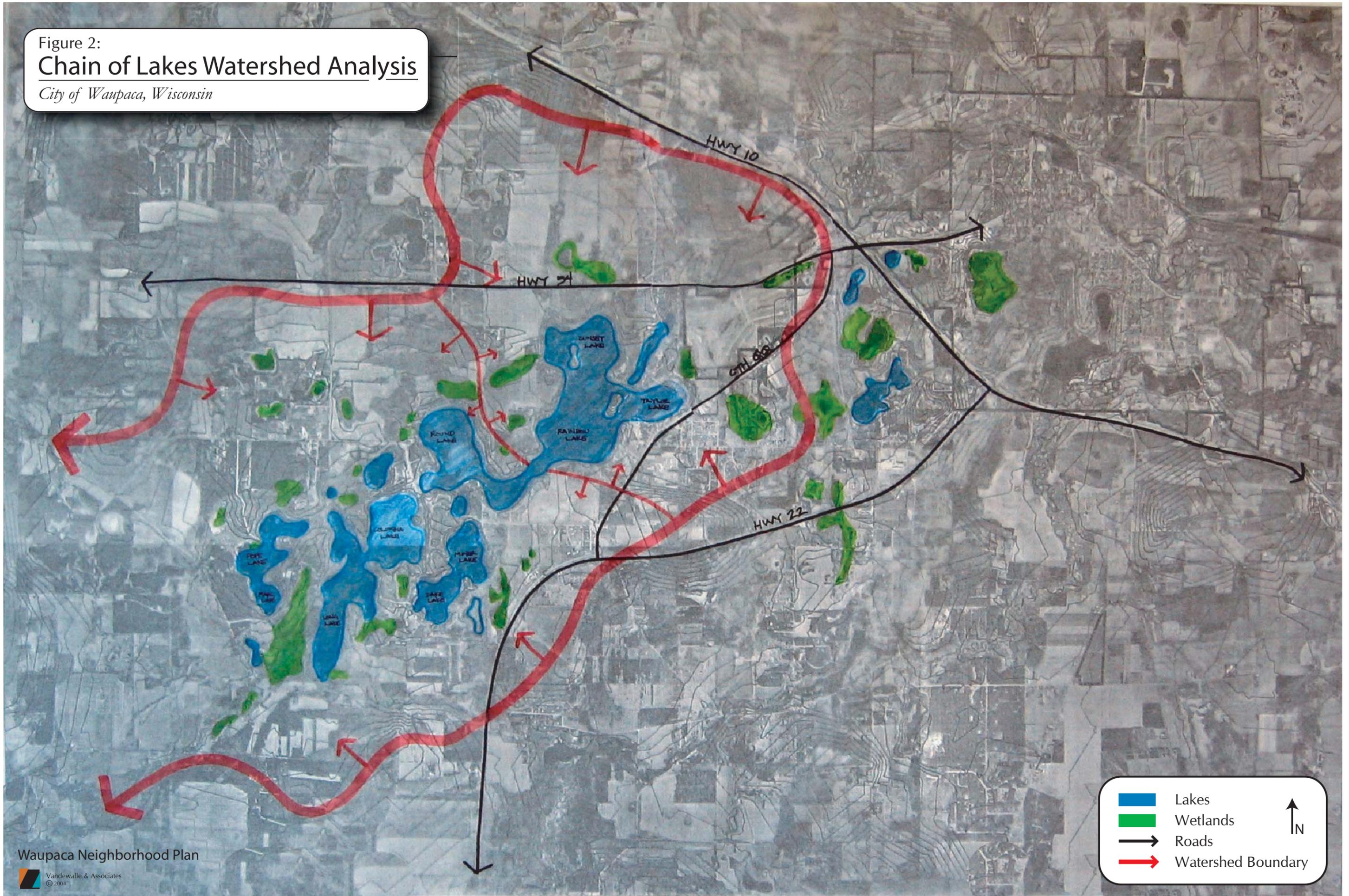


*Vandewalle designer working during the open design studio*



*Public presentation attendees voting on alternatives*

Figure 2:  
**Chain of Lakes Watershed Analysis**  
*City of Waupaca, Wisconsin*



### **Concept Refinement and Draft Plan Preparation**

Based on the direction provided by the project steering committee, the information and comments from the stakeholders, and their own professional observations and opinions, the Vandewalle & Associates team further developed and refined the preferred conceptual neighborhood plan.

### **Presentation of the Draft Plan to the Steering Committee**

On August 25, 2004, Vandewalle & Associates presented the draft of the Westside Neighborhood Plan to the project committee at a meeting with approximately 50 members of the public in attendance. Prior to the meeting, committee members were given a copy of the draft plan to review, and additional copies were made available for review by the public at the city's library and on the city's website.

In general, the draft plan followed the direction provided by the project committee at the July meeting and provided additional detail concerning the land uses, design concepts, and regulatory and other implementation requirements. One exception to the committee's direction was the proposed neighborhood commercial land use along the north side of Highway 54. Although the committee had suggested the north side of the road have low density residential uses, the Vandewalle & Associates team believed that neighborhood commercial uses, with additional design controls from a proposed overlay district, were more appropriate for the area.

Appendix 1 provides minutes from the meeting, including comments from the public and direction by the committee. In summary, the committee, and members of the public who spoke at the meeting, overwhelmingly supported all aspects of the draft plan and the committee recommended it for adoption to the City Plan Commission and the Town Farmington Planning Committee.

### **Completion of Final Plan**

Based on input from the committee provided at the August 25 meeting, Vandewalle & Associates finalized the Westside Neighborhood Plan (dated September 15, 2004) for presentation to the City Plan Commission in October 2004.

### **Presentation of Committee Recommended Plan to City Plan Commission**

On October 13, 2004, Vandewalle & Associates presented the committee recommended plan to members of the City Plan Commission. In addition to several members of the public, also in attendance were members of the Town of Farmington Planning Committee. As reflected in the minutes (see Appendix 4) much of the discussion among the Plan Commission members concerned the future development of the area north of Highway 54. Also discussed was the manner in which the future land use categories described in the plan would be implemented through zoning.

The Plan Commission held a public hearing on the draft plan developed by the committee and discussed it at a meeting on November 8, 2004, with no official action taken. At the Plan Commission's December 8, 2004, meeting Vandewalle & Associates outlined various methods for using zoning to achieve the proposed future land uses. Members of the Farmington Planning Committee, again, were in attendance, in addition to a few members of the general public, some of whom provided comments during the hearing. Following the close of the hearing and additional discussion, the Commission directed that the area north of Highway 54 be changed to "mixed-use" on the Conceptual Neighborhood Plan and that the text of the plan and the Neighborhood Land Use Plan be revised accordingly. At a meeting held on January 12, 2005, Vandewalle & Associates presented a revised plan. After making some minor revisions, the Plan Commission voted to recommend the Plan to City Council for final adoption.

## **Regional Analysis**

Waupaca and the Chain O'Lakes area are centrally located within Wisconsin. Appleton and the greater Fox Valley are located approximately 30 miles to the east, and Stevens Point approximately 30 miles to the northwest. U.S. Highway 10 and State Highways 22, 49, and 54 are the major transportation links in and out of the Waupaca area. U.S. Highway 10 is the major east-west highway across Wisconsin from the Fox River Valley area to the Twin Cities in Minnesota.

### **City of Waupaca**

The City of Waupaca is the county seat of Waupaca County with a 2000 Census population of approximately 5,700. Unlike the rural areas surrounding Waupaca, the City has an urban land pattern with dense, residential neighborhoods skirting the downtown business district. Currently, Waupaca has two primary commercial areas—the downtown and the Fulton Street commercial corridor – which provide daily services to its residents and the surrounding area. Waupaca also serves as a regional job hub with a large industrial/employment area on the City's east side.

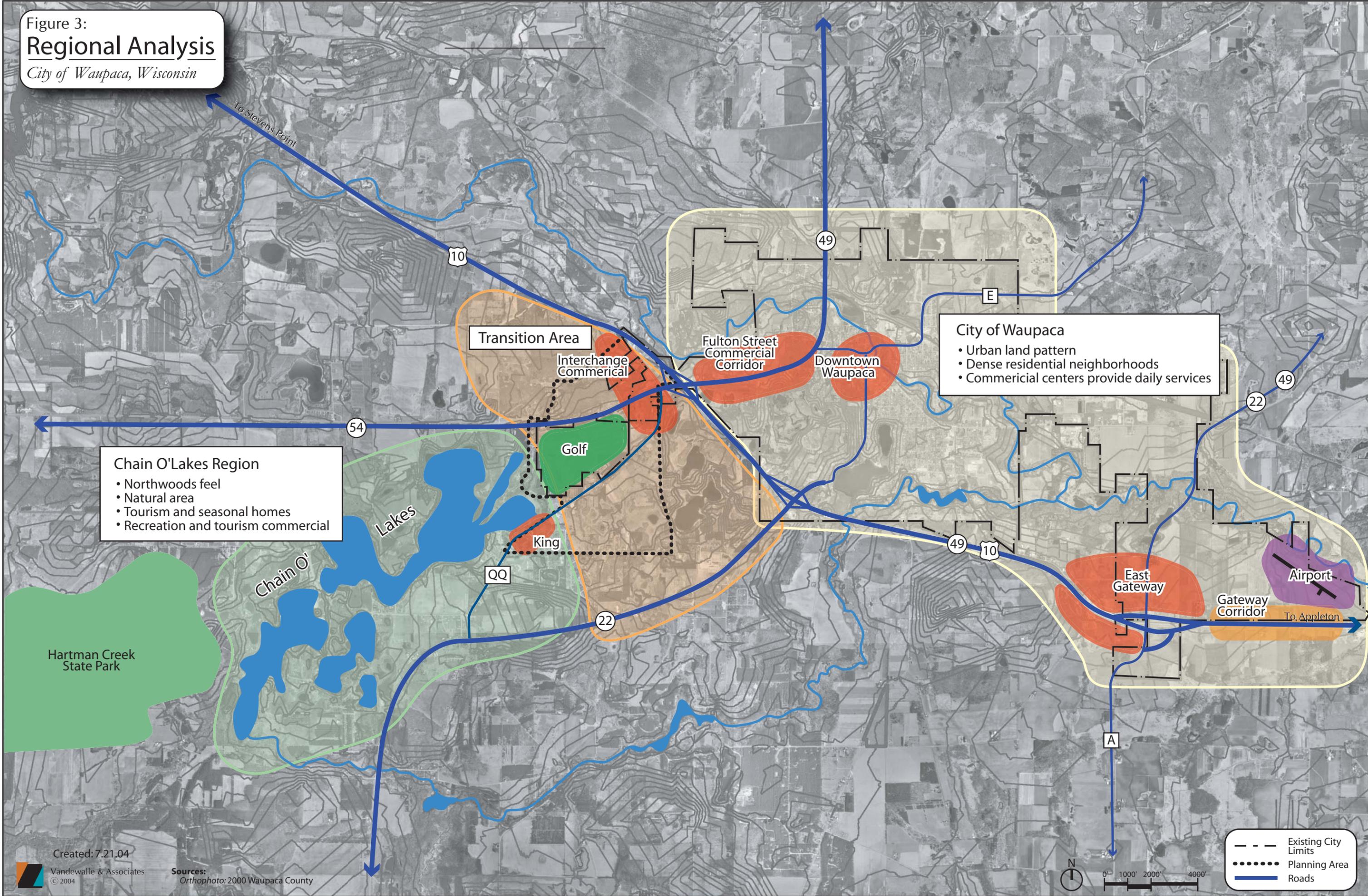
### **Chain O'Lakes Region**

The Chain O'Lakes is an amenities rich recreation area that is organized around a large grouping of lakes including: Long Lake, Columbia Lake, Drake Lake, Miner Lake, Round Lake, McCrossen Lake, Rainbow Lake, Sunset Lake, Taylor Lake, and Otter Lake. It has been said that this area is the southern extent of the “northwoods” character of Wisconsin, which makes it an attractive area for seasonal home owners from the larger metropolitan areas to the south and east (Madison, Milwaukee, Green Bay, and Chicago). Second homes line the shores of the lakes. This area is roughly defined by Hartman Creek State Park to the west and the Fox Fire Golf Course to the east, which interestingly, forms a loose continuum from non-intensive recreation facilities to intensive recreation facilities as one moves closer to the City of Waupaca.

### **Transition Area**

The study area currently forms a transition area between the rural amenities and “northwoods” character of the Chain O'Lakes Region and the urbanized area of Waupaca. Generally, those living in the Waupaca/Chain O'Lakes area have one of two perspectives concerning the Highway 54 corridor within the project area: 1) that this corridor is part of the Chain O'Lakes recreation/tourism area, or 2) that this corridor is the western extension of Waupaca's Fulton Street commercial corridor. Where as Highway 54 forms a transition zone for the regional traveler, Highway QQ forms a gateway or a rural-urban separation area between King and the interchange commercial at the intersection of Highways 54 and QQ. The larger regional setting and transitional nature of the study area are depicted on Figure 3 on page 11.

Figure 3:  
**Regional Analysis**  
*City of Waupaca, Wisconsin*



**City of Waupaca**

- Urban land pattern
- Dense residential neighborhoods
- Commercial centers provide daily services

**Chain O'Lakes Region**

- Northwoods feel
- Natural area
- Tourism and seasonal homes
- Recreation and tourism commercial

Transition Area

Interchange Commercial

Fulton Street Commercial Corridor

Downtown Waupaca

Golf

King

East Gateway

Airport

Gateway Corridor

To Appleton

--- Existing City Limits  
 ..... Planning Area  
 ——— Roads

0' 1000' 2000' 4000'

Created: 7.21.04

Vandewalle & Associates  
 © 2004

Sources:  
 Orthophoto: 2000 Waupaca County

### Regional Commercial Nodes

Examining the Waupaca area at the regional scale reveals that there are four existing significant commercial nodes, in addition to a few smaller, neighborhood-oriented commercial areas. The more significant areas include the hamlet of King, the Highway 10/54 interchange commercial area, the West Fulton Street commercial corridor, and downtown Waupaca. Each of these nodes provides different levels and types of commercial activities, and when examined together, they interact to create a complete and complimentary retail system for year-round residents, seasonal residents, and visitors. The health of any one of these nodes is somewhat interdependent on the overall health of the entire commercial system.

In addition to the established commercial nodes described above, the City of Waupaca has recently created Tax Increment Financing District #8 to spur commercial and retail development at the interchange of Highway 10/49 and Highway A, located on the City's east side. To attract development to this area, the City has invested approximately \$10 million in infrastructure (sewer, water, and roads) and airport runway improvements. It was anticipated that this area could serve as a potential development area for large-scale national retailers.

#### Existing Significant Commercial Areas

Hamlet of King: A quaint rural hamlet with a handful of small-scale restaurants and stores. Recent improvements include curb and sidewalks along Highway QQ.

Interchange Commercial: A visitor-oriented commercial area that includes a hotel, gas station, and gift shops. Several parcels within this area are underutilized and could be redeveloped as part of the Westside Neighborhood Plan.

Fulton Street Commercial Corridor: A fairly active commercial corridor with local and large-scale and national chain retailers. Several recent business relocations and/or expansions have created some potential redevelopment sites.

Downtown Waupaca: A quite vibrant small-city downtown with traditional small-scale storefronts, the vast majority which are occupied.

## Conceptual Neighborhood Plan

The Conceptual Neighborhood Plan (Figure 4 on page 15) depicts general land use types with recommendations for design type and quality. These concepts are based on the direction received from the project committee, comments from the stakeholders, professional analysis by the Vandewalle & Associates team, and direction from the Waupaca Plan Commission. (See the Process section on page 5 for further detail.)

### Site A: Mixed-Use Transition

Site A is located north of Highway 54 across from the Foxfire Golf Course and west of Grand Seasons Drive. The area is characterized by a tree-covered hillside that slopes up toward West Acres Road, which is located on the ridge. Immediately adjacent to Highway 54 are 8 homes on larger, generally flat lots that extend about 300 to 350 feet back to the toe of the slope.

Throughout the planning process, the future of this area received more discussion than any other within the larger planning area.

The vast majority of participants in the process (both committee and commission members, as well as members of the general public) expressed a strong desire to maintain the wooded hillside intact. This same ridge line extends to the east across U.S. Highway 10, north of West Fulton Street, where larger developments made significant alterations to the topography and vegetation that few wanted to see repeated here. However, there was less general agreement as to how the area at the foot of the hill ought to develop. Some wanted to maintain the homes, while others wanted to see commercial development.



*Hillside north of Highway 54, west of Shamrock Lane*

The primary factor driving the opinions concerning the intensity of commercial development north of Highway 54 is the view an individual has of this area relative to its surrounding. Clearly, this is an area of transition from the more rural/recreation/resort uses of the Chain O'Lakes and Hartman State Park region to west, to the fully urbanized City of Waupaca to the east as characterized by the bustling West Fulton Street commercial area and U.S. Highway 10 interchange. Those who see Highway 54 more a part of the Chain O'Lakes area generally want to see less development, while those who see Highway 54 more a part of the West Fulton Street commercial area believe more intensive development is appropriate.

The concept plan recommended by the Project Committee called for low density residential development on the hillside using conservation design concepts, such as clustering, in effort to maintain most of the tree cover and slopes. At the foot of the hill, small-scale neighborhood commercial uses were proposed that limited buildings to a maximum of 2-stories and 10,000 square feet, with a strong emphasis on "residential-scale" design and use of materials.

The Plan Commission expressed concern about development on the hillside of any type believing that even conservation design practices would still result in significant losses of trees and scarring of the hillside with roads and home sites. At the same time, members of the Commission

Figure 4:  
**Conceptual Neighborhood Plan**  
*City of Waupaca, Wisconsin*

**Site A: Mixed-Use Transition**

**1: Low Intensity Mixed-Use**

- Preserve hillside and woodland to extent possible
  - Concentrate development at foot of hill
  - Employ conservation subdivision principals
  - Stormwater and erosion management plans
- Where hillside is developed
  - Primarily low density residential uses
  - Earth tone colors and natural materials
  - Lower intensity institutional and commercial uses along Highway
- Where hillside is preserved,
  - Some increase in intensity along Highway 54
  - Uses may be institutional, commercial and medium density residential
- All development along Highway 54
  - One or two tenants on ground floor
  - Second floor office or residential
  - Buildings oriented to highway
  - Pedestrian-scale buildings
  - Pedestrian connections between buildings and sites
  - Earth tone colors and natural materials
  - Vehicular access from road in the back
  - Minimal parking between building and Highway
  - Native/natural landscaping
  - Open space buffers to compliment wetlands on south side of Highway

**2: Medium Intensity Mixed-Use**

- Residential density of 6-10 du/ac of varying unit types
- Institutional and office uses
- Limited commercial uses
- Preserve remaining woodlands and/or specimen trees
- Stormwater and erosion management plans
- Develop in concert with Grand Seasons Drive frontage

**Site D: Recreation Residential**

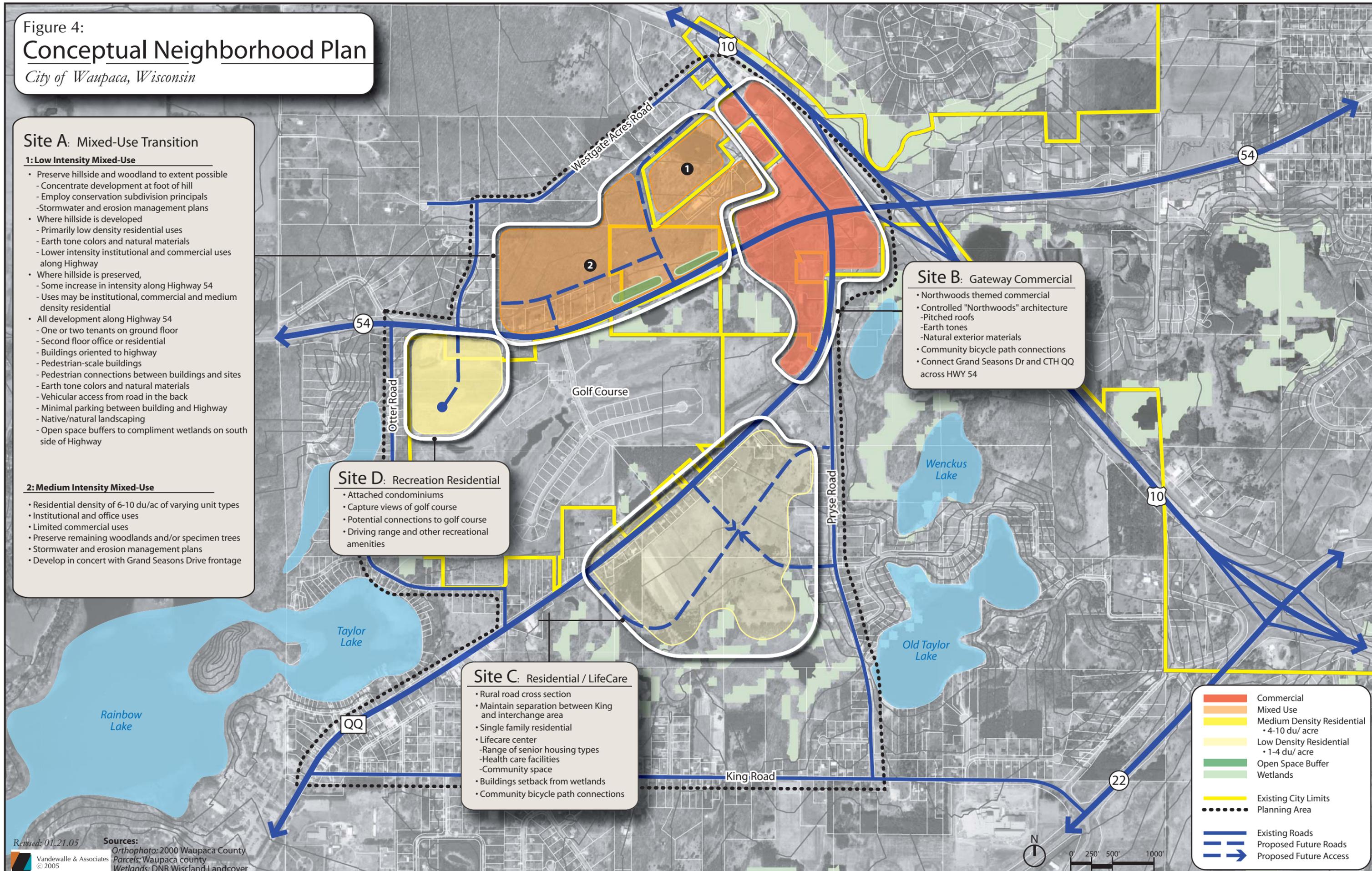
- Attached condominiums
- Capture views of golf course
- Potential connections to golf course
- Driving range and other recreational amenities

**Site C: Residential / LifeCare**

- Rural road cross section
- Maintain separation between King and interchange area
- Single family residential
- Lifecare center
  - Range of senior housing types
  - Health care facilities
  - Community space
- Buildings setback from wetlands
- Community bicycle path connections

**Site B: Gateway Commercial**

- Northwoods themed commercial
- Controlled "Northwoods" architecture
  - Pitched roofs
  - Earth tones
  - Natural exterior materials
- Community bicycle path connections
- Connect Grand Seasons Dr and CTH QQ across HWY 54



<span style="display:inline-block; width:15px; height:10px; background-color:orange; border:1px solid black;"></span>	Commercial
<span style="display:inline-block; width:15px; height:10px; background-color:lightorange; border:1px solid black;"></span>	Mixed Use
<span style="display:inline-block; width:15px; height:10px; background-color:yellow; border:1px solid black;"></span>	Medium Density Residential • 4-10 du/ acre
<span style="display:inline-block; width:15px; height:10px; background-color:lightyellow; border:1px solid black;"></span>	Low Density Residential • 1-4 du/ acre
<span style="display:inline-block; width:15px; height:10px; background-color:lightgreen; border:1px solid black;"></span>	Open Space Buffer
<span style="display:inline-block; width:15px; height:10px; background-color:lightgreen; border:1px solid black;"></span>	Wetlands
<span style="display:inline-block; width:15px; border-bottom:1px solid yellow;"></span>	Existing City Limits
<span style="display:inline-block; width:15px; border-bottom:1px dashed black;"></span>	Planning Area
<span style="display:inline-block; width:15px; border-bottom:1px solid blue;"></span>	Existing Roads
<span style="display:inline-block; width:15px; border-bottom:1px dashed blue;"></span>	Proposed Future Roads
<span style="display:inline-block; width:15px; border-bottom:1px solid blue; margin-right:5px;"></span> <span style="display:inline-block; width:15px; border-bottom:1px solid blue; margin-right:5px;"></span> <span style="display:inline-block; width:15px; border-bottom:1px solid blue; margin-right:5px;"></span>	Proposed Future Access

felt a higher intensity of commercial development may be appropriate for the flatter area adjacent to the highway. Ultimately, the Plan Commission decided that a “mixed-use” designation of the entire area was the best approach, with the idea being to provide an incentive to leave the hillside intact by allowing more development intensity along the highway, as described below:

### 1. Lower Intensity Mixed-Use Development

The focus of development in the mixed-use area is not so much on use as it is on the location, intensity, and design of sites and buildings. Ideally, the hillside and wooded areas would remain intact or have minimal disturbance. Detailed contour and vegetative cover maps should be prepared prior to development design to determine suitable locations for clustering development consistent with conservation design principals. Where the hillside is disturbed, mitigation measures should be taken to reduce scarring, such as having development areas and roads follow the natural contours, limiting the use and height of retaining walls, and using vegetative screening for cut and fill areas. Woodland disturbance should be mitigated by using selective cutting instead of clear cutting where ever possible, and using existing tree rows to screen cut areas from views from the highway. Uses on the hillside, where present at all, should have very limited intensity, such as low density residential. Buildings constructed in this area should blend into the hillside by requiring earth-toned building exteriors. Best management practices for both stormwater management and erosion control should be implemented.

Uses in the flat areas along Highway 54 should be limited to lower- to medium-intensity commercial development (such as office, personal and professional services, retail, and restaurants), medium density residential, and/or institutional uses, like churches. Mixed uses within a building (ground floor commercial with upper floor office or residential) also are appropriate. Outdoor storage, display, and activities should be minimized and well-screened where present. Auto-oriented uses (those with drive-throughs and drive-ups) should be avoided altogether.

The Department of Transportation is unlikely to approve new access points (driveways) onto Highway 54. In light of this, access to these commercial sites would be limited to two entrance roads, one directly across from Foxfire Drive and a second between Foxfire Drive and Highway QQ. These would be connected, preferably, by a road that would run at the foot of the hill. Development sites should be oriented toward Highway 54, even though the primary vehicular entry would be in the back, with multiple buildings on a site oriented to each other in a small “village” or cluster arrangement. Parking areas should be distributed around the buildings and well-landscaped, with minimal parking provided between the buildings and Highway 54.

#### **Conservation Design**

This Plan advances the use of “conservation neighborhood design” in the planning and development of new subdivisions in the study area. The following are guiding principals of “conservation neighborhood design”:

- Preserve and enhance the environmental systems that define, sustain, and connect neighborhoods.
- Blend the convenience of the automobile with the creation of safe, comfortable places to walk.
- Integrate a variety of housing types to accommodate a variety of lifestyles and age groups.

Overall, this new model of conservation neighborhood design will create neighborhoods which are more livable, interactive, efficient, and protective of natural resources. Often, conservation subdivisions preserve one-half or more of the land as permanent open space. If designed and developed correctly, each subdivision becomes part of a network of resource protection areas throughout the community. Open space within neighborhoods can be enhanced by allowing or encouraging decreases in lot sizes compared to conventional developments.

Buildings should have high quality, natural materials and finishes such as wood, brick and stone. The use of metal and dryvit should be limited. Building use and design should be characterized predominately by single-use tenants (at least on the first floor) with multi-tenant strip centers to be avoided. Buildings should have a pedestrian-scale, emphasized with the use of awnings, canopies and open arcades, as well as a comprehensive pedestrian circulation system linking all buildings on the same site, as well as those on adjoining sites.

The size of any one building or the total of all buildings on any one site should be a function of the extent to which the natural topography and woodlands in the back are maintained. Those developments that retain the hillside and woodlands intact may have larger buildings (up to 20,000 sq. ft.) in the front along the highway, and a general increase in intensity of development with a floor area ratio (the ratio of gross square footage of all floors of all buildings to the total square footage of the lot) of up to 0.25. In addition, developed areas should have a minimum of 25% open space. Developments that disturb the hillside and woodlands to a significant extent should be limited to smaller buildings (up to 10,000 sq. ft.), a lower general intensity of development (up to a floor area ratio of 0.15) and minimum of 35% open space.

Regardless of the ultimate intensity of development along Highway, 54, open space buffers that compliment the wetland area on the south side of the highway should be provided to assist in preserving the rural image of Highway 54, and also to serve as natural gateway to the more developed area to the east at the interchange with U.S. Highway 10. Additionally, these buffer areas could be used as part of the stormwater management system for the area.

The implementation of this mixed-use concept is best achieved through a Planned Unit Development, at least until the City's zoning code is updated and appropriate standard zoning districts are available consistent with the development concepts described above. Regardless of the ultimate zoning, the City also needs to adopt resource protection standards that establish finite limits to the disturbance of resources (such as slopes and woodlands) and provide appropriate mitigation measures. Although the current PUD requirements in the city code include resource protection as an issue/factor to be considered in the development approval process, it does not set any baseline standards or specific mitigation requirements. Given the fractured ownership pattern within this area, a single, master planned-development for the entire area is unlikely. As a result, it will be extremely difficult for the city to achieve a unified resource proportion program that is consistently applied across all development in the area without a well-constructed set of standards.

## 2. Medium Intensity Mixed-Use

The eastern end of the hillside is generally flatter than the rest of the area, and some portions already have been cleared or substantially thinned. In addition, this property already has been annexed into the city and has been zoned Strip Commercial. As a result, this eastern end of the hillside can support more development than area 1. Given the location of the property and current market conditions, medium density residential of up to 14 dwelling units per acre may be the most appropriate development for the bulk of the property. Housing types in this area could range from single-family homes to attached and detached condominiums and multiplexes. Regardless of the development type, erosion control and stormwater management is critical for this area and best practices must be implemented. Further, development should be coordinated/master planned with the Grand Seasons Drive commercial frontage described as part of Site B on the next page.

**Site B: Gateway Commercial**

Site B is generally located at the interchange of Highways 10 and 54, extending north and south along Grand Seasons Drive and Highway QQ. Today, this area is a mixture of active and inactive visitor-related businesses, including a hotel, gas station, sports bar, and gift shops. Several potential redevelopment sites are located within this area for which specific redevelopment plans should be prepared.



*West side of Highway QQ, near intersection of Highway 54*

Future commercial development/redevelopment within Site B is envisioned to have “northwoods”-themed restaurants and retail. With good access and high visibility from the Highway 10/54 interchange, it is anticipated that this area will be a sought after location for national and local highway-oriented retailers (restaurants, gas stations, and retailers). The quality of the development within this area should rise above what is typical for interchange retail. Architecture within this area should reflect a northwoods theme and be enforced through design standards that regulate building characteristics including roof lines, exterior construction materials, and colors. As this area is within the City’s jurisdiction, the City should implement a detailed streetscaping program that creates the northwoods identity. Streetscaping should be completed on both Highway QQ and Grand Seasons Drive to tie both sides of Highway 54 together.

**Site C:**

Site C is located east of Highway QQ approximately halfway between the intersection of Highways 54 and QQ and the hamlet of King. Currently, this area serves as a buffer between the urban development associated with interchange and the rural character associated with King. Houses are scattered along Highway QQ with some intermittent office uses. This site is envisioned to be maintained as a buffer between Waupaca and King.



*Highway QQ southwest of the bend*

Development within this site is constrained by wetlands to the south and east. One opportunity for this area is medium density residential development or a Life Care Center to the east of Highway QQ. Waupaca and the Chain O'Lakes have a significant number of people retiring to the area who are interested in "aging in place." A Life Care Center is a development that provides a range of needs for the aging population. The housing options would start with attached and detached homes, transitioning to apartments and, eventually, to assisted living and nursing homes.

As part of a Life Care Center or other master planned residential community, a mix of supporting office and low intensity retail and service uses may be integrated into the overall development. While it is critical that this area provide a clear separation of the King and U.S. 10 interchange commercial districts, a thoughtful, mixed-use plan with limited commercial uses would be appropriate.

In order to facilitate accessibility to the interior of this site, street access should be provided from both Highway QQ and Pryce Road. Conceptually, two connection points could be made from both Highway QQ and Pryce Road with an intersection point in the middle of the site.

### **Site D: Recreation Residential**

Site D is located at the eastern corner of Highway 54/Otter Drive intersection. Currently, this site is used as a Christmas-tree farm with the Foxfire Golf Course leasing a portion of the land for a driving range. This parcel has fairly limited accessibility from both Highway 54 and Otter Drive. Access to the highway is constrained by wetlands on the property's northern boundary, and approximately nine residential lots separate the parcel from Otter Drive, with only a small driveway available for access.



*Parcel at the corner of Highway 54 and Otter Drive*

Site D is envisioned as recreation/seasonal residential that is associated with both the Chain O'Lakes to the west and the adjacent golf course. This area is anticipated to be oriented around condominium housing that could potentially be connected with the golf course. Density of housing on this site is conceptualized as approximately six to ten dwelling units per acre.

## Neighborhood Land Use Plan

### Land Use Plan Categories

Figure 5 on page 27 contains the Neighborhood Land Use Plan for the study area. The land use categories shown on the map are described below. *Although the map includes property lines of individual parcels and lots, the exact boundaries of the land use designations are intended to be general and must be determined on a site-by-site basis using the entire text of this document.*

#### Recreation/Open Space

This category is intended for the permanent protection of public and private open space and recreation areas. Typical uses in the district include areas placed in conservation easements; publicly owned open space and recreation areas, such as parks, trails and ballfields; and private outdoor recreation areas such as golf courses. Development is limited to those uses that include a very high percentage of open land area with a limited number of buildings and structures.

#### Low Density Residential

This category is intended for low density residential development (1 to 4 dwelling units per gross acre). Dwelling unit types predominately consist of detached, single family homes but also may include twin houses (attached single family homes), zero lot line homes, and duplexes, among others. Most lots and all subdivisions with this designation are to be provided with water and sewer service, as well as other urban facilities and services. The actual lot sizes and density of a given development need to be determined by the availability of the infrastructure and the natural resource and physiographic constraints of the site. Accordingly, cluster development/conservation subdivision designs are encouraged where necessary to protect natural resources and features and to facilitate the efficient and cost-effective extension of public facilities and services. (See the Conservation Development sidebar on page 17.)

#### Medium Density Residential

This category is intended for medium density residential development (up to 14 units per acre). A wide variety of dwelling unit types are permitted including single family homes, twin houses, duplexes, two-flats, multiplexes, and apartments, among others. In addition, this category also provides for a variety of institutional residential uses including, but not limited to, adult congregate living facilities, nursing homes, rehabilitation hospitals, and life care facilities, as well as their attendant accessory uses, such as personal services, medical clinics, and limited retail and services as part of an overall, integrated master planned development.

#### Mixed-Use Transition

This category is intended to address the location, intensity, and design of development, more so than the specific uses, in the area north of Highway 54. As described in the Conceptual Neighborhood Plan section of this document, the area is a key focal point of the transition from the more rural/resort/recreation areas found in the Chain O'Lakes region west of the city, and the western extent of urbanized, predominately commercial uses found in the City of Waupaca. Development in the area should be approved only as a Planned Unit Development, at least until the City zoning code can be updated. Regardless, all development should have minimal impact on the wooded hillside, in exchange for some increased allowances of development intensity in the flatter areas along the highway. Conservation design principals should be employed for any development on the hillside, and resource protection and mitigation standards adopted as soon as possible and implemented uniformly across all proposed development within this transition area. Development uses and

intensity should be as described in the Concept Plan section of this document in concert with the provisions indicated in the Highway 54 Corridor Overlay category described below.

#### General Commercial

This category is intended for a wide variety of commercial uses including, but not limited to, offices, personal and professional services, retail, restaurants, lodging, and entertainment. Outdoor storage and display are permitted, but should be screened from adjoining streets and residential areas. Perimeter screening and buffering should be provided adjacent to developments with less intensive land uses. Large parking areas should be broken up by distributing them around the buildings and providing landscaped and pedestrian medians. Consistent with the scale of the overall community, floor area ratios should be less than 0.50 and a minimum of 15% landscaped area should be provided.

#### Resource Protection Overlay

This category serves as an overlay where significant natural and physiographic resources are known to be present. Such resources include, but are not limited to, steep slopes, highly productive soils, wetlands, woodlands, shorelines, and drainage ways. In such areas, a detailed site analysis needs to be performed prior to issuing development approvals that documents existing resources and provides adequate protection and mitigation measures. As a result, the full intensity or density permitted by the underlying land use designation may not be able to be achieved. In addition, an alternative form of development, such as cluster or conservation subdivision, may be required.

#### Highway 54 Corridor Overlay

This category serves as an overlay along the west end of the Highway 54 corridor to promote a character of commercial development consistent with the transitional nature of the area as documented in this plan. The area within the overlay district on the north side of the highway is intended to include the flatter area immediately adjacent to the highway where non-residential development is expected to be concentrated, as well as any portions of the hillside into which the frontage development may extend. Within the overlay district, design and development standards should be developed that incorporate the following:

- High quality, natural building materials (predominately wood, brick, and stone) and natural and earth tone colors.
- Building scale and design standards that are similar to residential structures and include features such as sloped roofs, eaves, porches, awnings, chimneys, while minimizing the use of glass store fronts and “flat” facades.
- Primary building entrances oriented to Highway 54, even if the primary vehicular entrance is located on another side.
- Subdivision layout and building site designs that result in an appearance of independent buildings on individual lots, even though the development may occur in the form of a commercial subdivision.
- Prohibition of strip malls and other multi-tenant building designs.
- Signage that is limited to small-scale monument signs located along Highway 54 with minimal wall and window signs.
- Prohibition of roof signs.

- Extensive landscaping of predominately native plant materials along Highway 54, with only one, double loaded parking aisle permitted in the front.
- Preservation of open space across from the wetland areas on the south side of Highway 54 to create a “green” gateway for those approaching from the west.
- In addition to providing adequate vehicular access, adequate pedestrian connections should be provided on all sites between the front door and adjoining streets and between adjoining developments.

#### Northwoods Gateway Commercial Overlay

This category serves as an overlay on the west side of the Highway 54/US 10 interchange along both sides of Grand Seasons Drive and the east end of CTH QQ. The overlay district is intended to provide a high quality, “northwoods” themed gateway to the City of Waupaca with a wide variety of commercial uses that cater to tourists as well as seasonal and permanent residents. Within the overlay district, standards should be developed that incorporate the following:

- A palette of building designs, materials and colors that evoke a northwoods image for the area.
- A palette of landscape materials consistent with the northwoods theme.
- A streetscape design including elements such as unique street lights, landscaping, walkways and other features that help unify the identity of the entire district and further enhance the northwoods theme.
- Cross walks and other visual streetscape elements to tie Grand Seasons Drive and CTH QQ together across Highway 54.
- Sign controls that provide a consistent and appropriate scale and location of signage. Monument-style signs should be promoted while pole signs and wall signs are minimized.
- Parking lot screening and landscaping.
- Pedestrian circulation and access between sites and between sites and public streets should be provided.

#### **Future Land Use Implementation**

The primary means of achieving the land uses shown on the Neighborhood Land Use Plan is through zoning. Over time, the City should seek to achieve consistency between the Official Zoning Map and Neighborhood Land Use Plan and between the zoning districts and the Land Use Plan Categories used in this document. However, there are several different methods for accomplishing this, including:

- Proactive rezonings on the part of the City;
- Creation and adoption of “overlay” regulations for specific areas;
- Development-specific Planned Unit Development or Conditional Use proposals; and
- Landowner proposed annexations/rezonings.

The method selected for any particular property will vary depending on the timing and location as described below.

### Proactive Rezoning

Proactive rezonings are rezonings initiated by the City. In some cases, such rezonings would increase the intensity of development (especially for newly annexed lands that currently are zoned agriculture) while in a couple of others they would decrease the intensity of development.

One of the difficulties currently facing the City in managing the quality and compatibility of development is an antiquated set of zoning and development regulations. Because the current zoning code contains very few “performance” standards (such as screening, buffering, landscaping, building mass and scale, building orientation, etc.) the City should avoid rezoning properties, including lowering the intensity/density, without the benefit of a specific development plan for a particular property. A strong recommendation of this Plan is to adopt more modern zoning districts that include a range of performance standards that help to differentiate the zoning districts as much by character, look, and feel as by use. Proactive rezonings of any type should take place only after appropriate districts are added to the zoning code. Further, all properties should be evaluated to determine whether the goals of this Plan can best be achieved through proactive rezoning or through development-specific approvals, such as Planned Unit Developments or Conditional Uses.

### Overlay Districts

In addition incorporating appropriate standard zoning districts, the zoning code also needs to be amended to include three different overlay districts. Two of these are commercial districts where the overlay provisions would address unique use, signage, landscaping, setbacks, buffering, parking and, possibly, architectural design requirements to create a specific character for certain areas. Once these are in place, the higher intensity uses shown on the Neighborhood Land Use Plan may be implemented with a proactive increase in the intensity of the underlying zone. Prior to adoption of the overlay districts, however, increases in intensity should take place only on a development-specific basis either through the Planned Unit Development or Conditional Use processes.

The third overlay district deals with resource protection. In order to adequately protect the various resources that may exist in these areas, urban (non-agricultural) zoning districts should not be applied until the resource protection provisions are in place. Until then, development should be considered only through the Planned Unit Development process.

### Development-Specific Rezonings

As noted, until the zoning code is amended, most development should be considered only through the Planned Unit Development or Conditional Use processes. Nonetheless, even after such districts are added to the code, there may be properties and types of development where it would be prudent to consider only a development-specific proposal as opposed to applying a standard zoning district. In addition to the Mixed-Transition area described previously in this Plan, one additional example is the medium density area shown on the Neighborhood Land Use Plan south of CTH QQ. While it is possible to craft a zoning district that permits an appropriate variety and quality of medium density residential developments, it is much more difficult to incorporate zoning standards for the mix of ancillary uses outlined in the Medium Density Land Use Category (e.g. personal services, medical clinics, etc.). As a result, such a mix of uses may be best dealt with on a development-specific basis.

### Landowner Proposed Annexations/Rezonings

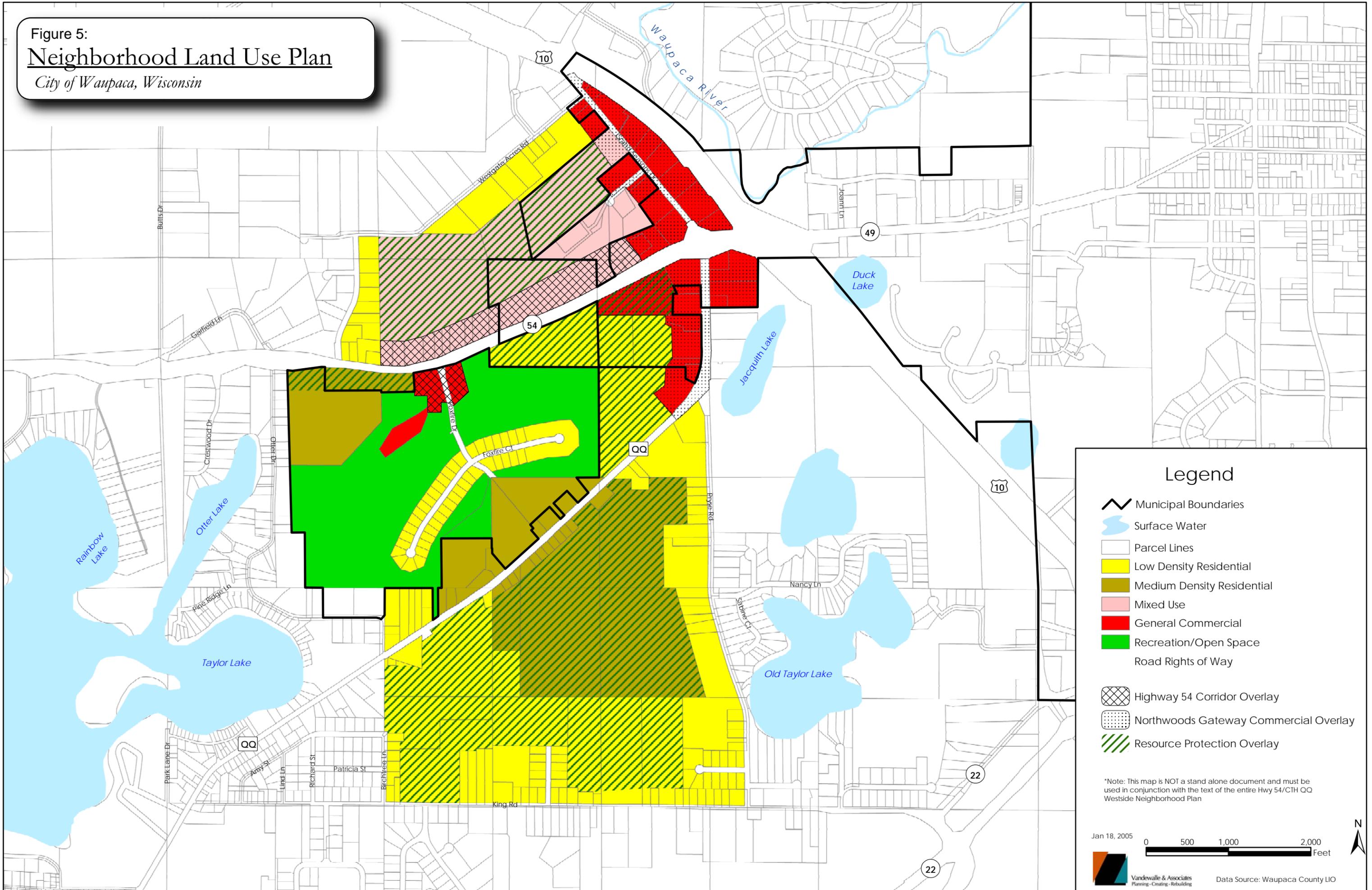
Most of the land area covered in this Plan currently is not in the City. The Town of Farmington is zoned and exercises land use authority over this area; however, significant development of any type will require water and sewer service and, thus, will necessitate annexation. Therefore, the realization of the uses shown on the Neighborhood Land Use Plan primarily will be accomplished incrementally as properties voluntarily annex to the City over time.

Some annexations will coincide with specific development proposals while others may be initiated by property owners seeking to position their properties for future development by others. All specific development proposals certainly should be reviewed for consistency with this Plan, with zoning applied through an appropriate standard zoning district or via a Planned Unit Development.

In those instances where annexation is requested without a specific development proposal, the zoning to be applied primarily will be dependent upon whether the appropriate standard zoning districts and overlay districts have been added to the zoning code. Should annexation occur prior to the addition of these districts, serious consideration should be given to zoning the property with a very low intensity district, including agricultural zoning, in order to “hold” the property and prevent inappropriate development until adequate zoning districts are available. Even if adequate districts are available, the location and timing of the annexation should be considered carefully to determine if it is appropriate to apply the full range of uses shown in this Plan or whether a lesser intensive district would be more suitable (including agricultural zoning) until such time when development of the property would represent a more logical extension of urban uses in the area.

(This page intentionally left blank.)

**Figure 5:**  
**Neighborhood Land Use Plan**  
*City of Waupaca, Wisconsin*



### Legend

- Municipal Boundaries
- Surface Water
- Parcel Lines
- Low Density Residential
- Medium Density Residential
- Mixed Use
- General Commercial
- Recreation/Open Space
- Road Rights of Way
- Highway 54 Corridor Overlay
- Northwoods Gateway Commercial Overlay
- Resource Protection Overlay

\*Note: This map is NOT a stand alone document and must be used in conjunction with the text of the entire Hwy 54/CTH QQ Westside Neighborhood Plan

Jan 18, 2005

0    500    1,000    2,000  
 Feet

N  
 Vandewalle & Associates  
 Planning - Creating - Rebuilding  
 Data Source: Waupaca County LIO

## **Neighborhood Plan General Implementation Strategy**

The following implementation steps should be taken to fully implement the concepts and goals recommended in this plan

### **Integrate Recommendations of this Plan into the Ongoing Countywide Comprehensive Planning Process**

This plan was prepared at the same time a countywide smart growth plan was being prepared. Initial information collected for that plan was used to help inform and guide this plan. Likewise, the results of this plan should be used to help guide and inform the countywide plan.

### **Adopt Stormwater Management Standards**

The area has a fairly recent stormwater master plan, but the City of Waupaca and Town of Farmington have yet to adopt specific stormwater management regulations for site development. The water quality of the Chain O'Lakes and adjoining wetlands are critical natural resources in the region and are vital to the region's economy. Given the topography of the study area, future development could have a significant impact on water quality. Therefore, the City and Town should look to adopt appropriate stormwater regulations and standards that ensure post-development runoff quality and quantities to do not adversely impact the neighboring lakes and wetlands.

### **Update the Subdivision Ordinance**

Review, and revise where necessary, the City and Town subdivision ordinances to permit "alternative" development forms, such as cluster development and conservation subdivisions. In addition, the subdivision ordinances should require a thorough site analysis prior to subdivision design and approval to identify and protect key resources and to provide for a more efficient extension of public facilities and services.

### **Update the Zoning Ordinance**

Review, and revise where necessary, the City and Town zoning ordinances to establish appropriate zoning districts consistent with the land use categories defined in this plan. District standards should focus not only on permitted uses but bulk standards as well, such as setbacks, building heights, and building sizes, in addition to site development standards, such as landscaping, parking lot design and locations, and signage. In addition, performance standards for items such as outdoor lighting and storage also should be included. Finally, the City and Town should seriously consider additional regulations for large-scale development (commercial buildings larger than 25,000 square feet or more than 25 residential units) that ensure the location and design of such development is appropriate by providing additional design standards for building facades, building entries, parking lots, landscaped areas, etc. Such development should be permitted only as a Conditional Use.

### **Update the Official Map**

Review, and revise where necessary, the City's Official Map to reflect the types and general locations of future street connections shown on the Conceptual Neighborhood Plan (Figure 4 on page 15).

### **Develop Zoning Overlay Districts**

Create Highway 54 and Northwoods Gateway overlay zoning districts to address the building and site design recommendations described for each area in this plan.

### **Develop a Streetscape Plan and Coordinate with the Pending CTH QQ Road Improvements**

Prepare and implement a streetscape plan for the Northwoods Gateway Overlay District. This should be carefully coordinated with the road improvements for the east end of CTH QQ proposed to be constructed this year. Accordingly, that project may need to be delayed and revised until plans for the streetscape are completed.

### **Develop Resource Protection Standards**

As documented in the plan, the study area is rich with natural resources, which provides the area with a strong, high quality identity. Also as documented in this plan, the area has additional development opportunities, *provided that the very resources that attract development in the first place are retained once development is complete*. Accordingly, it is imperative that resource protection standards be adopted for the following before any additional significant development occurs in the area:

- Steep Slopes
- Woodlands
- Wetlands
- Shorelines
- Drainageways

### **Revise TIF Plan**

As noted, most of the study area that is already within the Waupaca city limits is also in a Tax Increment Finance District. Given the development/redevelopment recommendations of this plan, and the recent changes in state statutes regarding TIF districts, the TIF plan should be reviewed for potential amendments to both the area and projects identified in that plan. While the regulatory implementation steps addressed above are very important, having a pro-active approach to promoting and encouraging the type and quality of development proposed in this plan is essential to achieving the plan's goals. Mechanisms like TIF and others provide excellent vehicles for the City to work in partnership with the development community to ensure full plan implementation.

## **Appendix 1: Steering Committee Meeting Minutes**

## Advisory Committee July 7, 2004 Morning Meeting Minutes

7:30 AM, Wednesday, July 7, 2004  
Best Western Grand Seasons

### Minutes

NOTE: The Hwy 54/CTH QQ Neighborhood Plan Advisory Committee has been established to provide input to the city of Waupaca Plan Commission and the Waupaca Common Council as to land use development preferences for the target area. The committee is made up of 3 representatives each from the city of Waupaca and the towns of Dayton, Farmington and Waupaca. As of August 9, 2004 the town of Lind has chosen not to participate.

The meeting was called to order by Chairman Brian Smith. Mr. Smith appointed Terry Martin Vice Chairman. The following members were present:

City of Waupaca – Mayor Brian Smith, Terry Martin and Carol Elvery  
Town of Dayton – Kevin Peterson, John Hebbing  
Town of Farmington – Don Fabricius, Dale Trinrud, Ruth Barnett  
Town of Waupaca – Mary Trice, Jay Moe, Arden Sellin (filling in for Dale Bonikowske)

Members absent:

Town of Dayton – Ken Hurlbutt – absent due to mother's illness  
*Note: Town of Lind has not officially agreed to participate*

Others Present:

Bev Crane – resident of the town of Lind  
Henry Veleker – City Administrator – City of Waupaca  
Vandewalle & Associates – Scott Harrington, Jamie Radel, Jeff Maloney, and Catrine Lehre-Brey

**Approval of Agenda** – Terry Martin made a motion to approve the agenda. Carol Elvery seconded the motion all voted in favor.

**Schedule for the Day** – Henry Veleker outlined the activities for the day. The schedule follows very closely the tasks identified by the consultant in their contract with the city. The committee was provided this information in the packet mailed to them.

**Base Map and Data Information Presentation**- Scott Harrington, Project Manager, Vandewalle introduced the other Vandewalle personnel. He then started his presentation by providing information about his firm and personal professional background. Other points made by Mr. Harrington included:

- The target area was identified by the city of Waupaca. To undertake this neighborhood plan the city as a whole, particularly commercial areas would need to be considered as well.
- That a hodgepodge of plans exist for the target area. There is no one plan that defines a specific land use plan that is parcel specific for the area.
- He explained the purpose of the stakeholders interviews being held throughout the day. The intent is to get these individuals to provide candid information that they might not otherwise provide in a public forum. The stakeholders were identified by the city based on broad categories of professions and interests provided by the consultant. The individuals to be interviewed represent landowners, business owners, real estate, business associations and city staff.

- Vandewalle's intent is to create 3 alternative plans for the public meeting later in the evening.
- In 4 – 6 weeks a draft plan would be provided to the advisory committee for refinement.
- He stated there was good cooperation from Foth & VanDyke (firm doing Waupaca County Comprehensive Plan) and Waupaca County's Land Information Office.

Mr. Harrington then turned it over to Jeff Maloney for a review of the base map data. Mr. Maloney's comments included:

- Hwy 10 works to separate uses and feel. Area west of Hwy 10 more rural with some minor commercial as opposed to strictly commercial east of Hwy 10.
- There is a transition zone between CTH QQ/Pryce Rd. intersection back to King.
- He identified the watershed boundaries in the area and felt that water quality should be an important issue because of the Chain O Lakes.

Other points made by the consultants include:

- Golf Course and Convention Center development pattern pretty much set
- Large area of wetlands off of Pryce Rd.
- Since much of the area has essentially been developed there are some distinct areas that the plan should focus on. These areas include:
  - Christensen and Verhalen Properties and other properties north of Hwy 54 to Shamrock Lane.
  - Yeska Property – Property immediately adjacent to and to the west of Foxfire
  - Corridor along CTH QQ to Pryce Rd. – it is already commercially zoned but has potential for redevelopment in the future
  - Transitional area along CTH QQ from Pryce Rd. south to King. This area has a rural appearance with some commercial uses.
- Will take a regional approach to the study. Vandewalle will look at the commercial corridor on W. Fulton St based on the fact if you open up new commercial areas it could have a negative effect on W. Fulton.
- Also look at East Gateway. Need to know what is going to happen in this area and how it will effect the study area.

Mr. Harrington then asked the Advisory Committee members and the others present what they feel is important to be sensitive to when putting together the plan and whether they had questions.

Mayor Smith was curious as to how Waupaca's commercial makeup compares to other cities Waupaca's size. Mr. Harrington responded that commercial is not only a reflection of the city population but areas around Waupaca. He stated that Waupaca has a high seasonal population that should be considered as well.

Mary Trice commented that she is concerned about Waupaca losing its rural appeal but understands that progress is OK.

Henry Veleker asked whether the plan should be sensitive to convention/visitor projects since Waupaca is centrally located in the state and there is a coordinated effort to "brand" our area as a conference destination.

Kevin Peterson – concerned that developing the East Gateway will have a negative impact on W. Fulton. He also was wondering whether commercial development is easier to control run-off than residential. Mr. Harrington said that in both cases storm water run off can be mitigated with initial project design.

Terry Martin – In his opinion Big Box development would more likely have a negative effect on W. Fulton St. than downtown Waupaca.

Carol Elvery – She expressed concern that the residential owners in the target area will not have a fair say in the plan development and was wondering why they were not included in the stakeholder interviews.

Mayor Smith – He noted that investments have been made on the East side with light industrial and commercial the likely land uses. He felt that residential would not be as prevalent on the east side.

Mr. Harrington reminded the group that this planning effort was not a process to determine whether Walmart is good or bad for Waupaca but rather what are the types of land uses the community wants to see occur in the study target area.

**Adjournment.** Terry Martin made a motion to adjourn. Jay Moe seconded the motion. All voted in favor.

The meeting adjourned at 8:55AM.

Prepared by: Henry Veleker, City Administrator

## Advisory Committee July 7, 2004 Evening Meeting Minutes

6:00 PM, Wednesday, July 7, 2004  
Best Western Grand Seasons

### Minutes

NOTE: The Hwy 54/CTH QQ Neighborhood Plan Advisory Committee has been established to provide input to the city of Waupaca Plan Commission and the Waupaca Common Council as to land use development preferences for the target area. The committee is made up of 3 representatives each from the city of Waupaca and towns of Dayton, Farmington and Waupaca. As of August 9, 2004 the town of Lind has chosen not to participate.

The meeting was called to order by Vice Chairman Terry Martin. The following members were present:

City of Waupaca – Terry Martin and Carol Elvery  
Town of Dayton – Kevin Peterson, John Hebbring  
Town of Farmington – Don Fabricius, Dale Trinrud, Ruth Barnett  
Town of Waupaca – Jay Moe, Arden Sellin (sitting in for Dale Bonikowske)

Members absent:

City of Waupaca – Mayor Brian Smith  
Town of Dayton – Ken Hurlbutt – absent due to mother's illness  
Town of Waupaca – Mary Trice  
*Note: Town of Lind has not officially agreed to participate*

Others Present:

Henry Veleker – City Administrator – City of Waupaca  
Vandewalle & Associates– Scott Harrington, Jamie Radel, Jeff Maloney, and Catrine Lehry-Brey.  
Various members of the General Public – see attached sign up sheet

**Approval of Agenda** –Don Fabricius made a motion to approve the agenda. Carol Elvery seconded the motion all voted in favor.

Following the approval of the agenda, Vice Chair Martin asked the Committee to introduce themselves.

**Public Forum on Preliminary Results** – Scott Harrington introduced the Vandewalle Team. He discussed the process that was established for the project. He explained what the project is and what it is not. He emphasized that the project was not about whether Walmart, which precipitated the project, is good or bad for Waupaca but rather what are the types of commercial and other uses the community would like to see happen in the study area. He discussed the stakeholder interviews and gave a general overview of who was interviewed.

He then described the boundaries of the area and some base data. His comments included:

- process must take in a regional analysis. Can't look at the area in a vacuum
- described watershed boundaries, which narrows the focus to the vacant land that is developable.
- He explained the jurisdictional boundaries and TIF boundaries. He stated that the outcome of the planning process should identify the types of projects and uses that do not negatively effect the

economic viability of TIF District #6 which is the TIF District that much of the study area lies in or is adjacent to.

He then explained that there are four areas or sites that are key to the study area. He coined them:

**Site A** – This is the Christenson/Verhalen property and adjoining properties north of Hwy 54 to Shamrock Lane.

**Site B** – Existing commercial area along CTH QQ from Hwy 54 intersection south to Pryce Rd.

**Site C** – CTH QQ Corridor from Pryce Rd. south to King

**Site D** – Yeska Property

In his opinion other areas in the study area aren't likely to change due to set uses that are in place now and environmental constraints such as wetlands.

At this point there was a good deal of discussion about TIF Districts and why residents in the study area were not included in the stakeholder interviews and why they should be included.

Mr. Harrington then reviewed three (3) potential development options in the study area. Each option included the four (4) distinct development sites.

**OPTION 1** – This option continues the commercial development seen on W. Fulton St. out to the west. Mr. Harrington termed it as the most intensive commercial development option of the three options that he was going to review with the committee and the public. Specific site comments:

**Site A** – Most intense development of the 4 sites within the option. Includes big box on the site and the attendant development that likely follows big box. Development would look a great deal like K-Mart with a significant change to the physical landscape– ie cutting down the hill on the site.

**Site B** – General commercial consistent with what exists and with the existing strip commercial zoning.

**Site C** – Shallow depth individual commercial development. Not as intensive with such uses as antique stores, small office. These developments would have individual access off of CTH QQ.

**Site D** – Indoor year round recreation that would complement the outdoor recreation uses (Foxfire principally) in the area.

**OPTION 2** – Mr. Harrington characterized this option as reflecting transition types of developments from the Chain O Lakes back to the city. He stated that this option was a hybrid or a blending of the two extremes reflected in Options 1 & 3.

**Site A** – Uses include large lot subdivision of 1 ac. lots allowing for small commercial along Hwy 54. Depth of the commercial lots would be similar to those of houses to the west on Hwy 54.

**Site B** – Big Box Development– would encompass redevelopment of much of the existing commercial land in the area.

**Site C** – Rural residential with land off of CTH QQ being set aside for life care center uses. He then explained that life care centers give individuals the ability to buy in up front for a range of living options that start out to be more independent living but ultimately end up as a nursing home care toward the end of an individual's life.

**Site D** – More seasonal types of housing such as multi-family condos that would tie into the Foxfire Golf Course

At this point a number of questions were asked about traffic and how this development option would impact traffic.

**OPTION 3** – Mr Harrington explained that this option has the least intensity of development of the three options being presented. He termed the option as the Chain O Lakes Recreation Orientation option.

**Site A** – Large Lot subdivision with large open space in front to match wetland that currently exists on the south side of Hwy 54.

**Site B** –Tourist oriented commercial, with streetscaping and other improvements to reflect a theme such as “Northwoods”.

**Site C** – Rural residential with large lot sizes

**Site D** – Recreation open space such as ball fields, soccer fields

Many questions followed. Many questions were asked of Mr. Harrington to clarify points he made in his presentation. Audience members also provided comments for and against various elements of each option. Mr. Harrington closed comments and moved on to explain to the group that he would like for the committee and the audience to vote for the types of development they would like to see on each of the four sites identified for development. He made it a point to say that this process would be a snapshot of the group that was present and that it may or may not be reflective of the larger public and should be considered in that context.

The voting process involved each individual getting a total of eight votes represented by 4 green and 4 red dots. He directed everyone to put ONE green dot on the site option that the individual likes best and ONE red dot on each site option that the individual likes least. The group was given about 10 minutes to complete the task of voting.

Following the vote Mr. Harrington discussed some observations about the vote.

His comments focused on each site:

**Site A** – Option 3 or the least intensive development received the most positive votes. Audience comments on this included:

- Most people participated in the Waupaca County Comprehensive Planning Process for the SE Cluster want to retain the rural and rustic nature of the community.
- There needs to be concern for the Chain O Lakes water quality
- Won't be able to see stars with an intense type of development on Site A such as big box development.
- George Stoffel, owner of Foxfire commented that he was in favor of big box development on Site A.
- John Edelbeck, City Engineer cautioned that if the public wants to retain the trees on Site A then rural residential doesn't necessarily guarantee this. He felt that if the public wants to save the trees then the public should provide the funding to buy the development rights for the property.
- Henry Veleker, City Administrator asked whether the property owner could realize the same return from a residential type of development such as a conservation subdivisions as intense commercial. Mr. Harrington responded that he would not be able to answer the question adequately. It was also pointed out that Mrs. Christensen was not represented in the audience.

**Site B** – Option 3 was preferred for this site. This would include some type of themed commercial such as Hatchery Hill in Fitchburg.

**Site C** – Option 3 rural residential was preferred

**Site D** – Option 3 – Recreation open space received the most votes. Comments made about this included:

- Concern for light pollution
- The fact that the city and community already have a lot of recreation facilities now.
- Should use existing recreation opens sites such as those at the High School

At this point Vice Chair Martin closed the public comment period and then asked for the committee members to comment.

Kevin Peterson – He felt that there was an inconsistency with the desire to save trees on the west side versus the east side development.

John Hebbring – has concern for the need to see development on the east side – TIF #8 where big box development has been planned for.

Don Fabricius – he cautioned that the final plan for the study area should be in sync with what is desired by the Southeast Cluster group as part of the Waupaca County Comprehensive Planning Process. He stated that he felt that the proper land use along Hwy 54 is residential as it currently is.

Mr. Martin then asked the committee to clarify for Mr. Harrington the types of developments that the committee would like to see on the various sites. It was suggested that the committee deal with each site and take a separate vote per site.

**Site A** – Mr. Hebbring made a motion to study and further explore the concept identified in Option 3 that identifies the site for rural residential/conservation option. Ms. Elvery seconded the motion. All voted in favor of the motion except Mr. Kevin Peterson who voted no.

**Site B** – Ms. Elvery made a motion to study and further explore the concept of a themed type of development for this site but that it should also encompass areas to the north of Hwy 54 up Grand Seasons Drive. Mr. Ruth Barrett seconded the motion. All voted in favor of the motion except Mr. Kevin Peterson who voted no.

**Site C** – Mr. Terry Martin made a motion to further explore a mixed use development at this site (from intersection of CTH QQ and Price Rd. south to Otter Drive) that would not only include residential but commercial as well; also including a life care facility land use. Mr. John Hebbring seconded the motion. All voted in favor.

**Site D** – Mr. Terry Martin made a motion to study and further explore both multi-family and recreation uses on this site. Ms. Ruth Barrett seconded the motion. All voted in favor except Mr. Kevin Peterson who voted no.

**Adjournment** – Mr. Fabricius made a motion to adjourn. Mr. Peterson seconded the motion. All voted in favor. The meeting adjourned at 8:25PM.

Prepared by: Henry Veleker, City Administrator

## Advisory Committee August 25, 2004 Meeting Minutes

5:30 PM, Wednesday, August 25, 2004  
Library Meeting Room A & B

### Minutes

The meeting was called to order by Mayor Brian Smith, Chairman at approximately 5:35 PM. The following Advisory Committee members were present:

City of Waupaca: Brian Smith, Terry Martin, Carol Elvery  
Town of Dayton: Kevin Peterson, John Hebbring  
Town of Farmington: Don Fabricius, Dale Trinrud, Ruth Barrett  
Town of Waupaca: Jay Moe, Arden Sellin, Mary Trice

Also present, Henry Veleker, city administrator and Scott Harrington, Vandewalle and Associates, project consultant. The public attendance list is attached.

**Motion to Approve Agenda:** Don Fabricius made a motion to approve the agenda. Seconded by Terry Martin. All voted in favor of the motion.

**Presentation of Draft Plan:** Scott Harrington, Vandewalle and Associates made a presentation of the draft plan. He gave a history of the project and he wanted to make it clear that while a proposed Walmart project was a major impetus for this planning effort, the plan and ultimately the meeting this night was not about whether Walmart is good or bad for Waupaca, rather it was a discussion about the desired land uses that the public would like to see in the study area.

He also made a point about a “philosophy of development” which necessarily has two different focuses. One sees the study area as a natural extension of W. Fulton St. and the associated commercial uses. The other view sees the study area as an area that should be more representative of the more rural, recreational types of uses that are seen on the Chain O’ Lakes and Hartmann Creek State Park.

Mr. Harrington then explained that the study area has 4 principal sites that are currently undeveloped or have an opportunity for redevelopment. These are:

**Site A** - otherwise known as the Christensen/Verhalen properties. Vandewalle is proposing commercial development on Hwy 54 to a depth of 300’ with the rear portions of the properties proposed for residential uses.

**Site B** - this is the intersection of Hwy 54/CTH QQ. It extends to the northwest along Grand Seasons Drive to Westgate Acres Road and from Hwy 54 south along CTHQQ to Pryce Road. This area is recommended for more intense commercial

**Site C** - This area is located along CTH QQ from Pryce Rd. south to Otter Drive. For the central part of this site, it is proposed that land use be dedicated to medium density residential with life care facilities incorporated in the mix of uses.

**Site D** - otherwise known as the Yeska Property. The land use proposed in this area is Resort Residential, which would include condominiums.

Mr. Harrington did state that the recommended plan deviates from what the Advisory Committee asked him to investigate at the July 7 meeting. He stated that based upon further consideration of stakeholders comments and professional judgment his firm recommends changes to the land use in

Site A, from the purely residential uses proposed by the Committee on July 7 to a mix of commercial along the front half of properties fronting on Hwy 54 with residential uses to the rear.

**Public Comments** – A number of questions were raised and comments made during this section of the meeting. Among them:

- 1) What exactly is the depth of commercial uses along the west side of Grand Seasons Drive? S. Harrington responded that it can vary to some degree and that the plan does not necessarily follow a set boundary other than the rear property lines of the majority of existing lots fronting on Grand Seasons Drive. On Hwy 54 he stated that the commercial area essentially goes back to the foot of the hill.
- 2) What do hatched areas mean? Mr. Harrington replied that these areas require that the natural resource base must be evaluated and protected if necessary. These resources may include steep slopes, woodlands and wetlands. He stated that it may not be possible to achieve the full development intensities/densities of the proposed land uses in these areas due to requirements to protect and preserve these resources.
- 3) An alternative use for Site A could be a wayside or perhaps a location for the Fox Valley Tech regional campus. Scott Harrington liked the idea of a wayside in that it supports the idea of a transition area, representing a more rural/recreational type of use.
- 4) Does the current zoning code cover the proposed plan? S. Harrington stated that the city zoning code would need amended to include ordinances that would identify uses, types of design elements and construction materials, natural resource overlay districts, and land disturbance requirements.
- 5) Has this plan taken into account prior planning efforts on Waupaca's east side or East Gateway in the vicinity of the municipal airport? Mr. Harrington stated that it does.
- 6) An individual living along CTH QQ is concerned about increased traffic along CTH QQ. Mr. Harrington said that it will likely continue and he indicated that Waupaca County is planning to redo the section of CTH QQ from Hwy 54 to Otter Drive. The type of street improvement that is proposed is a rural cross-section. He cautioned that perhaps there may be a need to improve the Pryce Rd./CTH QQ intersection, with a traffic signal to control traffic. He urged city officials to ensure that future development plans are taken into account in the county highway project, such as the need for a bike lane.
- 7) Does Site B have building size limitations? Can a big box go in Site B? Mr. Harrington said there were no building size limitations proposed for this site. However, he felt that the design controls that are being recommended along with other requirements and amenities, such as pedestrian connections, will probably limit very large developments over say 100,000 sq. ft.
- 8) Where is the greenspace along Site A? Mr. Harrington stated that the city can obtain greenspace through the development approval process by requiring high quality design. He said greenspace requirements would be built into an overlay district for the planning area.

On a number of occasions during this portion of the meeting, Mayor Smith wanted to make it very clear that the purpose of the meeting was to review the draft plan and that the plan is a guide. He acknowledged that a lot of the study area is in fact in the town of Farmington but that the plan is meant to guide city decisions particularly when it is very likely that developers will need city water and sewer to develop areas that are currently in the town of Farmington. He also wanted the audience to be clear that annexation occurs only at the property owners request and that the city can not unilaterally annex a property without property owner initiative and consent to do so.

**Committee Discussion of the Plan** – Mayor Smith, after asking and not receiving additional audience questions he moved to a discussion of the draft plan with Committee members. They took each site in turn:

**Site A** - Carol Elvery – asked if office space on the 2<sup>nd</sup> story is more of a dream than reality? She liked the DOT comment that requires an interior street system for this area.

Dale Trinrud – said he’s glad to see commercial uses worked in along Hwy 54. He felt that at the July 7 committee meeting, stakeholder input was not given enough consideration and that the proposed plan responds better to the issues addressed by many of the stakeholders.

Mary Trice – said she’s OK with the compromise – having commercial in the front along Highway 54 with residential in rear. She’s not necessarily against big box but was concerned about big box development in the study area.

**Site B** - John Hebbring – said he was concerned about big box development in this area, he did not state what size of development constitutes “big box”.

Kevin Peterson – said he feels resort themed development (such as that recommended for the Hwy 54/U.S. 10 interchange) was tried in the area but did not work. He feels restaurants won’t locate in the area particularly if big box goes to the east side.

**Site C** - Kevin Peterson – he made a comment that traffic will continue to grow and that it’s a reality we all have to come to expect.

**Site D** - Kevin Peterson – said he liked what was proposed.

Don Frabricius made the point that the draft plan will be considered by the Farmington Planning Committee and ultimately the Farmington Town Board and that the plan is what it is – a guide for development.

After additional discussion, Terry Martin made a motion that the plan, as drafted, be presented to the city of Waupaca and town of Farmington for their consideration. John Hebbring seconded the motion. All voted in favor of the motion except Kevin Peterson who voted against the motion.

Scott Harrington then asked the Commission if the following “tweaks” can be made to the draft plan based on the comments he had heard at the meeting:

- 1) Hwy 54 overlay bullets – to enhance and ensure a green gateway
- 2) Framework for a future road network is agreeable as presented.
- 3) For Site C – Life care centers including personal services to be clearly highlighted in the plan
- 4) A resource overlay district detail for Site D

There was a consensus that these clarifications should be included in the final version of the draft plan.

**Adjourn** – Terry Martin made a motion to adjourn. Don Frabricius seconded the motion. All voted in favor. The meeting adjourned at approximately 7:15 PM.

Prepared by: Henry Veleker, City Administrator

(This page intentionally left blank.)

## **Appendix 2: Stakeholder Summary**

## **Summary of Interviews and Focus Groups Conducted on July 7, 2004**

On July 7, Vandewalle & Associates traveled to Waupaca to conduct a series of confidential interviews and focus groups with local stakeholders. The following generally summarizes the general tone and content of these meetings. In order to maintain confidentiality, specific comments are not attributed to any individual.

**Property Owners** – Al Foote, Barb Jensen, Bob Steidle, Jim Trantow, Shirley Verhalen, Kitty Wenkus, and Randy Yeska,

- Property owners were split as to how they viewed Highway 54—commercial owners felt it was a commercial area, while home owners felt it was part of the Chain O'Lakes. Most property owners, though, bought the property as an investment with the expectation that future development would be commercial.
- In general, the property owners that we spoke to are interested in selling their property, if and when, the right price is offered.
- Several of the property owners are interested in investing in the development that takes place on their property.
- Those favoring commercial development did not believe there was sufficient market to support a large-scale, high-end, low density residential subdivision. They also felt Hwy 54 had too much traffic for continued residential development along the north side.
- Those favoring commercial believed Waupaca was losing retail sales to Appleton and that large retailers, like Wal-Mart, would be a good addition to the community.
- Those favoring commercial felt the East Gateway was too isolated from the rest of the community to meet the residents (permanent and seasonal) daily needs.
- It was noted that Waupaca was a great location for sales rep's who cover the whole state. It's centrally located and has great transportation access to nearly the entire state.

**Realtors Focus Group** – Russ Meerdink, Charles Olsen, Jeff Petersen , Tom Shambeau, Ron Brooks, Jeff Lyons

The Realtors were very divided about the potential for commercial development on the west side and the East Gateway:

- Some felt Wal-Mart and other large/national retailers would be interested in the west side exclusively and would not locate in Waupaca at all if the only location available were the East Gateway. The west side has the “roof tops” to support additional retail and restaurants and the household incomes as well. The area also has the infrastructure and is a logical extension of the West Fulton Street commercial corridor. The city made a mistake in trying to “force” the market to the East Gateway. From a business perspective, the wrong site in the right community is just as bad as being in the wrong community.
- Others felt just as strongly that Wal-Mart and other national retailers would locate on the East Gateway and that some of these already had expressed interest in East Gateway sites. The new interchange and infrastructure being placed by the city support intensive development. The area has a lot of “drive-by” traffic from those commuting to Appleton. The area also has significant potential for increased residential development. Unlike the west side, it does not have topographical challenges, but the poor soils do present some limitations regarding basements and septic systems.

- Still others felt that while the west side may be attractive and perhaps the best location for national retailers, the intensity of such development was inconsistent with the rural/resort atmosphere of the Chain O'Lakes area. The area is about "trees, deer, catching fish, and drinking beer on the lake" and Hwy 54 and QQ are the gateways to it.
- All agreed that several retailers looking to locate in Waupaca have put their plans on hold pending a decision about the location of Wal-Mart.
- All agreed that Wal-Mart will attract several additional retailers and restaurants who will want to be in proximity to it.
- All agreed that the office market is dead and not likely to change any time soon.
- All agreed that the condo market is strong but the demand is being met.
- Most were surprised to here about the very high percentage of rental units in Waupaca (about 45%), but then when thinking about it, noted there are several older and newer rental projects in the community and most seemed to be doing OK.

**City Staff Focus Group** – Henry Veleker, John Edelbeck, (county trails guy), (city parks guy), (police chief)

- The East Gateway plans generally call for commercial development around the interchange with light industrial around the airport. Not much residential and some open space and recreation. There are some larger areas of wetlands as well. Originally, there were home sites located along the river for farmers/land owners who were being displaced; however, most were not interested in those sites so the city has nearly 87 acres, about 47 of which could be "developed" with ball fields, etc.
- The Hwy 22/10 interchange area has no sewer, so new commercial/intensive development in this area is unlikely anytime soon.
- The study for the west side needs to address "logical" development along Hwy 54 and QQ given the existing degree of development, city TIF district, and utility investments.
- There are several active soccer organizations for all ages, but the community lacks good fields. A church and the schools have fields, but some are in poor shape and others are difficult to get access to.
- There also is a need for more outdoor basketball courts and outdoor ice. There is no "maintained" outdoor ice in the community, although there is informal use of various lakes.
- County is promoting trail development, but most are along rights-of-way. No off-street trail development to date, although there is interest.

**Business Owners** – John Gusmer, Manny Harn, Jr. and George Stoffel

- Most customers are local.
- Good traffic count, Wal-Mart would draw more.
- More people are in favor of Wal-Mart than against.
- Nearly all west side businesses support Wal-Mart.
- Out-of-the-Box is a "vocal minority".
- Image of community is "small town" and "resort".
- Fulton Street commercial is strong and will stay that way. Downtown is doesn't meet most resident's needs and is problematic because they are not open on weekends.
- Wal-Mart on Highway 54 will put pressure on additional commercial development along Highway QQ.
- Businesses invested in this area (west of Hwy 10) because it was already a commercial area and they expected additional commercial development to follow. Accordingly, if Wal-Mart is not permitted,

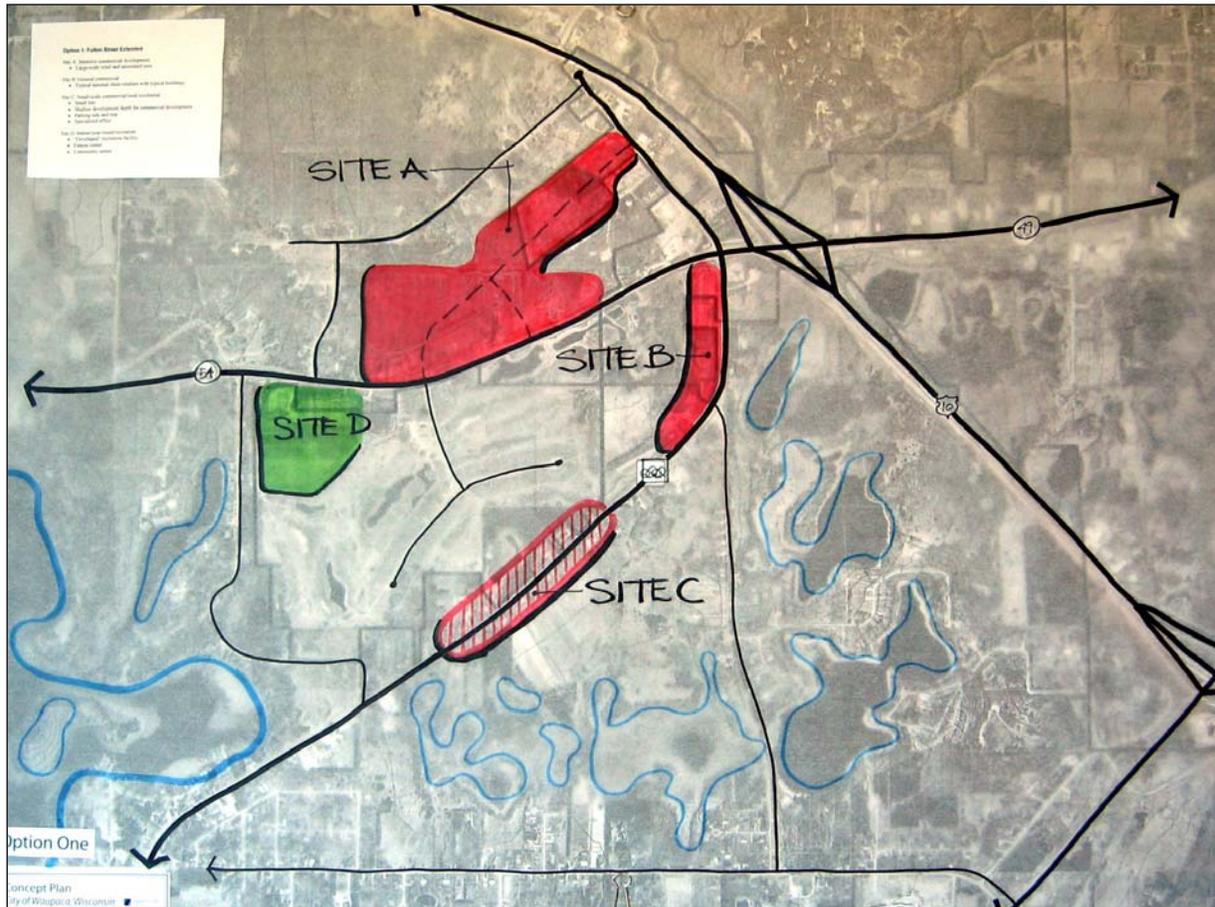
they would still like to see an allowance for additional commercial development to strengthen the overall business district.

**Community Group Focus Group** – Craig Verkuilen, Joey Leonard, Terri Schultz, and Anne Phillips

- No marked difference in where the full-time residents shop compared to those of the seasonal residents.
- Missing in between price point—Kohl’s—maybe better suited for the eastside.
- Impacts of new commercial on existing commercial areas:
  - Old Pick-n-Save, K-Mart, and Piggly-Wiggly go out of business—empty corridor would remain; City needs to become progressive in its planning;
  - More shops (in the area along Highway QQ, for example) would help, not deter from existing businesses.
- Untapped opportunities/community needs:
  - Never enough tourism activities;
  - ATV trails in county would be an asset;
  - Indoor pool;
  - Go-cart track;
  - Public access to the Chain O’Lakes—no boat landing has a bathroom;
  - Need YMCA/Fitness Center;
  - River Ridge Trail;
  - Ice Age Trail.
- No need for additional golf course housing.
- Influx of people retiring—senior housing projects in the works, near golf course—outside developer.
- Limited in buying existing houses—diverse price ranges:
  - No mid-rang housing;
  - Spec home selling then just buying lots;
  - Many new subdivisions.

## **Appendix 3: Conceptual Westside Neighborhood Plan Alternatives**

### Alternative One: Fulton Street Extended



Site A: Intensive Commercial Development

- Large-scale retail and associated uses

Site B: General Commercial

- Typical national chain retailers with typical franchise architecture

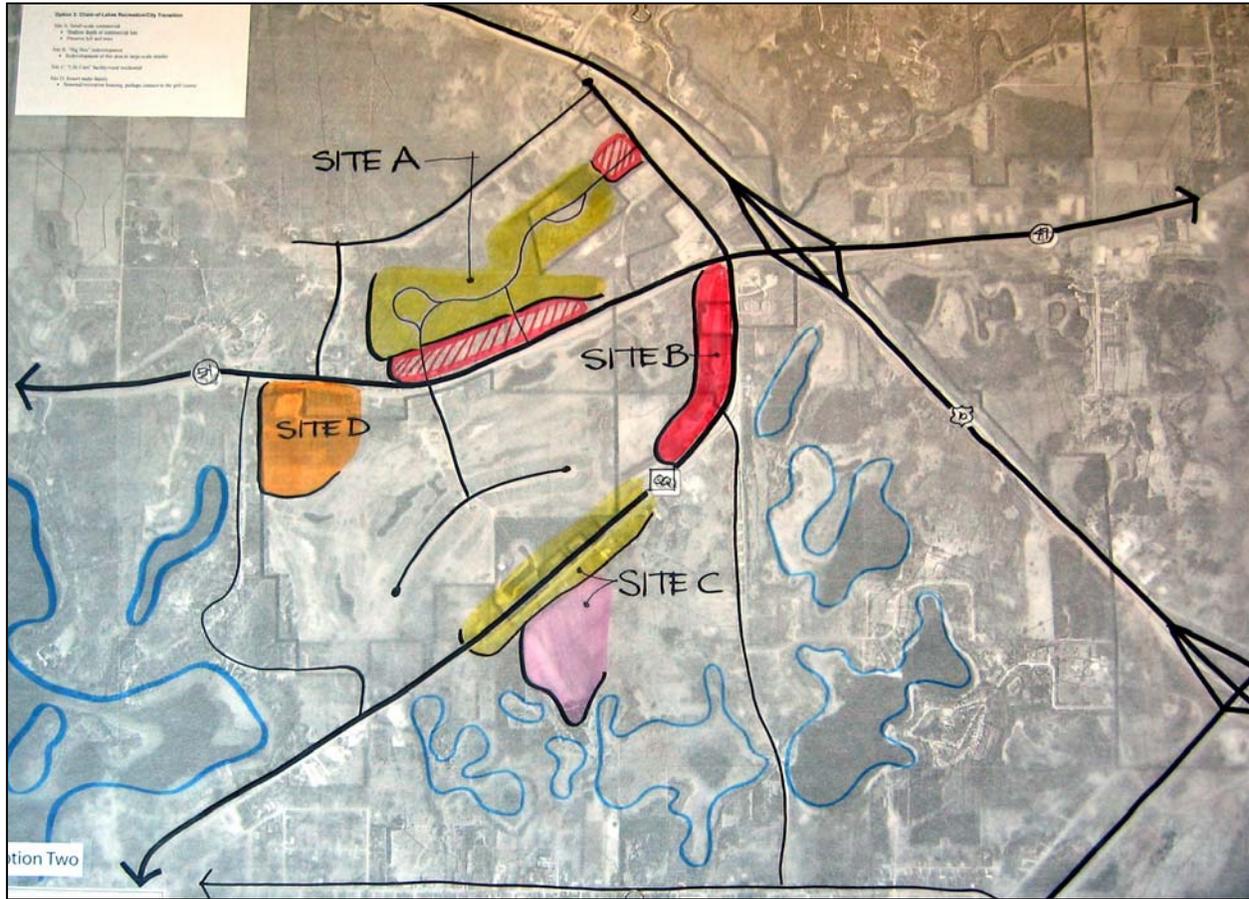
Site C: Small-Scale Commercial/Rural Residential

- Small lots
- Shallow development depth for commercial development
- Parking on the side and rear of commercial development
- Specialized office uses (e.g. real estate office)

Site D: Indoor/Year-Round Recreation

- Developed recreation facility
- Fitness center
- Community center

### Alternative Two: Chain O'Lakes Recreation/City Transition



Site A: Small-Scale Commercial

- Shallow depth of commercial lots
- Preserves hill and trees

Site B: “Big Box” Redevelopment

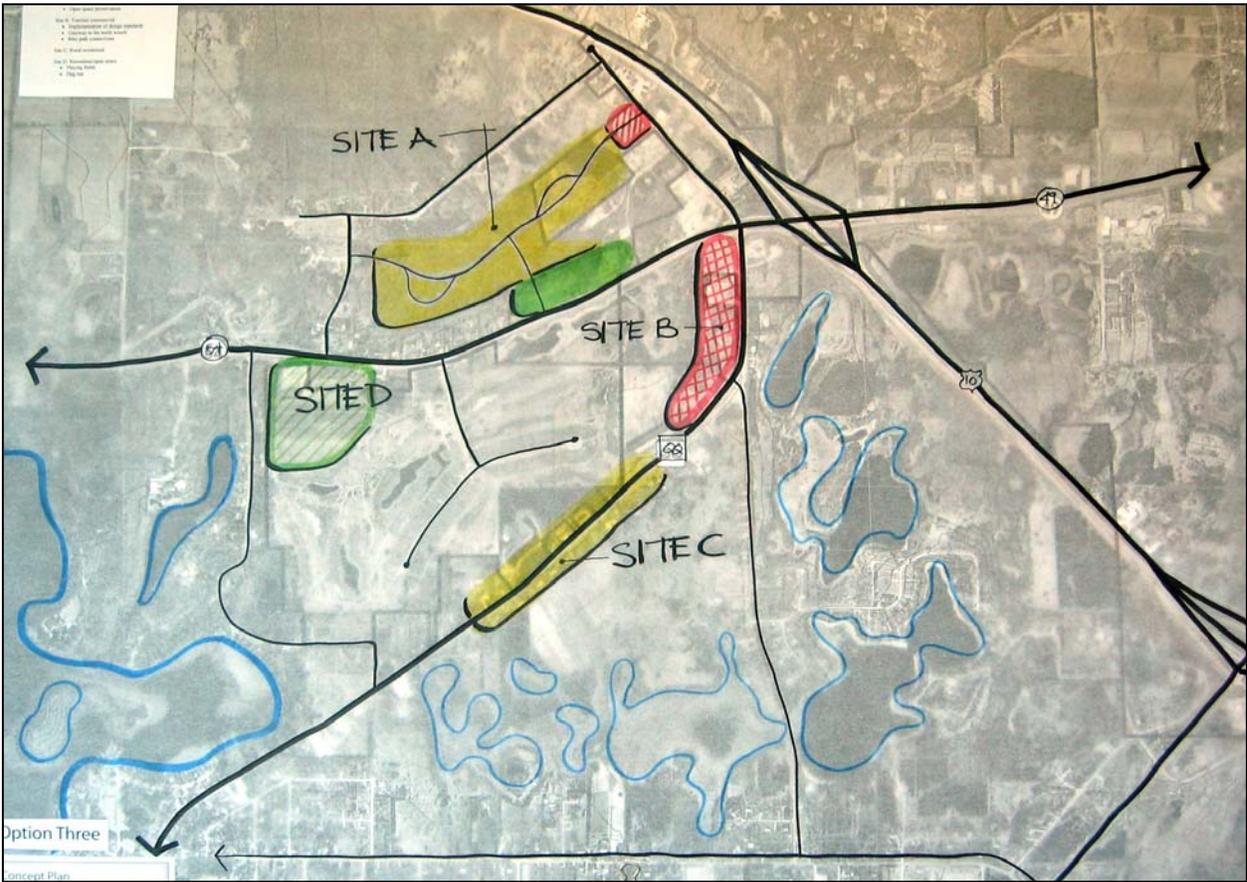
- Redevelopment of this area to large-scale retail

Site C: “Life Care” Facility/Rural Residential

Site D: Resort Multi-Family

Seasonal/recreation housing, perhaps connected to the golf course

### Alternative Three: Chain O'Lakes Recreation



Site A: Rural Residential

- Open space preservation

Site B: Tourism Commercial

- Implementation of design standards
- Gateway to the northwoods
- Bike path connections

Site C: Rural Residential

Site D: Recreation/Open Space

- Playing fields
- Dog run

## **Appendix 4: Plan Commission Minutes**

## City of Waupaca Plan Commission Minutes October 13 Regular Meeting

5:15 PM, Wednesday, October 13, 2004  
Council Chambers, City Hall

### Minutes

- Present: Mayor Brian Smith, Chairperson, Commissioners Kay Lutze, Jim Olsen, Terry Martin, John Edlebeck, Ald. Mary Polebitski, and Ald. Mike Halpin
- Absent: None
- Also Present: Jeffrey Metz, Walgreen's Project Manager, Scott Harrington, Vander Wahl & Associates, Henry Veleker, City Administrator, Dan Stevens, and Steve Finns, Town of Farmington Planning Commission

### Approve the Agenda and Addendum

Mayor Smith asked to discuss the Certified Survey Map and Landscape Plan for Walgreen's first in the meeting. The commission agreed to amend the agenda.

MOVED by Comm. Lutze, SECONDED by Comm. Olsen to Approve the Agenda and Addendum as Amended. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

### Certified Survey Map and Landscape Plan – Walgreens, Western Avenue

Jeffrey Metz was present to get approval for a Certified Survey Map to create the land division on the Pick N' Save parcel for the proposed Walgreen's development. The proposed CSM had been submitted to the city for review and they received comments as well as building plans and a landscape plan has been submitted. Mr. Veleker said part of the project encroaches onto the highway department right-of-way and they did get permission from the Department of Transportation regarding that. Mr. Veleker said the Walgreen development seems appropriate because the outlot was created with this type of project in mind.

Mayor Smith asked if the new development will generate more traffic from the Pick N' Save parking lot onto Fulton Street. Comm. Edlebeck said he has been working with the Police Chief and they have actual accident reports that they have been monitoring. A collision diagram has not been done yet but more development will generate more traffic. Mr. Edlebeck thought motorists are using Western Avenue instead of entering Fulton Street directly from the parking lot. The Walgreen's will be a 16-hour facility so it will spread out some of the use. Mr. Metz added they are working with McDonald's to try and do a cross access between the Walgreen's parcel and the McDonald's parcel to alleviate some of the traffic going out onto Fulton Street from the Pick N' Save entrance.

Mayor Smith asked where they were at as far as the city's "Big Box" ordinance. Mr. Veleker replied the Walgreen project would be the first project that would fall under this requirement. The ordinance was structured to require that a number of items be considered in the approval process. Part of the process is a request for a Conditional Use Permit. Mayor Smith confirmed by approving the Certified Survey Map (CSM), Mr. Metz would still have to apply for a Conditional Use Permit. Mr. Veleker replied yes but in anticipation of some of the items in the "Big Box" ordinance he was asked to address some basic economic impacts. In a normal course of a site plan review the Commission looks at traffic, set back issues and things of that nature. A lot of the items in the "Big Box" ordinance will necessarily be taken care of when they review the site plan. Mr. Metz would like

to start the project yet this fall. Mr. Veleker said the development agreement is contingent upon all the appropriate city approvals.

Comm. Edlebeck thought it was important to note that the proposed Walgreen Store is about 14,500 sq. ft and the “Big Box” ordinance puts restrictions on buildings over 10,000 sq. ft. The existing Walgreen’s is 11,165 sq. ft.

MOVED by Comm. Edlebeck, SECONDED by Comm. Olsen to Approve the Certified Survey Map for Walgreen’s, Western Avenue. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

### **Highway 54/CTH QQ Westside Neighborhood Plan**

Scott Harrington, Vandewalle & Associates, presented the Neighborhood Plan as a part of the Comprehensive Plan for the Plan Commission’s consideration. One of the things the Neighborhood Plan Committee learned is how people believe this area should be developed based on a perspective. The area of HWY 54/CTH QQ is perceived as an extension of the Chain O’Lakes and more environmental oriented, low scale, low intensity, high quality of environment or a part of the urbanized area of the city. One of the critical resources of the area is the watershed. Part of the process is talking with people to understand what is going on in this neighborhood. He wanted to state for the record that this plan is not meant to determine whether Wal-Mart should be in Waupaca or not. The real issue is the land uses for this area based on the input, direction, and values of the community, then it can be determined whether Wal-Mart is a part of the Plan.

One of the things identified right away were labeled in the four sites. Site A location is the hillside on the north side of HWY 54 that runs up to Grand Seasons Drive. Site B is the existing commercial interchange area along CTH QQ, south of HWY 54. Site C is in the middle of CTH QQ between the interchange area and King. Site D has historically been the Christianson Tree Farm and the golf course currently has a driving range on the back of it. Based on the input they have received they developed three alternatives. Each of the three concepts gave a different idea as to what should happen on each site and the committee picked from those to come up with what they called the Preferred Plan.

Option 1 – Site A shows a Big Box Development, and would be consistent with the Wal-Mart proposal. Site B indicates general commercial, fairly intensive not a lot of change of what is there now. Site C looked at small, shallow lots with commercial frontage. Site D looked at some kind of indoor, year-round recreation.

Option 2 – Site A would have the low-scale commercial frontage, small lots, low intensity of uses along HWY 54 with the area by Grand Seasons being commercial. Site B was indicated a Big Box Development for a very large commercial development but without a lot of controls in design or zoning. Site C looked at residential frontage along CTH QQ backed by a “Life Care Facility”. One thing the Committee did not see in the marketplace is a Life Care Facility where you start in an independent home with a community center As they age or health may decline, they would move into an assisted living facility and then to full-time assisted nursing home.

Option 3 – Is the least intensive option. Site A concept had a very large open space buffer and very low density housing along the hillside with the suggestion of being a conservation development. This option means they set an overall gross density – number of units per acre – you may cluster those uses in order to preserve the steep slopes and trees. Site B is shown as Tourism Commercial which created a gateway to the community from the west to tie into the Northwood’s theme/Chain O’ Lakes theme. This area is in a TIF district and they may have the ability to use some TIF funds to

do some street-scape improvements to try and tie this area together. Site C looks at low density commercial along CTH QQ. Site D looked at some kind of city-owned recreation facility. There is no park in this area that is publicly owned, and it was noted there could be soccer fields or some other recreation.

The Neighborhood Plan Committee chose combinations of Options 2 and 3. The concepts at a conceptual level were for the area along HWY 54, and were more akin to Option 2. The committee liked the residential and the open space along HWY 54 and not have any commercial. After more discussion and thought, Vandewalle & Associates' best professional judgment was to have the frontage with very small scale commercial uses. The independent buildings would be of high quality and more of a residential scale. Backing that would be a conservation subdivision along the hillside to try to maintain the steep slope and the heavy wooded area and transitioning into multi-family bordering up to Grand Seasons Drive. On Site B the area was extended up to Grand Seasons Drive and perceived this as one large gateway for coming off of HWY 54 and the interchange. The recommendation by the committee was to have the tourism commercial gateway a high quality of design. On Site C the Neighborhood Plan Committee recommended to go with the Option 2 to include a Life Care Facility with a mix of residential types and some of the supporting services that go with those, a hairdresser and banks but it would be worked into a master plan, not individual uses. Site D is a medium density based area based on its proximity to the golf course, and probably prone to seasonal ownership but a different type than what is along the lake. Instead of a free-standing cottage, a condominium was suggested.

Comm. Edlebeck asked if anyone has heard comments specific to the neighborhood plan from the townships. Mayor Smith said the Town of Farmington was going to be discussing the Plan but he has not heard back from them. Mr. Harrington has not heard anything directly from the townships. He said the Neighborhood Plan Committee had three representatives from the city, one from the towns of Farmington, Dayton and Waupaca and the plan was recommended by everyone except one individual Town who was not the Town of Farmington.

Mr. Veleker reminded everyone that this is a plan to guide them and once they actually get into the mentality of what people want to try and do, they have to take the overall plan into context.

Mayor Smith opened comments up to the public and asked them to limit their comments to a few minutes.

Steve Frings is a member of the Town of Farmington Planning Commission and commented it would have been nice to have a joint committee meeting between the Town of Farmington and the City of Waupaca so the township could also hear the presentation. He thought the Plan made a lot of sense utilizing HWY 10 for a buffer between the big box commercial development on Fulton Street and the residential/tourist small commercial development along HWY 22/54/CTH QQ and the Chain O'Lakes. He added there isn't enough of a connection between the VerHalen property on Grand Seasons Drive and the Christianson property on HWY 54 to handle a road, however, these properties are connected at a point.

Comm. Martin asked if the proposal will support the market and environment. He also said there are issues that the zoning code does not address and he feels it is something they need to look at. Within the existing classifications there are some environmental issues and aesthetic issues they should be addressing and the impact. Then potential new classifications may be created because of the plan. As a commission, this is something they have to address and maybe it is time to look at the code and see what needs to be changed and proposed to begin that process. Comm. Edlebeck said the

Building and Zoning Department would probably support that and it may be needed. It would be a substantial job but they might even look for some professional help.

Dan Stevens, Town of Farmington, said it is really important that the city look at some of the zoning ordinances to help determine how the city wants to develop. He said most people like the rural and rustic nature of Waupaca and they want to preserve that. Comm. Edlebeck said it would be appropriate, if the City Plan Commission so desires, to ask the City Clerk to set a Public Hearing date for the Neighborhood Plan. There would be a presentation at that time and they would go through the process of formally hearing comments.

Mr. Veleker said technically amending the city's comprehensive plan, they would have to have a public hearing and notice it and in the process. Staff would need to get direction to pull together draft ordinances to help implement the plan. That will require some public hearings as well. They will ask the City Clerk to invite the adjacent townships to this Public Hearing.

MOVED by Comm. Martin, SECONDED by Ald. Polebitski to Recommend a City Plan Commission Public Hearing be scheduled to discuss the Neighborhood Plan. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

**Presentation on Site Plan for Walgreens, Discuss Big Box Ordinance Requirements, Set Timeline for Project Review – Jeffrey Metz, Project Manager**

Mr. Metz went reviewed the site plan for the proposed free-standing Walgreen's. Comm. Edlebeck asked what kind of discussions they had had with McDonald's and Mr. Metz replied both McDonalds and Walgreens are agreeable to the cross access easement. They are still in the process of working through a cross access agreement and it would be just vehicular and pedestrian cross access. There would be no parking rights.

Mr. Metz felt the overall exterior elevations of the proposed building are very complimentary to what was done at Pick N' Save with very similar materials. There would be a combination of brick, split face block and cut stone accents. The parking lot has poles that would have cut-off fixtures so the light is thrown down on the parking lot and doesn't go out into the roadway. Comm. Edlebeck has talked with the building commission, but has not received comments back from the Fire Chief but he doesn't expect too many concerns. He asked how site drainage is tied in and Mr. Metz said this site was engineered into the overall site when they constructed the Pick N' Save so there is a storm water system. Walgreen's will have a pylon sign so it will have a Walgreen's sign and an electronic reader board that is allowed under the city's sign code. The sign is scaled in size and dimension to meet the sign code but it will be very similar in design to what is on the Pick N' Save site.

Mr. Metz understands the lease at the current Walgreen's runs through 2008 so legally they control the space through that time and continue to pay rent to the existing landlord. If the landlord or Walgreen's were able to secure a tenant for that space, then they probably would lease it out. If they can start construction in November, they are hoping to be open around June 2005.

**Adjournment**

MOVED by Comm. Olson, SECONDED by Comm. Martin to Adjourn the October 13, 2004 Regular City Plan Commission Meeting. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

Meeting adjourned at 7:15 P.M.

City Plan Commission

sf

## City of Waupaca Plan Commission Minutes November 15, 2004 Special Meeting

5:15 PM, Monday, November 15, 2004  
Council Chambers, City Hall

### Minutes

- Present: Mayor Brian Smith, Chairperson, Commissioners Kay Lutze, Terry Martin, and John Edlebeck
- Absent: Ald. Mary Polebitski, excused and Ald. Mike Halpin (unexcused)
- Also Present: Henry Veleker, City Administrator, Jeffrey Metz, Waupaca Retail, LLC and Dick Thiele, Pick N' Save.

### Approve the Agenda and Addendum

MOVED by Comm. Lutze, SECONDED by Comm. Martin to Approve the Agenda and Addendum. 4 ayes, 0 nays, 2 absent. MOTION CARRIED on a voice vote.

### Special Use Permit- Bonson Realty, LLC, 955 W. Fulton Street

Mayor Smith said the Special Use Permit request by Bonson Realty, LLC is to accommodate the new Walgreens project. Comm. Edlebeck passed out a handout that showed the number of accidents that occurred since July 15, 2001 at the intersection on STH 49/Harbor Drive/ Pick N' Save entrance. Mayor Smith noted they met with both Mr. Metz and Mr. Bonson last week to discuss how to remedy the intersection concerns. They came up with an agreement of what can be done. The city and private businesses agreed to solicit the DOT to request that they lower the speed limit on STH 49 from USH 10 to Hillcrest Drive. A city and DOT meeting is set for November 18, 2004. Pick N Save and Walgreens agreed to install signage on the internal site roadways to encourage use of Western Avenue access to STH 49. They agreed to perform a traffic signal timing and coordination study at Western Avenue/STH 49 and Piggly Wiggly/STH 49 funded by the Walgreens Development, which Mr. Bonson volunteered to pay \$10,000 for the study. The City and Bonson Realty supported the internal access to McDonald's from Walgreens. Revisions to STH 49 will be considered to include turning lanes to dual left turn lanes and installation of "intersection ahead" signs on STH 49.

The commissioners agreed the remedies were very good for the Walgreens project.

MOVED by Comm. Martin, SECONDED by Comm. Edlebeck to Approve the Special Use Permit for Bonson Realty, LLC, Western Avenue, to allow a building in excess of 10,000 sq ft. 4 ayes, 0 nays, 2 absent. MOTION CARRIED on a voice vote.

### Discussion Format/Goals for Workshop on Highway 54/CTH QQ Neighborhood Plan

Mayor Smith said he and Henry Veleker, City Administrator discussed some type of format on what they are expecting to do with the HWY 54/CTH QQ Neighborhood Plan.

Mr. Veleker mentioned conducting a workshop to provide background. The City Plan Commission could interact where there is concern with specificity of the plan such as concern about creating too many commercial districts and if they can do this within their current commercial districts? There was concern if it is a plan or if it is more than a plan? Can the Committee delay the plan until the cluster work gets done in two years and then work on ordinances or should they adopt the plan and have some guiding principles to carry them through? Mr. Veleker mentioned this is a TIF (Tax Incremental Financing) eligible expense and it would be well worth the \$500 to bring Scott

Harrington, Vanden Walle & Associates, up to Waupaca to for a couple hours to talk. It was suggested to invite the Town of Farmington Board or the Planning Committee and possibly even the Waupaca City Council members to the workshop. Mr. Veleker doesn't think he can help in this area and believes they need some professional expertise.

Mr. Veleker added they made a lot of effort by doing two different mailings to everybody in the study area to inform them of the meeting dates and agendas. Comm. Edlebeck said he would like to hear from more of the residents, especially the Yeska's because they are planning a big project on a piece of their property. He likes the concept plan and the map opposed to the final map, which is too detailed. He would like to have the concept plan map with tissue paper overlays to show the different ideas that were presented at the workshop.

Mr. Veleker thinks they are at a point where the community is growing and the need for sophistication in planning and zoning. A concept plan is a little more detailed but it is still conceptual. If the Planning Committee wants to pay for a good study, he asked if they are going to do a map or do they want to get to some level detail to control the physical nature of the developments. It seems like the city has never had a plan that is a little more detailed.

Mayor Smith said Don Fabricius, Chr. Town of Farmington, mentioned two of the main property owners between CTY QQ and King Road approached him to say they envisioned something different that what was being planned. Mayor Smith feels it is important to hear their concerns.

Comm. Martin would like to hear Mr. Harrington's thoughts about the present zoning classifications and how they might be reworked to fit some of the objective's already identified, rather than creating new classifications, and how can they fix what they already have.

The commission discussed whether to invite the public to the workshop. Comm. Edlebeck said he would like the City Plan Commission to come to terms with a plan they can support and then he would like to hear the public's comments before it gets sent to Council. Mayor Smith asked if they will be ready for that in December. Comm. Edlebeck said yes, they should start doing their work. Comm. Lutze recommended prior to the workshop, if they can allow 10 minutes for public comment.

MOVED by Comm. Lutze, SECONDED by Comm. Martin to recommend hiring Scott Harrington, Vanden Walle & Associates, to coordinate a workshop on December 8, 2004 to discuss the HWY 54/CTY QQ Neighborhood Plan. 4 ayes, 0 nays, 2 absent. MOTION CARRIED on a voice vote.

### **Adjournment**

MOVED by Comm. Martin, SECONDED by Comm. Lutze to Adjourn the November 15, 2004 Special City Plan Commission Meeting. 4 ayes, 0 nays, 2 absent. MOTION CARRIED on a voice vote.

Meeting adjourned at 6:00 P.M.

Mayor Brian Smith, Chairperson

City Plan Commission

sf

## **City of Waupaca Plan Commission Minutes December 8, 2004 Regular Meeting**

6:30 PM, Wednesday, December 8, 2004  
Council Chambers, City Hall

### **Minutes**

- Present: Mayor Brian Smith, Chairperson, Commissioners Terry Martin, John Edlebeck, Kay Lutze, Pat Phair, Alderpersons Mary Polebitski, and Mike Halpin
- Absent: None
- Also Present: Henry Veleker, City Administrator, Scott Vanden Wahl, Don Fabricius, Town of Farmington, Bernie Dowling, Town of Farmington, Steve Frings, Town of Farmington, Tim Clough, Town of Farmington, Monica Sperl, Town of Farmington, Jaisy Polebitski, David and Kristen Greenfield, Town of Farmington and Dale Trinrud, Town of Farmington

### **Approve the Agenda**

Mayor Smith announced Pat Phair is the newest member of the City Plan Commission replacing Jim Olsen, who moved out of the City.

MOVED by Comm. Edlebeck, SECONDED by Comm. Martin to Approve the Agenda. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

RESOLUTION NO. 1189, A RESOLUTION BY THE GOVERNING BODY OF THE CITY OF WAUPACA, AMENDING THE PUBLIC PARTICIPATION AND EDUCATION PLAN

MOVED by Comm. Edlebeck, SECONDED by Ms. Lutze to Recommend to Council Resolution No. 1189, A Resolution by the Governing Body of the City of Waupaca, Amending the Public Participation and Education Plan. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

### **Highway 54/CTY QQ Neighborhood Plan**

Henry Veleker, City Administrator, explained the Community Neighborhood Committee has recommended a draft plan to the City Plan Commission. Comm. Edlebeck asked Don Fabricius, Chr., Town of Farmington, if the Town Board has discussed the Neighborhood Plan. Mr. Fabricius said they had drafted a letter to the City Clerk but it has not been passed on to the City Plan Commission at this time. The letter basically stated the Town of Farmington wanted to reserve their final judgment until their own Town of Farmington Plan was complete.

Comm. Edlebeck envisions there is support to maintain the trees on the hill on W. Fulton Street or STH 54 and the topography in lieu of tearing it down. He pointed out to zone this area residential or commercial, will not secure the hill. Mr. Edlebeck brought copies of the Planned

Unit Development District (PUD) that the city has in place in the Young Subdivision on Western Avenue. Comm. Edlebeck consulted with Bob Underberg, previous Plan Coordinator for the City of Waupaca, who wrote the zoning code and this is the type of project conducive to that zoning code. The PUD is intended to offer greater creativity and flexibility in site plan design under the strict application of zoning and subdivisions regulations for residential and commercial planned unit developments. The PUD District ensures that growth is planned and accomplished within the city's goals for both the surrounding neighborhood and the community as a whole and promotes flexibility in design and efficient use of land to facilitate a more economic arrangement of buildings, uses, circulation systems and utilities. It provides for the accomplishment of an external architectural unity so as to promote design harmony and preserves to the greatest extent possible the existing

landscape features, natural amenities, and utilizes such features in an effective manner. A PUD enhances the natural setting to place manmade facilities and plant materials and provides more useable and suitably located common and open spaces that would otherwise be provided under the conventional land development procedure.

Comm. Martin pointed out it seems logical to him that they would extend the commercial district in lieu of starting in a new area that may not be conducive to commercial. In knowing that area, the zoning code would be very applicable to what they want to do. If this area is zoned a PUD, the developer will have to sit down with the City Plan Commission and City Council and have the Plan approved. Mayor Smith asked why the area should not be zoned a PUD. Comm. Edlebeck explained the City Plan Commission, at the time a developer comes in, will have the ability to approve or disapprove the Plan. The Commission is not establishing a set standard at this meeting. It was asked whether a PUD would be encouraged or discouraged by a developer and Comm. Edlebeck said theoretically, the hill is a natural entity and that is one of the reasons they are creating the PUD so it will limit the development area.

The Commission asked Scott Vanden Wahl's opinion of a PUD on the Christianson property. Mr. Vanden Wahl felt there were two issues. One is the underlying land use and the other is the resource protection and how best to achieve it and he thinks they need to be addressed separately. The plan suggests limited commercial use along the frontage, residential area and back of the property. A proposal has been made to extend the commercial beyond the lines of the drawing. That is one issue that has to be dealt with and where the plan can provide some clear direction of what the intended future land use is regardless of how resources are handled. The next issue is resource protection. The plan is suggesting they adopt resource protection standards that would apply on this property and perhaps, apply on other properties in the city as well. The PUD is development specific so the Commission can allow a certain use on one property and have a different set of standards on an adjoining property.

Mr. Vanden Wahl commented the reason of going through this process was to identify what the desired land uses are and he is suggesting giving that some consideration and take the resource protection out of it. He said the plan was to take a comprehensive look at what is going on in the area and decide how they want to see this area grow and develop. The PUD is not a zoning code and should not be confused with that. It is not inappropriate to have a mixed-use future land use category. A PUD provides no direction whatsoever because they have not defined the uses and they can do anything in a PUD.

Mr. Vanden Wahl has some suggestions on the language for a Future Land Use Implementation. It says until they have the resource protection standards worked out and until there are zoning districts that get you to where the plan says you should be, basically everything should be decided by a PUD, but what is driving the PUD is starting with a plan. The language in the plan, a map and the details of it get worked out through the PUD process. Comm. Edlebeck stated they are not attempting to provide a zoning classification at this meeting for this property but to take Mr. Vanden Wahl's plan that there should be commercial out front and open space in lieu of single-family homes behind the store. Comm. Edlebeck suggested the property be identified as future land use with mixed use, planned unit development and could be developed with commercial development but potentially follow PUD zoning to preserve natural amenities. Comm. Martin mentioned the key is establishing some resource protection standards which are not in any codes or classifications right now. He suggested keeping the zoning classifications as is and establish the standards and apply those to specific areas. This would make it a PUD with the resource protection overlay on it so it is a mixed use and can develop but still protect the hill.

Ald. Halpin favored Comm. Edlebeck's approach to take each issue one at a time and wait until the Town of Farmington decides on their plan. Ald. Halpin asked what the rush is. Comm. Martin said he would like to wait until the Comprehensive Plan is completely done, but they have a property annexed that they have to give it a classification within 9 months. Comm. Martin likes the idea of the PUD but it does not set standards, therefore, the Commission will have to create them. Mr. Vanden Wahl said any development of any significance has to be annexed because it will need water and sewer. The plan tells the community how it would unfold so the Commission is not in the position of having to take every parcel development strictly, case by case and make it up as they go along. There is an end use gain.

Steve Frings mentioned the discussion at this meeting should be whether the city accepts the same concept as the Town of Farmington. The concept of the plan was to be developed as time goes on, not only on the Christianson property, but the whole area. The Plan includes more for residential areas and a small area for commercial with the mixture that is there now rather than allowing Big Box Development to occur in that area. He would like to see the hillside kept in a Conservancy District. Mr. Frings' concern with a PUD is there are no specifications included.

Mr. Vanden Wahl explained on Page 19 of the Plan Document is the Neighborhood Land Use Plan defining the Land Use Plan categories. On Page 22 a map shows the Land Use Categories and the different ways that the zoning can get applied. The first way is through pro-active zoning, which means the city applies a standard zoning district. Mr. Vanden Wahl cautioned that there is no zoning districts that work with what the plan is suggesting. The zoning districts should be amended to bring them up to fully meet the intent of the plan. Until they have those in place, the PUD Conditional Use is recommended. The next way the zoning can get applied is with overlay districts. There are three different overlay districts. Resource Protection is the overlay district in the interchange area where it was suggested a themed kind of approach that would be reflected in the streetscape as well as building architecture. The other overlay is the Neighborhood Commercial District for the STH 54 Frontage categorized as the current local shopping will probably need to be tweaked a little bit to meet exactly the character that the plan is suggesting. Next is Development Specific Rezoning, which is basically a PUD. The Commission will have to decide what to zone the Christianson property. Comm. Edlebeck clarified a PUD is a rezone at the time of development and another kind of annexation is development driven. At that point, it is very easy to apply the PUD. The question for the Commission is what to do with properties such as the Christianson Property where there is not a specific development proposal. Until there is straight zoning districts they may put it in some kind of holding zone. The concept of permanent zoning is somewhat misleading. Under Wisconsin law and the Waupaca Municipal Code, property annexed is automatically assigned the Agricultural District and then have one year to assign a "permanent zoning"

Mr. Vander Wahl asked the Commission if the city already has appropriate zoning districts in the code that can be applied for this property. If the City does not make any amendments to their code, the answer is probably no. If the Code is amended and new standards created then a zoning district may be applied.

Bob Steidel said he and some other individuals purchased 27 acres of property adjacent to the Christenson property, for a future commercial corridor. He mentioned if the lots at Swan Park Subdivision are not selling right next to a beautiful park, why would the City want to put a residential subdivision on a state highway with no amenities such as a park. Mr. Steidel was in favor of the ideas that Comm. Edlebeck brought forth with regards of doing an extension of Foxfire Drive going north and into the property. On the downside of doing higher density

commercial development in front and conservation on the back, his property is located in the back. He will continue to attend the meetings to follow the progress of the plan.

Comm. Martin said he does not have a problem with the City Plan Commission accepting this as a concept plan. He added there are some specifics that the commission will have to deal with down the road. Mayor Smith liked what Mr. Vander Wahl has included in his Plan Document and it should be added to the plan that they already have. He has concerns with two specific properties. The Verhalen property on Grand Seasons Drive is presently zoned strip commercial and the recommendation from the City Plan Commission is suggesting to the property owner, that it should not be strip commercial. He has a hard time with putting a plan together that does not state that property as strip commercial. The other properties are concepts because they are either in the townships or the city has them zoned as agricultural. The other issue Mayor Smith has is the corridor of STH 54. He asked the Commission how wide that commercial property should be.

Mr. Vander Wahl asked if the Commission wanted him to draft the language about the expectation for the hillside, although he has not heard any direction regarding the area that is going to be developed and how intensive it would be. The Commission referred to the maps to discuss the proposed land use. Mayor Smith reviewed the two ideas they have been deliberating. One is to leave the area "as is" which the map identifies as the "pink area" in the front, the "yellow area" is single-family residential, and the "red area" is the overlay area for resource protection in the back. The other plan is to make the whole area, the pink and the yellow area "mixed use". Mayor Smith's recommendation is to make it mixed use and he understands that it may be heavier commercial by the highway, and lighter in the back area. He does not envision the property being single-family in the back. Mr. Veleker asked Mayor Smith if he wanted to give Mr. Vander Wahl some direction on what they want the front to look like. Mr. Veleker stated he was confused as what they are trying to do and asked if it is their recommendation not to have a "Big Box" development located there. If that is the case, then the Commission should set some size limitations or do something in their narrative to describe this. Mayor Smith said he thought they were not getting that specific at this point of the discussion. Comm. Phair made Mayor Smith's recommendation into a motion.

MOVED by Comm. Phair, SECONDED by Comm. Martin to Identify STH 54 West on the Neighborhood Land Use Plan as a Mixed Use Land Use with a descriptive narrative of commercial with protective natural features for future PUD Development. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

The Commission asked Bob (Steidl?), who represents the Verhalen Property, if he agrees with the Plan. Mr. Steidl questioned if Strip Commercial allows for multi-family, isn't it already considered Mixed Use? The back of the property is not as valuable as the front property but it depends on what development would go there and if the development would use the whole property as commercial. Until someone comes along that is looking for that size property with the appropriate zoning, it is really difficult to forecast what is going to happen with that property. It was questioned whether to keep the zoning as is and Mr. Steidl replied that is the owners wish. Until a developer comes along with a project, that will ultimately dictate what the zoning will be on the property. Mr. Vander Wahl mentioned he would prefer to see a Mixed Use put on the Verhalen property. He thinks there are better uses for that property from a community character standpoint. Therefore, he would suggest leaving it the same, which is Multi-Family in the back or put a Mixed Use on it.

MOVED by Comm. Martin, SECONDED by Comm. Phair to Revise the Neighborhood Land Use Plan to include the Verhalen Property to a Mixed Use Land Use with descriptive narratives. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

**Adjournment**

MOVED by Comm. Martin, SECONDED by Comm. Lutze to Adjourn the December 8, 2004 Regular City Plan Commission Meeting. 7 ayes, 0 nays, 0 absent. MOTION CARRIED on a voice vote.

Meeting adjourned at 8:40 P.M.

Mayor Brian Smith, Chairperson

City Plan Commission

sf

## **City of Waupaca Plan Commission Minutes January 12, 2005 Regular Meeting**

5:15 PM, Wednesday, January 12, 2005  
Council Chambers, City Hall

### **Minutes**

- Present: Mayor Brian Smith, Chairperson, Commissioners Terry Martin, John Edlebeck, Kay Lutze, Pat Phair and Ald. Mike Halpin
- Absent: Mary Polebitski (excused)
- Also Present: Henry Veleker, City Administrator, Tom Wilson, Town of Farmington, and Scott Harrington, Vandewalle & Associates, via phone

### **Approve the Agenda**

Mayor Smith said there is an additional handout that is Resolution No. 12/20-A (2004), County Trunk QQ/Highway 54 Neighborhood Plan from the Town of Farmington.

MOVED by Comm. Lutze, SECONDED by Comm. Martin to Approve the Agenda with handout. 6 ayes, 0 nays, 1 absent. CARRIED on a voice vote.

### **Certified Survey Map – Godfrey Drive Right of Way Dedication**

Comm. Edlebeck explained Godfrey Drive is in the Industrial Park south of HWY 22/54. The reason they are platting this now is due to the utilities being in and they plan to sell the road next year and they are marketing the land. To identify a certified survey map to sell, they have to have a right of way to begin with to sell the lot off.

They are anticipating they may need some additional width of Godfrey Drive on the east end and may be modified as that road eventually gets built and the east side of the road will ultimately be dictated by the bypass.

MOVED by Ald. Phair, SECONDED by Comm. Lutze to Recommend to Council Approval of the Certified Survey Map for Godfrey Drive Right of Way Dedication. 6 ayes, 0 nays, 1 absent. MOTION CARRIED on a voice vote.

### **Highway 54/CTY QQ Neighborhood Plan**

Mayor Smith said they were expecting to have Scott Harrington from Vandewalle and Associates to be present at this meeting, but due to the road conditions he was not able to attend. Henry Veleker, City Administrator recapped there was a lot of good debate at last month's City Plan Commission meeting on what is known as Site Area A on the Highway 54/CTH QQ Neighborhood Plan. The direction the committee came up with was to have a Mixed Use Land

Use for this area. However, it was important to keep the HWY 54 corridor overlay district and the resource protection overlay. Mr. Veleker said it would be helpful to have Mr. Harrington in on a conference phone call during this meeting and Mr. Veleker reached Mr. Harrington via phone.

Tom Wilson, Town of Farmington, said the Farmington Planning Committee Meeting in November looked at what was proposed and endorsed that plan in concept. That is when they developed Resolution No. 12/20-A (2004) which the Farmington Town Board adopted the resolution.

Mr. Harrington, via phone, said he had brought up some changes to the verbiage on the Hwy 54/CTH QQ Neighborhood Plan. The most significant change is on page 14 of the document and the description of the Mixed Use Transition Area. Most of the discussion at the last meeting

revolved around what to do with the area north of HWY 54. What the committee originally recommended was to have small-scale neighborhood commercial area immediately along the highway and perhaps a low-density residential neighborhood along the hillside trying to use some conservation design techniques to try and maintain as much of the slope and keep the woodland intact. The commission wanted to see as much of the hillside and the wooded area protected as possible and a little more intensity of commercial development could be accommodated along HWY 54. Mr. Harrington suggested a trade off if a particular developer controlled a large, attractive property that included both the frontage of HWY 54 and the back hillside that the city would be willing to look at a little greater intensity along the roadside and still retain the hillside. The Plan proposal is to designate the area as Mixed Use where the location and the quality and scale of the development really become more important than what the use is. Mr. Harrington said he did not revise the Conceptual Land Use Plan Map and he will do that if the committee agrees.

Mr. Harrington defined future land use categories on Page 21. Comm. Edlebeck said his understanding of the zoning proposed for the VerHalen Property was to show it as Mixed Use or leave it as Commercial and try not to “down zone” it. It is being shown as Commercial in the front and Medium Density Residential in the back. The present zoning is entirely Commercial. Mr. Harrington replied he couldn’t find a note on what was decided and knows it was discussed. He said he was going from memory and thought they agreed to leave it the way it was. Mr. Harrington said he can certainly make that change and apologized. Comm. Edlebeck explained on the north side of HWY 54, it shows a corridor overlay and on the south side, a portion of that is Gateway Commercial Overlay. Another portion is Corridor Overlay and other portions are not on the south side and a Resource Protection Overlay on other portions. His understanding, especially on the north side of HWY 54, was for Mixed Use, and the Commission would ultimately recommend to add a paragraph what their intentions were. It seems to him by putting a corridor overlay and a resource protection overlay on top of the Mixed Use, defeats the purpose of the Mixed Use because there is a definite line as to where the resource protection stops and where the corridor overlay stops and starts. Mr. Harrington felt they have several options. As far as the HWY 54 Overlay, it was meant to be in areas along HWY 54 that are separate in part from the interchange. Regardless of what intensity it ends up with, a commercial development could go in this area. Mr. Harrington thinks it needs to have a distinct character. Comm. Edlebeck reiterated they are being asked to approve a map and plan that is very definite with specific items that is basically telling the Council they support this and that the Plan Commission then suggests they go ahead and create these overlay districts. Comm. Edlebeck’s concern is the whole Mixed Use issue deals with the Plan Commission and Common Council working with the developer to meet some of the aesthetic things they want to do but then on top of that, the overlay districts are putting on additional stipulations. Mr. Harrington agreed that they could reference these items as being part of the Mixed Use rather than an overlay. He said it is an acceptable way to do it. Comm. Edlebeck does not have a problem with a theme in the area but thinks the Mixed Use is the direction to head. Mr. Harrington agreed. Comm. Martin said he agrees that if they show a line, it is going to be taken verbatim and likes the overlay district over the entire property north of STH 54 and have Mixed Use.

Comm. Edlebeck asked was there a restriction on building sizes on these overlay districts. Mr. Harrington said there was not. The only building size restriction that was in the plan before was the one in the neighborhood commercial district and that district has been eliminated because the only place it was mapped was in the place that is now Mixed Use. Basically, the building size has been doubled now in the proposed mixed use land use. Mr. Harrington said under the Neighborhood Commercial District is says the size is 10,000 square feet and in the Mixed Use District is now 20,000 square feet. But none of the overlay districts or the general commercial district contains any

maximum building sizes. Previously the Neighborhood Commercial District had a maximum building size of 10,000 square feet. Comm. Edlebeck personally has a problem putting a square footage restriction on it and feels it should be an element of the plan. Mr. Harrington stated they should try to provide some parameters so when they start negotiating with a developer, there is a starting point of discussion and the maximum building size is one way to do that. Comm. Martin agreed there should be some parameters. Comm. Edlebeck said he would be more comfortable with a floor area ratio per acre basis. Mr. Harrington said based on all of the information they received, if they start looking at buildings that are bigger than 20,000 sq. feet, they are creating a whole different character and tone for the area. Mr. Wilson stated he doesn't see why the City Plan Commission would not want to consider a HWY 54 Corridor Overlay initially and if that is not appropriate for the proposed development, they can alter it later.

Comm. Edlebeck continued with the Pryse Road/CTY QQ area that is shown on the map as Low Density Residential, he believes on the other map, that area was not connected. He does not anticipate the encouragement of single-family residential at that intersection. As it comes down to the area towards the Angelus Property, that is undeveloped land presently and doesn't see it developed. Mr. Harrington said north of that area there are significant environmental constraints which is why as that area is striped on the map. Comm. Edlebeck envisions if that area is anything it would be an extension of the Commercial that it is there now. The map is saying they are encouraging this area to be residential. Personally, Comm. Edlebeck feels this area should be commercial and stop at the point where the Angelus Property is.

Comm. Edlebeck said the other aspect is if you come from Otter Drive and work back the other way, on the north side of CTY QQ, it is shown as Medium Density Residential or Low Density Residential. He asked the commission how they feel about conversion of buildings such as the bed and breakfast to the current real estate office because the land use proposed would not encourage that and may not even allow it. Mr. Harrington said overall they were trying to create the true separation between the interchange commercial and residential. Mr. Wilson reiterated that the majority of CTY QQ is in the Town of Farmington and the people from the Town of Farmington have concurred with what is presently on the map. So, if they were going to propose to talk about changing that area to commercial on the south side of CTY QQ, he is sure it might have an impact on how the Planning Committee from the Town of Farmington feels about that. Comm. Edlebeck said the map definitely shows residential. Mr. Wilson said it says low density residential which does not mean single-family. Comm. Edlebeck understands that, his question is that this map is different than the other concept design map. One map does not show that area with a proposed land use, it shows a transition area only. He thinks they either should leave it as a concept and leave it for a buffer and as development comes along, they need to decide where that line is. Or they look at the other map where the proposed land use is very definite. Mr. Harrington said that is part of the difficulty jumping from a concept map because it does not include every area that is the planning area where the neighborhood land use plan does. He quoted from page 21 on the plan, *"Although the map includes property lines of individual parcels and lots, the exact boundaries of the land use designations are intended to be general and must be determined on a site-by-site using the entire text of this document."* Mayor Smith he does feel comfortable with what is at the CTY QQ corridor at this time. If somebody wants to change it to commercial, they would have to come to whichever body to have it changed to a commercial property. So, he thinks it makes sense to keep it as it is.

Mr. Harrington said he does not have a problem with what Comm. Edlebeck is suggesting and basically taking the HWY 54 Overlay language and kind of merging it into the Mixed Use definition. He thinks there is enough text in the plan about giving guidance on that property that is on the golf

course side of the road to commercial areas to say that the development there generally should plan with what is going on with the north side. The intensity is shown greater on the golf course side there because those lots were already created and intended to be commercial already.

Mayor Smith asked what is Mr. Harrington is basing the 20,000 sq. feet building on so they have an idea. Mr. Harrington said it is based on what a 20,000 sq. foot building would look like in regards to its mass. Parking is based off of square footage and would depend if it is retail. On retail it is 1 space per 300 sq. feet is pretty typical. There will be a frontage road but instead of running it immediate adjacent to HWY 54, the idea is to flip it and put it in the back. Basically, run the road along the foot of the hill and the development would be between the frontage and HWY 54. The building obviously wants to have a presence on HWY 54 to announce itself but they are going to have to drive around it to get to it. So the vehicular entrance will be at the north side. Having the parking on that side of the building makes sense from a functional sense. But the idea is not to have the building shoved back to the foot of the hill.

Mr. Harrington pointed out the whole point of a plan is to set expectations and to tell people this is what they want. A plan shouldn't be strictly as telling people what they don't want. It ought to be telling people what you do want. Comm. Edlebeck's concern is there are potential developments out there that the City may want to allow to be built in this area, but the land uses and overlay districts that have been identified are very specific and restrictive, and the developments may not pursue developing there.

Kevin Peterson stated he thinks they are going backwards. They tried to set up land use restrictions to force businesses where you want them to be. Instead of looking at a business plan where businesses are going to bring employers into the area that want to build in the area. Waupaca has grown west for the last 20 years and when you start talking about single-family homes along CTY QQ, the last public meeting they had, their biggest concern was the heavy traffic already along that road. The traffic is not going to decrease so why would they build more houses there. Mayor Smith said he doesn't think they have been necessarily limiting businesses from coming to Waupaca but they want to make sure they don't end up with something, no offense, to the K Mart hill situation where it does not fit environmentally into the area. He does not disagree with the heavy traffic on CTY QQ and maybe the front of that maybe able to be some other type of corridor.

Comm. Martin believes standards must be set otherwise the resources that bring people to the community will be gone after the development is done. Therefore, he thinks they have to set standards as to size and aesthetics. As to how they do that is the question. Comm. Edlebeck is concerned that there will be so many restrictions that people will not want to develop out there.

Mayor Smith agreed with Comm. Edlebeck regarding the Ver Halen property that it should be shown as Mixed Use. He asked the commissioners if they were in agreement to leave the HWY 54 corridor overlay in there. They agreed to change the Ver Halen property to all Mixed Use and change the HWY 54/CTY QQ Neighborhood Plan with the changes that were discussed at this meeting.

Mr. Harrington added he will amend the plan to add the text to reflect the change in the Ver Halen Property. He will also update the concept plan so that it is consistent with the Mixed Use concept. Then he will put together the City Plan Commission recommended document. The City Council will get the plan complete as recommended by this commission.

MOVED by Ald. Phair, SECONDED by Comm. Martin to Recommend to Council to Accept Highway 54/CTY QQ Neighborhood Plan with Discussed Changes that were discussed at the

January 12, 2005 City Plan Commission Meeting and Modify Ver Halen Property to all "Mixed Use". Ald. Phair, Comm. Martin, Comm. Lutze, Mayor Smith voted aye, Comm. Edlebeck and Ald. Halpin voted nay, 1 absent. MOTION CARRIED on a voice vote.

**Adjournment**

MOVED by Ald. Phair, SECONDED by Comm. Martin to Adjourn the January 12, 2005 City Plan Commission Meeting. 6 ayes, 0 nays, 1 absent. MOTION CARRIED on a voice vote.

Meeting adjourned at 7:00 P.M.

Mayor Brian Smith, Chairperson

City Plan Commission

sf