

CITY OF WAUPACA

COMPREHENSIVE PLAN UPDATE WORK PLAN

PROJECT OVERVIEW

The City of Waupaca's existing Comprehensive Plan was adopted in October 2007, as is now out of date. State law requires communities such as Waupaca, which administer zoning ordinances and other land use controls, to update their Comprehensive Plan at least every 10 years. Updating the City's Comprehensive Plan concurrently with a Zoning Code Update provides a unique opportunity to think holistically and long-term about the community's future, while also taking concrete actionable steps to achieve that vision through the modification of existing ordinances. City staff will lead the Comprehensive Plan update and a consultant will lead the Zoning Code update. The City's Community Development Department WILL manage and provide oversight for both projects.

Project Team + Roles

- Andrew Dane, Project Manager, Planner, Public Involvement Lead (City of Waupaca)
- Ronda Rollins, GIS Mapping, other TBD (City of Waupaca)
- Elizabeth Holzwarth, Website + Social Media, other TBD (City of Waupaca)
- Jeffrey Sanders, Zoning Consultant (Community Planning and Consulting, LLC)

Project Approach

- The overall approach is to first educate and engage the community in a well-informed discussion of the future of Waupaca, including identification of key issues and opportunities on the short and long-term horizons. Secondly, we will work with Plan Commission to identify relevant goals and objectives to frame the Comprehensive Plan. Finally, we will prepare the Plan itself, with a focus on 5-year action items to guide implementation.

Project Timeline

- October 2019 – December 2020

TASK 1: PROJECT COORDINATION

1.1. Initial Meeting (Combined with Zoning Update Phase 1: Initial Meeting)

The initial meeting with City staff and Plan Commission is to review and refine the work plan and schedule of public involvement activities. In addition, we will use this opportunity to identify other pertinent project documents, data, and sources.

1.2. Progress Reports and Staff Meetings

Project Manager, Andrew Dane will provide summary progress reports every month for Plan Commission and City Council. He will conduct monthly project status meetings with staff throughout the project.

1.3. Communication with City Plan Commission and City Council

Staff will maintain close and effective communications with the Plan Commission and City Council, including monthly project updates at Plan Commission and quarterly updates for City Council.

Task 1 Deliverables

- Updated and refined work plan, schedule and budget based on discussions between City staff and consultant
- Monthly project status meetings
- Final Public Participation Plan
- Meetings and/or presentations to Plan Commission and City Council
- Project newsletter (1)

TASK 2: INVENTORY + ANALYSIS

This task involves reviewing and evaluating background information, available data and existing conditions as well as identifying additional information needs. The background information collected will be reflected in a series of base maps and summarized in an Existing Conditions Memo.

2.1. Review Related Plans, Ordinances and Planning Efforts

Pertinent plans, ordinances and current planning efforts will be reviewed in order to better understand the community and inform the comprehensive planning update, including:

- City Zoning and Subdivision Ordinances
- Arts and Culture Plan
- Downtown Plan
- West Neighborhood Plan
- Downtown Vision Plan
- Wayfinding Plan
- Other

This analysis, along with public feedback, will identify Special Planning Areas of Concern, which will be focused on during the Plan Update and Zoning Code Rewrite. A summary of existing plans and planning efforts will be included in a technical memorandum for this task. Relevant portions of existing Plans will be incorporated directly in to the updated Comprehensive Plan for the City.

2.2. Compile Background Data and Key Accomplishments

We will compile and review existing conditions data for each of the required nine (9) Comprehensive Plan elements including information pertaining to:

- Demographics
- Land use + Transportation
- Economic Development
- Housing + Community Facilities
- Natural + Cultural Resources
- Intergovernmental Cooperation

A concise summary of background information highlighting key trends and data points will be included in the existing conditions report, which will serve as a tool to educate stakeholders, the project team, and elected/appointed officials. As part of this task we will also assemble a list of the top 10 accomplishments pertaining to each Plan Chapter. The more detailed information gathered under this task will be used to prepare each of the nine (9) required Comprehensive Plan elements (Task 5).

2.3. Base Mapping

City staff will assemble relevant and available electronic data (e.g. GIS shape files, AutoCAD drawing files, digital orthoquads, etc.) and determine if there are any new data requirements for the remainder of the project. A highly legible base map will be produced for future planning and discussion.

Task 2 Deliverables

- Technical memorandum summarizing background research, review and analysis as outlined in Tasks 2.1, 2.2, and 2.3 above.
- Base mapping for the City of Waupaca, in hardcopy and electronic (GIS shapefiles, PDFs, JPEGs) formats.
- Existing Conditions Report summarizing data inventory and analysis of current conditions.

TASK 3: ENGAGE THE COMMUNITY

The purpose of this task is to inform and actively engage a full range of stakeholders in identifying issues and opportunities related to the Comprehensive Plan Update and Zoning Code Rewrite. This information will inform the development of Plan goals and objectives intended to address the future needs of the community.

3.1. Community Visioning Workshop (up to two) (Combined with Zoning Update Phase 1: Kick-Off Mtg.)

The Project Team will organize and facilitate up to two community-wide visioning workshops. The first workshop will be combined with the Zoning Code Kick-Off meeting. The purpose will be to provide an overview of both projects, as well as to solicit input on the key issues and opportunities facing Waupaca over the next 5, 10, and 20 year time periods.

3.2 Online Survey

The purpose of the survey will be to obtain a broad level of citizen input regarding community-wide and corridor specific issues and opportunities. Content analysis will be conducted to develop key themes based on qualitative feedback.

3.3. Student Visioning Workshop (one session)

Staff will design and facilitate a hands-on community visioning workshop for students. Students will identify key planning-related opportunities and challenges from their own perspective.

3.4. Interviews with Key Officials and Advisory Commissions

Staff will facilitate confidential interviews with elected and appointed officials to obtain insight into issues and forces affecting the City and its constituents. A series of six to seven questions pertaining to identifying leading issues and potential opportunities for growth and community improvement will be

drafted and refined in consultation with City staff prior to the interviews. Information will be compiled and summarized in the Existing Conditions Report.

3.5. SWOT Analysis (2-3 sessions)

City staff will lead a series of three SWOT analyses (Strengths, Weaknesses, Opportunities, and Threats). We will focus SWOT discussions on the following topics:

- Economic Development
- Corridor Development
- Quality of Life

The Project Team proposes to employ SWOT analysis within 2-3 Special Areas. The objective of the neighborhood level SWOT analysis is to increase the degree of awareness and understanding of the comprehensive plan and generate and organize grassroots ideas related to practical implementation strategies and actions. Focus areas may include Fulton Street Corridor, East Gateway, and Churchill Street.

3.6. Focus Groups (2-3 sessions)

Three focus groups will be conducted as part of the public participation process. These are intended to explore specific issues in depth and the Project Team will design and facilitate the sessions around distinct themes such as **transportation, utilities, and community facilities; economic development and intergovernmental cooperation; and housing**. Focus group should comprise a blend of representatives from various interest groups and organizations throughout the City. These might include groups such as:

- Arts + Culture Network
- County + Municipal Public Works Staff
- Chamber of Commerce Members
- School District Board of Directors
- Major Employers + Small Businesses
- Community Development Agencies
- Special Planning Area Residents and Businesses

3.7 eNewsletters (7 newsletters)

We will prepare a series of project newsletters posted to the project web page as a vehicle for updating community members on project activities, announcing upcoming participation events, etc.

3.8 Draft Plan Open Houses (two sessions)

We will facilitate two public open houses during the Comprehensive Plan Update. The Project Team will develop marketing materials for the open house, including a newsletter insert. We will also host the open house in a virtual format from the project website to allow for increased citizen input capabilities.

3.9 Draft Plan Public Hearing

Staff will coordinate and attend all public hearings for the Comprehensive Plan Update and Zoning Code Rewrite. The Zoning Consultant will attend all public hearings for the Zoning Code Rewrite. Any final Plan

and Code revisions will be based on comments from the public and the decision of the Planning Commission and City Council.

3.10 Project Website and Social Media

City Staff will prepare and regularly update a project website and Facebook page to keep residents and other stakeholders apprised of the planning process including public meetings and key milestones.

Task 3 Deliverables

- Key Issues & Opportunities Summary
- Supporting materials for all meetings including announcement graphics, large-scale maps, presentation boards, PowerPoint presentations, handouts and web postings.
- Public meeting agendas, summary documents and supporting materials.
- Two project e-newsletters (2)
- Interactive website and social media management and postings.

TASK 4: IDENTIFY GOALS + OBJECTIVES

The purpose of this phase of the project is to generate, organize, and prioritize specific goals and objectives which will guide development of the plan update. The goals and objectives will be derived through the public involvement process (visioning workshops, SWOT analyses, focus groups, website, etc.) and vetted with the Plan Commission.

4.1 Existing Conditions and Future Needs

Information gathered during previous tasks will be summarized by Plan Chapter and provided to the Plan Commission in this phase of the project, including existing condition summaries and key issues and opportunities summaries.

4.2 Draft Goals and Objectives

The Project Team will develop preliminary goals and objectives for the Plan Commission to consider based on the City of Waupaca Year 2030 Comprehensive Plan and more recent related planning documents; as well as the issues and opportunities expressed during the public participation events. Goals and objectives will address the following elements listed below:

- Housing
- Transportation
- Community Facilities and Utilities
- Ag, Natural, and Cultural Resources
- Economic Development
- Special Planning Areas
- Intergovernmental Cooperation
- Land Use

4.3 Refined Goals and Objectives

Staff will work with Plan Commission to refine the goals and objectives in order to develop an implementable planning framework. Each set of Chapter goals and objectives will be reviewed and

discussed at a minimum of two Plan Commission meetings as part of Task 5. An updated schedule of Plan Commission meetings and topics will be prepared for this phase of the project.

Task 4 Deliverables

- Chapter Goals + Objectives
- Project eNewsletter (1)
- Updated Plan Commission schedule to review draft Plan Chapters

TASK 5: PREPARE DRAFT COMPREHENSIVE PLAN

The purpose of this task is to develop specific recommendations for each of the plan elements which are concise, actionable, and phased. Where applicable, recommendations from existing planning documents will be incorporated into the Plan Update. The work completed as part of Tasks 1-4 will be incorporated with research, fieldwork, and further analysis to update and expand the comprehensive plan elements, including text, illustrative graphics, and maps. **Each Comprehensive Plan Chapter will be reviewed and discussed with Plan Commission.**

5.1 Issues and Opportunities

Key issues and opportunities will be refined based on feedback from the public participation events, review of existing documents, and discussions with the Plan Commission and City staff. The key issues and opportunities will be used as background material for Task 4 and as an introduction to the body of the plan itself. An overall set of goals – one for each Plan Chapter will be identified within this chapter of the Comprehensive Plan.

5.2 Housing

We will identify and evaluate housing needs of the future population, along with the related services that contribute to healthy neighborhoods. We will pay particular attention to the desire for both affordable and market rate housing development in order to maintain the City's tax base and stimulate redevelopment. We will identify recommendations related to neighborhood revitalization including the maintenance of existing housing stock and the redevelopment of blighted homes.

5.3 Transportation

We will review and compile recommendations from applicable transportation plans (federal, state, region impacting the City. We will also inventory existing conditions and plan recommendations related to transportation contained in the list of recently completed plans identified under Task 2.1. This element will provide an opportunity to explore the “complete streets” movement, which focuses on building road networks that are safer, more livable, and welcoming to everyone – including bicyclists and motorists, pedestrians, the elderly, the young, the handicapped.

5.4 Utilities and Community Facilities

We will review and compile recommendations from existing plans, as well as feedback received from prior focus group activities, in order to develop this chapter.

5.5 Agriculture, Natural, and Cultural Resources

We will develop recommendations by tapping into the expertise of local residents and business people including the Waupaca Arts Network. To seek out innovative recommendations for agriculture we will contact local and regional land trusts, preservation groups, and the County UW-Extension office. We will also contact the City Historic Commission and community organizations to solicit recommendations related to historic buildings and neighborhoods.

5.6 Economic Development

We will develop specific economic development strategies which are most likely to contribute to tax base growth and which contribute to the quality of life for Waupaca's residents. We will identify recommendations related to business retention, expansion, and recruitment, existing and proposed TIF districts, existing and proposed trails, and other key community infrastructure investments which may be leveraged to grow the local tax base. We will explore opportunities to promote economic development through the arts and other creative industries which exist in the community.

5.7. Special Planning Areas (Optional)

More detailed economic development and land use strategies may be developed for the Special Planning Areas identified in Task 2. We will use a community-based approach to solicit and develop key recommendations related to potential City investments in infrastructure intended to encourage economic development. We will identify additional strategies based on our expertise and we will analyze and refine the economic development strategies to identify those which are most strategic in terms of promoting quality of life, economic development, and community sustainability.

5.8 Intergovernmental Cooperation

Identify specific recommendations related to the issues and opportunities contained within each of the other planning elements. We will seek out existing groups, formal and informal, which are addressing this issue and solicit recommendations from them. We will convene key elected officials to help identify which recommendations are most strategic and doable.

5.9 Land Use

We will analyze the existing land use and growth management issues, including preparation of an existing land use inventory and map using standardized land use categories and descriptions. We will prepare a growth strategy that incorporates population and houProjectold projections, land supply and land demand for new development. This will include preparation of a future land use map and land use classifications to provide the basis for the City's zoning ordinance and map. We will update and streamline existing land use recommendations.

5.10 Implementation

We will work closely with City staff from all departments to develop a strategic action plan, which will implement the goals, objectives, policies, and recommendations from each of the comprehensive plan elements referenced above in Tasks 5.2-5.10. The action plan will identify responsible parties, action steps, resources required, cost estimates, and a schedule. At a minimum, this will include annexation, ordinance revisions, subdivision regulations, capital improvements, new or expanded City facilities and infrastructure, and economic development activities. Included in this task are descriptions of relevant

ordinances, public programs and fiscal devices, as well as zoning districts that will be used to ensure plan implementation.

Task 5 Deliverables

- Initial drafts of each element above will be submitted to the City for review and comment based on the schedule developed in Task 1.
- Mapping (in both hardcopy and electronic format) that illustrates issues and concepts included in each chapter above, including but not limited to community profile, land use, and transportation.
- Concept-level sketch plans, perspective character sketches, cross sections and/or land-use diagrams for up to two special areas of concern (Optional, may require additional fee)
- Project eNewsletter

Task 6: FINALIZE AND ADOPT COMPREHENSIVE PLAN

This task includes the assembling and drafting of the final draft Comprehensive Plan Update document and distributing to adjacent communities and other entities for review. Staff will coordinate and respond to comments regarding the Plan Update.

We will make the final plan more integrated and streamlined in order to improve readability. For example, the current structure of the plan breaks each element into multiple sections. For each element, the Plan Update will integrate existing conditions; goals, objectives and policies; and recommendations sections into a single chapter. This will make the plan easier to follow.

We will also include charts, process diagrams, maps and illustrations in order to make the Plan more readable and attractive. Brochure plans and executive summary documents will be developed in addition to the final planning document. These will include highly illustrated reference piece for community members and staff to use on a daily basis.

6.1. Prepare and Present “Public Draft for Review”

A “Public Draft for Review” will be assembled and presented to the Planning Commission and City Council for review and comment. One or two Open Houses will be held to share the draft final Plan with the public (Task 3.7). Based on comments received the document will be revised as necessary.

6.2. Plan Commission Recommendation to City Council

Plan Commission will recommend proposed Comprehensive Plan amendment to City Council by adopting a resolution by a majority vote.

6.3. Distribute draft Comprehensive Plan and Public Hearing Notification

The document will also be circulated to adjacent communities, ECWRPC, County, lake districts, school districts, and other agencies and organizations. Publish Class 1 notice for public hearing.

6.4 Ordinance Adoption and Final Distribution

Following the public hearing to amend the Comprehensive Plan, a majority of City Council must approve the Plan by ordinance. File final Plan and ordinance with adjacent communities, ECWRPC, library, and other required entities.

Task 6 Deliverables

- Twenty color hardcopies of the Draft Plan Update.
- Twenty bound, color hardcopies of the Final Plan.
- One unbound, reproducible original hardcopy of the Final Plan.
- CD-ROM of Draft and Final documents in Microsoft Word and Adobe PDF formats, including all GIS data and graphics separately in formats compatible with City of Waupaca programs.