



## Introduction

Community Planning & Consulting (hereafter, CPC) is pleased to submit this proposal to assist the City of Waupaca in updating Chapter 17: Zoning Code (hereafter, the zoning ordinance). Jeff Sanders, CPC's owner, has been assisting Wisconsin municipalities in achieving their planning and development goals for more than 25 years. As a small firm competing in a market with much larger companies, it is incumbent that CPC establish a one-on-one relationship with our clients. We do so by developing a **stronger, more personal relationship** with our municipal partners than our larger competitors are able to achieve. Please refer to pages 8 through 12 for CPC's Corporate Profile and Municipal Planning Experience along with Jeff Sanders' Professional Resume.



Courtesy Waupaca County Post

## Our Approach – 'People Focused Planning'

Public participation is the most critical ingredient of a successful planning or code update program. Engagement through 'People Focused Planning' is the cornerstone of our approach. CPC will work with landowners, business owners, city officials, and other stakeholders to identify the goals guiding the update of the zoning ordinance and consider from a variety of alternatives the specific amendments necessary to achieve those goals. CPC's public engagement effort is designed to build consensus around a community-supported path forward.

## Planning Framework

### Current Ordinance

The zoning ordinance, in its current form, represents a traditional 'Euclidean' code, the most common form of land-use regulation in the United States. Gaining its name from a landmark ruling of the U.S. Supreme Court (Village of Euclid, Ohio v. Ambler Realty Co., 272 U.S. 365, 1926), this methodology establishes base zoning districts (i.e. AG-1 Agricultural, R-1 Single-family Residential, B-1 Neighborhood Commercial, etc.) within which allowable land uses are permissible by right (permitted uses) or with additional layers of scrutiny (conditional or special uses). Although the current ordinance has been amended a number of times (most recently in 2018) it does not appear to have undergone a comprehensive rewrite since the mid 1980s.

### 2019 Audit of Chapter 17

CPC conducted an audit of the zoning ordinance in June of this year, the purposes of which were to assess the document, its application forms & guides, and its review & decision processes. Recommendations fell into five broad categories (please see *Audit of Chapter 17: Zoning, Summary of Recommended Changes*, June 2019):



- Consistency and compliance with state and federal statutes
- Specific updates
- General updates
- Zoning methodologies
- Application forms and guides

### Comprehensive Plan

Wisconsin's Comprehensive Planning Law requires municipalities that administer zoning regulations to do so 'consistent with' an adopted comprehensive plan (Chapter 66.1001(3), Wis. Stats.). The current comprehensive plan was adopted in October 2007. The City will soon update that document, as required under the planning law. The amendments to the zoning ordinance will be consistent with the goals and objectives of the new plan.

## Phase I: Project Initiation

### Initial Meeting

The Initial Meeting provides an opportunity for the Plan Commission, staff, and CPC to refine the scope of work and project timeline, select a date for the Stakeholder Workshop, set a preliminary meeting schedule, and address other logistical issues. CPC will collect digital version of recent planning documents at this time (see *Complimentary Plans* below).

### Kick-Off Meeting

The purpose of the meeting is to inform stakeholders of the purposes and goals of the project and identify the means by which the public may participate in the process of updating the zoning ordinance. It will be held at City Hall as a combined meeting of the comprehensive plan and zoning ordinance update.

### Complimentary Plans

CPC is aware that the city has completed a number of planning efforts in recent years (Downtown Vision Plan, Riverfront Park Master Plan, Economic Development Strategic Plan, etc.), each including various levels of community engagement. CPC will review the information gathered via surveys, visioning sessions, workshops, and the like for discussion during the Stakeholder Workshop and for consideration during the update of the zoning ordinance.

### Stakeholder Workshop

The stakeholder workshop has two purposes: (1) conduct a visioning session aimed at identifying needs and wants; and, (2) engage in a 'nuts and bolts' discussion of the intent and function of a zoning ordinance. The pros and cons of Euclidean zoning and its alternatives will be thoroughly examined as will recent legislation affecting the way in which zoning is administered in Wisconsin. The workshop will be hosted by the Plan Commission and include stakeholders and interested members of the general public.



CPC will utilize a process known as graphic recording to facilitate the session (see images on following page). This meeting management technique combines brainstorming with graphic note taking to record the content and flow of the conversation. Particularly effective within group settings, it encourages freethinking and the rapid generation of ideas, encourages interaction and cooperative participation, and allows participants to build upon each other's comments. The session closes with a modified 'nominal group' exercise during which attendees will place adhesive dots onto the wall graphic adjoining the zoning-related issues each deems most important.

## Phase II: Ordinance Document

### Objective Amendments

The first task will be to incorporate the non-subjective elements of the audit into the zoning ordinance. These include the recommendations falling under the heading 'Consistency and Compliance with State & Federal Statutes' along with reformatting, correcting internal section references, and updating the definitions section, among others. The purpose of addressing these revisions prior to those described below is to create a base document from which the substantive changes presented in the audit and proposed during the Stakeholder Workshop can be more readily evaluated by the Plan Commission and staff.

### Subjective Amendments

The subjective elements encompass the remainder of the recommendations presented in the audit, those that arise during the Stakeholder Workshop, and any others necessitated by the consistency requirement of the planning law. CPC assumes that amendments will be predominantly 'Euclidean' in nature. The incorporation of limited 'Form- and/or Performance-based' elements will be primarily associated with the downtown and will utilize graphics and other imagery available online. However, CPC is prepared to craft an ordinance with a more expansive form/performance focus as required.

### Project Mapping

It is CPC's understanding that mapping will be completed in-house. CPC will assist staff in preparing an updated, visually appealing zoning map compliant with the amended zoning ordinance.