2010 Wisconsin Lakes Convention

Making Plans Real

Waupaca County's Intergovernmental Implementation Project

John Williams, AICP, Foth Infrastructure & Environment, LLC



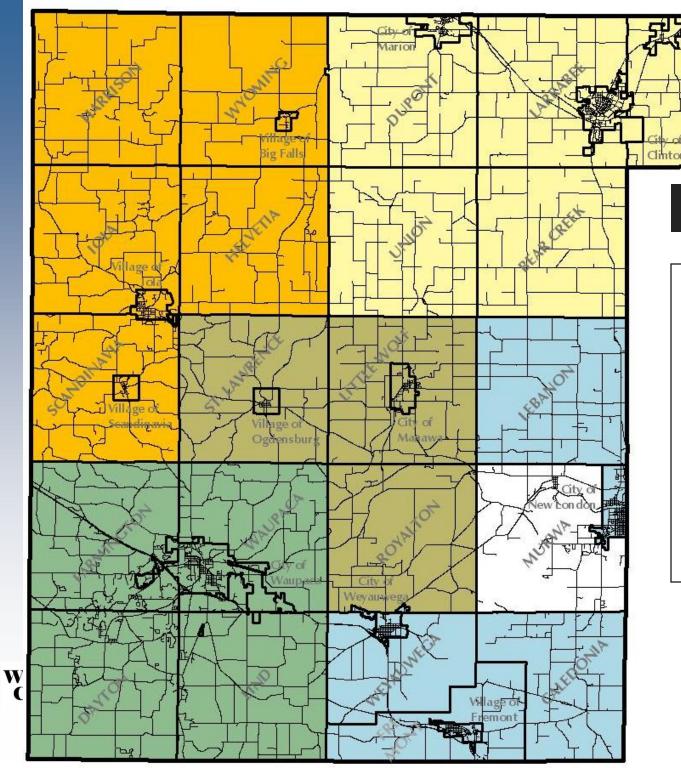


Process Review Comp Planning and Implementation

- Comprehensive Planning (2002 2007)
 - ▶ 42,839 point of public contact
- Implementation Project (2008 ongoing)
 - County Subdivision Ordinance Update (Adopted March 2009)
 - Town Model Ordinances (Subdivision, Access Control, & Road Standards)
 - Donated Easement Program (Adopted June 2009)
 - City/Village Ordinance Assistance (Ongoing)
 - County Zoning Ordinance Update (Ongoing)



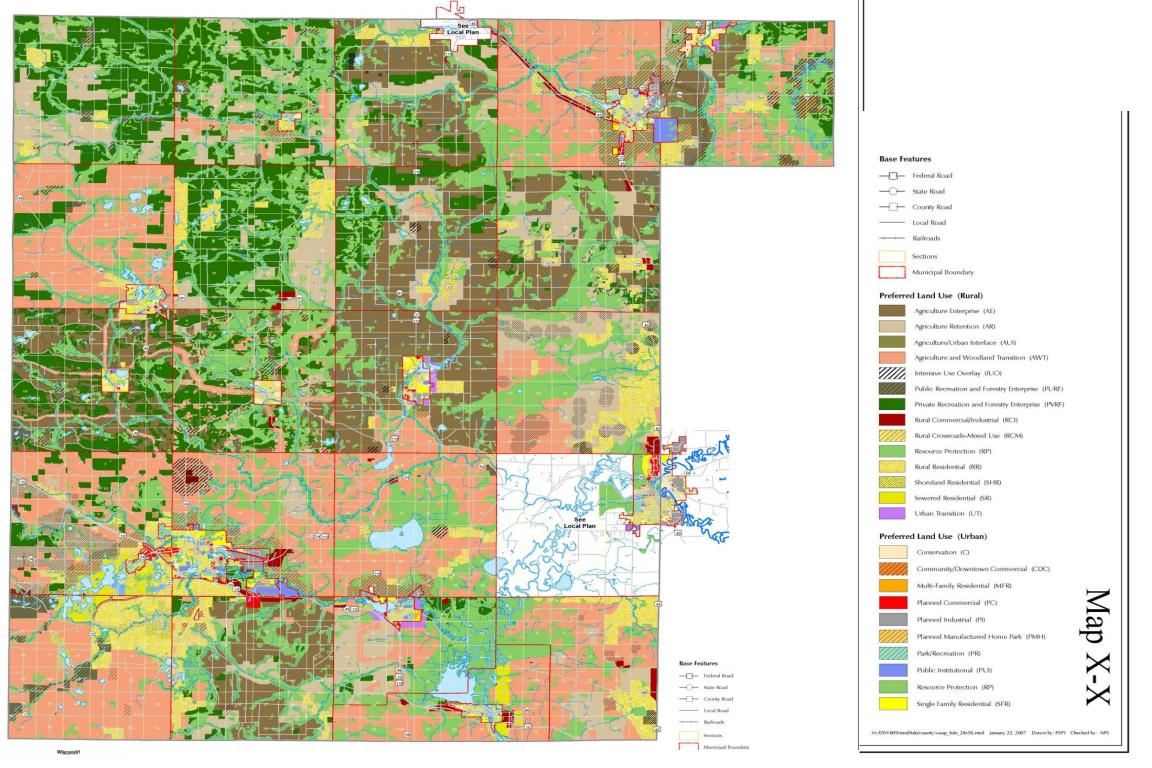




Project Partners

- 33 of 34 communities
- •5 geographic
- "Clusters" of adjoining communities
- •Significant staff contribution





Results of the Process

Detailed Policy Guidance

- Specific, usable policies and recommendations
 - Community/County positions
 - Community/County directives
 - Development review criteria
 - Action plans
- Level of detail uncharacteristic of comprehensive planning



Results of the Process

- Very Specific Guidance for Updating County Ordinances
 - Zoning and Subdivision Ordinances
 - Various other plan implementation tools
 - Value assured by the process
 - Locally generated and supported
 - Specific details on land uses, lot sizes, densities



Intergovernmental Cooperation=Cost Efficiency

"What does my community have to gain by cooperating?"

Towns: Local Control

- More predictable urban boundaries
- Reduced cost for shared services
- Sewer service or water service
- More property taxes for annexed areas
- Planning and zoning assistance
- Reduced development pressure on productive lands
- Less conflict over boundary issues
 - Better tax base management

Cities/Villages: Predictability

- More predictable development along the periphery
- Reduced cost for shared services
- Revenue for services sold
- Better managed lands in annexed areas
- More attractive gateway areas
- Maximize use of existing infrastructure
- * Less conflict over boundary issues
- Better tax base management



Process Review Implementation Project

First Priority:

Process Planning and Validation

- Project partners
- 2. Steering committee

Second Priority:

County Land Divisions

- Update county ordinance
- 2. Improve internal communications

Third Priority:

County Zoning Basics

- 1. New districts
- Updated provisions
- Lot sizes and densities

Fourth Priority:

County Zoning

Enhancements

- 1. Limits of disturbance
- 2. Impacts assessment
- 3. Conservation design

Parallel Path:

Town Model Ordinances and Specifications

Parallel Path:

City and Village Ordinance Updates

Parallel Path:

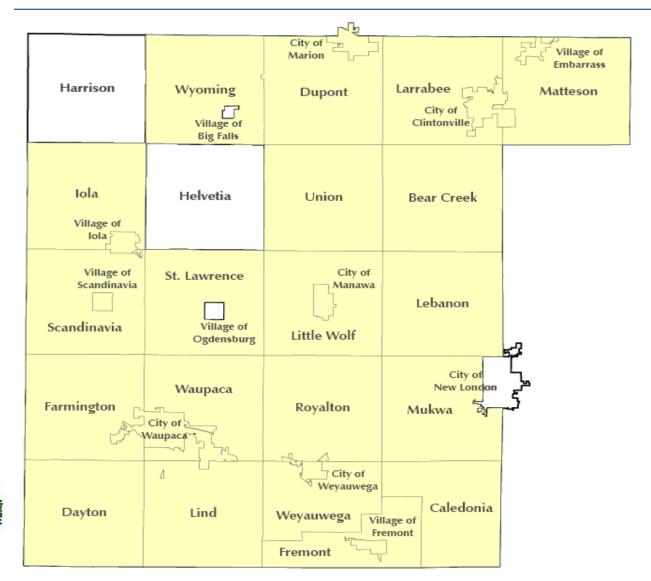
PDR Program Development

Parallel Path:

Livestock Facility Siting and Performance Standards



Participating Communities



- County and29 local unitsof government
- Cost-sharing agreements





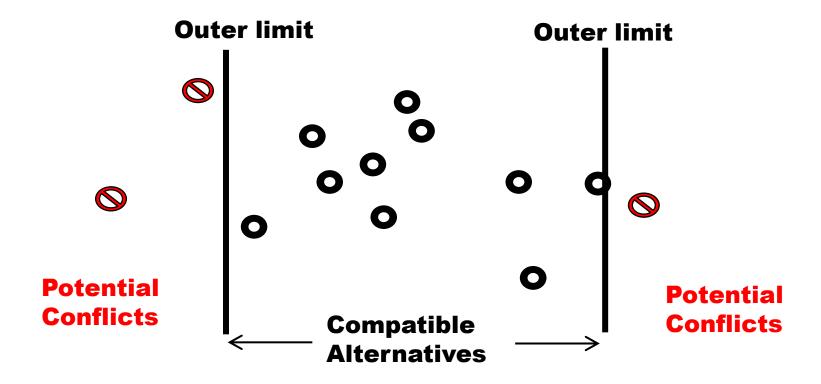


- A set of tools for coordinated town/county decision making on land use issues
 - Maintains a "bottom-up" approach while also recognizing County decision making responsibilities
 - Recognizes constructive/dynamic tension between county and local plans
 - Provides accountability and protection of the public interest





Sideboard Approach





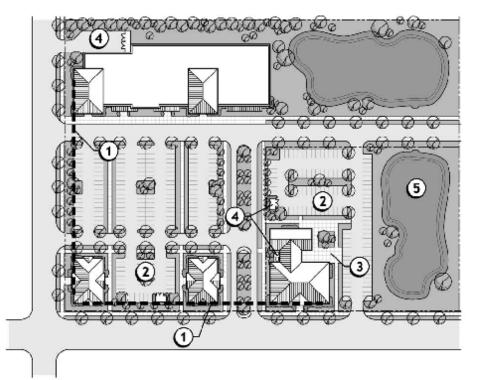


- Plan implementation project deliverables focused on:
- ❖Intergovernmental function/relationship
- **❖**Specific community applications
- **❖**Design specifications
- ❖ Model codes
- **❖** Model Standards

City/Village of ______ Design Standards DRAFT

SITE DESIGN

Site design refers to the overall layout of the site and the relationship of major features such as buildings, streets, parking and supporting elements.



1 Building Location and Setbacks

Buildings should be located to strengthen the definition of street edges and public areas. Building setbacks should also be consistent with those of buildings located on adjacent properties.

2 Parking Lot Configurations and Location

Parking lots should be designed to accommodate convenient vehicular navigation. Generally, two-way drive aisles should be 24 feet wide and nonhandicapped accessible spaces should be 9 wide by 18 feet deep. Dead-end aisles should be avoided where possible, but shall include a vehicle turn-around when used.

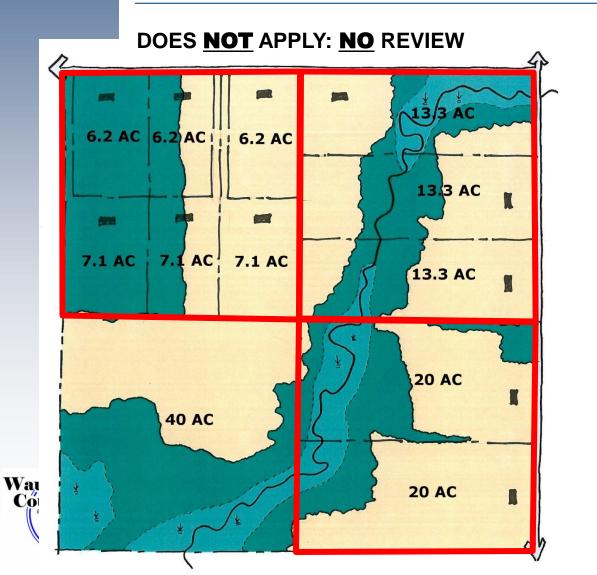
Parking lots should also be arranged to provide convenient access to buildings and primarily located to the sides or rear and between buildings.

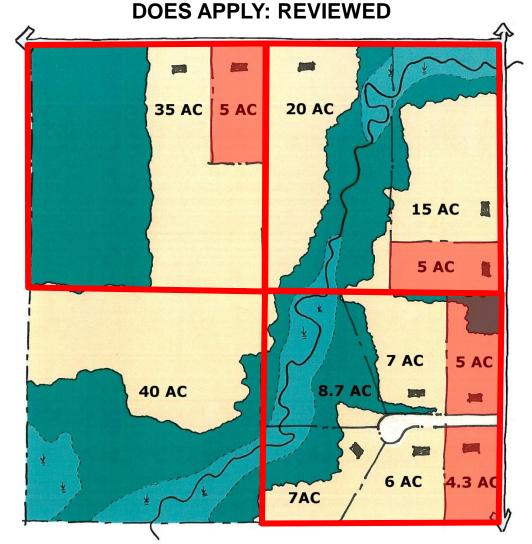
3 Public Space

The integration of public areas including court yards, plazas and gardens into the site is encouraged. These spaces should



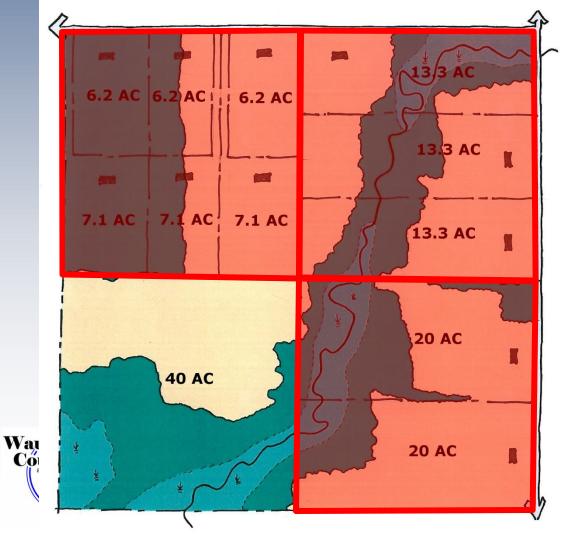
Subdivision Ordinance Key Concepts - Applicability

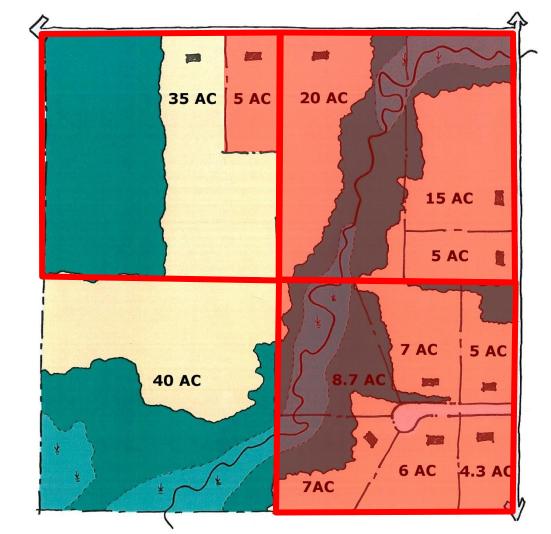




Subdivision Ordinance Key Concepts - Applicability

DOES APPLY: REVIEWED

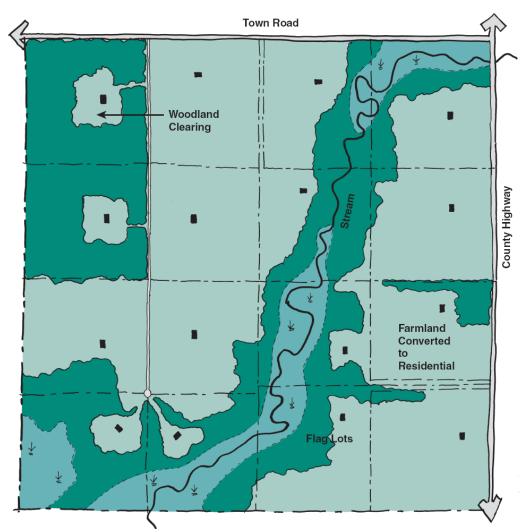


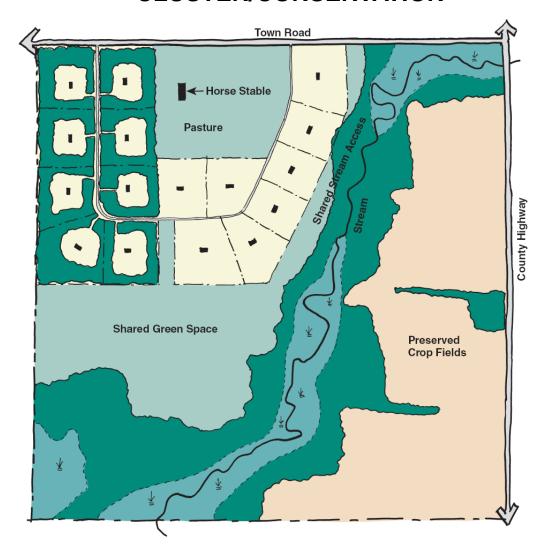


Key Concepts Cluster/Conservation Subdivisions

CONVENTIONAL

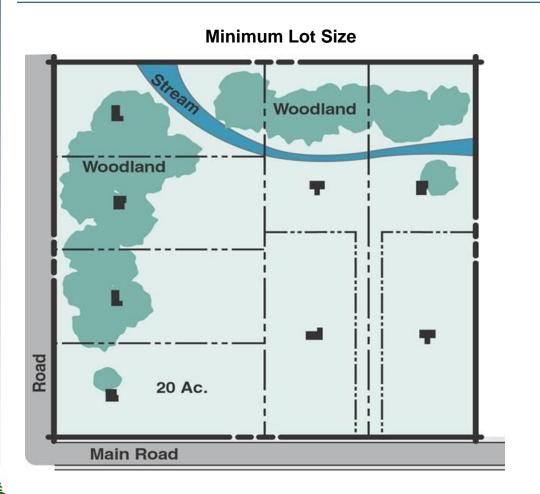
CLUSTER/CONSERVATION

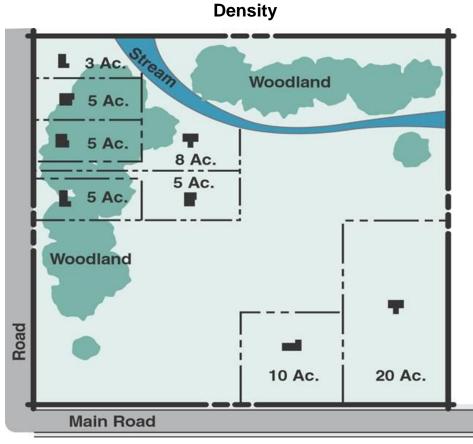






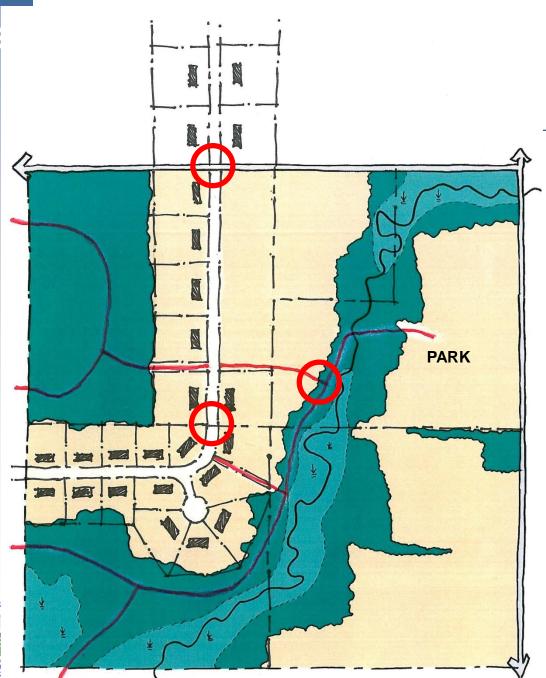
Managing Development Better









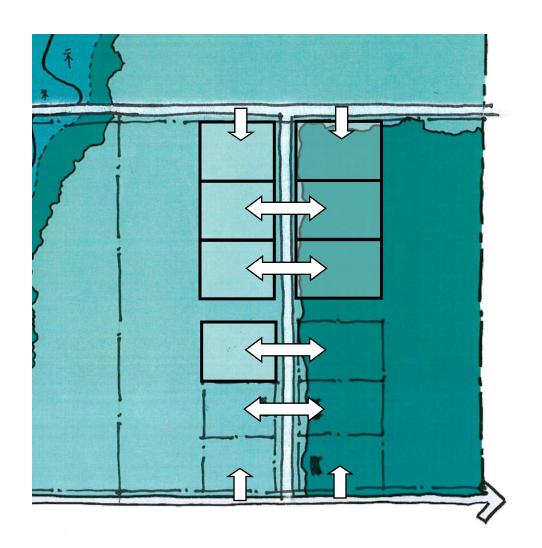


Integrated approach





Key Concepts Lot Access – Public vs Private Streets



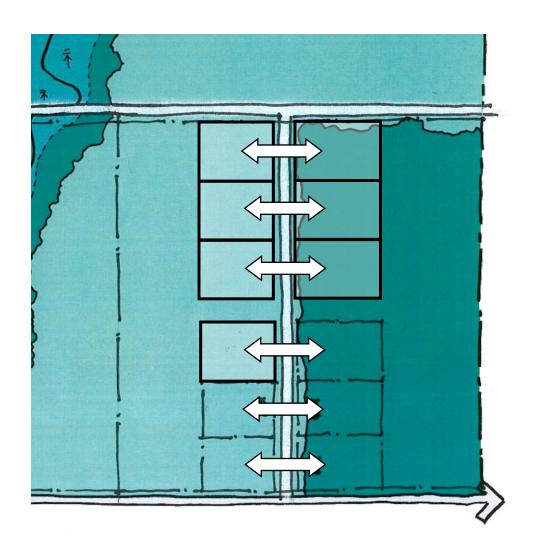
Under revised language

- Less than 10 total lots accessing private road:
 - 49.5 feet of R.O.W.
 - 20 feet of roadway width
 - 16 feet of surface width





Key Concepts Lot Access – Public vs Private Streets



Under revised language

- 10 or more total lots accessing private road:
 - 66 feet of R.O.W.
 - 26 feet of roadway width
 - 20 feet of surface width





Complex Framework

Planning process allowed for flexibility

Flexibility creates challenges in codification

County Zoning outdated: Not Flexible

Not Compatible

Not Capable of meeting local needs

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Wau Cou	ntv	奎	
Est. 1	1851	1	
		The second	
	Wisconsi		

	Private Recreation and Forestry Enterprise	Agriculture Enterprise	Agriculture Retention	Agriculture and Woodland Transition	Rural Residential	Sewered Residential
	PVRF	AE	AR	AWT	RR	S.
T Bear Creek						
Max Density (unit/acre)	1/10 - 1/80	1/40 - 1/80	1/20		1/2	
Min Lot Size (acres)	1.5	1.5	1.5		1.5	
Max Lot Size (acres)	3	3	3		3	
Limit of Disturbance (acres)					1	
T Caledonia						
Max Density (unit/acre)			1/10	1/1	1/1	
Min Lot Size (acres)			2	2	2	
T Dayton						
Max Density (unit/acre)				1/10 (cluster: 1/5)	1/2 (cluster: 1/2)	> 1/1
Min Lot Size (acres)				2 (cluster: 1)	2 (cluster: 1)	20,000 SF
Max Lot Size (acres)				5 (cluster)	3 (cluster)	1
Min Common Open Space (%)				50 (cluster)	35 (cluster)	
Min Development Parcel Size (acres)				35 (cluster)	25 (cluster)	
T Dupont						
Max Density (unit/acre)	1/10	1/20	1/10	1/2	1/2	
Min Lot Size (acres)				1-2	1-2	
Max Lot Size (acres)	2	2	2			
T Farmington						
Max Density (unit/acre)	1/10		1/10			> 1/1
Min Lot Size (acres)	1		1	2.5	1-2.5	20,000 SF
Max Lot Size (acres)	2.5		2.5			1
T Fremont						
Max Density (unit/acre)	1/10-1/80			1/1		> 1/1
Min Lot Size (acres)				1-5		20,000 SF
Max Lot Size (acres)	2					1



- Implementing the Comprehensive Plans through Zoning to Achieve:
 - Fostering of <u>Economic Development</u>
 - Preservation of Ag & Natural Resources
 - Growth Management & Preservation of Rural Character
 - Maintaining Local Decision-Making while Coordinating Development Decisions Within the County
 - Balancing <u>Private Property Rights</u> with Long-Term Community Development Goals





Process Review County Zoning Ordinance Update

Key Improvements to the Zoning Code:

- More effective land management at the local level through integrated planning and zoning decisions
- Streamlined administration at the county level
- ▶ A 'menu of options' built from local Town Plan recommendations
- A relatively <u>simple</u>, <u>but effective approach</u> to managing town zoning through a county zoning ordinance
- Residential growth management based on density (number of dwelling units per acre(s) instead of minimum lot size). This effectively allows for development and resource management simultaneously
- Provisions for clustering of residential lots and preservation of open space, natural resources, and agriculture



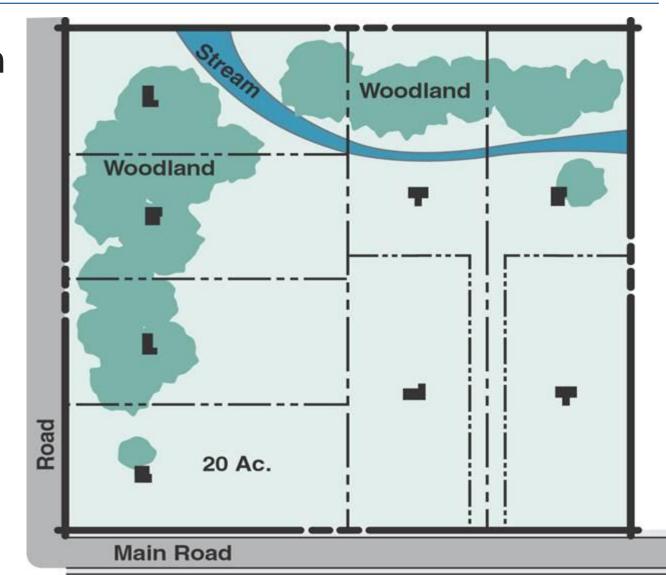
The Major Disconnect Between the Comprehensive Plans and the Existing Zoning Ordinance

- The Comprehensive Plans Recommend Managing Residential Growth Through Density Management
 - Preserve Natural/Economic Resources & Rural Character
 - Balancing Private Property Rights with Long-Term Community Development Goals
- The Existing County Zoning Ordinance
 Manages Residential Growth Through Minimum
 Lot Sizes



Existing Zoning Managing Residential Through Minimum Lot Size: Example

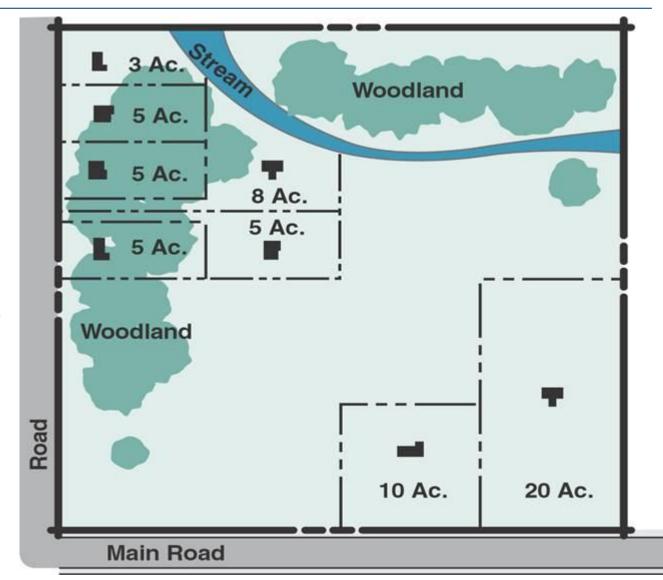
- 20 acre minimum lot size
 - ▶ 160 acres
 - ▶ 8 home sites
 - Uniform lot sizes





Comprehensive PlansManaging Residential Through Density: Example

- One unit per 20 acre density
 - ▶ 160 acres
 - ▶ 8 home sites
 - Various lot sizes
 - 99 acres
 remaining in
 agriculture,
 recreation, etc.

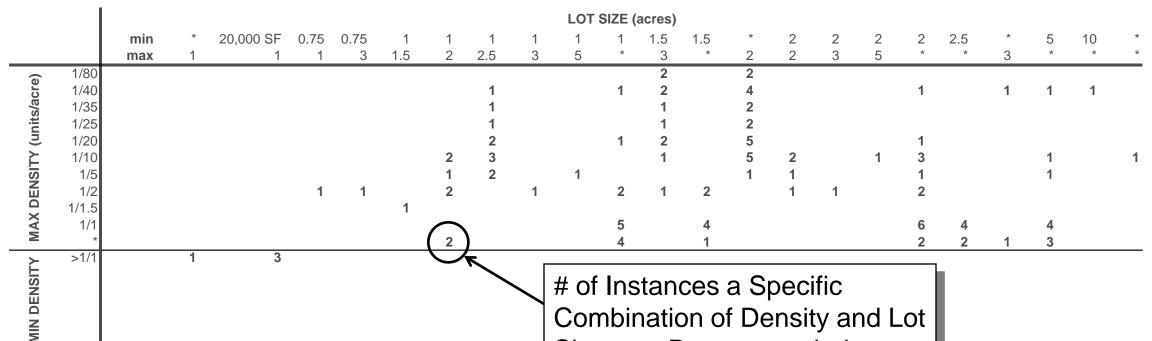




PREFE	RRED LAND USE CLASSIFICATIONS	EXIST	ING ZONING	<u>PR</u>	OPOSED ZONING
RP	Resource Protection	O-N	Natural Resource Preservation ·····>	RP	Resource Protection
PURF	Public Recreation and Forestry	О-Р	Park and Recreation ·····	PURF	Public Recreation and Forestry
PVRF	Private Recreation and Forestry Enterprise	O-F	Forest ·····	PVRF	Private Recreation and Forestry
AE	Agriculture Enterprise	A-1	Exclusive Agriculture	AE	Agriculture Enterprise
AR	Agriculture Retention	A-G	General Agriculture ·····>	AR	Agriculture Retention
AWT	Agriculture and Woodland Transition		·····>	AWT	Agriculture and Woodland Transition
RR	Rural Residential		·····	RR	Rural Residential
SR	Sewered Residential	RS-10 RS-20 RM	Residential Single-Family> Residential Single-Family> Residential Multi-Family>	SR-20	Sewered Residential – Single-Family Sewered Residential – Single-Family Sewered Residential – Multi-Family
		RS-P RM-P	Residential Single-Family Planned Development Residential Multi-Family Planned Development	PD	Planned Residential Development
RCI	Rural Commercial / Industrial	C-G	General Commercial	RC-N	Rural Commercial – Neighborhood
De	veloped District	C-C	Community Commercial ·····		Rural Commercial - General
	Naming Consistency		Service Commercial		5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5
	ween Planning and	M-G	General Manufacturing ·····>	RI-G	Rural Industrial - General
Zor	ning	M-I	Intensive Manufacturing ·····>	RI-I	Rural Industrial - Intensive

Complexity in Efficiently Managing Town Plan Recommendations

Town Plans resulted in 62 different recommendations of how to manage residential land use...



Not specified

of Instances a Specific Combination of Density and Lot Size was Recommended

Town Plan Recommendations Sideboard Approach: Defining the Base

DENSITY	# OF TOWNS BY PLAN MANAGEMENT AREA							
(units/acre)	PVRF	AE	AR	AWT	RR	SR		
no requirement					1			
1/1 (min density)						4		
1/1				6	6			
1/1.5				1				
1/2				3	6			
1/2.5				1	1			
1/5			1	5	3			
1/10	11		9	2				
1/20	3	2	3	E	cample:			
1/25	1				-	mmon reco	ommendation (9	
1/35		1		to	wns) withir	n the Town	Plans for maximu	
1/40	1	6	2			ensity withi	in the Ag Retentio	วท

(AR) area is 1 unit per 10 acres.



Base Zoning Districts: Residential

BASE ZONING	PROP	OSED REQUIREN		
	BASE DENSITY	MIN LOT SIZE	MAX LOT SIZE	
PVRF Private Recreation and Forestry Enterprise	1 unit/10 acres	1 acre	none	Based on the most
AE Agriculture Enterprise	1 unit/40 acres	1 acre	2 acres	common recommendations within the Town Plans,
AR Agriculture Retention	1 unit/10 acres	1 acre	none	these are the resulting proposed "Base Zoning District" regulations.
AWT Agriculture and Woodland Transition	1 unit/2 acres	1 acre	none	
RR Rural Residential	1 unit/1 acres	1 acre	none	
SR-10 Sewered Residential	1 unit/1 acre (min)	10,000 SF	1 acre	
SR-20 Sewered Residential	1 unit/1 acre (min)	20,000 SF	1 acre	Foth





Zoning Overlay Options

Towns can choose up to <u>one</u> overlay from each category for each base zoning district:(PVRF, AE, AR, AWT, RR)









OVERLAY DENSITY			
D-2	1 unit/2 acres		
D-5	1 unit/5 acres		
D-10	1 unit/10 acres		
D-20	1 unit/20 acres		
D-40	1 unit/40 acres		

MIN LOT SIZE				
MIN-20	20,000 SF			
MIN-1	1 acre			
MIN-2	2 acres			
MIN-5	5 acres			
MIN-10	10 acres			

MAX LOT SIZE				
MAX-0	none			
MAX-2	2 acres			
MAX-3	3 acres			

CLUSTERING			
C1	required		
C2	required for major subdivisions		
СЗ	optional w/bonus (conditional use)		

Towns Will Have the Option to Customize the Base Zoning Districts Based on Local Plan Recommendations





Base Residential Districts & Overlays Comparison

BASE ZONING	PROPOSED REQUIREMENTS				
	BASE DENSITY	MIN LOT SIZE	MAX LOT SIZE		
PVRF Private Recreation and Forestry Enterprise	1 unit/10 acres	1 acre	none		
AE Agriculture Enterprise	1 unit/40 acres	1 acre	2 acres		
AR Agriculture Retention	1 unit/10 acres	1 acre	none		
AWT Agriculture and Woodland Transition	1 unit/2 acres	1 acre	none		
RR Rural Residential	1 unit/1 acres	1 acre	none		



OVERLAY DENSITY				
D-2	1 unit/2 acres			
D-5	1 unit/5 acres			
D-10	1 unit/10 acres			
D-20	1 unit/20 acres			
D-40	1 unit/40 acres			

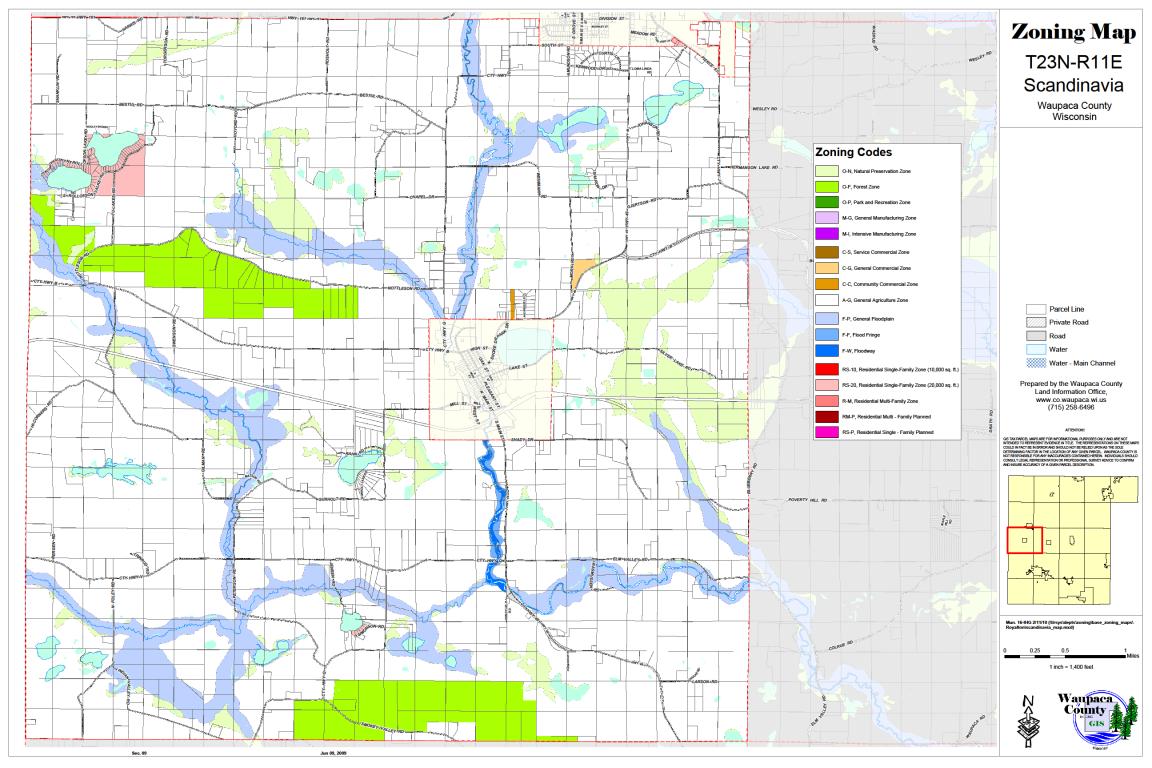
MIN LOT SIZE			
MIN-20	20,000 SF		
MIN-1	1 acre		
MIN-2	2 acres		
MIN-5	5 acres		
MIN-10	10 acres		

MAX LOT SIZE	
MAX-0	none
MAX-2	2 acres
MAX-3	3 acres

С	CLUSTERING	
C1	required	
C2	required for major subdivisions	
СЗ	optional w/bonus (conditional use)	



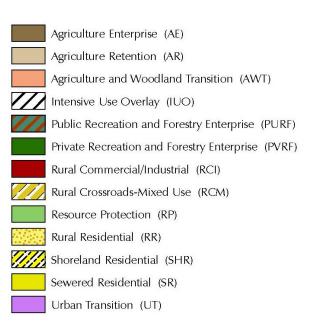




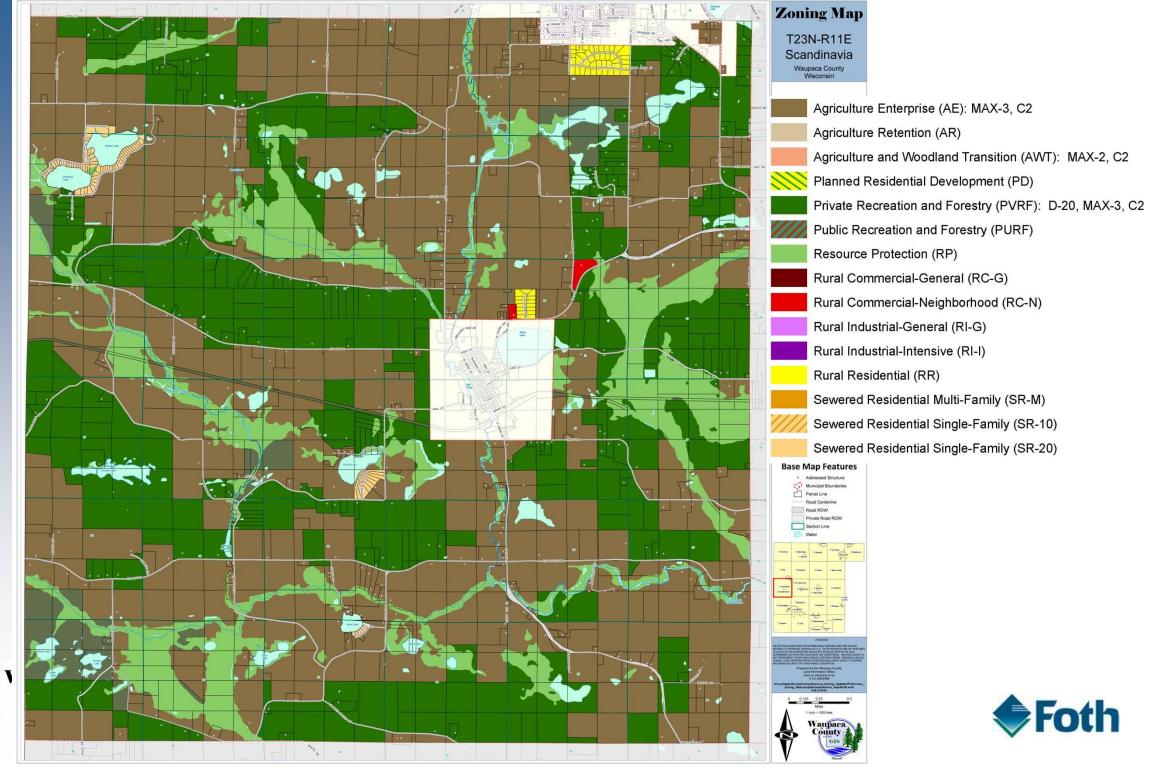


PREFERRED LAND USE

Town of Scandinavia, Waupaca County







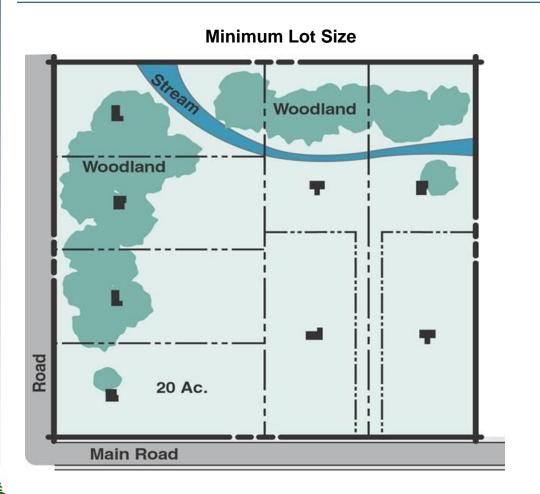
Density Management Practical Application

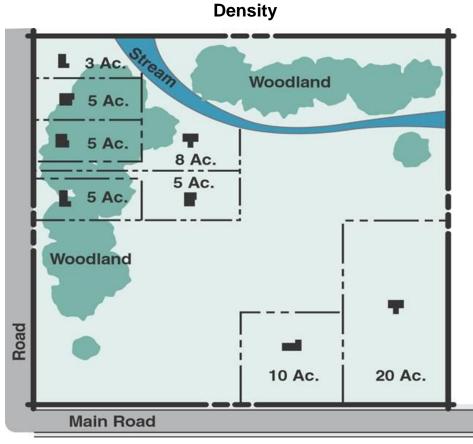
- Establish baseline "Development Rights"
 - Database including each parcel (part of GIS)
 - Development Rights based on zoning (max density) and parcel size
- Tracking Development Rights Ongoing
 - Land divisions
 - Rezonings
- Restricting Further Divisions
 - CSMs, Plats, Deeds
 - Blanket Statement: Reference Waupaca County for Development Rights Tracking System





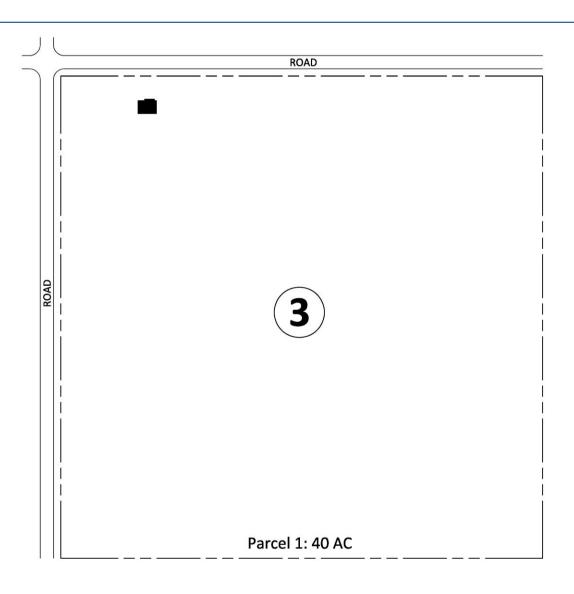
Managing Development Better







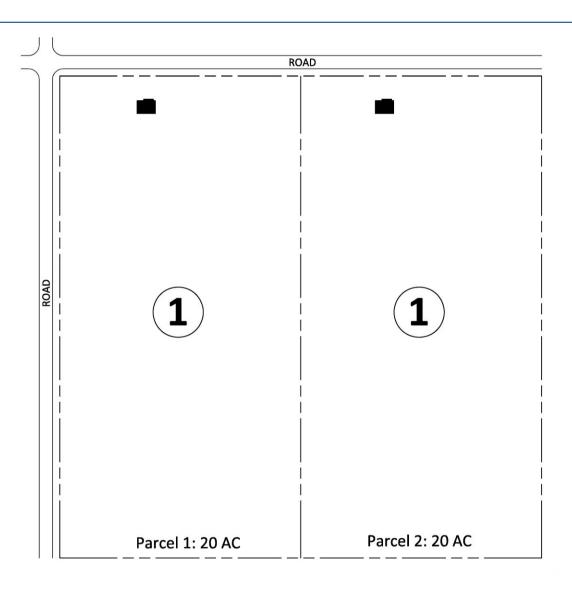




Max Density:



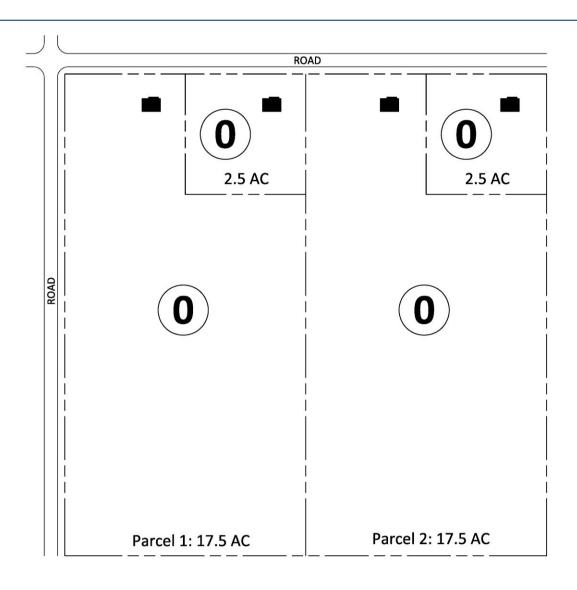




Max Density:



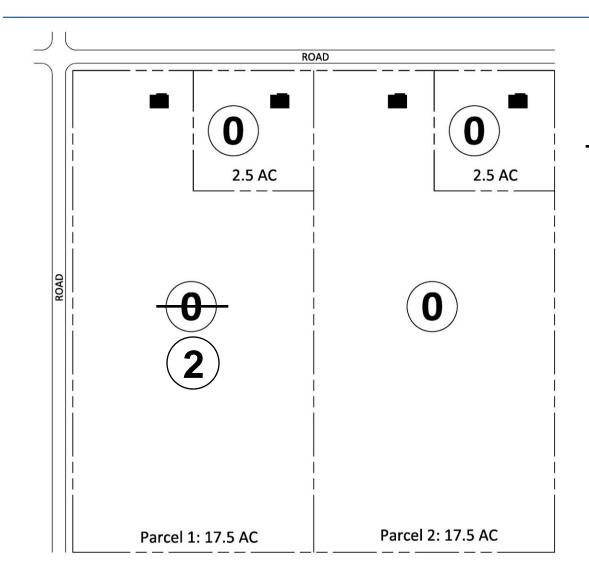




Max Density:







Max Density:

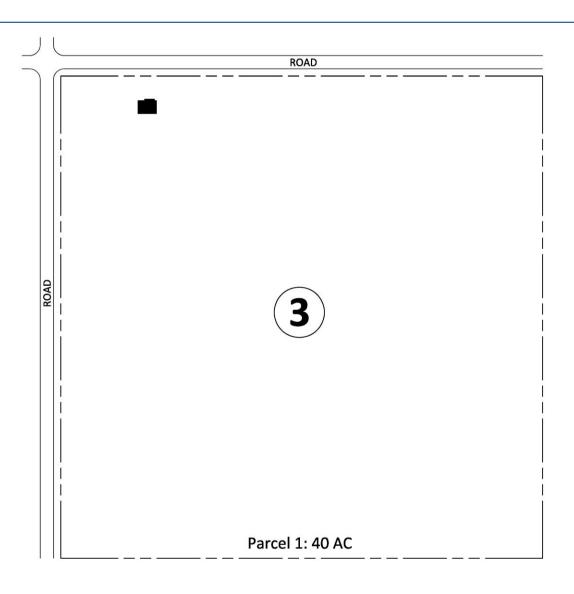
1 unit/ 10 acres

1 unit/ 5 acres

(Parcel 1 Rezoning)



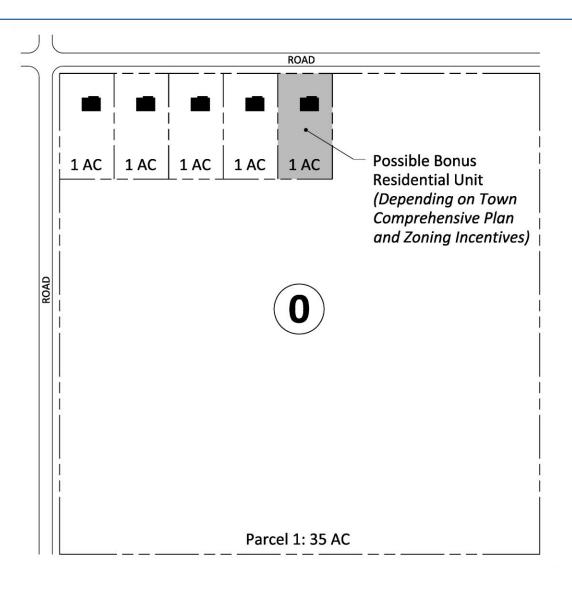




Max Density:







Max Density:

1 unit/ 10 acres

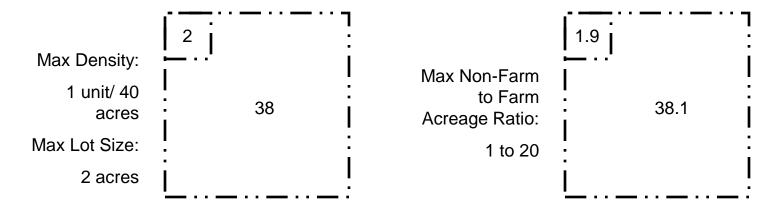
Clustering Option





Working Lands Initiative Farmland Preservation Zoning

- WLI Farmland Preservation Zoning District
 - Agriculture Enterprise Farmland Preservation (AE-FP)
 - Opportunity for State Income Tax Credits (\$7.50/acre)
 - Penalty for Rezoning (3x Ag Land Use Value)
 - Non-farm Residential
 - Maximum Ratio of Non-farm Residential Acreage to Base Farm Acreage = 1 to 20





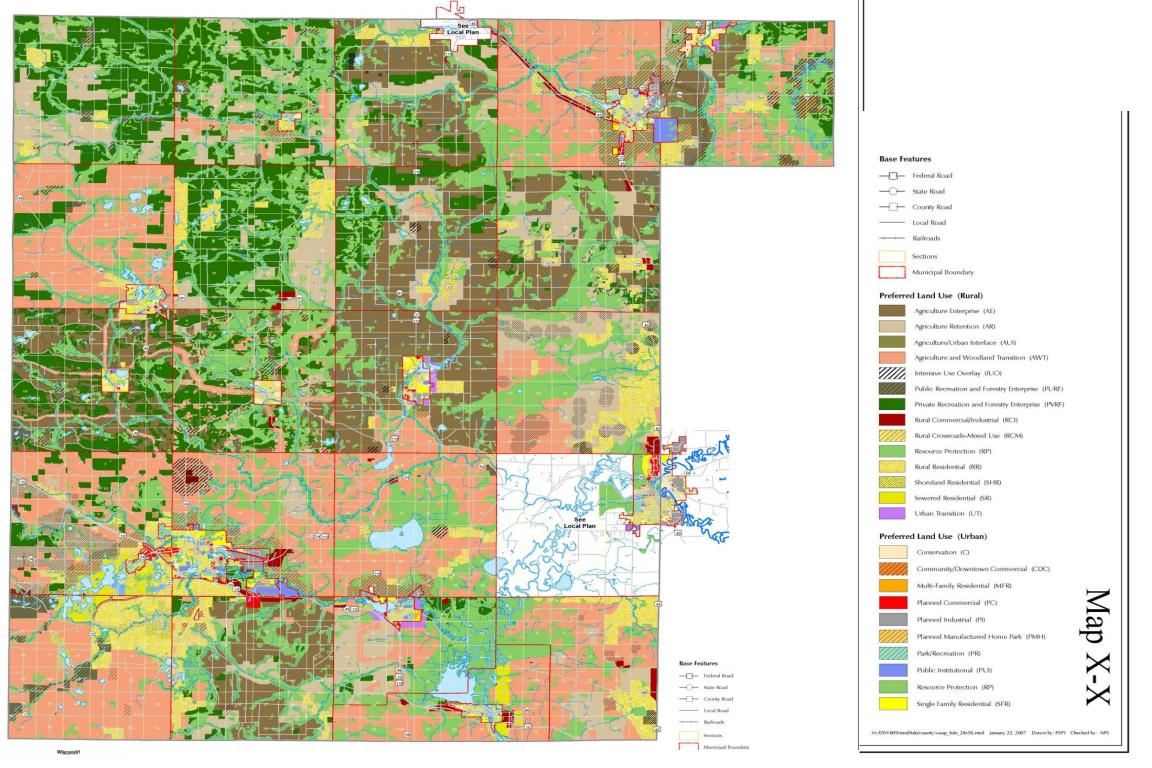


Working Lands Initiative Farmland Preservation Zoning

- WLI Farmland Preservation Zoning District
 - Not Usable for Tax Credits Until Certified by DATCP
 - Up to 90 Days for First Review
 - District Language and a District Map to be Certified
 - Need Towns to Work With Farmers to Determine Extent
 - Will not be Certified until After Zoning Ordinance Adoption
 - Separate and Distinct Process







Zoning Ordinance & Map Adoption Overview

New Ordinance Applies to Individual Towns as Soon as the Ordinance and an Updated Zoning Map is Adopted Locally

County Board Adopts New Ordinance



Existing Ordinance Applies up to 1
Year for Towns that Do Not Adopt New
Ordinance

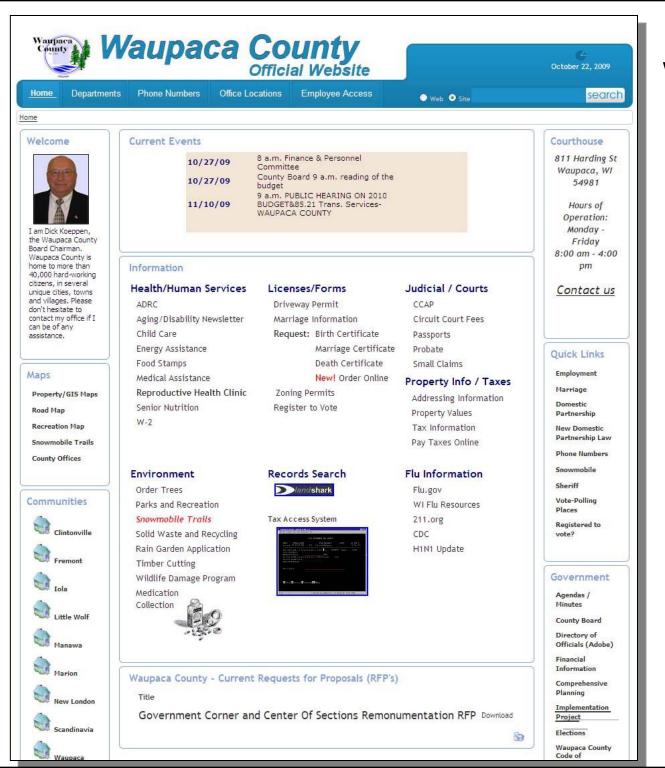


After 1 Year, Any Town that Has Not Adopted the New Ordinance & Local Map Will Be Without County Zoning









www.co.waupaca.wi.us/

Government

Agendas / Minutes

County Board

Directory of Officials (Adobe)

Financial Information

Comprehensive Planning

Implementation Project

Elections

Waupaca County Code of Ordinances

March 15, 2010

Departments

Phone Numbers

Office Locations

Employee Access

Web Site



search

Comprehensive Planning > Comprehensive Plan Implementation Project

Comprehensive Plan Implementation Project

Waupaca County is implementing key recommendations of the Year 2030 County Comprehensive Plan through a public process led by the Waupaca County Intergovernmental Implementation Project Steering Committee.

Strategies include:

- Revising the County Zoning and Subdivision Ordinances
- Developing Model Ordinances and Specifications for Towns
- · Developing Model Design Standards for site design standards
- Adopting a Livestock Facility Siting and Performance Standards Program
- Developing a Donated Easement Program and a Purchase of Development Rights Program for farmland and woodlands
- Partnering with cities and villages within the county to update ordinances and regulations in order to implement local comprehensive plans.

Key documents are available below:

Subdivision Ordinance

- . Waupaca County Subdivision Ordinance Process Local Community Memo 1-26-09
- Waupaca County Subdivision Ordinance Overview Presentation 1-22-09
- Waupaca County Subdivision Ordinance CLEAN DRAFT 1-22-09
- Waupaca County Subdivision Ordinance MARK-UP DRAFT 1-22-09
- Public Hearing
 - Subdivision Ordinance Public Hearing Presentation 2-26-09
 - Subdivision Ordinance Revision Memo 2-26-09

Zoning Ordinance

- . Waupaca County Zoning Ordinance Existing
- Waupaca County Zoning Ordinance Proposed Draft 7-29-09
- . Zoning Proposed Draft Revisions Q and A
- Cluster Meeting Notice Round 1
- Cluster Meeting Round 1 Presentation
- Cluster Meeting Town Memo 10-06-09
- Waupaca Zoning Cluster Mtg Poster 10-05-09
- Waupaca Zoning Mapping Considerations
- · Cluster Meeting Round 2 Presentation
- Waupaca County Town Plan and Base Zoning Comparison
- Waupaca County Instructions for Map Revisions
- Local Meetings with Foth Town Memo 11-11-09
- Waupaca County Zoning Ordinance Proposed Draft 3-11-10
- Waupaca County Zoning Ordinance Proposed Draft (Changes Since 7-29-09 Highlighted) 3-11-10

Courthouse

811 Harding St Waupaca, WI 54981

Hours of Operation: Monday -Friday 8:00 am -4:00 pm

Contact

Q & A DISCUSSION

What is on your mind?



