

ZONE!

THE LAND USE GAME



FACILITATOR GUIDE

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ABOUT THE GAME

In this fun and interactive game, players are introduced to the concepts of planning and zoning. They are tasked with developing two communities – one unzoned, and one that is zoned. Through a combination of game play and discussion, players learn how communities grow and change over time. They are introduced to concepts of land use, community planning, and zoning.



LEARNING OBJECTIVES

- Introduce the concepts of land use planning and zoning
- Understand that:
 - There can be conflict between land uses
 - Over time it can get more difficult to avoid conflict
 - Growth and change has implications for more rural land uses, such as agriculture and forestry
 - Some land uses take up more space than others and may have a larger overall impact on the community in terms of services. This is due to either their large size or, in the case of residential uses, many individual houses
 - All communities may have a few locally unwanted land uses (LULUs)

CONTENTS

- 1 Facilitator Guide
- 2 Game Boards (3 x 4 ft.)
- 80 Player Packets (20 blue, 20 green per game board)
- 1,284 Land Use Cards (642 per game board)
- 20 Growth Cards (10 per game board)

NUMBER OF PLAYERS

10 per game board.

When there are fewer or more than 10 players, adjustments to the playing pieces can be made to accommodate the number.



PLAYING TIME

Total time for the game is approximately 1 ½ hours. A minimum of one hour and upwards of two hours may be necessary.

- Introduction: 5 - 10 minutes
- Rules and assumptions: 5 minutes
- Distribute envelopes and review contents: 5 minutes
- Play the game. Total time: ~20 - 30 minutes
 - Unzoned Community Build-out: 10-15 minutes
 - Zoned Community Build-out: 10-15 minutes
- Discussion: 10 - 20 minutes after each build-out

GAME SETUP

Game Boards - One game board for 10 players. There are two sides to each game board. Each side of the board includes roads, a lake and several farm houses. One side includes zoning information.

Begin by placing the side with **no text**, face up. This side of the game board represents the unzoned community. During Round 2 of community building, the game board will be flipped over to reveal the zoned community.

Game Packets – There are a total of 40 game packets. Twenty green packets, labeled Group A, are used with one game board. Twenty blue packets, labeled Group B, are used with the second game board. If you are only using one game board, set aside the Group B packets.

Each packet is further labeled Round 1 or Round 2. Use the 10 packets labeled Round 1 to build-out the unzoned community. Set aside Round 2 packets for use with the zoned community.

All the cards in the ten packets for each round must be played.



Land Use Cards - Each game packet contains approximately 32 land use cards that designate various uses, such as residential houses, apartments, religious institutions, schools, businesses, government offices and large industries. The cards range in size from 1x1 inch to 6x6 inches.

When you have fewer or more than 10 players (i.e. 8 - 12 players) at a game board, redistribute the cards among the players so that all the players have about the same number of cards.

All the cards from packets 1-10, need to be played in a given round. The number of cards are set so that by the end of the timed activity, the entire map is almost covered with the cards.



Growth Cards - There are a total of 10 Growth Cards of different sizes used by the facilitator during Round 2, the zoned community build-out. They designate community growth.



ADDITIONAL REQUIRED MATERIALS

Tables - One table large enough to hold the 3-foot by 4-foot game board and for 10 people to stand around it. Two tables when playing both boards.

Pens - Each player has a You Write card where they can identify their own type of use.

Flip Chart or Similar - Post rules for participants to view.

Photos - If you have permission through a waiver, take photos of players placing cards. You may want to take photos at the beginning, middle and end of each round.

Tape - Tape for the corners of the map to secure it to the table.



INTRODUCTION TO THE GAME

(5-10 Minutes)

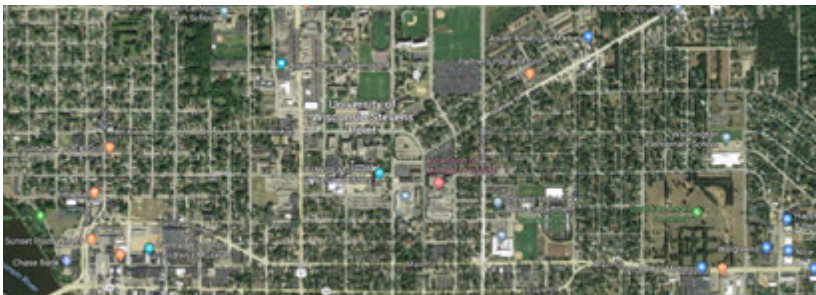
Depending on your audience, introduce the game by showing one rural and one small city photo representative of your region. Use the following questions to help players consider land use types and the scale of those land uses, particularly from a community perspective rather than a lot-by-lot or parcel-by-parcel basis.

PHOTO DISCUSSION

- Where do people live?
- Where do people work?
- Where do people play, hang out, recreate, worship, etc.?
- Among the different types of uses (living, working and playing) which types appear to take up the most space?



Rural/Hamlet



Small city (population of 25,000)



RULES AND ASSUMPTIONS

(5 minutes)

ROUND 1

INTRODUCE THE GAME BOARD

- Explain what the symbols on the game board represent:
 - Blue semi-circle = lake
 - Large black lines = major roads
 - Yellow squares = existing development
- Show the players the mixed use and retail cards.
 - Provide definitions for certain terms, such as "mixed use."
 - Suggest some retail types to go with the retail cards.
Refer to the *Mixed Use and Retail* section.

RULES

Read the following 9 rules aloud to the players:

1. You will all play this activity at the same time.
2. You must put all your cards on the board. Once placed, you cannot move your cards.
3. You have one card to designate a land use you think is missing by writing the use on it.

Facilitator: Show the players the You Write card and tell them they can write a land use that is missing and place it on the map. Recommend each player play the game for several minutes before writing on their blank card.

4. You will have approximately 10 minutes to build your community. Each minute represents one decade. Each ending minute and decade is announced.
5. You may talk with each other.



CARD PLACEMENT

6. Do not place cards on the major black roads.
7. Inside the major black roads, assume there are smaller roads. Here, you can place land uses next to each other.
8. Place cards within the lines of the game board. For example, do not place the cards askew around the lake. Place the cards on each square.
9. Do not place cards on the lake.

FACILITATING GAME PLAY

(20 - 30 minutes total for both rounds)

When using 2 game boards, first divide the players into two groups and assign each group to a table.

ROUND 1 - UNZONED (10 - 15 MINUTES)

1. Tell players that you will call out time in 1-minute increments: "First minute and one decade has passed!"
2. Begin the game:
Ask all players to stand and move to the table and start placing their cards on the unzoned board.
3. Start monitoring the time.
4. Once time is up and everyone has placed their cards, have a short discussion about the community the group has created. See the *Suggested Discussion Questions* section.
If using 2 game boards, allow each team to do a walking "tour" of the other team's community and discuss the communities the two groups have created.
5. Take a photo of the boards if desired.
6. Clean up the cards.



ROUND 2

Flip the board to the zoned side with zoning text.

INTRODUCE THE ZONED GAME BOARD



Explain what the text on the board represents – i.e. setbacks from lake, zoning districts, etc.

RULES FOR ROUND 2

1. Land uses must be placed into appropriate zoning districts:

-  Yellow = Residential -various sizes
-  Rust = Residential - Apartments
-  Lavender = Residential - Mobile Home Park
-  Red = Commercial
-  Pink = Retail
-  Tan = Mixed Use
-  Light Purple = Light Industry
-  Dark Purple = Heavy Industry

2. The following land uses can be placed in any zone:

-  Blue = Institutional
-  Green = Parks and Recreation

3. You cannot build into the Agriculture areas unless you ask the facilitator for a Growth card. Any player can ask for a card. Once the facilitator places the card on the board, you can build on top of the Growth card.

Facilitator: Explain that Growth cards serve as a substitute for annexation or rezoning and are used to expand the community.

Provide an example of community growth.



FACILITATING ROUND 2

ROUND 2 - ZONED (10 - 15 MINUTES)

1. Distribute Round 2 packets and begin play.
2. Tell players that you will call out time in 1-minute increments: "First minute and one decade has passed!"
3. Begin the game and monitor the time.
4. Once time is up, revisit the maps with a similar discussion as Round 1. Have a short discussion about the community the group has created. See the *Suggested Discussion Questions* section.

If using 2 game boards, allow each team to do a walking "tour" of the other team's community and discuss the communities the two groups have created.
5. Take a photo of the boards if desired.
6. Clean up the cards and game boards.



SUGGESTED DISCUSSION QUESTIONS

(10-30 minutes)

Using the proper projecting device or computer, you can show the photos during the post game discussion. Players can see how the maps change during the activity.

1. If there were two teams, have the players view both created communities and discuss the similarities and differences between the two maps.
2. Were there any cards you did not want to place on the map?
 - Why? What useful function could the land use serve in a community?
3. Take a look at the maps.
 - Where might there be conflicts?
 - Why might there be conflicts?
 - Who are the parties that would be in conflict?
 - What is their point of view?
4. Which land uses require more services? Provide examples such as police, fire, parks, etc.
5. What are the implications for the community? Prompt about service and funding mechanisms - i.e., taxes, impact fees, adequate public facilities, land dedication, shared services, etc.
6. Which land use areas could cause disagreement? Are there areas where most people agreed with the land use? Explain your response (What? Why? Who?).



SUGGESTED FOLLOW-UP ACTIVITY

(10 – 20 minutes)

Discussion of the tools local governments use to manage growth, change, or decline.

- Plans
- Zoning Regulations
- Subdivision Regulations
- Annexation
- Eminent Domain
- Tax Increment Financing
- Intergovernmental Agreements

What can players do in the real world?

- Provide their opinion at public hearings
- Participate in public input sessions
- Serve on a plan commission
- Serve on a zoning board
- Run for elected office!



PREPARE THE GAME FOR RE-USE

Prepping the game for re-use can take **several hours**. Be prepared to set aside at least one full day and well in advance of the activity in case it takes longer than expected.

To prep the game:

- Sort the cards
- Place the cards in the envelopes according to the content listed on each one
- Replace used You Write and any lost cards. PDF files of cards can be downloaded from the Center For Land Use Education's website: <https://www.uwsp.edu/cnr-ap/clue/>
- Organize the envelopes by group and by round
- Replace lost pens

RESOURCES

OPTIONS FOR PLAY

- a. The facilitator can hold onto the potentially locally unwanted land uses (LULUs) and distribute to players at pre-determined times. The facilitator should decide what those LULUs are and how to distribute them. This variation could prevent players from playing those cards before all other cards.
- b. Game or discussion could be modified to address issues such as annexation, cooperative planning, fiscal impacts of land use decisions, etc. The detail provided for mixed use is one example that could be added to introduce complexity to the game.



MIXED USE AND RETAIL DEFINITION

It is useful to players to provide definitions for certain terms, such as "mixed use." It is also helpful to players to provide a list of retail activities.

MIXED USE DEFINITION

A development that allows multiple compatible uses to be in close proximity to one another in order to minimize transportation infrastructure impacts and to create a compact, efficient neighborhood; for example, single family, multifamily, commercial, and industrial uses are located within a reasonable proximity to each other.

EXAMPLE

A useful way to view mixed use, *Defining Mixed-use Development*
http://designforhealth.net/wp-content/uploads/2012/12/DPmixed_use.pdf

RETAIL ACTIVITIES LIST

The following retail activities are from the *Stevens Point Zoning Ordinance*, "B-1" Neighborhood Business District list:

<https://stevenspoint.com/DocumentCenter/Home/View/769>

"B-1" Neighborhood Business District

- 1. Intent.** This district is created only for those establishments which supply convenience goods, and professional or personal services. These districts are intended to generally serve an area less than City-wide and to be allowed only at major traffic intersections and the total extent of such district to be limited to within an immediate zone of such intersections consistent with the City's Comprehensive Plan.



2. Permitted Uses

- a. Permitted uses, the "R-5" District except two-family dwelling units.
- b. Neighborhood business uses such as:
 - Gift stores and antique stores
 - Restaurants not over 3,000 square feet
 - Dry cleaning or laundromats not over 3,000 sq.
 - Second-hand or resale stores
 - Key shops
 - Hobby shops
 - Drug stores, pharmacy soda fountains, tobacco shops
 - Florist shops
 - Shoe repair
 - Hardware stores and lawn and garden shops not over 3,000 sq. ft.
 - Bakery not over 1500 sq. ft.
 - Furniture and upholstery repair shops
 - Tailor shops
 - Candy stores, ice cream shops
 - News stands
 - Pet shops and supplies, taxidermists
 - Vending machines
 - Single family residences if attached to a permitted use
 - Occupied by the owner or manager as a permitted use



- Bridal shops
- Copy and duplicating services
- Pottery shops not over 1,000 sq. ft.
- Branch banks
- c. Accessory Uses
- d. Filling of Property

3. Conditional Uses

- a. Conditional Uses in "R-5" District
- b. Carry-out beer and liquor
- c. Bowling alleys
- d. One and two family dwelling units
- e. Taverns and night clubs
- f. Gas and service stations
- g. Credit Unions and Bank
- h. Accessory uses
- i. Industrial pipelines
- j. Off-premise sign/billboard
- k. Convenience food retail outlets not exceeding 3,000 square feet
- l. Car/Truck Wash
- m. Expansion of existing mini-warehouse improvements
- n. Greenhouse & Nurseries



FACILITATOR NOTES



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