Wetumpka Planning Commission Strategic Plan

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Executive Summary

"The relevant question is not simply what shall we do tomorrow but rather what shall we do today in order to get ready for tomorrow." – Peter Drucker

Strategic planning is an organizational management activity that is used to ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes, and assess and adjust the organization's direction in response to a changing environment.

The Wetumpka Planning Commission developed this strategic plan in response to a working paper prepared by the Planning and Program Director of the City of Wetumpka, Alabama. It is intended to lay out a five-year roadmap for organization and program development. Nothing in this plan is intended to limit, change, or abrogate the powers and authority granted to the Planning Commission under Federal or State laws.

In the strategic planning process, the Commission identified the following problem to be addressed:

The Planning Commission has not carried out its mission of adopting and implementing a plan for the physical development of the City and its surrounding areas. The lack of resources is the primary impediment to accomplishing our mission. Without resources, the Commission has only a limited capacity – or incentive – to remedy other organizational weaknesses and no ability to take advantage of opportunities or threats in the environment.

Based on the Commission's understanding of its mission, core values, strengths, weaknesses, and the opportunities and threats in the current environment, we have determined that the next three to five years should be focused on increasing organizational capacity and developing basic policies and plans required to guide the design of new development until we can assess community needs and values and determine what other policy making and planning is feasible and acceptable to the community.

Due the symbiotic nature of transportation and land use, the major product of our work over the next few years should be a major street plan for the city and its surrounding area.

To effectively address this problem, the Commission will need to obtain approximately \$XX,XXX from the City or private sources.

Introduction

"The relevant question is not simply what shall we do tomorrow but rather what shall we do today in order to get ready for tomorrow." – Peter Drucker

Strategic planning is an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working toward common goals, establish agreement around intended outcomes/results, and assess and adjust the organization's direction in response to a changing environment. It is a disciplined effort that produces fundamental decisions and actions that shape and guide what an organization is, who it serves, what it does, and why it does it, with a focus on the future.

The Wetumpka Planning Commission developed this strategic plan in response to a working paper prepared by the Planning and Program Director of the City of Wetumpka, Alabama entitled "Improving Subdivision Regulation in the City of Wetumpka." It is intended to lay out a five-year roadmap for organization and program development. Nothing in this plan is intended to limit, change, or abrogate the powers and authority granted to the Planning Commission under Federal or State laws.

About us

The Wetumpka Planning Commission is a semi-independent, unincorporated board created by the City of Wetumpka in 1950. It is semi-independent because two of its members belong to the administration, one is a member of the city council, and funding is primarily provided by appropriation of the city council, though the commission may accept tax-deductible gifts for the execution of its duties. The remainder of its members are volunteers appointed by the mayor to staggered six-year terms.

The Commission blends all three powers of government – legislative, executive, and judicial – and was created to ensure the harmonious and economical development of the City and its surrounding area. It accomplishes this purpose through the creation of plans and the regulation of subdivisions, over which it has complete authority.

The primary purposes of giving control of land subdivision to planning commissions are to insure that streets or rights of way, whether dedicated as public streets or not, shall fit into each other and the ultimate street plan of the city and insure that property shall not be subdivided into narrow lots which will bring in their train a host of evils, notably congestion of population. A modern addition to this list of would be the prevention of sprawl and its related negative consequences.

The need for the Commission is growing, because Wetumpka is growing. While desirable, this growth can often lead to increased traffic congestion, burdens on existing sewer and water

infrastructure and other public services, and negative impacts on the health of local rivers, streams and groundwater.

Currently, the Commission has no staff and relies on personnel from other city departments and public agencies for administrative support and technical advice. It only has jurisdiction within the corporate boundaries of the City of Wetumpka, though it may exercise its authority up to five miles outside of that boundary.

The Commission's most recent success was the preparation and adoption of the *City of Wetumpka, Alabama Downtown and Riverfront Revitalization Plan* in 2014.

Vision

The Wetumpka Planning Commission is an innovative, dynamic, volunteer-driven agency of the City of Wetumpka that sets the standard in the State of Alabama in developing and implementing local growth and development policy.

Mission

The Wetumpka Planning Commission's mission is to make, adopt, amend, and carry out a plan for the physical development of the City of Wetumpka and its surrounding area.

Core Values

These core values define how we carry out our mission.

1. Public Service

We believe that there is such a thing as the "public interest," and that the planning process exists to serve it. While the public interest is a question of continuous debate, both in its general principles and in its case-by-case applications, we hold the view that our actions should best serve the immediate and long-term needs of the *entire* community.

2. Inclusiveness

Planning issues commonly involve a conflict of values. We accept, value, and embrace all people in our community and promote the free exchange of ideas and opinions and the fair, honest, and equitable treatment of all.

3. Excellence.

We continuously strive to achieve high standards of integrity and proficiency so that public respect for the planning process will be maintained. We develop ourselves and seek out the highest level of technical expertise to inform our decisions and employ best practices and cutting edge technologies.

4. Efficiency

We realize both that the public expects us to be a steward of resources and that, often, there are large private interests at stake. Regardless of our role in any action, it shall be performed in a timely and cost-conscious manner.

5. Leadership

We fully embrace our unique role as an autonomous agency. We will lead by example, educating and informing all citizens about the importance of planning our community. We foster partnerships and coalitions among local and state agencies, professional and civic organizations, and members of the public to achieve shared implementation goals.

Planning and Regulatory Philosophy

"There can be no doubt that a good many, at least, of the problems with which the modern town planner is concerned are genuine problems with which governments or local authorities are bound to concern themselves." – F.A. Hayek, Individualism and the Economic Order (1948)

"People can live without parks, but not without streets... The street is the most important of open public spaces, and the task of constructing a street is the most important that any planner may face." – Roger Scruton, "Public Space and the Classical Vernacular," National Affairs 74 (1994)

We believe that urban planning and development review is an essential element of municipal operations that, when done properly, brings great value to the community.

We fully understand that planning and land use controls have repercussions in the land market, which is primarily the domain of the private sector. We appreciate the fact that it is the private sector that which will ultimately implement a majority of our plans' land use elements.

Our goal, then, is to work in partnership with landowners, developers, investors, community groups and ordinary members of the public to improve the urban environment through specific acts of intervention in the development process.

We believe that such intervention can and should be fully justified by evidence of market failure and government success. At our best, we will challenge and transform market thinking, practices and products in order, not that urban plans should be market-led, but that markets should be plan influenced. When reviewing specific development proposals, our purpose is to improve marginal developments and reject those that are inappropriate while not being a stumbling block that prevents desirable outcomes. We shall therefore strive to

- maximize predictability for the applicant, elected officials, and other planning process participants by minimizing discretionary requirements without creating a rigid set of rules that inhibits creative site design or requires frequent waivers or variances;
- ensure that each step in the review process adds value to the process, the development, and the community; and
- ensure open and continuous communication to the applicant, elected officials, other city departments, and the public.

While striving for predictability, we understand that in our field it is often impracticable to lay down a definite or comprehensive prescriptive rule. In those situations, we will work to provide guidance by establishing flexible standards, performance standards, or non-binding design guidelines.

Ethical Principles

Commissioners are public officials and are subject to the requirements of the Alabama Ethics Act. We are also, individually and as a group, primary participants in the planning process. If we are to earn and keep the public trust, we must go beyond that Act. Therefore, we voluntarily assent to the American Planning Association *Statement of Ethical Principles in Planning*. These ethical principles derive both from the general values of society and from the planner's special responsibility to serve the public interest.

In applying these principles, we realize that just as the basic values of society are often in competition with each other, so do these principles sometimes compete. We also understand that plans and programs often result from a balancing among divergent interests. We therefore acknowledge that ethical judgment often also requires a conscientious balancing, based on the facts and context of a particular situation and on the entire set of ethical principles.

The Commission encourages all participants in the planning process, but especially it members, employees, and contractors to:

- 1. Recognize the rights of citizens to participate in planning decisions;
- 2. Strive to give citizens (including those who lack formal organization or influence) full, clear and accurate information on planning issues and the opportunity to have a meaningful role in the development of plans and programs;

- 3. Strive to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of disadvantaged groups and persons;
- 4. Assist in the clarification of community goals, objectives and policies in plan-making;
- 5. Ensure that reports, records and any other non-confidential information which is, or will be, available to decision makers is made available to the public in a convenient format and sufficiently in advance of any decision;
- 6. Strive to protect the integrity of the natural environment and the heritage of the built environment;
- 7. Pay special attention to the interrelatedness of decisions and the long range consequences of present actions.
- 8. Exercise fair, honest and independent judgment in their roles as decision makers and advisors;
- 9. Make public disclosure of all "personal interests" they may have regarding any decision to be made in the planning process in which they serve, or are requested to serve, as advisor or decision maker.
- 10. Define "personal interest" broadly to include any actual or potential benefits or advantages that they, a spouse, family member or person living in their household might directly or indirectly obtain from a planning decision;
- 11. Abstain completely from direct or indirect participation as an advisor or decision maker in any matter in which they have a personal interest, and leave any chamber in which such a matter is under deliberation, unless their personal interest has been made a matter of public record; their employer, if any, has given approval; and the public official, public agency or court with jurisdiction to rule on ethics matters has expressly authorized their participation;
- 12. Seek no gifts or favors, nor offer any, under circumstances in which it might reasonably be inferred that the gifts or favors were intended or expected to influence a participant's objectivity as an advisor or decision maker in the planning process;
- 13. Not participate as an advisor or decision maker on any plan or project in which they have previously participated as an advocate;
- 14. Serve as advocates only when the client's objectives are legal and consistent with the public interest.
- 15. Not participate as an advocate on any aspect of a plan or program on which they have previously served as advisor or decision maker unless their role as advocate is authorized by applicable law, agency regulation, or ruling of an ethics officer or agency; such participation as an advocate should be allowed only after prior disclosure to, and approval by, their affected client or employer; under no circumstance should such participation

commence earlier than one year following termination of the role as advisor or decision maker;

- 16. Not use confidential information acquired in the course of their duties to further a personal interest;
- 17. Not disclose confidential information acquired in the course of their duties except when required by law, to prevent a clear violation of law or to prevent substantial injury to third persons; provided that disclosure in the latter two situations may not be made until after verification of the facts and issues involved and consultation with other planning process participants to obtain their separate opinions;
- 18. Not misrepresent facts or distort information for the purpose of achieving a desired outcome;
- 19. Not participate in any matter unless adequately prepared and sufficiently capacitated to render thorough and diligent service;
- 20. Respect the rights of all persons and not improperly discriminate against or harass others based on characteristics which are protected under civil rights laws and regulations

Risks and Opportunities

With our vision in place, we must assess the current state of our organization. A SWOT (<u>S</u>trength, <u>W</u>eakness, <u>O</u>pportunity, and <u>T</u>hreat) analysis provides a tool to explore both internal and external factors that may influence our work.

Strengths (Internal)	Weaknesses (Internal)
 Seasoned planning Commissioners Most commissioners have completed some of the Certified Alabama Planning and Zoning Official (CAPZO) course. Strategic planning process underway 	 No appropriation from City Council No gifted funds on hand No method for receiving or account for gifts No internal staff support Poorly defined/understood role for the commission with regard to other agencies Insufficient access to technical experts No plan or network of plans in effect to guide development
 Opportunities (External) Interest generated by adoption and implementation of <i>Downtown & Riverfront Revitalization Plan</i> and community designation as a "Main Street Community" Supported by AICP-certified Planner in the City of Wetumpka Administrative Department 	 Threats (External) Little to no understanding of the role of planning commission in the community Resistance from builders and developers, and other groups Lack of support from other relevant city departments and other public agencies

• Private foun	dation funding for projects	

Risk Register

Controls in place	Who is responsible

Strategic Direction

As the SWOT analysis shows, we are falling far short of our vision. We summarize this disparity with the following statement:

The Planning Commission has not carried out its mission of adopting and implementing a plan for the physical development of the City and its surrounding areas. The lack of resources is the primary impediment to accomplishing our mission. Without resources, the Commission has only a limited capacity – or incentive – to remedy other organizational weaknesses and no ability to take advantage of opportunities or counter threats in the environment.

Based on the Commission's understanding of its mission, core values, strengths, weaknesses, and the opportunities and threats in the current environment, we have determined that the next three to five years should be focused on increasing organizational capacity and developing basic policies and plans required to guide the design of new development until we can assess community needs and values and determine what other policy making and planning is feasible and acceptable to the community.

Due the symbiotic nature of transportation and land use, the major product of our work over the next few years should be a major street plan for the city and its surrounding area. In fact, the Commission was designed to exercise control of subdivisions only after it developed such a plan of the territory to be controlled. Without it, "the imposition of requirements which might turn out to have little or no relation to the ultimate principles of control would be unfair to the subdivider's plan" (*Standard City Planning Enabling Act of 1928*). This requirement was not included in Alabama's enabling legislation, to the detriment of planning in the State.

In addition to providing a foundation for subdivision regulation, the major street plan will make the city a more active participant in the transportation planning taking place at the regional level under the auspices of the Montgomery Metropolitan Planning Organization. It is even possible that adopting such a major street plan as a portion of the master plan would allow the City to prevent unwanted projects sponsored by other jurisdictions. Such a plan is also a requirement for exercising the ability to deny building permits to innocent purchasers of illegal subdivisions.

In order to pursue this operational approach described above, the Commission will fulfill the following goals and objectives

Goals

- A. Develop our people. This goal applies to members of the commission, volunteers, and any staff personnel under the commissions' supervision. By design, the Commission was intended to be run by volunteers. While we don't expect or desire to be experts, we will provide leadership development, planning education, and other training opportunities to our members so that they can effectively supervise policy development and be informed members in the planning and development review process.
- B. Develop the organization. We will build a stable, highly qualified and motivated team of professionals to assist the Commission in accomplishing its mission; clearly assigning roles and responsibilities and developing expectations for all personnel supporting the Commission, regardless of their organization; and ensuring that the Commission has jurisdiction over extraterritorial areas that bear a relation to the development of the City. Where possible, we will seek out ways to make greater use of volunteers to accomplish our mission.
- C. Develop resources. The Commission will emphasize building its discretionary financial resources to enable the Commission to exercise initiative in developing plans and policies
- **D.** Adopt policies, plans, and regulations to guide development and ensure individual projects are in the public interest.
- E. Assess the policy environment. The Commission will further assess community needs and values to determine the other areas of concern related to new development through traditional methods of public involvement including, at a minimum, a citizen survey. This assessment will serve as the basis for selecting future planning projects.
- F. Expand the organization's visibility and educate the public. The Commission will be more active in a wide range of community initiatives to highlight the positive role that planning plays in establishing a high quality of life and create strong support for the planning function throughout the broader community.

G. Build partnerships with the private sector. We recognize that planning is both a private and public enterprise, and that a majority of a plan's land use elements will be implemented by the private sector. We therefore intend to develop personal relationships with landowners, developers, and investors to transform market thinking, practices and products, not so that our plans should be market-led, but that local markets should be plan influenced.

Objectives and Priorities This Year

- A.1. Implement the Personnel Development Plan
- B.1. Adopt a method for accounting for appropriations and gifts, either by opening an outside account or by working with the City to create a restricted fund.
- B.2. Adopt internal controls to control the expenditure of Commission funds.
- B.3. Issue a request for qualifications for a surveyor to assist in the review of plats and the development of specifications of submitted documents
- B.4. Issue a request for qualifications for an attorney specializing in land use to provide specialized legal advice when necessary.
- C.1. Develop and conduct campaign to raise \$XX,XXX in a combination of appropriations from the City Council, gifts or grants.
- D.1. Develop a Cadastral Map in GIS. Currently in progress, this task consists of mapping existing parcels to facilitate land administration and advanced spatial analysis. A key subtask of this project is the establishment of a geodetic control system for use by surveyors in the subdivision process. This will mainly involve validating the location and monumentation of existing control points established by the National Geodetic Survey (NGS) as part of the National Spatial Reference System (NSRS) and the Alabama Department of Transportation and will require the services of a professional licensed surveyor.
- D.2. Prepare a "State of the Community" Report. Any plan for the future must be grounded in a thorough understanding of existing conditions, community needs, and realistic projections for the future. The "state of the community report" will help answer the questions "Where are we now?" and "Where are we likely to go?" To some extent this will involve adapting population and economic studies and forecasts prepared by state or regional organizations to the local level. Additional subtasks should include conducting a composite land suitability analysis, market area analysis, a public opinion

survey, and a visual preference survey. Completing these tasks may require the services of technical consultants.

- D.3. Develop a Strategic Framework. The purpose of the strategic framework is to provide a clear, relevant basis for plan making, monitoring, and evaluation by identifying broadly held public values and goals and establishing objectives and policies to achieve the community vision. The framework will also provide guidance to staff departments and support grant application efforts. It answers the question "Where do we want to go?" An excellent example of such a vision can be found in the City of Semmes, Alabama Comprehensive Plan.
- D.4. Consider adoping a Complete Streets policy: This policy will, among other things, facilitate the creation of a complete transportation network for all modes of travel. A network approach helps to balance the needs of all users. Instead of trying to make each street perfect for every traveler, we can create an interwoven array of streets that emphasize different modes and provide quality accessibility for everyone. It is important to provide basic safe access for all users regardless of design strategy and networks should not require some users to take long detours.
- D.5. Amend the Subdivision Regulations. Some of the weaknesses identified in the SWOT analysis are due to the way the current subdivisions are written. Amendments should ideally be limited to addressing organizational inefficiencies, incorporating amendments to state statute or code, clarifying existing policies and standards, and revising the development review process in order to be both more effective and user-friendly.
- E.1. Conduct a community survey of needs, desires, and preferences.
- E.2. Create a Citizen's Advisory Committee.
- F.1. Implement the Public Outreach Campaign Plan.
- G.1. Host a work session with interested property owners, realtors, and developers to discuss vision of community. Solicit the "drawing board" plans of property owners and developers for inclusion into future planning efforts.

Future Objectives and Priorities

D.1. Develop an Area-wide Land Policy Plan. This plan will delineate areas where transition from rural to urban development will occur to accommodate future growth,

where redevelopment or significant infill will occur, and environmentally sensitive areas where development should not occur. It should also identify extraterritorial areas that should be within the jurisdiction of the planning commission. Initially, the focus should be on identifying areas where development should not occur.

- D.2. Develop a Future Land Use Map. This map will show likely future land uses and their intensity and density as supported by land use projections and population and economic forecasts. It will also identify lands that have development constraints, such as natural hazards.
- D.3. Prepare and adopt a Major Street Plan.

Championing the Cause

No planning commission can accomplish everything by itself. Relationships with members of our community are essential to success. To build those relationships, we must engage the community and increase the community's awareness about planning.

It can be challenging to convey the importance of planning in a way that all members of the community can understand.

What groups do we need to serve most?	What do they need to hear from us?	What is the best way to find and communicate with them?	When will we communicate with them? How often?	How will we know if they have heard our message?
General Public	 What planning is. The planning commissions role in guiding development. Planning is a valid and legitimate function of local government. The Planning Commission is committed to serving the public interest. Planning helps make the community a place that reflects the vision and values of citizens. Our plans won't just sit on the shelf, but will direct future development and redevelopment 	 Local events City website Social media Citizen's Planning Academy 	Will you reach out to them daily? Hold networking events once a month? Hold a supporter's luncheon? Send out a quarterly newsletter?	If this works, how will you know they have heard you? What will success look like?

Public Outreach Campaign Plan

What groups do we need to serve most?	What do they need to hear from us?	What is the best way to find and communicate with them?	When will we communicate with them? How often?	How will we know if they have heard our message?
Elected and Appointed Officials	 Good Planning makes for good politics and good business. Planning is essential to building a community of lasting value. An active, resourced Planning Commission allows elected officials to focus on the management of city operations. 	 Reports Local Events 3. 		
Business	1. Good planning makes for good			
Leaders and	business.			
Organizations				
Neighborhood Organizations				
Service				
Organizations				
Religious				
Assemblies				
Community				
Leaders				
Municipal				
Employees Developers and	TBD			
Builders				
Funding Sources	1. The PC needs to be adequately resourced to produce effective plans and conduct development review.			

People Development Plan

All planning public officials — whether newly seated or well experienced—need to master planning basics and learn about innovative practices. This is especially true for the volunteer commissioners, who are intended to bear the heaviest burden of the commission's work by establishing the agenda and advocating for the planning function within the community.

To address these needs, we have identified a minimum amount of training needed for commissioners to effectively fulfil their duties. It is the chairman's responsibility to hold members responsible for completing necessary training and identifying participants for optional training.

Area of Development Needed	What will be done	When	Cost of this development (Both in terms of time and money)
Basic understanding of municipal planning in Alabama	Certification/recertification as Alabama Planning and Zoning Official	TBD	TBD
Basic understanding of the role of design in community planning	Each commissioner should attend "Your Town Alabama" once	Annually, as needed.	\$230 per person
Awareness of innovative practices and new developments in the field of planning	Provide volunteers memberships to the American Planning Association to gain access to publications	Annually	\$400
	Send at least two volunteer commissioners to the Annual Conference of the Alabama Chapter of the American Planning Association	Annually	\$600

Becoming a Certified Planning and Zoning Official will provide commissioners with a basic overview of the planning process and of planning law in Alabama. While not the final word in planning, this course provides a cost-effective foundation for understanding more complex issues.

"Your Town Alabama" aims to introduce small town and rural technical assistance providers and decision makers to the role of design in community planning. The workshop course material addresses a range of issues in rural community planning. The curriculum focuses on the process by which rural communities construct a vision about their future, evaluate natural and cultural assets, and implement decisions about how their community should look and function. The aim is not to promote specific answers to specific questions but, rather, a framework for problem solving.

- Design Changes in Rural America: The Forces at Work. An overview of the major forces that are affecting the rural landscape.
- The Design Process. The process by which design decisions are made and implemented and the key design concepts behind good community planning.
- Natural & Cultural Resources Inventory & Analysis. How to inventory and evaluate a community's natural and cultural resources.
- Getting and Managing Design Assistance. Resources for design assistance and the process of assessing design needs and soliciting and managing design assistance.
- Local Case Study Panels. Success stories in using the design process to solve local problems or address special resources and a discussion of economic development, planning, and design issues.
- Communicating Your Vision. A workshop in graphics techniques and mapping.
- "Your Town" Problem Solving. An exercise in applying the design process. Groups are presented with hypothetical town with real-world problems. Using a series of maps and other information about the town, the groups work toward solutions which they map, illustrate, and present to the other groups for discussion.

Joining APA will enable commissioners to:

- Access the best resources. APA publishes most of the materials used to educate planning commissions, zoning boards, and boards of adjustment. In addition to <u>Planning</u> magazine, this includes Planning Board Briefs a specialty e-newsletter that links to online training resources and information about upcoming educational and networking events around the country. Other materials books, training manuals, and streaming media are available from the <u>APA Store</u>. Most are discounted for members.
- Build essential skills. APA publications, *online programming*, national and chapter conferences, and targeted training practices teach core lessons that help commissioners create consensus on controversial issues, decide on issues fairly, and sidestep legal pitfalls.
- Connect with chapters and divisions. Join one or more of APA's 21 *divisions* and one of 47 *chapters* at a discounted rate. Learn how other commissions have solved the problems yours is now facing, and share your good ideas and effective solutions with colleagues in other cities and towns.

Success Measures

Measures of Success:	When this will be measured:
Planning Commission proactively taking steps to achieve its	January 2017
mission	

Management Plan

The Commission will review progress monthly and will review and update the plan annually as needed. The Vice-chairman shall be responsible for measuring the Commission's accomplishment.