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### 500 SOUTH STEPHENSON AVENUE SUITE 301 IRON MOUNTAIN, MICHIGAN 49801-3456

PH: (906) 774-6767 FAX: (906) 774-7255

March 16, 1998

TO: Chairman Mike Powers and Members of the Assembly Land Use Committee

FM: Byron Hawkins, President

RE: Support Substitute Amendments on AB 806, AB 807, AB 808 & AB 810

I am unable to be present for today's executive session scheduled on several of the proposed land use bills being authored by Representative Sheryl Albers. As President of a statewide trade association that cares deeply about rationale zoning decisions made largely by local units of government, I testified on behalf of our industry at your February 26th committee hearing.

While we would appreciate a positive vote on the bills as they were originally introduced, we understand that the proposed substitute amendments have been offered in the spirit of passing these bills this session.

In the revised form that AB 806, AB 807, AB 808 and AB 810 are currently, what we are asking the legislature to largely support is rational decision making when local government actions are going to impact private landowners. All these bills address a more respectable, systematic notification process in some fashion so that the public can be armed with the necessary information they need to more actively participate in the land use decision making processes.

In the specific case of AB 810, the substitute amendment provides an individual who may have been harmed, some assurance that he or she would be able to recoup attorney's fees. Under current law, the cost and burden of proof must be borne entirely by the property owner -- even if it is proven the local government acted with gross negligence.

We respectfully urge the committee to vote favorably on these modest changes to current law. Please vote "yes" on passage of AB 806, AB 807, AB 808 and AB 810. These substitute amendments are very modest changes in current law. They would not be necessary if the current practices of local units of government and their policy making committees were adequately providing ordinary citizens with their democratic right to participate in policies that affect them personally.



### WISCONSIN LEGISLATIVE COUNCIL STAFF MEMORANDUM

One East Main Street, Suite 401; P.O. Box 2536; Madison, WI 53701–2536 Telephone (608) 266–1304 Fax (608) 266–3830

DATE:

March 13, 1998

TO:

REPRESENTATIVE MICHAEL POWERS

FROM:

Mark C. Patronsky, Senior Staff Attorney

SUBJECT:

Substitute Amendments to 1997 Assembly Bills 806, 807, 808 and 810

This memorandum contains a brief description of the differences between the draft Assembly substitute amendments to 1997 Assembly Bills 806, 807, 808 and 810. These four Bills were introduced by Representative Albers and were the subject of a public hearing by the Assembly Committee on Land Use on February 26, 1998.

Based on the discussion during the public hearing, a substitute amendment to each of these Bills has been prepared. This memorandum briefly summarizes the key differences between the substitute amendments and the Bills.

### 1997 Assembly Bill 806, Relating to the Taking of Private Real Property as the Result of Governmental Action

LRBs0587/1 deletes requirements contained in the Bill for:

- The Department of Administration (DOA) to promulgate rules for the preparation of assessments to determine if a taking has occurred.
- A governmental unit to prepare an assessment of the value of real property that is subject to a governmental action that may result in a taking of the real property, before the governmental action can be completed.
- A governmental unit to prepare an assessment of private real property to determine the effect of a governmental action upon the petition of 12 or more owners of real property.
- A 3/4 vote of all members of an elected body to implement a governmental action that results in the taking of real property and a requirement for the Department of Revenue to compile a list of such ordinances or resolutions.

- A prohibition on proceeding with the promulgation of rules if a state administrative agency determines by an assessment that the governmental action will result in the taking of real property.
- The owner of real property may request the district attorney and DOA to commence an action asking to avoid the governmental action, on the grounds that the governmental unit did not prepare the appraisal or take action by a 3/4 vote.
- An appropriation of one position to DOA.

The remainder of the substitute amendment contains provisions, somewhat modified from the original Bill. The substitute amendment retains the definitions of "governmental unit" and "governmental action" and "taking." A "taking" requires a diminution in value of real property of at least 50%.

If a governmental action results in a taking, the private real property owner whose property is taken may commence an action in circuit court asking that the governmental action be voided with respect to the owner's property. The substitute amendment directs the court to void the governmental action if a taking occurs unless the governmental units pays the private real property owner an amount equal to the reduction in value of the private real property.

### 1997 Assembly Bill 807, Relating to Requiring Notice to Persons Affected by Zoning Actions That Change the Allowable Use of Their Property

LRBs0600/1 requires the zoning agency of a county, town, village or city to provide a notice when a proposed ordinance or amendment will change the allowable use of any property. This notice must contain either a map showing the property affected or a description of the property affected and a statement that a map may be obtained from the zoning agency. The original Bill requires the notice to contain only a statement that the ordinance or amendment may affect the use of property and that the zoning agency will mail written notice to each person affected.

The substitute amendment requires the zoning agency to maintain a list of persons who wish to receive notice of an ordinance or amendment that affects the allowable use of the person's property. The zoning agency is required to send this notice in any reasonable form that is requested by the person and may charge a fee that does not exceed the approximate cost of providing the notice. If the zoning agency does not send the notice and the ordinance or amendment is enacted, the person may commence an action in circuit court for a declaratory judgment that the notice was not sent. If the court determines that the notice was not sent, the ordinance or amendment does not apply to and may not be enforced against the person or the person's property. If the zoning agency produces evidence that the agency has a list with the names of all persons who requested the notice and that the list includes the person's name, the court is required to presume that the notice was sent and the person will have the burden of proving that the notice was not sent.

The original Bill requires the zoning agency to identify each person whose property is affected and to mail written notice to each person. The Bill provides that any person who does not receive the written notice is not required to comply with the zoning ordinance.

### 1997 Assembly Bill 808, Relating to a Local Zoning Ordinance or Resolution That is Intended to Protect Environmental Sensitive Areas

LRBs0599/1 requires the county or town board or city council, when it enacts an ordinance or adopts a resolution to protect the natural values of an environmentally sensitive area, to prepare a record containing the following:

- A statement of its rationale for the newly created or amended ordinance or resolution.
- All information used as the basis of the newly created or amended ordinance or resolution.

In any judicial review of the ordinance or resolution, the substitute amendment requires the court to invalidate any part of the ordinance or resolution for which the board or council is unable to produce substantial evidence from its record to support the rationale for the ordinance or resolution. The substitute amendment does not add a definition of "environmentally sensitive area."

The provisions of the original Bill, which are modified by the substitute amendment, require the board or council to prepare a comprehensive written record to document its rationale for the ordinance or resolution, and require the court to invalidate any part of the ordinance or resolution if the board or council is unable to produce clear, satisfactory or convincing evidence from the written record to indicate the rationale for the ordinance or resolution.

### 1997 Assembly Bill 810, Requiring a Court to Award Litigation Expenses in Certain Appeals of Zoning Decisions

LRBs0588/1 retains the definition of "litigation expenses" from the original Bill. The substitute amendment deletes the provisions of the Bill that required the court to award costs under s. 814.04, Stats., to a person who prevails in an appeal of a zoning decision. It was correctly noted at the public hearing that this restates current law. The substitute amendment retains the provision in the original Bill that awards litigation expenses, than in lieu of statutory costs, to a person who prevails in a zoning appeal. The substitute amendment modifies the conditions for awarding litigation expenses so that the court must award litigation expenses if the board or council acted with gross negligence, in bad faith or with malice. The substitute amendment deletes "unreasonably."

If I can provide further information on these Bills, please feel free to contact me.

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### **MEMORANDUM**

TO:

The Honorable Members of the Assembly Committee on Land Use

FROM:

Kathy Markeland, Legislative Associate John Markel

DATE:

March 16, 1998

RE:

1997 Assembly Bills 806, 807, 808 and 810

The Wisconsin Counties Association has reviewed Assembly Bills 806, 807, 808 and 810 and the substitute amendments as prepared and offered by Representative Sheryl Albers and the chairperson of the Assembly Committee on Land Use, Representative Mike Powers. We appreciate the opportunity to comment on the proposed amendments.

Assembly Substitute Amendment to 1997 Assembly Bill 806

Serving as a locally elected official is a difficult job. Individuals subject their private lives to public scrutiny, and engage in tedious and sometimes explosive debate on issues that affect the daily lives of their friends, family, neighbors and community.

County board supervisor is a part time position that requires a full time commitment. Supervisors must become knowledgeable on a broad range of policy issues, from human services to law enforcement, from erosion control to highway maintenance, from libraries to land use. Therefore, counties are supportive of state efforts through the development of the Wisconsin Land Council to develop tools, guidance and resources for local boards and committees. The state can best assist these public servants by providing them with resources to assist them in exercising their authority wisely, not by creating new penalties for taking action.

Counties are frequently required to implement state or federal land use regulations. By holding local government to an undefined standard of "reasonableness" with regard to that implementation, the state would be exposing counties to the risk of costly litigation. The exposure to litigation costs and the potential for making payments for the devaluation of property represents an unfunded mandate. Therefore, we oppose AB 806 as amended.

Assembly Substitute Amendment to 1997 Assembly Bill 807

Sound land use planning requires an extensive participatory process. Counties across the state which have begun to review, revise and recreate county land use plans have engaged the citizenry in active debate and established informational campaigns to

100 River Place, Suite 101 ◆ Monona, Wisconsin 53716-4016 608/224-5330 ◆ 800/922-1993 ◆ Fax: 608/224-5325 Page 2 WCA Memorandum March 16, 1998

ensure that the public is aware of the process and that everyone who wishes to participate will have the opportunity to be heard. Ideally, zoning is an extension of the land use planning process and citizens take an active interest in the regulatory actions of their locally elected officials.

The amended proposal appears to address the concerns expressed by local government regarding whom must be contacted in various zoning matters. However, the development and maintenance of the voluntary list creates a new concern in light of the potential importance of the list in future litigation. The legislation does not require an individual to prove that he or she has requested to be placed on the notification list, therefore their absence from the list could make them eligible for a voiding of the ordinance.

Using the mailing and/or the mailing list, as a potential tool for voiding an ordinance does not enhance nor facilitate the communication that we believe to be the ultimate goal of the author. The right to register with the county for notifications and granting the county the authority to recover costs for notification would provide an additional mechanism for public information. However, it is important to note that there is no statutory limitation on local government preventing this type of notification now, and, as was noted in the previous hearing, many local governments currently engage in a rigorous notification process.

### Assembly Substitute Amendment to 1997 Assembly Bill 808

The proposed modifications represent a minor language change from "a comprehensive written record" to a "record containing a statement of its rationale and all information used" as the basis for the local government decision. This amendment does not address our essential concern with the bill.

The legislation as proposed would shift the burden of proof regarding the validity of the ordinance from the plaintiff to the local government as defendant. The actions of representative, locally elected officials would be assumed to be invalid. This assumption undermines the thoughtful actions of elected boards. Counties are aware of the sensitivity of land use regulations and decisions. County boards do not take any land use related decision lightly, whether it involves an environmentally sensitive area or a new residential or commercial development.

Again, the ultimate exposure to increased litigation is a concern and therefore we continue to oppose the bill as amended.

Page 3 WCA Memorandum March 16, 1998

Assembly Substitute Amendment to 1997 Assembly Bill 810

The amendment to Assembly Bill 810 would still permit recovery of expenses over and above the statutory limitations established under 814.04 which would expose the county to an indeterminable additional cost should the court find that the board of adjustment acted with gross negligence. Given the potential for increased litigation costs, WCA continues to oppose AB 810 as amended.

In closing, the Wisconsin Counties Association believes that these discussions regarding the rights of publicly elected boards to take actions which impact individual properties as well as the immediate neighborhoods and communities surrounding those properties are central to the broader discussion of the future of land use in Wisconsin. We look forward to the opportunity to discuss these issues further as the Wisconsin Land Council begins its work over the next few years and we encourage the Committee to postpone action on these items until the broader spectrum of land use is addressed by the Council.



### Wisconsin Builders Association

President Bill Carity Brookfield

President-Elect
Bill Binn
Lake Geneva
TO:

Members of the Assembly Land Use Committee

MEMORANDUM

Treasurer John O. Shaline Green Bay

FROM:

Jerry Deschane, Director of Government Affairs

Secretary Ron Derrick New Richmond

DATE:

March 16, 1998

Area Vice Presidents

RE:

AB806, AB 807, AB808, AB810

1997-98

Bob Hernke Oshkosh

Dave Osborne Madison

Steve Schoen Green Bay

Dave Turk La Crosse

Keith Weller Wausau

1997-99

Judy Carpenter La Crosse

Bill Derrick New Richmond

Beth Gonnering Kenosha

Esther Stange Green Bay

1997-2000

Chuck Elliot Madison

Jim Leppla Appleton

Lana Ramsey Union Grove

Rod Werner Merrill

Ken Zaruba New Richmond

Executive Vice-President

Bill Wendle

Director Governmental Affairs

Gerard Deschane

On behalf of the more than 6,000 businesspeople represented by the Wisconsin Builders Association (WBA), we urge your support for these land use reform bills. Each of these bills is a practical effort to fix a real problem in the land use process. The author of these bills will be proposing amendments to correct issues raised during the hearing on the bills. We request that you support the amendments and the bills.

AB 806 gives a property owner the right to challenge a government decision that devalues his property by 50% or more. As amended, this bill strikes a balance between the rights of the land owner and the need of the municipality to regulate land use.

AB 807 requires local governments to notify property owners directly if a zoning change will alter the permitted uses of their property. At the hearing, municipal officials admitted the current notification system is inadequate. The City of Milwaukee routinely notifies property owners when zoning changes are being contemplated. The amendment creates a registry of interested property owners who need to be notified prior to zoning changes. We support this amendment.

AB 808 requires local governments to document the reasons for declaring an area environmentally sensitive and thus off limits to most productive uses. Many communities in Wisconsin designate environmentally sensitive zones, under a variety of names, typically "Primary Environmental Corridor," or "Conservancy." There are many areas that need to be protected and preserved, and AB808 does nothing more than require the local government to put the reasons for doing so on paper.

AB 810 awards legal fees to a property owner if the person can prove that the local government acted with gross negligence. Under current law, the cost and burden of proof that must be borne by a property owner is almost overwhelming. As a result, many individuals who are harmed by a zoning decision simply can't afford to challenge that decision.

Thank you for your consideration.



4868 High Crossing Boulevard • Madison, Wisconsin 53704-7403 (608) 242-5151 • (800) 362-9066 • Fax (608) 242-5150