

**Dane County Comprehensive Steering Committee
Housing & Economic Development Work Group**

**Countywide Housing & Economic Development Planning Efforts
& Program Policy Initiatives**

I. Introduction:

At the February 25, 2004 Comprehensive Planning Steering Committee's Housing & Economic Development Work Group meeting, work group members expressed their desire to learn more about different countywide planning efforts. A consensus of those present requested staff to gather information on existing countywide housing and economic development related planning efforts in Dane County for the Housing & Economic Development Work Group.

This document has been created to clarify the role of the Dane County Comprehensive Plan as well as review other countywide plans related to housing and economic development in response to the Work Group request. It covers basic information related to the comprehensive planning legislation and a listing and short description of county, governmental, and private countywide plans dealing with housing and/or economic development. It should be noted that countywide planning efforts in other issue areas often have overlapping impacts on housing and economic development. For instance, transportation plans and urban service boundaries impact development patterns and densities.

Information clarifying the Dane County comprehensive planning process can be found in Appendix A.

II. Background Comprehensive Plan Legislation:

1999 Wisconsin Act 9 was signed into law on October 27, 1999, which requires all towns, cities, villages and counties in Wisconsin to have a comprehensive plan adopted by 2010. Wisconsin State Statutes Chapter 66 is the general municipality law for comprehensive plans that specifies definition, elements, consistency requirements, and procedures for adoption for comprehensive plans. In particular, Sec. 66.1001 of state statutes defines a comprehensive plan and outlines the content of a plan, consistency requirements, and procedures for adoption, including housing and economic development elements. Additionally, the comprehensive planning law mandates that:

Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan...(Sec. 66.1001(3) Wis. Stats.)

Consequently, if adopted, the Dane County Comprehensive Plan would be the legally defined and governing plan for the county as required by state law. It is also important to note that the comprehensive planning law does not change jurisdictional authority (Please see Appendix B: Regulatory Jurisdictional Matrix).

III. Adopted Plans & Policies and the Housing & Economic Development Work Group:

During the outset of Step 2 “Generating Baseline Data and Planning Goals,” the Housing & Economic Development Work Group reviewed housing as well economic development goals and objectives consolidated by staff from the following adopted countywide plans and policies:

A. Adopted Plans with Reviewed Housing and/or Economic Development Goals & Objectives:

- CDBG Consolidated Plan (refer to updated Consolidated Plan below)
- Dane County Land Use & Transportation Plan (Vision 2020)
(<http://www.co.dane.wi.us/vis2020/2020home.htm>)

B. Adopted Program Policy Initiatives with Reviewed Housing and/or Economic Goals & Objectives:

- BUILD (<http://www.co.dane.wi.us/plandev/build/index.shtml>)
- Farms & Neighborhoods
(<http://www.co.dane.wi.us/exec/farmsneighborhoodsword.pdf>)
- Design Dane!
(<http://www.co.dane.wi.us/exec/landuse/execplan/acrobat/execplan.pdf>)
- Transport 2020 (<http://www.transport2020.net/>)

VI. Other Housing & Economic Development Countywide Plans:

A. Housing & Economic Development County Plans:

A1. Dane County 2004 to 2008 Consolidated Plan for Housing And Community Development

(http://www.co.dane.wi.us/plandev/ConsolidatedPlan/pdf/20031022_conplan_final.pdf)

The Dane County Community Development Office, Department of Planning & Development, and Dane County Regional Planning Commission prepared the Consolidated Plan for the U.S. Department of Housing and Urban Development. It is the five-year strategic plan guiding community and economic development in the county. It provides an overall framework for housing and non-housing development efforts in Dane County. It is also required with participation in CDBG and HOME programs.

The Consolidated Plan’s Five Year Strategic Plan identifies both affordable housing priorities as well as non-housing priorities. The following priorities are identified in the 2004-2008 Consolidated Plan for Dane County:

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- *#1 Provide the assistance to enable very low to low-income prospective homebuyers to purchase single-family housing units.*
- *#2 Encourage the development of owner-occupied affordable single-family housing units.*
- *#3 Encourage the rehabilitation of low-income single-family owner-occupied housing units.*
- *#4 Encourage the rehabilitation of low-income renter-occupied housing units.*
- *#5 Encourage the construction of new rental family housing for low and moderate-income persons.*
- *#6 Provide needed services to the homeless including case management, credit counseling, and mobility counseling.*

- #7 Encourage the development of housing for elderly requiring supportive services.
- #8 Provide assistance to complete infrastructure and other improvements in the approved NRSA area in the Town of Madison.
- #9 Provide assistance to rehabilitate downtown commercial facades.
- #10 Provide assistance for small businesses.
- #11 Provide assistance for commercial revitalization, mainly larger businesses.
- #12 Provide assistance to agricultural-related businesses.
- #13 Provide needed public services to LMI persons.
- #14 Provide assistance to construct or rehabilitate senior centers and other public facilities.

A1b. City of Madison Five-Year Consolidated Community and Neighborhood Development Plan

(<http://www.cityofmadison.com/cdbg/material.htm>)

It should be noted that the City of Madison is the only jurisdiction within Dane County that has its own separate Consolidated Plan that describes expected trends and community opportunities, including the City's major goals, priorities and strategies to address issues.

A2. Attain Dane! An Implementation Approach for a Sustainable Dane County (Program Policy Initiative only commented on per Work Group member inquiry.)

(http://www.countyofdane.com/danedept/press/pdf/attain_dane_overview.pdf)

Attain Dane! is not a countywide planning effort. It is a program policy initiative envisioned to protect and improve the long-term quality of life in Dane County by identifying areas that should be permanently protected, such as areas of open space and natural habitat and farmlands, while also identifying those areas most suitable for development over a long-term planning horizon of 50 years. In this framework, local and county plans could form the basis for identifying areas to be preserved and developed. The desired outcome is multifold. Attain Dane! is intended to provide substantially greater protection of farmland and natural areas than would otherwise occur if current trends continue, while it would also reduce sprawl and promote a higher quality of life.

The housing and economic advantages of Attain Dane! that have been identified include the following (http://www.co.dane.wi.us/exec/pdf/attaindane_advantages.pdf):

Economic Development Interests: Attain Dane! will be a very high profile means of protecting and enhancing our county's very high quality of life, making it more attractive to top employment prospects, more effective at employee retention, and helping to reduce brain drain and support brain gain. In turn, the county and each of its communities will be able to compete nationally for the best companies, jobs and tax base.

Affordable Housing Advocates: Attain Dane will provide very strong market and political incentives for providing diverse housing opportunities in all new neighborhoods. These benefits will strongly outweigh the financial effects of funding the open space protection program through development.

Local Builders, Developers, Real Estate Professionals & Attorneys: Attain Dane! will substantially reduce the probability of anti-development moratoria. Attain Dane! will also provide a unique development environment that will tend to reward local development industry professionals for their familiarity with the system, and discourage incursions by national franchises.

Attain Dane!, if adopted, could serve as one of the mechanisms to implement the goals and objectives of the Comprehensive Plan. However, the Comprehensive Plan would be the legally defined and governing plan for the county, as required by state law.

B. Other Governmental Housing & Economic Development Countywide Plans:

B1. Dane County Housing Authority

<http://www.madison.com/communities/dcha/about.php>

The Dane County Housing Authority (DCHA) creates an annual public housing authority plan for the county as required by the U.S. Department of Housing & Urban Development. DCHA's PHA plan addresses its 3,318 federally assisted housing units in Dane County outside the City of Madison, including 1,280 units of Section 42: Low-Income Tax Credit Housing, 370 units of Section 8: New Construction and Substantial Rehab, and 395 units of Section 515: Rural Economic Community Development Public Housing.

DCHA PHA Plan components include policies on eligibility, selection, and admission as well as a capital improvement program for its federally assisted sites. In addition, the DCHA PHA Plan addresses the agency's homeownership programs and project-based voucher programs.

B1b. Community Development Authority of the City of Madison

<http://www.ci.madison.wi.us/formshousing/pdf/Five%20Year%20Plan%2009-14-01.pdf>

It is important to note that the Community Development Authority (CDA) of the City of Madison is an independent public body that oversees the operation of federal assisted housing units in the City of Madison. Similar to the DCHA, the CDA prepares a public housing authority plan (PHA Plan) as required by the U.S. Department of Housing and Urban Development through the Housing Operations Unit of the Department of Planning and Development in the City Of Madison. CDA has created a five-year plan to set its mission and long-range goals to guide the 881 public housing units and the Section 8 Rental Assistance Program assisting approximately 1550 low-income households located in the City of Madison.

B2. Dane County Regional Planning Commission

<http://www.danecorpc.org>

"The basic mission of the Dane County Regional Planning Commission is planning." The Commission provides a wide array of technical assistance to various agencies and municipalities, including providing assistance to various levels of government in planning efforts, annually reporting on development trends, and maintaining data on land use, public facilities, population and economic growth, and community profiles.

B3. University of Wisconsin-Madison Strategic Plan

(<http://www.chancellor.wisc.edu/strategicplan/>)

Since the University of Madison, including its Research Parks, are tied to the county's economy as well as the new knowledge-based economy, the University of Madison's Strategic Plan should be considered an economic development plan affecting the county. The University of Wisconsin-Madison Strategic Plan mission is to create, integrate, transfer and apply knowledge. In order to accomplish its mission, the university has identified that its primary objective is to sustain and strengthen its preeminence in research and higher education. Within this objective paradigm, the university has identified the following as strategic priorities:

- #1 Promote Research
- #2 Advance Learning
- #3 Accelerate Internationalization
- #4 Amplify the Wisconsin Idea
- #5 Nurture Human Resources

C. Private Housing & Economic Development Countywide Plans:

C1. Greater Madison Chamber of Commerce 2004-2005 Strategic Plan (Private Planning Effort with Countywide Implications

(<http://www.greatermadisonchamber.com/documents/STRATEGICPLAN2004-2-12-04P.pdf>)

The Greater Madison Chamber of Commerce is an association comprised of small and large businesses. The Chamber's mission is to lead economic growth, positioning the Greater Madison area as a globally competitive place to live, work, play and do business. In its strategic plan, the Chamber identified three priority areas including public policy, economic development, and membership services. The goal statements for relevant priorities are as follows:

Public Policy: To foster policies that lead to enlightened economic development by developing and employing an effective and strategic public affairs program that will enable the GMCC to pro-actively monitor, analyze, anticipate, influence, shape, and promote public policies, at the city, county and state level, that are relevant to member and community interests.

Economic Development: To promote local and regional economic development. Strategic economic development issues include but are not limited to: business retention and expansion, new business recruitment, entrepreneurship, high tech development, reliable energy, public economic literacy, quality workforce, health care costs (quality and availability), cost-efficient transportation systems, effective "branding" for Madison area, "regional" economic development, and growth oriented public policies.

C2. United Way of Dane County

(<http://www.uwdc.org/Community/teams.htm>)

The United Way of Dane County funds programs to build a strong community. To help accomplish this, the United Way has created an "Agenda for Change" based on community assessed needs, which includes promoting "a decrease in homelessness and more affordable housing." There are two Community Solutions Teams (CSTs)

involved in the implementation of housing goals. The Basic Needs CST seeks to decrease emergency shelter demand and create affordable housing units among other desired outcomes. The Self-Reliance and Independence CST seeks to help older adults and people with physical and/or mental barriers actively participate in the community and stay in their homes.

C3. Dane County Homeless Services Consortium

The Dane County Homeless Services Consortium is a network formed in 1988 to address the issues of homeless prevention and basic shelter needs, which is presently undergoing a planning process. The group consists of public and non-profit agencies, funders, and advocacy groups. The group's mission is to prevent homelessness for those persons whose lack of resources put them at risk; to house and support those persons who are homeless until they can obtain and maintain stable housing; to provide transitional and long term housing with supportive services to those persons at risk of homelessness; and to work together to provide an efficient continuum of care for those in need.

C4. Workforce Housing Fund

The Workforce Housing Fund is not a planning effort. It can be considered a private program policy initiative that is being commented on per work group member inquiry.

The Workforce Housing Fund is a private non-profit that emerged from June 6, 2002 Housing-Land Use Partnership recommendations. The Workforce Housing Fund was established to facilitate the creation of affordable workforce housing in Dane County. The mission of the organization is to increase the supply of less expensive housing choices in Dane County through a variety of mechanisms. The Workforce Housing Fund also seeks to promote development patterns that enhance the county's quality of life.

Conclusion:

This inventory summarizes some significant countywide public and private planning efforts occurring in Dane County. These plans will likely dovetail with the Housing & Economic Development's goals and objectives, recommended policies and programs, or implementation strategies to some extent.

It also should be recognized that existing county plans and policies have been used as a guide to aid county comprehensive planning work groups in making decisions regarding the Dane County Comprehensive Plan. Ultimately, it is the Dane County Comprehensive Plan that will be the legally defined and governing plan for the county as required by law, if adopted by the Dane County Board.

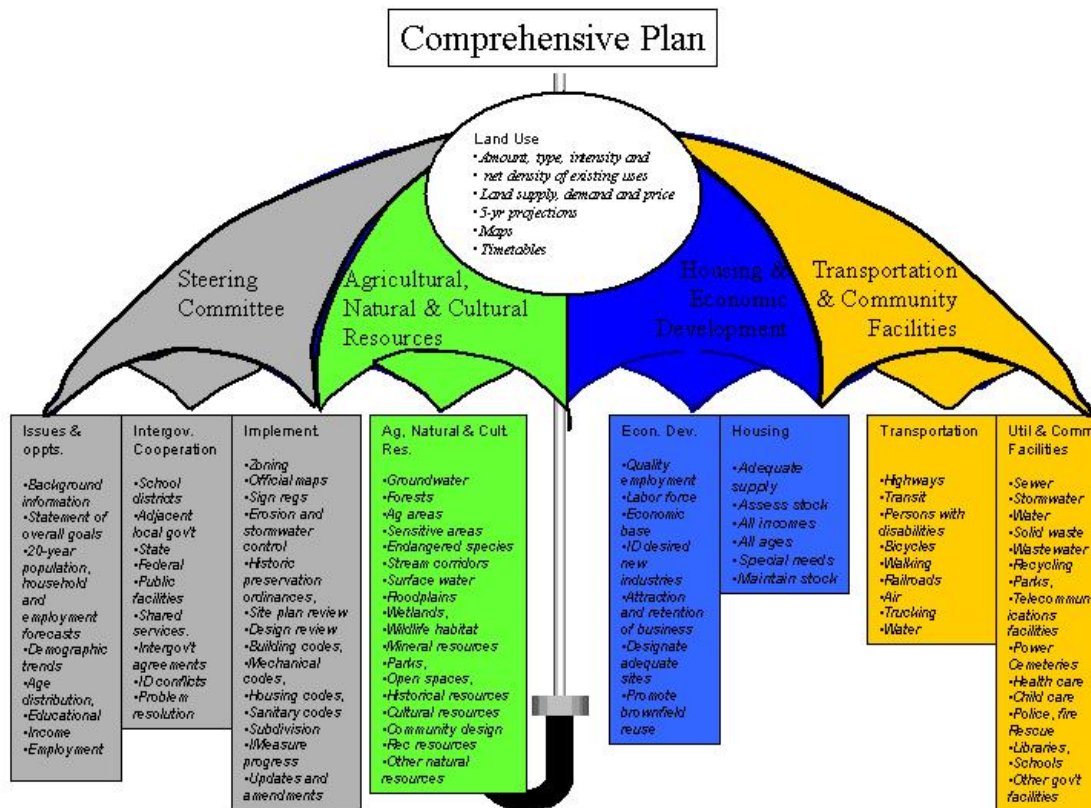
Appendix A: The Dane County Comprehensive Plan's Planning Process

Overview of the Dane County Comprehensive Planning Process Structure:

The Comprehensive Planning Steering Committee provides oversight of the working groups. It is the ultimate decision-making body of the Dane County Comprehensive Plan. Additionally, the Steering Committee is responsible for addressing the intergovernmental cooperation, implementation, and issues and opportunities elements of the comprehensive plan as well as making final determinations regarding land use synthesis issues.

There are three working groups addressing specific elements over the multi-year scope of the comprehensive planning process. The three work groups, supported by Dane County staff, include (1) Agricultural, Natural & Cultural Resources Work Group (ANCR), (2) Transportation, Utilities & Community Facilities Work Group (TUCF), and (3) Housing & Economic Development Work Group (HED). Each work group is comprised of appointed and advisory members representing various stakeholders as well as broad citizen-based participation. Each is also responsible for plan development for its respective element areas.

Dane County Comprehensive Planning Process Structure



The Dane County Comprehensive Plan as a Multi-jurisdictional Plan

A county comprehensive plan is a multi-jurisdictional plan if the county and 2 or more local governmental units located in the county participate and adopt the plan. Since Dane County applied for a state-planning grant in November of 2002 with fourteen (14) partnering communities, the county plan is a multi-jurisdictional plan.

More specifically, the Dane County Comprehensive Plan is a “single planning effort, with multiple plans.” In this type of planning process, multiple plans are developed as part of a single multi-jurisdictional planning effort. Each plan that is developed is a comprehensive plan in itself, containing the nine required elements, but is intrinsically connected to all of the other plans that result from the effort.

Under this approach, individual comprehensive plans may be developed for, and adopted by, each participating town, city, and village, with the county also adopting an individual county comprehensive plan. The county plan could address more general county-level

TIP

Participating in a multi-jurisdictional planning effort does not mean that your community gives up authority to another jurisdiction. The Comprehensive Planning Law did not alter the legal relationships between cities, villages, counties, towns, regional planning commissions (RPC), and the state. These jurisdictions continue to have the same powers and authority over land use that they had before the law was passed. Therefore, developing a plan does not give your community any more or less authority than you had before. A comprehensive plan must be specifically adopted by a community's governing body in order for it to apply to the community and affect future decisions. This means that communities are in control of their future, including communities participating in multi-jurisdictional planning efforts.

issues while the municipal plans could be more specific.

Appendix B: Regulatory Jurisdictional Matrix (Implementation Implications)

SUMMARY REGULATION MATRIX		
Issue	Towns	Cities & Villages
HOUSING		(Note: Not necessarily all cities and villages in Dane County have regulations listed below.)
Density	<ul style="list-style-type: none"> • Chapter 10: Zoning 	<ul style="list-style-type: none"> • Municipal Zoning
Allowable Housing Types	<ul style="list-style-type: none"> • Chapter 10: Zoning 	<ul style="list-style-type: none"> • Municipal Zoning
Setback Requirements	<ul style="list-style-type: none"> • Chapter 10: Zoning • Chapter 11: Shoreland Zoning 	<ul style="list-style-type: none"> • Municipal Zoning • Municipal Wetland/Shoreland Zoning
Lot Size	<ul style="list-style-type: none"> • Chapter 10: Zoning • Chapter 46: Private Sewage System 	<ul style="list-style-type: none"> • Municipal Zoning
Lot Coverage	<ul style="list-style-type: none"> • Chapter 10: Zoning • Chapter 11: Shoreland Zoning 	<ul style="list-style-type: none"> • Municipal Zoning • Municipal Wetland/Shoreland Zoning
New Housing Construction or Improvements	<ul style="list-style-type: none"> • Chapter 10: Zoning • Chapter 75: Land Division • State Uniform Dwelling Code 	<ul style="list-style-type: none"> • Municipal Zoning • Municipal Land Division • State Uniform Dwelling Code
ECONOMIC		

DEVELOPMENT		
New Construction or Improvements	<ul style="list-style-type: none"> • Chapter 10: Zoning • Chapter 75: Land Division • State Uniform Dwelling Code 	<ul style="list-style-type: none"> • Municipal Zoning • Municipal Land Division • State Uniform Dwelling Code
Parking Lot Requirements	<ul style="list-style-type: none"> • Chapter 10: Zoning 	<ul style="list-style-type: none"> • Municipal Zoning
Signage	<ul style="list-style-type: none"> • Chapter 10, Subchapter II: Zoning 	<ul style="list-style-type: none"> • Municipal Zoning/Building Code
SITE DESIGN & ENVIRONMENTAL		
Sanitary/Health	<ul style="list-style-type: none"> • RPC Urban Service Area approval • Chapter 46: Private Sewage System • Sanitary District water/sewer regulations 	<ul style="list-style-type: none"> • RPC Urban Service Area approval • Chapter 46: Private Sewage System • Municipal water/sewer regulations
Site Location / Environmental concerns	<ul style="list-style-type: none"> • Chapter 10: Zoning • Chapter 11: Shoreland / Wetland • Chapter 14: Erosion Control & Stormwater • Chapter 17: Floodplain • Chapter 31: Fair Housing • Chapter 75: Land Division • RPC Environmental Corridor 	<ul style="list-style-type: none"> • Municipal Zoning • Municipal Shoreland/Wetland Zoning • Municipal Erosion Control & Stormwater Zoning (Meet or exceed County standards) • Municipal Floodplain Zoning • Municipal Fair Housing Zoning • Municipal Land Division • RPC Environmental Corridor
INFRASTRUCTURE		
Street /Street Width/Right-of-Way & Access Standards	<ul style="list-style-type: none"> • Chapter 75: Land Division • Chapter 79: Highway Access Control • Town Driveway Ordinances • Town Road Standards 	<ul style="list-style-type: none"> • Municipal Land Division • Other Municipal Ordinances
Parkland Dedication	<ul style="list-style-type: none"> • Selected Town Land Division Ordinances 	<ul style="list-style-type: none"> • Municipal Land Division
OTHER		
Mixed Use Development	<ul style="list-style-type: none"> • No Mixed Used District in Ordinance 	<ul style="list-style-type: none"> • Municipal Zoning
Taxation	<ul style="list-style-type: none"> • Chapter 24: County Sales & Use Tax 	<ul style="list-style-type: none"> • Chapter 24: County Sales & Use Tax
Extraterritorial Jurisdiction (ETJ)	<ul style="list-style-type: none"> • ETJ Zoning (Selected Towns) • Chapter 75: Land Division 	<ul style="list-style-type: none"> • ETJ Zoning (Selected municipalities) • Municipal Land Division

- According to the Dane County Land Use Handbook, Chapter 10 Zoning is limited: "County zoning governs unincorporated areas of the county only." In addition, Chapter 75 Land Division & Subdivision Regulations is also somewhat limited according to the Handbook: "Section 236.45 Wis. Stats. provides for counties, cities, and villages to adopt regulations more strict than state statutes...(in terms of jurisdiction) counties may also exercise 'objection authority' for plats within incorporated areas." (See <http://www.co.dane.wi.us/coboard/landuse%20handbook/index.html>)

- Note that for most development projects, zoning and land division regulations occur concurrently.

Note that programmatic implementation tools are separate from regulatory implementation tools and may be addressed later in the planning process.