

AGENDA

Meeting of the Capital Area Regional Planning Commission

September 13, 2007

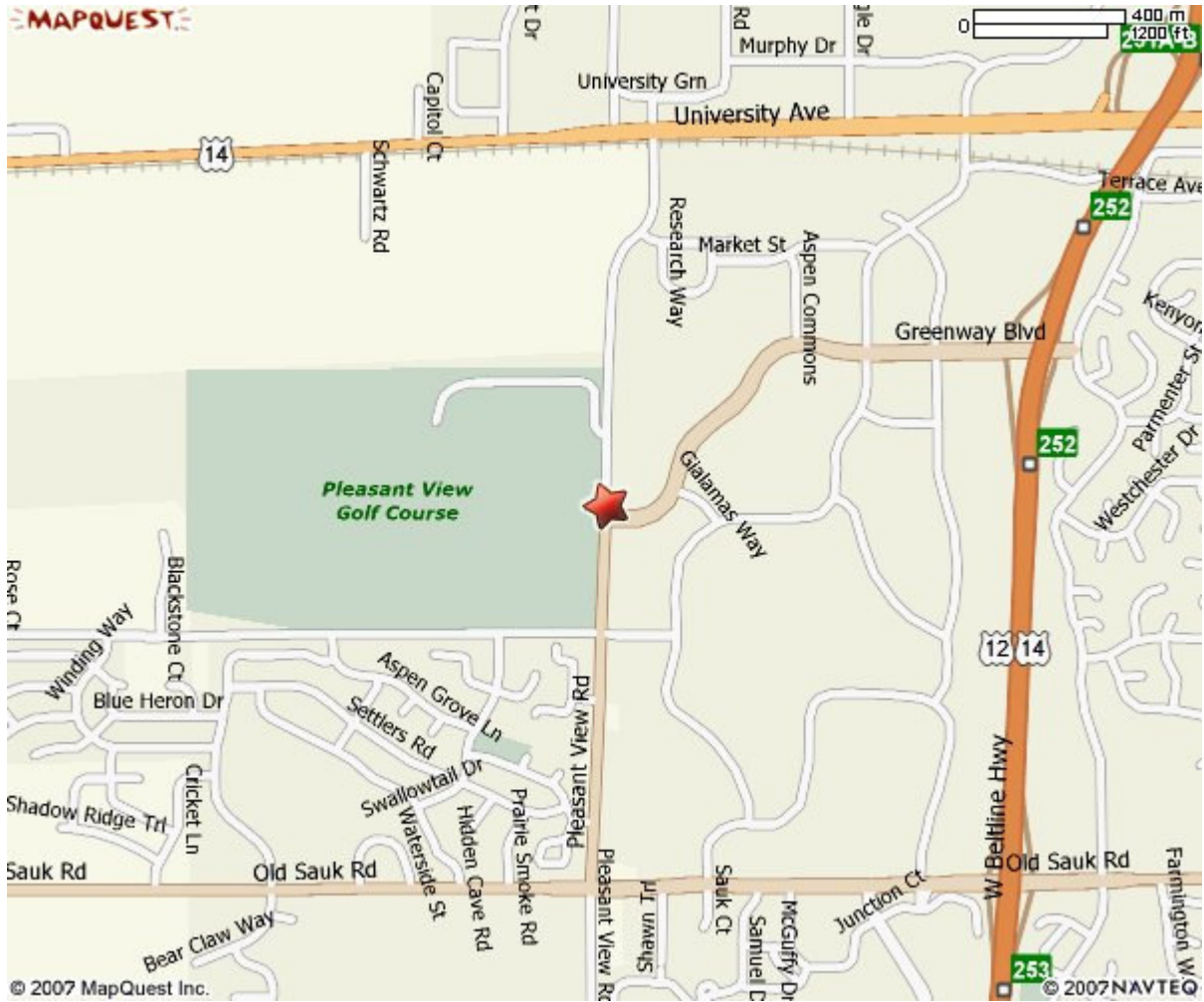
Pleasant View Golf Course, 1322 Pleasant View Rd, Middleton WI

5:00 p.m.

Location map of the Pleasant View Golf Course (owned by the City of Middleton), 1322 Pleasant View Road, is on the back of this agenda.

1. Roll Call
2. Approval of minutes of the August 23, 2007 meeting
3. Review of agenda
4. Public comment
5. Workshop #1
 - Part A. Discussion of how the Commission will go about making decisions as a group.
 - Part B. Discussion of “current” goals and objectives from the *Dane County Land Use and Transportation Plan*.
 1. Review/discussion of goals and objectives and identification of areas of “disagreement” and what interim policies or policy approaches the Commission could use to review urban service area amendments.
 - Part C. Discussion of “current” urban service area policies.
 1. Identify “agreed” upon policies and identify policies that Commissioner’s “disagree or need more information” on.
 2. Discussion of “disagree or need more information ” urban service area policies and what interim policies or policy approaches the Commission could use to review urban service area amendments, or additional information needed.
6. Report of CARPC Bylaws Workgroup
7. Report of Interim Chair / Discussion
8. Report of Division Administrator / Discussion of Reports
9. Future agenda items
10. Adjournment

If you need a sign language interpreter, materials in alternate formats, or other accommodations to access this meeting, please contact DCCAPD staff at 266-4137, or TDD 266-4529, at least 72 hours in advance of the meeting.



1322 Pleasant View Road, Middleton WI

MINUTES

Capital Area Regional Planning Commission

August 23, 2007

City-County Building Rm 103A, 210 MLK Jr Blvd, Madison WI

7:30 p.m.

Present: Zach Brandon, Kristine Euclide, Martha Gibson, Kris Hampton, Carlton Hamre, George Kamperschroer, Sally Kefer, Harold Krantz, Jeff Miller, Larry Palm, Anne Sayers, Kurt Sonnentag

Absent: Joe Chase

Staff Present: Chris Gjestson, Michael King, Kamran Mesbah, Barbara Weber

1. Roll Call

Interim Chair Miller called the meeting to order at 7:31 p.m.

2. Approval of minutes of the August 9, 2007 meeting

Moved by Mr. Hampton, seconded by Mr. Brandon, to approve the minutes of the August 9, 2007 meeting. Motion carried unanimously.

3. Review of agenda

There were no requested changes to the agenda.

4. Public comment

None.

5. Presentation/discussion of Dane County Land Use and Transportation Plan and its goals and objectives

Mr. King referred to the eleven goals of the Vision 2020 Dane County Land Use and Transportation Plan, adopted by the Dane County RPC and the Dane County Board in 1997, and the objectives of the Plan developed to achieve the goals. The Commission could re-affirm the Plan's current goals and objectives, which would be used as a basis for amending urban service areas, and identify those areas which merit further discussion and consideration for revision. He suggested that because of the extensive public participation process in the Plan's development, it would be preferable not to make significant changes without a similarly extensive process.

Ms. Kefer asked if any goals proposed in the Dane County Comprehensive Plan conflicted with those of the Vision 2020 Plan. Mr. King stated that he wasn't aware of any conflicts. Mr. Palm suggested, and Mr. Kamperschroer agreed, that the Commission identify the goals and objectives it deems most important to measure urban service area amendments, and address the other goals over time. Mr. Kamperschroer asked if there were legal requirements to adopt a plan. Mr. King stated that the state regional planning laws required the Commission to develop and adopt a master plan for the physical development of the region, consistent with the elements of the Smart Growth planning law. Ms. Euclide expressed general agreement with the eleven goals, although the objectives appeared

relatively dated; a comparison to the County Comprehensive Plan might identify goals not sufficiently addressed in the Vision 2020 Plan. Mr. King suggested that the Commission might focus on the plan goals and the “environmental protection” category of objectives, rather than all of the objectives. Mr. Hampton expressed support for the eleven general goals, but questioned how they might be implemented. Discussion followed. Mr. King noted that the County Comprehensive Plan only applied to unincorporated areas; staff intended to provide a diagram which illustrates plan relationships in the county.

Mr. Mesbah noted that the transportation element of the Vision 2020 Plan required updating, since the regional transportation plan was recently adopted by the Madison Area MPO (November 2006). Mr. King noted that Chapter 2 (Conditions and Trends) of the Plan was updated by the DCRPC in 2004 to provide the MPO with updated data. Commissioners discussed with staff the Plan goals, implementation, and how to proceed.

Mr. King stated that staff would provide the Commission at their workshops the eleven Vision 2020 goals, the “environmental protection” category objectives for discussion, and would like to have the opportunity to review all the plan objectives and possibly suggest other objectives for possible inclusion. He stated that staff could also prepare a comparison of the Plan goals with those of the County Comprehensive Plan, the Regional Transportation Plan, and the Parks and Open Space Plan. He noted that it would be beneficial for the Commission to hear descriptions of these plans by representatives of their parent bodies.

6. Presentation/discussion of urban service area amendment staff reports

Mr. Mesbah discussed the USA amendment process and how staff analyses were typically conducted for amendment requests. He referred to two examples, previously provided to Commissioners at their July 26 meeting, for a City of Middleton request (dated 9/22/06) and a Village of DeForest request (dated 8/18/04). Staff analyses were prepared to evaluate amendment proposals on a technical basis, and measure their impacts and consistency with adopted regional and local plans.

Ms. Euclide asked if there was a standardized application form for amendment request submittals. Mr. Mesbah answered no, staff worked with the applicants and their representatives to fulfill the application requirements. He stated that if the Commission so desires, staff could investigate the development of a standard application form.

Commissioners asked questions of staff about the USA amendment process and how requests were reviewed by staff and presented to the Commission, and the Commission’s authority and role as the RPC and water quality management planning agency for the Dane County region.

7. Discussion of approach and scheduling of “workshop” meetings

Mr. Miller referred to the outline of workshop meetings at the Commissioners’ places, which were proposed to provide a forum for Commissioners to discuss its goals and criteria for USA amendments and arrive at a general consensus. Members discussed, and agreed to convene at 5:00 p.m. at its regularly scheduled September meetings (13th and 27th) at a Middleton location, to be arranged by staff, and would be facilitated by Bill Rizzo of Dane County UW-Extension. It is anticipated that goals and criteria will be adopted at a public hearing following the workshops.

8. Report of CARPC Bylaws Workgroup

A draft version of the bylaws were provided at the Commissioners places which reflected the discussion and comments made at the bylaw work group meeting, attended by Ms. Euclide, Ms. Gibson and Mr. Palm on August 21. Mr. Kamperschroer and Mr. Hampton had provided written comments to the group. The work group identified three areas of the bylaws for further discussion: the automatic deferral of denied motions requiring 8 votes; the relationship of the Executive Director to the Budget and Personnel Panel; and the role and membership of the Executive Committee ("EC").

Mr. Kamperschroer stated that the work group felt that the provision to automatically defer denied motions requiring 8 votes was unnecessarily extensive, and should not defer motions to a third meeting; final action should occur at the second meeting. Ms. Euclide stated that members at the work group meeting felt that the full Commission should make all important decisions, and not delegate any to the EC. Mr. Palm described three options discussed by the work group: a traditional EC composed of elected officers; an EC composed of all Commissioners; or a traditional EC of elected officers which would meet only in emergency administrative situations as determined by the full board, but certain issues could be referred to specialized standing committees, such as a Finance (for budget issues) or Personnel committee. Ms. Gibson stated that duties could be assigned to the EC on a case-by-case basis. Ms. Euclide agreed, and suggested that the EC might also address routine operational issues, such as approval of monthly bills and hiring/firing of employees. Mr. Brandon stated that an EC worked in part to keep the body functional when the full body is not otherwise able to do so. Discussion continued.

Mr. Mesbah suggested that a standing Personnel Committee would be helpful in reviewing employee grievances, and staff hiring/firing by the Executive Director. This would be a separate from the body which might conduct performance evaluations of the Executive Director, so that the objectivity of the Personnel Committee would not be affected by existing relationships with the Director.

Mr. King stated that staff was developing a list of topics, as requested by the work group, which were routinely addressed by the EC of the Dane County RPC. The bylaw work group would meet again and provide a draft for Commission review.

9. Internal Control procedures amendment

A summary of proposed changes to the CARPC internal control procedures (adopted 7/12/07) were at the Commissioners' places, which would 1) include the CARPC Deputy Director as an authorized check signatory; 2) include Michael King and Kamran Mesbah as authorized CARPC check signatories through December 31, 2007; 3) authorize staff to use electronic transfer of CARPC funds to make federal tax deposits and to make direct deposits of employee paychecks. Moved by Mr. Palm, seconded by Mr. Hampton, to adopt the procedures as amended. Motion carried unanimously.

10. Report of Interim Chair / Discussion

Mr. Miller stated that the Executive Director application process was scheduled to close on August 31. He referred to employment tax forms at the Commissioners' places to be filled out and submitted to the CARPC office so that per diem could be collected.

11. Report of Division Administrator / Discussion of Reports**a. Dane County proposal related to GIS Specialist position**

Mr. King stated that the Dane County Department of Planning might budget for its GIS Specialist as 1.0 FTE in 2008; the position is currently split between Planning and CAPD, and was budgeted by the CARPC as a 0.5 FTE in 2008. He stated that staff could draft a contract or similar document for the CARPC to retain the services of the employee under terms which would provide for the continuation of the current work arrangement. The Commission could adopt its 2008 budget with a shift in line items; net amounts would not change. Mr. Brandon requested that any negotiated agreement should specify rules about work performed by the employee for the CARPC, and long-term standards for cost of the agreement.

b. Services provided in urban and limited service areas in Dane County

A table of USA/LSA services was included in the meeting packet materials.

12. Future Agenda Items

The September meetings of the Commission are workshop meetings to discuss USA amendment criteria.

13. Adjournment

Moved by Mr. Hampton, seconded by Mr. Sonnentag, to adjourn. Motion carried at 9:52 p.m.

Recorded by Chris Gjestson

The goal of Workshops 1 and 2 is to establish Commission agreement that:

1. The current *Dane County Land Use and Transportation Plan* goals and objectives, or those goals and objectives as modified by the Commission are an appropriate interim basis for Commission decision-making including the review of urban service area amendments.
2. The “current” urban service area policies, or those policies as amended by the Commission are an appropriate interim basis for the review of urban service area amendments.
3. That the “current” criteria for the review of urban service area amendments, or those criteria as amended by the Commission are an appropriated interim basis for the review of urban service area amendments.

Workshop 1 September 13, 2007, 5 - 9 PM

Part A. Discussion of how the Commission will go about making decisions as a group.

Part B. Discussion of “current” goals and objectives from the *Dane County Land Use and Transportation Plan*.

1. Review/discussion of goals and objectives and identification of areas of “disagreement” and what interim policies or policy approaches the Commission could use to review urban service area amendments.

Part C. Discussion of “current” urban service area policies.

1. Identify “agreed” upon policies and identify policies that Commissioner’s “disagree or need more information” on.
2. Discussion of “disagree or need more information ” urban service area policies and what interim policies or policy approaches the Commission could use to review urban service area amendments, or additional information needed.

Workshop 2 September 27, 2007, 5 - 9 PM

Part A. Discussion of “current” criteria for the review of urban service area amendments.

1. Identify “agreed” upon criteria for the review of urban service area amendments and identify criteria that Commissioner’s “disagree or need more information” on.
2. Review/discuss “disagree or need more information on” criteria or other policy approaches the Commission could use to review urban service area amendments.

Part B. Continued discussion of goals and objectives from Workshop 1.

1. Review of goals and objectives where Commissioners disagree.

Part C. Continued discussion of urban service area policies.

1. Review of urban service area policies where Commissioners disagree.

Future Workshops.

Topics for future workshops will involve discussion of approaches and next steps for planning for the Dane county region.

1. Discussion of what the Commission would to see as in a regional planning “framework” for Dane county.
2. Discussion of areas of disagreement where more study and discussion are necessary and “parked” topics from Workshops 1 and 2.
3. Discussion of a vision statement and goals and objectives for the Commission itself; discussion of the roles of Commissioners.

Date: August 31, 2007

To: Capital Area Regional Planning Commissioners

From: Bill Rizzo, Community Resource Development Educator
Dane County UW-Extension

By way of introduction, my name is Bill Rizzo and I am a Community Resource Development Educator in the Dane County UW-Extension Office. I've worked in this capacity since January 1997. I hold a PhD from Michigan State University from the Department of Resource Development with a specialization in Community and Organizational Development. My work in Dane County involves educational programming in the areas of community, organizational, and economic development.

I was recently asked by Michael King to provide some facilitation and educational support for two CARPC meetings, the first being on Thursday, September 13th. The first one hour of the 9/13/07 workshop will be devoted to helping Commission members consider, and hopefully determine a protocol for making decisions on environmental and planning policies. To that end, I am asking you to do two things prior to the 09/13 meeting:

- First, please read the two articles that begin on the next page of this correspondence, on the topic of consensus decision making. The first article, *Consensus Decision Making*, is authored by David Birren, an administrative policy advisor for the WI Department of Natural Resources. The second article, *Consensus Ingredients*, was written by Emily Estes, a consensus process facilitator and educator from western Oregon who has been working in the area of consensus decision making for over 35 years. This second article includes a short but interesting contribution by Lanto Evans of the Aprovecho Institute, a non-profit research and education center located outside of Cottage Grove, Oregon. Together, these articles should provide you with a basic understanding of consensus decision making, as well as expose you to a number of alternative ideas about consensus decision making, voting, and the relationship between the two.

My purpose in asking you to read these articles is to use them to help inform our September 13th discussion. I am not advocating for any ideas contained within these articles. I am simply suggesting these readings because they offer some interesting ideas for your consideration as you begin to think about how you would like to make decisions as a Commission. And, of course, I encourage you to add/suggest your own ideas. In the end, I think you'll want to design a decision making protocol that all Commissioners are comfortable with.

- After reading these articles, please reflect on the following questions as they relate to the two articles, record your thoughts, and bring them with you as a reference only (you won't need to share them) during our discussion September 13th:
 1. Which elements or ideas within these articles would you like to consider integrating into a decision-making protocol for CARPC?
 2. Which elements or ideas within these articles would you **not** like to see integrated into a decision-making protocol for CARPC?
 3. What ideas, in addition to those represented in these articles, would you like to consider integrating into a decision-making protocol for CARPC?

I look forward to our discussion September 13th.

Consensus Decision Making

By Dave Birren, Wisconsin Department of Natural Resources

What is consensus?

Consensus is a process for group decision-making. It is a method by which an entire group of people can come to an agreement. The input and ideas of all participants are gathered and synthesized to arrive at a final decision acceptable to all. Through consensus, we are not only working to achieve better solutions, but also to promote the growth of community and trust.

Consensus vs. voting

Voting is a means by which we choose one alternative from several. Consensus, on the other hand, is a process of synthesizing many diverse elements together. Voting is a win or lose model, in which people are more often concerned with the numbers it takes to "win" than with the issue itself. Voting does not take into account individual feelings or needs. In essence, it is a quantitative, rather than qualitative, method of decision-making.

With consensus people can and should work through differences and reach a mutually satisfactory position. It is possible for one person's insights or strongly held beliefs to sway the whole group. No ideas are lost, each member's input is valued as part of the solution. A group committed to consensus may utilize other forms of decision making (individual, compromise, majority rules) when appropriate; however, a group that has adopted a consensus model will use that process for any item that brings up a lot of emotions, is something that concerns people's ethics, politics, morals or other areas where there is much investment.

What does consensus mean?

Consensus does not mean that everyone thinks that the decision made is necessarily the best one possible, or even that they are sure it will work. What it does mean is that in coming to that decision, no one felt that her/his position on the matter was misunderstood or that it wasn't given a proper hearing. Hopefully, everyone will think it is the best decision; this often happens because, when it works, collective intelligence does come up with better solutions than could individuals.

Consensus takes more time and member skill, but uses lots of resources before a decision is made, creates commitment to the decision and often facilitates creative decision. It gives everyone some experience with new processes of interaction and conflict resolution, which is basic but important skill-building. For consensus to be a positive experience, it is best if the group has 1) common values, 2) some skill in group process and conflict resolution, or a commitment to let these be facilitated, 3) commitment and responsibility to the group by its members and 4) sufficient time for everyone to participate in the process.

Forming the consensus proposals

During discussion a proposal for resolution is put forward. It is amended and modified through more discussion, or withdrawn if it seems to be a dead end. During this discussion period it is important to articulate differences clearly. It is the responsibility of those who are having trouble with a proposal to put forth alternative suggestions.

The fundamental right of consensus is for all people to be able to express themselves in their own words and of their own will. The fundamental responsibility of consensus is to assure others of their right to speak and be heard. Coercion and trade-offs are replaced with creative alternatives, and compromise with synthesis.

When a proposal seems to be well understood by everyone, and there are no new changes asked for, the facilitator(s) can ask if there are any objections or reservations to it. If there are no objections, there can be a call for consensus. If there are still no objections, then after a moment of silence you have

your decision. Once consensus does appear to have been reached, it really helps to have someone repeat the decision to the group so everyone is clear on what has been decided.

Difficulties in reaching consensus

If a decision has been reached, or is on the verge of being reached that you cannot support, there are several ways to express your objections:

- ~ Non-support ("I don't see the need for this, but I'll go along.") Reservations ("I think this may be a mistake but I can live with it.") Standing aside ("I personally can't do this, but I won't stop others from doing it. ")
- ~ Blocking ("I cannot support this or allow the group to support this. It is immoral." If a final decision violates someone's fundamental moral values they are obligated to block consensus.)
- ~ Withdrawing from the group. Obviously, if many people express non-support or reservations or stand aside or leave the group, it may not be a viable decision even if no one directly blocks it. This is what is known as a "lukewarm" consensus and it is just as desirable as a lukewarm beer or a lukewarm bath.

If consensus is blocked and no new consensus can be reached, the group stays with whatever the previous decision was on the subject, or does nothing if that is applicable. Major philosophical or moral questions that will come up with each affinity group will have to be worked through as soon as the group forms.

Roles in a consensus meeting

There are several roles which, if filled, can help consensus decision making run smoothly. The facilitator(s) aids the group in defining decisions that need to be made, helps them through the stages of reaching an agreement, keeps the meeting moving, focuses discussion to the point-at hand; makes sure everyone has the opportunity to participate, and formulates and tests to see if consensus has been reached. Facilitators help to direct the process of the meeting, not its content. They never make decisions for the group. If a facilitator feels too emotionally involved in an issue or discussion and cannot remain neutral in behavior, if not in attitude, then s/he should ask someone to take over the task of facilitation for that agenda item. A vibes-watcher is someone besides the facilitator who watches and comments on individual and group feelings and patterns of participation. Vibes-watchers need to be especially tuned in to the sexism of group dynamics.

A recorder can take notes on the meeting, especially of decisions made and means of implementation and a time-keeper keeps things going on schedule so that each agenda item can be covered in the time allotted for it (if discussion runs over the time for an item, the group may or may not decide to contract for more time to finish up). Even though individuals take on these roles, all participants in a meeting should be aware of and involved in the issues, process, and feelings of the group, and should share their individual expertise in helping the group run smoothly and reach a decision. This is especially true when it comes to finding compromise agreements to seemingly contradictory positions

In my facilitation and consulting work I've found that consensus can be very hard work, for both the participants and the facilitator. It often means identifying assumptions, challenging mental models, letting go of personal desires, and - sometimes hardest of all - accepting someone else's way of doing things. And this goes for both the majority and the minority in a compromise situation.

That was the extent of my response to David. Following is a brief description of how this works, for anyone interested.

I use the question "Can I live with this?" as the criterion for consensus. If one person in a work group says "no", his or her concerns are respectfully identified, listened to, and adopted as group issues. Sometimes a group has

to be reminded that it doesn't matter how many people are behind a substantive objection; if it's an obstacle, it has to be resolved. The underlying ideas are: (1) all members of a group have equal value; (2) any substantive issue must be dealt with by the entire group, or it's turning a blind eye to its own work; and (3) any issue that's a big enough concern to be an obstacle absolutely must be resolved. (I'm talking here about "big deals", not little things like personal preferences or style differences.) It's possible that powerful people can misuse this method, but usually the group takes care of that.

About the Author

David Birren is an administrative policy advisor with the Wisconsin Department of Natural Resources. Mr. Birren's work with the WIDNR has involved helping develop and integrate management systems such as strategic and work planning, program evaluation, consistency of decision-making, and performance measurement.

Consensus Ingredients

By Caroline Estes

During the past few decades, while we have been searching for new ways of doing things in order to be inclusive, the decision-making process known as consensus has begun to be used increasingly and in many different situations. Government is using it to try to find ways that do not involve court cases on controversial laws, such as in the Forest Service. Hewlett-Packard uses it in its factories; and many social services are beginning to use it in their work.

In simple terms, consensus refers to agreement on some decision by all members of a group, rather than a majority or a select group of representatives. The consensus process is what the group goes through to reach this agreement. The assumptions, methods, and results are different from Robert's Rules of Order or traditional parliamentary procedure.

Over the past nearly 40 years, since I was first introduced to the use of consensus in Quaker business meetings, I have been in widely different situations in which it has been used, and I have been teaching it for the past 15 years. The Greens Party of North America used it in the beginning of its organization, and the bioregional movement of North America uses it exclusively in its biennial meetings. Many intentional communities use the process, as well as the board of the Fellowship for Intentional Community (FIC). Departments within government and universities, school faculties, and administrations are beginning to find it useful and efficient.

The Basis

Consensus is based on the belief that each person has some part of the truth and no one has all of it (no matter how much we like to believe that we ourselves know it all). It is also based on a respect for all persons involved in the decision being considered. In our present society the governing idea is that we can trust no one, and therefore we must protect ourselves if we are to have any security in our decisions. The most we will be willing to do is compromise, and this leads to a very interesting way of viewing the outcome of working together. It means we are willing to settle for less than the very best -- and that we will often have a sense of dissatisfaction with our decisions unless we can somehow outmaneuver others involved in the process. This leads to a skewing of honesty and forthrightness in our relationships.

In the consensus process, we start from a different basis. The assumption is that we are all trustworthy (or at least can become so). The process allows each person complete power over the group. For example, the central idea for the Quakers is the complete elimination of majorities and minorities. If there are any differences of view at a Quaker meeting, as there are likely to be in such a body, the consideration of the question at issue proceeds with long periods of solemn hush and meditation, until slowly the lines of thought draw together toward a point of unity. Then the clerk frames a minute of conclusion, expressing the "sense of the meeting."

Built into the consensual process is the belief that all persons have some part of the truth in them, or what in spiritual terms might be called "some part of God." We will reach a better decision by putting all of the pieces of the truth together before proceeding. There are indeed times when it appears that two pieces of the truth are in contradiction with each other, but with clear thinking and attention, the whole may be perceived including both pieces, or many pieces. The traditional either/or type of argument does not advance this process. Instead, the consensus process is a search for the very best solution -- whatever the problem. That does not mean that there is never room for error -- but on the whole, in my experience, it is rare.

The consensus process makes direct application of the idea that all persons are equal -- an idea that we are not entirely comfortable with, since it seems on the surface that some people are "more equal than others." But if we do indeed trust one another and do believe that we all have parts of the truth,

then we can remember that one person may know more of the truth at one time, while another person may know more at another time. Even when we have all the facts before us, it may be the spirit that is lacking; and this may come forth from yet another who sees the whole better than anyone else. Everybody's contributions are important.

Decisions which all have helped shape, and with which all can feel united, make the necessary action go forward with more efficiency, power and smoothness. This applies to persons, communities and nations. Given the enormous issues and problems before us, we need to make decisions in ways that will best enable us to move forward together. When people join their energy streams, miracles can happen.

The Process

How does the consensus process actually work? It can be a powerful tool, yet like any tool, this process needs to be used rightly. To make the most of its possibilities we need to understand the parts and the process.

Consensus needs four ingredients -- a group of people willing to work together, a problem or issue that requires a decision by the group, trust that there is a solution, and perseverance to find the truth.

It is important to come to the meetings with a clear and unmade-up mind. This is not to say that prior thinking should not have been done, but simply that the thinking must remain open throughout the discussion -- or else there is no way to reach the full truth. Ideas and solutions must be listened to with respect and trust, and must be sought from all assembled. This means everyone, not just some of the group. Consensus is the practice of oneness for those who are committed to that idea, or it is the search for the best possible solution for those who are more logic-based.

The problems to be considered come in all sizes, from "who does the dishes" to "how to reach accord on limiting the arms race." The consensus process begins with a statement of the problem -- as clearly as possible, in language as simple as possible. It is important that the problem not be stated in such a way that an answer is built in, but that there be an openness to looking at all sides of the issue -- whatever it may be. It is also necessary to state the problem in the positive: "We will wash the dishes with detergent and hot water," not "We will not wash the dishes in cold water." Or "We need to wash the dishes so they are clean and sanitary," not "The dishes are very dirty, and we are not washing them correctly." Stating the issues in the positive begins the process of looking for positive solutions and not a general discussion of everything that is undesirable or awful.

The meeting needs a facilitator/clerk/convener, a role whose importance cannot be too strongly emphasized. It is this person whose responsibility it is to see that all are heard, that all ideas are incorporated if they seem to be part of the truth, and that the final decision is agreed upon by all assembled.

Traits that help the facilitator are patience, intuition, articulateness, ability to think on one's feet, and a sense of humor. It is important that the facilitator never show signs of impatience. The facilitator is the servant of the group, not its leader. As long as the group needs the clerk, he/she should be there. It is also important for a facilitator to look within to see if there is something that is missing -- a person who is wanting to speak but has been too shy, an idea that was badly articulated but has the possibility of helping build the solution, anything that seems of importance on the nonverbal level. This essence of intuition can often be of great service to the group by releasing some active but unseen deterrent to the continued development of a solution.

The facilitator must be able to constantly state and restate the position of the meeting and at the same time know that progress is being made. This helps the group to move ahead with some dispatch. And last but by no means least -- a sense of humor. There is nothing like a small turn of a phrase at a tense moment to lighten up the discussion and allow a little relaxation. Once you have found a good clerk or

facilitator, support that person and encourage them to develop their skills as much as possible. Often there are participants who want to talk more than necessary and others who don't speak enough. The facilitator needs to be able to keep the discussion from being dominated by a few and to encourage those who have not spoken to share their thoughts. There are a number of techniques for achieving this. One method is to suggest that no one speak more than once, until everyone has spoken; another is for men and women to speak alternately if those of one gender seem to be dominating the discussion.

However, it is not good to use any arbitrary technique for too long. These methods can bring balance into the group, but artificial guidelines should be abandoned as soon as possible. For instance, the technique of alternating men and women speakers might be used in only one session. My experience is that a single two- or three-hour session using such techniques will establish a new pattern, and there will be little need for guidelines to be continued any longer.

No matter how well the discussion is carried forward, how good the facilitator, and how much integrity there is in the group, there sometimes comes a point when all are in agreement but one or two. At that point there are three courses open. One is to see whether the individuals are willing to "step aside." This means that they do not agree with the decision but do not feel that it is wrong. They are willing to have the decision go forward, but do not want to take part in carrying it out.

If more than two or three persons start to step aside from a decision, then the facilitator should question whether the best decision has been reached yet. This would depend on the size of the group, naturally. At Alpha it is OK for one person to step aside, but as soon as others step aside also, the facilitator begins to watch and to reexamine the decision. At such a time the facilitator might ask for a few minutes of silence to see if there was another decision or an amendment that should have been considered but had been overlooked, something that would ease the situation.

Another possibility is to lay aside the issue for another time. Although this alternative always seems to raise serious questions, we need to have some perspective on what we are doing. It is likely that the world will continue to revolve around the sun for another day, week, or year, whether we come to a decision at this moment or at another. The need to make a decision promptly is often not as important as the need to ultimately come to unity around a decision that has been well seasoned.

Personal experience has shown me that even the most crucial decisions, seemingly time-bound, can be laid aside for a while -- and that the time, whether a few hours or days, is wisely allowed if a later meeting can create a better decision than was possible in the first attempt.

The third possibility is that one or two people may stop the group or meeting from moving forward. At that time there are several key considerations. Most important, the group should see those who are withholding consensus as doing so out of their highest understanding and beliefs. Next, the individual(s) who are holding the group from making a decision should also examine themselves closely to assure that they are not withholding consensus out of self-interest, bias, vengeance, or any other such feeling. A refusal to consent should be based on a very strong belief that the decision is wrong -- and that the dissenter(s) would be doing the group a great disservice by allowing the decision to go forward.

This is always one of those times when feelings can run high, and it is important for the group not to use pressure on those who differ. It is hard enough to feel that you are stopping the group from going forward, without having additional pressure exerted to go against your examined reasons and deeply felt understandings.

In my personal experience of living with the consensus process full-time for 23 years, I have seen meetings held from going forward on only a handful of occasions, and usually the dissenter(s) was justified -- the group would have made a mistake by moving forward.

Sometimes, though rarely, one person is consistently at odds with everyone else in the group. Depending on the type of group and its membership, it would be well to see if this person is in the right organization or group. If there is a consistent difference, the person cannot feel comfortable continuing, so the group needs to meet and work with that person concerning alignment of basic values and goals.

Consensus is a very conservative process -- once a decision has been made, another consensus is required to change it. So each decision must be well seasoned and generally be relied on for some time. While decisions should not be made in haste, they can be tried on a temporary basis by including expiration dates. At Alpha Farm we have made temporary decisions on a number of occasions, usually trying the decision for a year and then either making a final decision or dropping it entirely. This necessitates keeping minutes, which is another aspect of consensus that needs consistent attention.

Minutes on each decision should be stated by the clerk, facilitator, or minute-taker at the time of the decision, so that all present know they have agreed to the same thing. It is not sufficient for minutes to be taken and then read at the next meeting, unless there is to be another meeting very soon. Copies of the minutes should be distributed promptly, because those who make the decisions are also the ones to carry them out. If the minutes are not distributed until the next meeting, some of the original decision-makers may not be present. The minutes may or may not be correct, but the time for correction is past. This is a particularly important but little respected part of the process.

Several years ago, I was privileged to facilitate the first North American Bioregional Congress, held in Missouri. Over 200 persons arrived from all over the continent, and some from abroad. We worked together for five days, making all decisions by consensus. Some of those present had used the process before or were currently using it in the groups they worked with at home, but many had not used it. There was a high degree of skepticism when we began as to whether such a widely diverse group of people could work in the degree of harmony and unity that consensus demands. On the final day of the Congress, there were very many resolutions, position papers, and policies put forward from committees that had been working all week long. All decisions made that day were made by consensus -- and the level of love and trust among the participants was tangible. Much to the surprise of nearly everyone, we came away with a sense of unity and forward motion that was near miraculous.

About the Author

Caroline Estes began studying the consensus process as a Quaker during the 1960s and has been facilitating consensus processes, and conducting workshops and other educational program on the topic of consensus since that time. She refined her understanding and use of consensus with the American Friends Service Committee (Quakers) in Philadelphia for nearly six years, from 1967 to 1972. Ms. Estes is a founder member of Alpha Farm, an intentional community in western Oregon.

A Second Point of View

by Lanto Evans

Thirteen years of experience at Aprovecho Institute has taught us some valuable lessons about consensus and our practice of consensus-minus-one.

Initially, coming from conservative backgrounds and fearing an inability to achieve unanimous agreement, we decided to ratify decisions if all but one person agreed. We saw this as a way to get business done without some obdurate individual holding up the whole show. Our bylaws say something like "with one member dissenting." What it means is if two people oppose something, they can block it, but an individual can't.

In fact, we seldom get a dissenter, but we're protected against unaccountable insanity or temporary bouts of grumpiness. Neither has ever been an issue, but we've found that if one person strongly opposes something, we usually try to discuss it to a point where they at least feel OK about the group going ahead. Then the dissenter can say, "Well, I still dissent but I don't feel unsupported in my views."

Effectively, this gives everyone a vote, as of course they have with total consensus, but there's a difference. In total consensus, one individual can gradually take control of an organization by cumulatively swaying what doesn't get done in a direction s/he wants to see it go. By refusing to agree to black, the group is left only with white to dark grey. Later the options can be narrowed further by refusing to support darker shades of grey. Over a period, and sometimes going unnoticed, a single subversive can push the whole group to accepting only white.

Reflections on Consensus-Minus-One

by Caroline Estes

At one level, the differences between these two approaches are slight -- in practice probably hardly noticeable. Yet there is a difference in spirit that harks back to the difference between unitary and adversary democracy. Total consensus assumes and requires a high level of trust and maturity. If these qualities can be developed in the group, then using total consensus is well rewarded by a bonding that goes deeper than the reserve implied in consensus-minus-one. But even with the most unpromising groups a good facilitator can do wonders.

On the other hand, there are many groups -- especially with loosely defined memberships -- where it would be naive to assume that every member will act in "unitary good faith," especially since our society trains us to act as adversaries. Consensus-minus-one can permit these groups to gain many of the benefits of consensus and avoid risking the subversion that Lanto fears. The lesson, it seems to me, is to have lots of tools in your toolbox, and use each where it fits.

Bibliography

Auvine, Brian et al., *A Handbook for Consensus Decision Making: Building United Judgment*, 1981, Center for Conflict Resolution, 731 State St., Madison WI 53703, 608-255-0479.

Auvine, Brian et al., *A Manual for Group Facilitators*, 1978, Center for Conflict Resolution.

* Fellowship for Intentional Community, 1996

Re: Discussion of “current” goals and objectives from the Dane County Land Use and Transportation Plan

Bill Rizzo will facilitate the discussion. The intent of this agenda item is to develop consensus among Commissioners on the regional planning goals and objectives the Commission should consider for adoption.

Materials Presented with Item:

1. Cover memo/Dane County Land Use and Transportation Plan goals and objectives with objectives recommended for adoption by staff highlighted
2. Cover memo / Relationship of Regional Plan Goals report
3. Comprehensive Planning Survey of Dane County Residents (2005) see bar graphs on pages 16 – 59

August 31, 2007

To: Capital Area Regional Planning Commission

From: Michael R. King, Division Administrator
Kamran Mesbah, Director, Environmental Resources Planning

Re: Land Use and Transportation Plan goals and objectives

At the last Commission meeting, Michael was asked if it would be reasonable for the Commission just to adopt the eleven *Dane County Land Use and Transportation Plan* (LU&TP) goals. He said that the objectives are, in a sense, included within the goals, so that might be workable. He also indicated he would like the Commission to adopt all the environmental protection objectives and he would like to review other objectives for possible inclusion in the Commission's adoption of goals and objectives. "Upon further review...", we recommend that the Commission consider the highlighted objectives in the attached table – which represent perhaps half of the objectives from the LU&TP.

We believe that the highlighted objectives in the attached table are all appropriate and helpful policy guides for the Commission's decisions on amendments to the *Dane County Water Quality Plan* with respect to additions and modifications to urban service areas, limited service areas, and environmental corridors.

In order to derive decision-making criteria from the overall regional goals of the LU&TP, we believe it is necessary to look at more detailed objectives which shed light on the aspects of these overall regional goals. We hope that this will result in a discussion of the criteria for the review of urban service areas in the context of implementing these policy objectives. Discussion of the Commission's criteria for urban service areas will occur in the second workshop (Sept. 27, 2007).

The table is the list of the goals and objectives of the LU&TP, which reflects the community vision of the physical and functional future of the region. The highlighted objectives are relevant in some way to the decision-making process required for water quality planning. In some cases, the objective has a direct impact on water quality, like most of the objectives under "Environmental Protection." In other cases, the highlighted objective has an indirect impact on water quality. Objectives that encourage more compact development, more balanced neighborhoods (reduced work commute distance), and support of multi-modal transportation (reduced auto dependence and related pollution) are examples of this category. In a third category, the objectives will need to or can be supported by the decision-making of the RPC (such as the objectives related to rural development and agricultural preservation).

It should be noted that there is a strong similarity between the objectives of the LU&TP and the goals of the proposed County Comprehensive Plan, the new Regional Transportation Plan, and the new Park and Open Space Plan. Therefore, by considering these objectives, the Commission will ensure that its decision-making is consistent with these newly adopted or proposed plans.

DANE COUNTY LAND USE & TRANSPORTATION PLAN

Goals and Objectives Compilation

The following are the eleven primary goals of the *Dane County Land Use and Transportation Plan*. It should be noted that the goals are not listed in order of importance.

The Plan objectives are listed on the following pages. The objectives **highlighted in yellow** are those which staff recommends the Commission consider for adoption.

Goals

1. Promote the development of balanced communities throughout the county with sufficient commercial, industrial, residential, and open space land to meet the needs of existing and future residents.
2. Promote compact urban development in new areas adjacent to existing urban areas and in the redevelopment or infill development of existing neighborhoods.
3. Promote the development of functionally and visually distinct communities encouraging compact, mixed-use neighborhoods and the efficient provision of a full range of public services.
4. Provide a full range of safe and affordable housing opportunities and choices for all residents throughout the county.
5. Provide an integrated, all-mode transportation system which offers the efficient, effective and safe movement of people and goods, and provides mode choice wherever possible while enhancing and, where relevant, preserving the character and livability of the neighborhoods and residential areas where transportation facilities are located.
6. Encourage concentration of employment and activity centers at nodes and along transit corridors to maximize the efficiency of the existing and future transportation system.
7. Support and maintain downtown Madison as the region's major activity center and seek greater diversity and vitality in that area.
8. Promote an economic development strategy that will provide suitable employment opportunities and a stable and diversified economic base.
9. Protect agricultural lands and limit non-farm developments in order to maintain the county as one of the nation's most productive agricultural areas.
10. Promote planning and design that preserves environmental functions and protects important environmental, cultural and historic resources.
11. Develop and promote a county-wide system of open space corridors as a framework to protect the natural environment and scenic values, and provide outdoor recreation opportunities.

Objectives

ENVIRONMENTAL PROTECTION

1. Recognize that the natural environment is an integrated system of interacting land, water and air resources; and to protect the health and stability of this resource system.
2. Provide a safe, healthful and visually pleasing environment to enhance the quality of life for all Dane County residents.
3. Protect shoreland, floodplain, and wetland areas through the county, and emphasize their value as focal points of natural beauty and recreation.
4. Preserve the role of wetlands and woodlands as essential components of the hydrologic system as well as valuable wildlife habitat, and restore or improve degraded wetland and woodland resources where possible. Recognize the inter-relationship of adjacent landscape types, and avoid dividing natural units or breaking important linkages.
5. Minimize adverse impacts of necessary encroachment of utilities and transportation facilities into open space corridors by: (a) avoiding encroachment when reasonable alternatives are available; (b) where encroachment is necessary, select routes which minimize environmental impacts, and avoid dividing natural units; and (c) incorporating design considerations which minimize impacts and contribute to compatibility with the corridor functions.
6. Protect the quality and supply of groundwater as the principal source of water supply in Dane County.
7. Guide urban and rural development to those locations where adverse impacts on ground and surface water quality are minimized.
8. Incorporate in the design of urban development natural drainage patterns and measures to minimize or entrap pollutants before they enter surface waters.
9. Incorporate stormwater management practices, such as detention and infiltration, in urban development to maintain groundwater recharge and avoid increases in runoff.
10. Guide urban development to areas where soils are suitable for such development.
11. Protect the scenic values of the Dane County landscape by preserving and enhancing vegetative cover, particularly on steep, wooded slopes and stream and lake shorelands.
12. Protect and maximize public enjoyment of the scenic qualities of Dane County by preserving views of landmarks, including high promontories or viewpoints, assessing the visual impact of proposed developments and facilities, and improving public access to scenic areas and views, particularly urban lake and stream shorelines.
13. Minimize production of waste for disposal by supporting programs for reducing consumption, and recycling and reuse of waste materials.
14. Locate and design waste disposal sites and facilities to minimize environmental impacts and health hazards, and to utilize natural or organic processes to the extent possible.
15. Return resource extraction and waste disposal sites to productive use through final site design and reclamation.
16. Support programs to improve air quality and control the emission of air pollutants in the region.

17. Support programs to protect communities and neighborhoods from excessive noise levels.

REGIONAL DEVELOPMENT PATTERNS & DISTRIBUTION

18. Directing 34% of the new dwelling units to the Outlying Urban Service Areas (OUSAs)
19. Create balanced communities with a variety of economic and housing opportunities.
20. Focus the approximately 57,000 new jobs into areas of the county where they can be served by public utilities as well as enhance the use of transit.
21. Provide a more balanced mix of housing types throughout the county.
22. Provide a slightly greater share of the County's duplex and multi-family units in the outlying USAs to achieve a more balanced regional distribution of housing types, as well as a wider range of housing opportunities in the outlying communities.

URBAN FORM AND DESIGN

23. Locate new urban development in communities where a full range of urban services are provided and at locations within the community where these services can be provided most efficiently.
24. Identify and preserve in agricultural or other open space uses those lands which can provide a permanent visual and physical separation between urban communities.
25. Designate as Urban Transitional Areas lands at the fringes of urban areas planned for eventual urban development with a full range of urban services. Premature development, or development with less than a full range of urban services, should be restricted to allow for development at urban densities with full services at the appropriate time.
26. Develop compact urban communities by seeking opportunities to develop or redevelop vacant or underutilized properties within the community before converting undeveloped land at the edges of the community to urban uses.
27. Within urban areas, locate community-scale development along major transportation corridors which are, or will be, served by transit. Within these corridors, concentrate the largest and most intensive developments primarily at transit stops and other intermodal transportation transfer points.
28. Areas around transit nodes and other inter-modal transportation points should be developed with uses, densities, and design qualities that encourage and facilitate pedestrian activity and high levels of transit service and ridership. (See the Appendices volume for guidelines for transit-oriented development.)
29. Increase the opportunities for pedestrian and bicycle transportation within urban communities by developing a comprehensive system of walkways and bikeways (on-street and off-street) that provide direct, convenient connections to most destinations.
30. Recognize and protect from urban development Environmental Corridors and other important natural areas, environmental resources, and scenic resources.
31. Design new urban development to complement and be compatible with important cultural and historical resources.

ECONOMIC DEVELOPMENT

32. Encourage the expansion of existing businesses and the development of new businesses in Dane County that increase employment and improve income without adversely affecting local communities.
33. Aid local development organizations to retain and expand existing businesses and to attract desirable new businesses.
34. Assist communities in planning and development of commercial and industrial areas that are well designed and properly located.
35. Encourage employers to recognize the needs of employees, such as day care facilities and transportation, and the needs of older workers and persons with disabilities.
36. Provide the necessary public infrastructure to enable businesses to operate successfully. Incentives should be directed to business expansion that benefits the local and regional economy.
37. Encourage tourism as an important economic activity in Dane County.
38. Encourage the protection of agricultural lands, the continued viability of farming operations and support of agribusiness as an important part of Dane County's economy.

NEIGHBORHOOD DEVELOPMENT

39. Seek the preparation and adoption of detailed neighborhood development plans for all developing areas before extending public infrastructure or granting development approvals. Encourage local units to require development proposals to follow the recommendations of the neighborhood development plan.
40. Within larger urban communities, develop compact, walkable neighborhoods as a means to provide structure, variety, and individual identity to sub-areas within the larger whole.
41. When feasible, provide a variety of land uses and a range of residential densities and housing types at appropriate locations within each neighborhood.
42. Develop appropriately-located, neighborhood-scale commercial developments within or at the edges of residential neighborhoods to provide neighborhood focal points and locations where convenience goods and services may be obtained within a short distance of most residents' homes.
43. Provide all urban neighborhoods with a system of roadways, walkways, and bikeways (not necessarily separate facilities) that facilitate easy movement by a variety of routes and transportation modes between neighborhood locations, and particularly between commercial nodes or activity centers, parks, and recreational facilities, schools, community institutions, higher-density developments, and transit stops or transportation transfer points.
44. Promote new development which complements and reinforces existing neighborhoods and development, rather than having an undesirable impact on existing neighborhoods and existing urban facilities and services.
45. To the extent feasible and consistent with community objectives, utilize traditional neighborhood design guidelines in planning for new development and redevelopment areas within urban communities. (See the Appendices volume for a listing of some TND guidelines.)

URBAN HOUSING & DESIGN

46. Decrease the amount of land consumed per unit of new urban housing development in Dane County to provide more compact, walkable neighborhoods, to increase opportunities for efficient transit service, and to reduce the amount of agricultural land converted to residential uses.
47. Locate the relatively higher-density residential development in a community within walking distance of potential high-capacity transit routes, within mixed use settings where appropriate.
48. Provide a full range of housing types and price opportunities in all Dane County urban service areas so that households of all sizes and income levels have a choice of residential locations, both among and within communities.
49. Develop a county-wide housing plan. The plan should consider methods to:
 - a. Provide affordable housing for low-income residents and families;
 - b. Preserve existing affordable housing for low-income people;
 - c. Require safe (where safe means “habitable”) housing;
 - d. Promote accessible housing for people with disabilities;
 - e. Promote diverse housing options;
 - f. Coordinate housing services and agencies throughout Dane County.
50. Recognize the value of existing housing and established neighborhoods, and to support improvement and rehabilitation efforts, both public and private.
51. Support efforts to provide housing for low- and moderate- income residents in a variety of communities experiencing growth or increased employment opportunities.

CUSA & MAJOR ACTIVITY CENTERS

52. Promote the development of desirable, attractive, compact, and convenient shopping and commercial areas that are an economic and aesthetic asset to the region.
53. Encourage all communities within the central urban area to adopt standards that minimize the adverse impacts of commercial development such as traffic congestion, incompatible land uses and poor pedestrian circulation.
54. Discourage commercial strip development by encouraging new commercial development on arterial roadways to cluster into districts.
55. Encourage planned mixed uses within commercial areas in order to promote more efficient use of the land.
56. Continue efforts to improve transit service to all shopping and commercial areas.
57. Promote and support a range of development activities and employment centers in the central urban area communities that contribute to the economic stability of the region without degrading the natural environment or residential neighborhoods.
58. Support local community efforts to encourage new desirable industries.

59. Assist in the development of industrial parks for both the expansion of existing industries and to attract new industries; to assure that sites are compatible with adjacent and surrounding land uses.
60. Encourage the preparation of feasibility and impact studies for major industrial development proposals indicating positive economic effects and potential negative impacts.
61. Encourage the expansion of industrial, governmental, and educational areas to be consistent with adopted regional and local plans.
62. Urge local units to develop detailed plans of emerging major activity centers to guide public services and facilities and to serve as an overall guide to the private developments which are anticipated.
63. The Land Use and Transportation Plan incorporates the Isthmus 2020 Citizens Advisory Committee recommendation that a significant share of the employment and housing growth allocated to the CUSA be located within the expanded Isthmus area. The focus of the recommendation is to maintain and enhance the long-term vitality of the downtown and Isthmus neighborhoods, and to increase the feasibility of developing enhanced transit services, both within the CUSA and regionally. The expanded Isthmus 2020 Study Area is defined as Glenway Street on the west, Highway 30 on the north, Starkweather Creek and Lake Monona on the east and Wingra Creek on the south.

RURAL FORM

64. Continue to preserve the vast majority of rural areas, including prime and productive agricultural lands, as Agricultural Preservation Areas in which non-farm development opportunities would be limited. It is recommended that these areas be identified and incorporated into town plans as they are updated.
65. Preserve in permanent agricultural and open space uses other key lands which provide visual and physical separation between existing communities, protect rural resource protection areas, and preserve scenic landscapes.
66. Enhance the economic viability of retaining land in agricultural open space uses through creativity and flexibility in regulations and incentives.
67. Plan goal for rural, non-farm development is:
 - a. A lesser amount of development in towns than at present;
 - b. Clustering of rural development based on historical patterns (existing hamlets, subdivisions, etc.) and environmental factors (soils, slopes, view, etc.);
 - c. Smaller lots which are consistent with health and environmental concerns;
 - d. Channel town development to areas with substantial clustered development with a relatively high level of urban services.
68. Designate as Urban Transitional Areas lands at the urban-rural fringe planned for eventual development with a full range of urban services including public sewer and water systems. Premature rural development at low densities should be limited to allow for higher density urban development at the appropriate time.
69. Designate as Rural Development Areas lands away from Agricultural Preservation Areas and beyond Urban Transitional Areas. Rural Development Areas would be planned for

eventual residential development on private well and septic systems. These areas should be sized according to the planned quantity of rural development through 2020 and appropriate development densities. These areas would be identified by towns as they update their local land use plans. The actual designation of specific rural development areas is beyond the scope of this plan.

70. Restrict access to major transportation facilities which extend through rural areas in order to reduce development pressure.

RURAL DESIGN

71. Prepare with local governmental units Neighborhood Development Plans for designated Rural Development Areas to promote subdivision patterns which protect environmental corridors, avoid prime and productive farmlands, and provide effective access, circulation, and drainage. Require development proposals to comply with Neighborhood Development Plans before granting approvals.
72. Develop rural development design and siting guidelines and regulations to (a) minimize the impact of rural development on agricultural operations; (b) preserve scenic views and community separation areas, and (c) facilitate access and provision of public services.
73. Encourage cluster design for new rural housing developments, reduce the lot sizes in rural areas, and promote the location of such clusters adjacent to existing hamlets or subdivisions, where additional development is appropriate.
74. Preserve historic farmsteads and hamlets which contribute to the cultural history and aesthetic beauty of Dane County.

RURAL RESIDENTIAL DEVELOPMENT DENSITY

75. Continue to adopt, clarify, and implement the 35 acre density policy for Agricultural Preservation Areas as part of the County Farmland Preservation Plan.
76. Develop and provide a means for landowners within Agricultural Preservation Areas to sell their potential to divide land or transfer that potential to other areas where non-farm development is more appropriate, such as Rural Development Areas or targeted locations within Urban Service Areas. This could reduce the number of lots divided in Agricultural Preservation Areas, while still providing land owners the opportunity to realize financial gains from community growth.
77. Promote maximum lot sizes in Agricultural Preservation Areas to reduce the number of acres of farmland converted to non-agricultural use.
78. When sizing Rural Development Areas and drafting Neighborhood Development Plans, consider lot sizes which promote the efficient use of land but which are also compatible with rural development constraints. Lot sizes should not be below 1 to 1 1/2 acres to avoid potential groundwater problems from on-site wastewater systems.
79. Establish low density ratios and high minimum lot sizes within Urban Transitional Areas to discourage such lands from being prematurely developed at lower densities than would occur with eventual urbanization.

RURAL LAND USE DEVELOPMENT TYPES

80. Plan non-farm development in rural areas to be primarily single family residences for reasons stated earlier in this section.
81. Promote development of an adequate portion of rural homes to be affordable to moderate income households.
82. Direct multi-family residential development and large scale commercial and industrial development away from rural areas.
83. Limit non-agricultural employment growth in rural areas to 1% of all new jobs expected in Dane County between 1990 and 2020.

TRANSPORTATION

- T1. Achieve a safe, convenient, and efficient transportation system that provides the level of service necessary to support the social and economic activity of the community, without adversely affecting the neighborhoods of the communities within Dane County.
- T2. Achieve a transportation system compatible with areawide and local patterns of development recommended in this plan and in adopted local plans, including compact, walkable neighborhoods, and transit-oriented urban activity centers on a regional basis.
- T3. Achieve a transportation system compatible with environmental features and which minimizes undesirable environmental impacts due to location and construction of transportation facilities.
- T4. Achieve a transportation system that optimizes natural, social and financial resources while maintaining consistency with community goals and objectives.
- T5. Achieve a transportation system supportive of energy conservation measures while meeting travel needs to the extent possible.
- T6. Attain an area-wide transportation planning process responsive to the needs and interests of area-wide residents, groups, units of government and affected agencies, with sufficient opportunity for all to participate in policy and implementation decisions.
- T7. Support and maintain basic transportation services such as maintenance, snow removal, traffic control, street sweeping, and other services that should be available to all residents of Dane County.
- T8. Use public decisions on the provision of publicly financed transportation services as a tool for creating compact, well-designed and balanced communities.
- T9. Stage the extension and expansion of urban transportation services within the urban service areas, to encourage compact urban growth in accord with the regional development policies of the land use plan element of this plan.
- T10. Encourage and facilitate connections between various modes of travel, including connections with intercity bus (e.g., Badger and Van Galder) and intercity rail (AMTRAK).
- T11. Encourage attention to aesthetics in the design of transportation improvements to fully integrate improvements into the environment, including consideration of scenic views and vistas, landscaping along roadsides and boulevards, and the location of signing.
- T12. Support legislation which would facilitate the goals and objectives of this transportation plan.
- T13. Encourage all governmental units and agencies to accept this plan, and future approved amendments, as a guide in implementing a consistent, coordinated program of transportation system improvements for all modes.
- T14. Expand transit services in a manner to achieve an increasing proportion of total transit trips, and transit trips to central Madison and other major activity centers, particularly within the central urban service area.
- T15. Expand the viability of transit as an alternative to auto travel for the rider who wants an alternative and to provide basic mobility services for those having less or no access to automobiles.

T16. Develop commuter transit and/or vanpool services to the central Madison area and to other major activity centers from outlying villages and cities.

TRANSPORTATION COMPONENT OBJECTIVES

Bicycle Travel

- *Provide for the safe, convenient and efficient travel by bicyclists throughout the region.*
- *Encourage bicycle travel for transportation as well as recreational purposes.*
- *Develop a continuous system of bikeways for the central urban service area with connections to other communities throughout the region.*

Pedestrian Travel

- *Provide for safe, convenient and efficient pedestrian travel throughout the region.*
- *Seek to minimize conflicts between pedestrians and other modes of travel as improvements are considered to other elements of the transportation system.*

Streets

- *Correct safety problems.*
- *Encourage transportation patterns which support the concept of balanced communities, more compact urban development and more efficient rural development patterns.*
- *Address significant capacity problems using a variety of strategies consistent with the goals of balanced communities and modal choice.*
- *Meet the need for major reconstruction due to maintenance problems.*
- *Draw traffic away from certain sensitive areas (traffic redirection).*
- *Address those capacity problems and deficiencies which support local travel and intra-urban service area travel needs resulting from new development.*
- *Provide for street and roadway continuity.*

Vehicle occupancy

- *Encourage ridesharing by carpooling, vanpooling, and mass transit, particularly for trips to work and trips to school, and for trips not conveniently served by the transit system.*

Paratransit

- *Improve coordination of services to elderly and disabled persons needing special transportation services and expand transportation services available to these groups.*
- *Include taxis and other privately operated services in specialized transportation plans.*

Rail

- *Seek to preserve rail corridor lands throughout the county for current and future transportation and other public uses.*
- *Continue rail freight service to all users where justified and needed.*
- *Work with rail companies to consolidate rail tracks, and seek to use excess rail lands for alternative transportation or scenic/recreational uses.*

Air

- *Provide safe and convenient airport facilities to meet air transportation needs for the region.*

Parking

- *Provide for parking needs in the central Madison area in a manner complementary to the objectives and policies of adopted land use and transportation plans.*
- *Develop alternatives to all day commuter parking in the central Madison area.*

Corridor preservation

- *Continue preservation of lands which may be needed for possible future transportation uses by encouraging local units of government to place new and/or expanded corridors on their official maps.*
- *Continue street and roadway access control measures to preserve travel capacity along existing major streets and roadways.*

August 31, 2007

To: Capital Area Regional Planning Commission

From: Barbara Weber, Senior Community Planner

Re: Relationship of Regional Plan Goals

The attached report compares the eleven goals of the *Dane County Land Use and Transportation Plan* (LU&TP) to the goals of the *Dane County Comprehensive Plan* (review draft), the *Dane County Parks & Open Space Plan 2006-2011*, and the *Regional Transportation Plan 2030*. Overall, the goals of the plans are compatible, and it is evident that subsequent plans were prepared with an understanding of the goals of earlier plans. The plans have no clearly conflicting goals, and share many common goals, several of which are framed in the same language. Each of the plans have evolved from plans developed by the Dane County Regional Planning Commission dating back to the 1973 *Land Use Plan*. The *Regional Transportation 2030* plan is an update of the 1997 LU&TP, and the *Dane County Comprehensive Plan* reflects and builds on the goals and policies from the 1997 plan. Furthermore, these plans partly comprise the *Master Plan* for the Dane County region (the *Water Quality Plan*, the *Solid Waste Plan*, and the *Farmland Preservation Plan* are additional elements of the *Master Plan*).

Many of the goals from the other regional plans are similar to the LU&TP objectives that agency staff has recommended that the Commission consider for adoption.

In the attached report, each of the goals identified in the County comprehensive plan, the parks plan and the transportation plan are listed under the LU&TP goal it supports or to which it is most closely related. Goals of the comprehensive plan, and one goal from the parks plan, which do not fit easily under the eleven LU&TP goals are listed separately at the end of the report.

The report includes only the goals from each plan, along with a page number referencing the location of that goal within the plan document. Each goal is further developed and defined by objectives, policies and programs which can be found by referring to the cited page number in the respective plan.

BW/MRK

Relationship of Regional Plan Goals

***Dane County Land Use & Transportation Plan* goals, annotated with related goals of:**

Dane County Comprehensive Plan (Review Draft 7/2/07)

Dane County Parks & Open Space Plan 2006-2011

Regional Transportation Plan 2030

Goal 1:

Promote the development of balanced communities throughout the county with sufficient commercial, industrial, residential, and open space land to meet the needs of existing and future residents.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Promote an adequate supply of land to meet existing and future needs for housing. (p. 11)

Provide sufficient parks and outdoor recreation areas to meet the needs of the residents of Dane County. (p. 39)

Provide adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial and industrial areas. (p. 81)

Dane County Parks & Open Space Plan 2006-2011

Provide sufficient park land and recreation facilities to meet the demand of Dane County residents without adversely affecting existing natural resources. (p. 13)

Regional Transportation Plan 2030

Provide for the maintenance and construction of parking facilities as part of an integrated and balanced land use and transportation system. (p. 159)

Goal 2:

Promote compact urban development in new areas adjacent to existing urban areas and in the redevelopment or infill development of existing neighborhoods.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Promote the efficient use of land for housing. (p. 11)

Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures. (p. 81)

Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government and utility costs. (p. 81)

Regional Transportation Plan 2030

Achieve a transportation system that is supportive of compact and efficient patterns of development. (p. 127)

Coordinate land use and transportation planning and decision-making in a manner that fosters compact urban development patterns that support and are supported by a balanced, safe, and efficient transportation system. (p. 129)

Goal 3:

Promote the development of functionally and visually distinct communities encouraging compact, mixed-use neighborhoods and the efficient provision of a full range of public services.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Provide Dane County residents with adequate and efficient public utility services, such as water, sewer, solid waste, recycling, telecommunications, natural gas, and electrical generation and transmission, in a safe and environmentally responsible manner. (p. 24)

Ensure availability of access to quality, affordable, efficient community services and facilities such as healthcare, childcare, and recreation to maintain the health, safety, and well being of Dane County residents. (p. 24)

Provide infrastructure, utilities and community facilities and services to meet existing and planned community needs. (p. 24)

Plan for efficient use of sanitary sewer service facilities and infrastructure. (p. 26)

Recognize and promote the social, educational and economic benefits provided by libraries. (p. 29)

Recognize and promote the important role schools play in developing an educated, productive citizenry. (p. 29)

Ensure availability of access to quality, affordable, efficient community services such as police and fire protection and rescue, to maintain the health, safety and well being of all in Dane County. (p. 31)

Promote solid waste reduction, resource recovery, recycling and conservation efforts in Dane County. (p. 31)

Plan and develop land uses to create or preserve varied and unique urban and rural communities. (p. 81)

Build community identity by revitalizing main streets and enforcing design standards. (p. 81)

Goal 4:

Provide a full range of safe and affordable housing opportunities and choices for all residents throughout the county.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Promote and support a full range and adequate supply of housing choices throughout the county that meets the needs of persons of all income levels, age groups, household sizes, and persons with special needs. (p. 7)

Promote the maintenance and rehabilitation of existing housing stock in Dane County. (p.13)

Promote housing that maintains and improves the quality of life for all. (p. 13)

Goal 5:

Provide an integrated, all-mode transportation system which offers the efficient, effective and safe movement of people and goods, and provides mode choice wherever possible while enhancing and, where relevant, preserving the character and livability of the neighborhoods and residential areas where transportation facilities are located.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Provide an integrated, efficient and economical transportation system that affords mobility, convenience and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens. (p. 17)

Provide an accessible, integrated and well-maintained multi-modal transportation network that provides for the movement of people and goods in a safe and efficient manner. (p.17)

Coordinate land use and transportation plans and decisions to ensure that transportation facilities are compatible with planned development. (p.17)

Ensure that future transportation planning examines the full range of costs associated with infrastructure improvements and programs, including indirect, external, and opportunity costs. (p.17)

Support operations of airports located in Dane County through the promotion of compatible land uses to protect their function as a vital component of the region's transportation system. (p.18)

Improve multi-modal access, including public transit services, to the Dane County Regional Airport. (p.18)

Provide for safe, convenient and efficient bicycle and pedestrian travel throughout the county, including on-street and off-street facilities. (p. 19)

Promote the development of safe bicycle and pedestrian routes to schools and other community facilities. (p. 19)

Preserve rail corridors to serve current and planned freight and passenger service. (p. 20)

Seek opportunities to assist and expand, in a cost-effective manner, the range of passenger and freight rail service options in Dane County. (p. 20)

Correct auto, bicycle, and pedestrian safety problems and provide for street and roadway continuity. (p. 20)

Ensure that Dane County has a well functioning paratransit service for people with disabilities and make all transit services as accessible as reasonably possible. (p. 21)

Encourage neighborhood designs that support a range of transportation choices. (p. 82)

Regional Transportation Plan 2030

Develop an integrated and balanced land use and transportation system which provides for the efficient, effective and safe movement of people and goods, promotes the regional economy, supports transportation-efficient development

patterns and the regional land use plan, and provides mode choice wherever possible while enhancing and, where relevant, preserving the character and livability of the neighborhoods where transportation facilities are located. (p. 127)

Achieve a transportation system that is balanced, accessible, efficient, safe, reliable, equitable, interconnected, environmentally responsible, supportive of compact and efficient patterns of development, supportive of the social and economic activity of the region, responsive to community needs and neighborhood impacts, and economically viable and financially stable. (p. 127)

Develop and maintain a safe, effective, and efficient street and roadway system that meets the combined needs of all users for travel within and through the region, and enhances community and economic vitality. (p. 133)

Provide high-quality ADA paratransit service for persons unable to utilize accessible fixed-route bus service and supplementary specialized transportation services (particularly outside the Metro service area) that provide basic mobility and allow persons to access essential services. (p. 147)

Make the most of the existing transportation system through TDM strategies. (p. 148)

Encourage ridesharing, particularly for trips to work and school, and for trips not conveniently served by the public transit system. (p. 148)

Provide for the safe, convenient and enjoyable travel by bicyclists throughout the region. (p. 151)

Provide for safe, convenient and enjoyable pedestrian travel throughout the region. (p. 155)

Provide for a variety of quality, safe inter-regional transportation options for the region's residents and visitors, maximizing connections to the regional transportation system. (p. 157)

Preserve rail corridors and provide safe and convenient rail facilities and service to meet rail passenger and freight transportation needs for the region. (p. 158)

Provide safe and convenient airport facilities and service to meet air passenger and freight transportation needs for the region. (p. 159)

Preserve lands that may be needed for possible future transportation uses. (p. 160)

Goal 6:

Encourage concentration of employment and activity centers at nodes and along transit corridors to maximize the efficiency of the existing and future transportation system.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Expand transit services in a manner to achieve an increasing proportion of total trips by transit. (p. 21)

Develop a regional transit authority. (p. 21)

Recognize and promote the economic benefit of transit-oriented development. (p. 21)

Regional Transportation Plan 2030

Develop and maintain a safe, effective, and efficient transit system that provides a viable transportation alternative to the auto for trips within and between urban areas. (p. 144)

Goal 7:

Support and maintain downtown Madison as the region’s major activity center and seek greater diversity and vitality in that area.

Goal 8:

Promote an economic development strategy that will provide suitable employment opportunities and a stable and diversified economic base.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional and local levels. (p. 59)

Dane County will help to build and promote a robust, sustainable economy that enhances Dane County’s quality of life for all residents. (p. 59)

Support the creation of a range of quality employment and business ownership opportunities. (p. 60)

Support the creation, retention, attraction, expansion, and incubation of business industry and agriculture. (p. 60)

Promote workforce development that maximizes benefits to the workforce, business and industry. (p. 60)

Support and promote the development of community, regional, national and international markets for agricultural products in order to promote and preserve the county's agricultural industry. (p. 63)

Support the creation of conventional, organic and sustainable agricultural enterprises in Dane County. (p. 63)

Goal 9:

Protect agricultural lands and limit non-farm developments in order to maintain the county as one of the nation's most productive agricultural areas.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Identify areas of Dane County suitable for long-term preservation and viability of diverse agricultural enterprises and resources. Protect or encourage protection of those areas for the benefit and use of current and future generations. (p. 34)

Maintain Dane County's status as one of the nation's most productive and economically viable agricultural areas. Keep farming economically viable in Dane County through the 21st century. (p. 35)

Maintain Dane County's rural character and preserve the distinct character and physical separation of Dane County communities. (p. 35)

Ensure that farming remains a viable business/industry. (p. 63)

Protect economically productive areas. (p. 82)

Goal 10:

Promote planning and design that preserves environmental functions and protects important environmental, cultural and historic resources.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Protect, improve, and preserve the quality and quantity of water resources. Water resources include, but are not limited to, lakes, rivers, wetlands, watersheds and groundwater. (p. 27)

Protect and maximize public enjoyment of the scenic qualities of Dane County by preserving views of landmarks, including high promontories or viewpoints, mitigating the visual impact of proposed developments and facilities, and improving public access to scenic areas and views. (p. 39)

Preserve, restore and sustain Dane County natural communities and resources, including grasslands, wetlands, woodlands and soils, to protect their benefits for: economic land use; wildlife habitat; erosion control; preservation of natural beauty; groundwater recharge; water quality protection; flood prevention, and ecosystem health. (p. 39)

Promote a holistic, ecosystem-based approach to natural resource protection. (p. 40)

Develop comprehensive water management policies for Dane County, considering the connections between land-use, urban growth, and surface water and groundwater issues. (p. 43)

Decrease flooding and flood-related problems within Dane County and in areas affected by Dane County drainage. (p. 43)

Protect, improve and rehabilitate the quality and quantity of groundwater in Dane County. Provide a sustainable supply of drinking water while maintaining the natural hydrologic cycle and groundwater-dependent ecosystems. (p. 43)

Enhance recreational opportunities associated with water resources. (p. 45)

Use watershed boundaries to inform relevant land use and water resource planning and decision-making. (p. 45)

Preserve for posterity the nature and biodiversity of Dane County's natural heritage by protecting and enhancing in-stream, riparian, wetland, and upland habitat, and; protecting, maintaining and restoring diverse, high quality biological communities that occurred naturally in southern Wisconsin (woods, savannas, prairies, wetlands). (p. 50)

Provide for sustainable, diverse hunting, fishing, wildlife observation and wildlife appreciation opportunities within Dane County. (p. 51)

Eliminate, reduce or mitigate the effect of exotic and invasive species on Dane County land and water resources. (p. 51)

Balance public and private needs with wildlife needs. (p. 51)

Encourage permanent protection, interpretation and maintenance for all identified Dane County archaeological sites of significance. (p. 53)

Protect, preserve and restore buildings, structures, sites, landscapes, natural features and districts which represent or reflect elements of Dane County's cultural, social, economic, political and architectural history. (p. 53)

Increase public awareness and appreciation of historic and archaeological resources. (p. 54)

Identify, record and evaluate archaeological, historical and cultural resources and sites. (p. 54)

Protect natural areas, including wetlands, wildlife habitats, lakes, woodland, open spaces and groundwater resources. (p. 82)

Balance individual property rights with community interests and goals. (p. 82)

Dane County Parks & Open Space Plan 2006-2011

Preserve for posterity the characteristics and diversity of the natural, cultural and historical resources of Dane County. (p. 13)

Protect lakes, rivers and streams, including shorelines, wetlands, high infiltration areas and associated vegetative buffers to maintain high water quality, manage water quantity and sustain water-related recreation throughout Dane County. (p. 13)

Goal 11:

Develop and promote a county-wide system of open space corridors as a framework to protect the natural environment and scenic values, and provide outdoor recreation opportunities.

Dane County Comprehensive Plan (Review Draft 7/2/07)

Develop and promote a countywide system of open space corridors as a framework to protect the natural environment and scenic values, provide outdoor recreation opportunities and preserve for posterity the nature and diversity of our natural heritage. (p. 39)

Use open space to achieve recreational connections, separation of communities and help guide urban growth. (p. 39)

Protect and rehabilitate the water quality and clarity of the surface water resources of Dane County to support: native fish and aquatic life populations, ecological functions, natural scenic beauty, public health and safety and water-based recreation. Surface water resources include rural and urban lakes, rivers, wetlands and watersheds. (p. 44)

Develop and promote a countywide system of open space corridors based on watersheds as a framework to protect the natural environment and scenic values, and provide outdoor recreation opportunities. (p. 44)

Dane County Parks & Open Space Plan 2006-2011

Preserve large tracts of natural and agricultural rural landscapes at urban fringe areas that will provide regional resource protection and recreation benefits. (p. 13)

Other plan goals, not assigned:

Dane County Comprehensive Plan (Review Draft 7/2/07)

Utilities: Energy and Transmission

Promote the adequate provision of affordable, efficient, reliable and environmentally sound energy to meet the current and future energy needs of Dane County residents and businesses. (p. 25)

Promote the adequate provision of affordable, efficient, reliable, environmentally sound, and aesthetically unobtrusive telecommunications facilities to meet the current and future needs of Dane County residents and businesses. (p. 25)

Community Facilities: Cemeteries

Determine and accommodate future cemetery growth. (p. 28)

Preserve and maintain existing cemeteries. (p. 28)

Community Facilities: Childcare Facilities

Encourage availability and access to quality childcare services in Dane County. (p. 28)

Community Facilities: Healthcare Facilities

Make available and accessible high quality health care facilities and services in Dane County. (p. 29)

Agricultural and Mineral Resources: Mineral Resources

Identify and protect as much of the county's non-metallic mineral resources as is practicable, in the context of environmental, residential and other land use planning objectives, to supply local and regional needs. (p. 37)

Minimize or mitigate negative environmental, neighborhood, traffic and other impacts of all active mineral extraction operations. (p. 37)

Economic Development: Community Investment

Pursue economic development policies that generate and re-circulate wealth in Dane County. (p. 62)

Identify and promote “buy local” policies used by local governments and other public institutions to help strengthen local businesses. (p. 62)

Intergovernmental Cooperation

Facilitate and encourage cooperation and communication between all levels of government. (p. 73)

Ensure town, city and village governments have a continued role in county decision-making in areas covered by the elements covered by the comprehensive plan. (p. 73)

Establish a process for mutually beneficial intergovernmental relations with other governmental jurisdictions, both within and outside the county, to promote cooperation and communication. (p. 73)

Establish a consistent process for Dane County and other units of government to resolve intergovernmental conflict. (p. 75)

Where appropriate, Dane County government should develop and enter into, formal intergovernmental agreements with other communities to reduce costs, provide for more efficient delivery of service, protect regional resources, or to further the goals of the Dane County Comprehensive Plan. (p. 75)

Parks & Open Space Plan

Provide environmental education programs and volunteer opportunities to County residents of all ages. (p. 13)

Regional Transportation Plan 2030

None

Comprehensive Planning Survey of Dane County Residents can be viewed at this link.

<http://danedocs.countyofdane.com/webdocs/PDF/PlanDev/ComprehensivePlan/draftplan/survey.pdf>

Re: Discussion of “current” urban service area policies

Bill Rizzo will facilitate the discussion. The intent of this agenda item is to develop consensus among Commissioners on the urban service area policies the Commission should consider for adoption.

Materials Presented with Item:

1. Cover memo/ Urban Service Area Policies table

August 31, 2007

To: Capital Area Regional Planning Commission
From: Kamran Mesbah, Director, Environmental Resources Planning
Re: Urban service area policies

Because urban and urbanizing areas have important environmental impacts, the criteria for additions and modifications to urban service areas and environmental corridors are derived from policies and policy objectives to manage these impacts. The attached table of Urban Service Area Policies categorizes these policies in summary form. It is being provided to help the Commission in its discussion of urban service area policies and criteria. The table does not show any criteria, so the Commission can come to a general agreement on policy objectives before it considers the detailed means of achieving and implementing these objectives through specific criteria.

Each policy has a long and consistent local history as shown in the “source” column. In most cases the policy objectives date back over three decades.

The “Purpose” column highlights the rationale behind the policy. This is not intended to be an exhaustive coverage of all the benefits of a particular policy, but the most important objectives are listed.

The “Policy Language” column quotes one or two source citations for the policy. Most policies are spread across plans or legislative documents in bits and pieces, and it is sometimes difficult to quote the source in a concise manner. However, I have attempted to show the most relevant and direct citation in the most important source (sometimes State Administrative Code, or Federal Law).

Urban Service Area Policies				
Policy	Source*	Purpose	Policy Language	Comments
Create and maintain distinct urban areas with clear boundaries (also known as Sewer Service Areas); preserve community separation.	<ul style="list-style-type: none"> • 1997 Land Use & Transportation Plan • 1985 Regional Dev. Guide • 1979 WQP and sequels • Clean Water Act 1972 and NR 121 (as relates to boundaries) • 1973 Land Use Plan 	<ul style="list-style-type: none"> • Creates distinct, separate, viable communities • Prevents sprawl and leap-frog development • maintains cost-effectiveness of service provision • maintains viability of agricultural areas 	<p>“Locate new urban development in communities where a full range of urban services are provided and at locations within the community where these services can be provided most efficiently” - p. 27 LU&TP</p> <p>“Identify and preserve in agricultural or open space uses those lands which can provide a permanent visual and physical separation between urban communities” - p. 27 LU&TP, also see WQ Plan Summary 2004 Appendix 1</p>	<i>A requirement of the Clean Water Act (as it relates to boundaries).</i>
Use 20-year planning horizon (actually 15-25 years due to delays in population forecasts based on decennial census), based on authorized population projections.	<ul style="list-style-type: none"> • 1997 Land Use and Transportation Plan • 1985 Regional Dev. Guide • 1979 WQ Plan and sequels • NR 121 • Clean Water Act 1972 	<ul style="list-style-type: none"> • 20-year planning horizon represents economic life-cycle of many infrastructure investments, is the typical land use planning horizon, and is typically one demographic cohort (one generation). 	<p>“The sewer service areas are delineated based on a 20-year population forecast approved by the department” - NR 121.05(2)(g)2b</p>	<p><i>A requirement of the Clean Water Act.</i></p> <p>Also a requirement of the Wisconsin Smart Growth Law</p>
Flexibility margin (adding 50% of 20-year land demand for the Central Urban Service Area; 100% of 20-year land demand for the Outer Urban Service Areas).	<ul style="list-style-type: none"> • 1997 LU&TP • 1990 WQ Plan Summary (and sequels) for other USAs • 1989 CUSA Analysis Report (Reg. Dev. Guide and WQ Plan) for CUSA • NR 121 (as relates to areas “anticipated to be served by a sewage collection system”) • Clean Water Act 1972 (as it relates to “anticipated municipal and industrial waste treatment needs of the area over a twenty-year period”.) 	<ul style="list-style-type: none"> • prevents tight supply of developable land • encourages longer-term and larger area planning without danger of premature and leap-frog urban development (when staging is required) • provides flexibility and choice for location of new development • Provides flexibility to municipalities in meeting their development and planning needs • reduces development pressure on land owners 	<p>“‘Sewer service area’ means that area presently served and anticipated to be served by a sewage collection system.” - NR 121.03(15)</p> <p>“A ‘flexibility margin’ of up to 100% of the incremental growth area is allowed to provide greater flexibility for the smaller outer urban service areas.” - WQ Plan Summary 2004, Appendix 1</p>	<i>A requirement of the Clean Water Act (to the extent that figuring how to anticipate and accommodate future development needs require flexibility).</i>

* The source material is chronologically arranged and refers to the plan document in which the policy was adopted.

Urban Service Area Policies				
Policy	Source*	Purpose	Policy Language	Comments
Staging/phasing plan.	<ul style="list-style-type: none"> • 1997 LU&TP • 1995 WQ Plan Summary and sequels • 1989 CUSA Analysis Report (Reg. Dev. Guide and WQ Plan) • NR 121 	<ul style="list-style-type: none"> • Prevents leap-frog development and sprawl • enhances cost-effective and efficient extension of services and infrastructure. 	<p>“10-year service area boundaries may also be included in addition to 20-year sewer service boundaries.” - NR 121.05(2)(g)2d</p> <p>“Short-term staging boundaries are encouraged to indicate where urban development should occur and services be extended over the near-term future (5-10 years), to assist in logical staging of growth and extension of services. Short-term staging boundaries are required for large (over 100 acres of developable land) expansions of urban service areas.” - WQ Plan Summary 2004 Appendix 1</p>	<i>A requirement of the Clean Water Act (as it relates to cost-effectiveness of service extension).</i>
Environmental corridors (also known as Environmentally Sensitive Areas or ESAs).	<ul style="list-style-type: none"> • 1997 LU&TP • 1985 Regional Dev. Guide • 1979 WQ Plan (and sequels) • NR 121 • Clean Water Act 1972 • 1973 Land Use Plan 	<ul style="list-style-type: none"> • Protection of environmentally sensitive natural resources from development 	<p>“Major areas unsuitable for the installation of waste treatment systems because of physical or environmental constraints are to be excluded from the service area.” - NR 121.05(2)(g)2c</p>	<i>A requirement of the Clean Water Act.</i>
Mitigation of adverse environmental impacts of development.	<ul style="list-style-type: none"> • 1997 LU&TP • 1985 Regional Dev. Guide • 1979 WQ Plan (and sequels) • NR 121 • Clean Water Act 1972 • 1973 Land Use Plan 	<ul style="list-style-type: none"> • Prevents degradation of resources by urban activities and development. 	<p>“Areawide water quality management plan...means a plan for managing, protecting, and enhancing groundwater and surface water quality which considers the inter-relationships of water quality and land and water resources in an areawide basis.” - NR 121.03(1)</p>	<i>A requirement of the Clean Water Act.</i>

* The source material is chronologically arranged and refers to the plan document in which the policy was adopted.

Urban Service Area Policies				
Policy	Source*	Purpose	Policy Language	Comments
Include a process for intergovernmental cooperation.	<ul style="list-style-type: none"> • 1997 LU&TP • 1985 Regional Dev. Guide • 1979 WQ Plan (and sequels) • NR 121 • 1973 Land Use Plan • Clean Water Act 1972 	<ul style="list-style-type: none"> • Creates a unified regional decision-making process 	<p>“Each state shall have a continuing planning process...which will result in plans for all navigable waters within such state, which include, but are not limited to the following:... (e) adequate authority for inter-governmental cooperation.”</p> <p>- Clean Water Act 33 USCS §1313 (e)(1) and (3)(E)</p>	<p><i>A requirement of the Clean Water Act.</i></p> <p><i>A requirement of the Smart Growth law.</i></p>
Promote public participation.	<ul style="list-style-type: none"> • 1979 WQ Plan (and sequels) • NR 121 • Clean water Act 1972 	<ul style="list-style-type: none"> • Encourages meaningful public involvement in decision-making in matters of regional import 	<p>“To receive departmental approval areawide water quality management plans for designated areas must have been subject to a public participation process, approved by the department including at a minimum, a public hearing.”</p> <p>- NR 121.07(1)(b)</p>	<p><i>A requirement of the Clean Water Act.</i></p> <p><i>A requirement of the Smart Growth law.</i></p>
Promote compactness/density.	<ul style="list-style-type: none"> • 1997 LU&TP • 1985 Regional Dev. Guide • 1979 WQ Plan (and sequels) • 1973 Land Use Plan 	<ul style="list-style-type: none"> • reduces the amount of land required for urban development • cost-effective service provision • preservation of agricultural land • reduces adverse environmental impacts • reduces housing cost • more sustainable • supports provision of public transportation systems 	<p>“Promote compact development patterns”</p> <p>- p. 78, Table 5-1, LU&TP</p> <p>“Reduce the county-wide average lot size for new single-family residential urban development from the current 11,000 square feet to an average of 9,500 square feet. Increase the average net density for new multi-family residential development from the current 12 dwelling units per acre to 16 dwelling units per acre.”</p> <p>- p. 31, LU&TP</p>	<p><i>Resource protection.</i></p> <p>1973 Land Use Plan had an overall net residential density of 7 units per net acre. Recent Commission practices for review of urban service area amendments has been to require communities to maintain current USA density or improve it unless there are good reasons for going with lower density (such as transitioning to existing lower density development). Additionally, the Commission expected communities to increase their density over time.</p>

* The source material is chronologically arranged and refers to the plan document in which the policy was adopted.

Urban Service Area Policies				
Policy	Source*	Purpose	Policy Language	Comments
Provide a full range of urban services and use of the provision of urban services as a tool for creating compact, well designed urban areas.	<ul style="list-style-type: none"> • 1997 LU&TP • 1985 Regional Dev. Guide • 1979 WQ Plan (and sequels) • 1973 Land Use Plan 	<ul style="list-style-type: none"> • Ensures that efficient and effective urban services are provided during development • encourages development in areas that are planned for development • prevents development in areas not planned for development • prevents inadequate services and unsafe or undesirable conditions in urban areas 	<p>“Urban service areas are those areas in and around existing communities which are most suitable for urban development and capable of being provided with a full range of urban services.”</p> <p>- WQ Plan Summary 2004, Appendix 1</p>	<p><i>Resource protection (as it relates to maintaining compactness and preventing sprawl as well as ensuring well conceived, well planned and well designed development).</i></p>
Plan consistency and the integration of various plan objectives into the regional development framework.	<ul style="list-style-type: none"> • 1997 LU&TP • 1985 Regional Dev. Guide • 1973 Land Use Plan • Clean Water Act 1972 (as it relates to regional intergovernmental coordination) 	<ul style="list-style-type: none"> • Requires that urban service amendment requests be consistent with the adopted local plan • Coordinates implementation of all relevant plans to prevent cross-purpose decision-making and implementation 	<p>See p. 67 and 68, LU&TP for a summary discussion of subject.</p>	<p><i>Resource protection (due to reduction in competitive sprawl where intergovernmental coordination and cooperation exists).</i></p>
Direct more growth to surrounding or outlying urban service areas (areas other than the Central Urban Service Area).	<ul style="list-style-type: none"> • 1997 LU&TP • 1973 Land Use Plan • 1985 Regional Dev. Guide 	<ul style="list-style-type: none"> • Helps surrounding cities and villages to achieve critical development mass to allow them to create well balanced urban communities. • Improves the jobs/housing balance 	<p>“Direct 34% of the new dwelling units to the outlying urban service areas.” (To increase the housing share of OUSAs from 17% of total units in 1990.)</p> <p>- p. 24 LU&TP</p>	<p><i>Resource protection (due to reduction in competitive urban expansion)</i></p> <p>The 1973 Land Use Plan had an objective to encourage 35% of the forecast population growth to occur in surrounding urban areas.</p>
Promote creation of balanced communities.	<ul style="list-style-type: none"> • 1997 LU&TP • 1985 Regional Dev. Guide • 1979 WQ Plan (and sequels) • 1973 Land Use Plan 	<ul style="list-style-type: none"> • reduces the length of trips to work • Improves the jobs/housing balance • creates self-contained urban development and community • creates inclusive urban communities • creates fiscally robust urban government better able to deal with the financial stresses of growth • increases urban sustainability 	<p>“Create balanced communities with a variety of economic and housing opportunities.”</p> <p>- p. 24, LU&TP</p>	<p><i>Support fiscal and economic health for communities and creating urban sustainability.</i></p>

* The source material is chronologically arranged and refers to the plan document in which the policy was adopted.