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Volume III

Appendix A: Public Participation Plan



Dane County Comprehensive Plan

Dane County Comprehensive Plan's

Public Participation Plan

2002

As passed by the Dane County Board of Supervisors on January 9, 2003

In cooperation with:

LW
Extension
University of Wisconsin - Extension

Dane County

Dane County Comprehensive Community Plan

Public Participation Plan

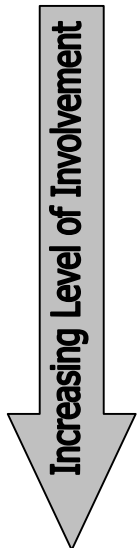
Purposes of the Public Participation Plan

The basic purpose of this public participation plan is to provide for a rigorous process through which Dane County citizens, public officials, and stakeholder groups may participate, in meaningful and effective ways, in developing Dane County's Comprehensive Plan. This plan has been developed based upon the understanding that citizens and groups are the source of tremendous creativity, and that their creativity and input will produce better planning decisions. This public participation plan recognizes every citizen's right to participate in the process of making local government decisions. Because the decisions represented by Dane County's Comprehensive Plan will define what Dane County will look like for many years to come, public participation in the development of the plan is critical. Significant financial, time and energy investments will be needed to complete this planning effort. Given these investments, broad and active public participation is an essential strategy for developing a County plan and planning process that will stand the test of time. Finally, the development and adoption of a Public Participation Plan is a requirement of Wisconsin's Comprehensive Planning legislation, which was passed by the Wisconsin legislature in October of 1999 as follows:

Wisconsin Statutes, Section 66.1001(4)(a)...

"The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments."

In order to be responsive to the new law, Dane County's public participation process will require all related planning committees to adopt this Public Participation Plan. A wide variety of public participation methods, representing distinct purposes, will be employed to provide for broad public participation throughout the comprehensive planning process. The range and objective of the County's public participation efforts can be summarized as follows: (see attached chart on page 9)



- **Public Awareness** - share information
- **Public Education** - provide citizens with balanced and objective information
- **Public Input** - provide citizens with opportunities to inject ideas into the planning process
- **Public Interaction** - exchange views and ideas as a means of reaching agreement
- **Public Partnership** - involve citizens in the decision making process

Objectives of the Public Participation Plan

1. Recognizing that there are many levels of public participation, to provide for an effective mix of participation opportunities that include public information, public education, public input, public interaction and public partnership.
2. Recognizing that not everyone participates in the same way or at the same time, to include a mix of participation strategies that provides for a broad and diverse set of participation opportunities that considers the diversity of the county.
3. Recognizing Dane County’s history of public participation within past planning projects, the County will continue to provide the public with opportunities to review, clarify and update previously generated information, as well as generate new policies, goals, objectives and information.
4. To build public support for, and ultimately ownership of, the Dane County comprehensive plan.

The following guiding principles are included to ensure that public participation becomes an integral part of the comprehensive planning process:

Guiding Principles for the Public Participation Process

1. The Dane County comprehensive planning process is grounded in the belief that active and thorough public participation will produce a better, more widely supported comprehensive plan for Dane County;
2. Public participation strategies will be designed to be sufficiently broad to address the diversity of the Dane County population, and to provide the broadest possible range of citizens and groups with opportunities for participation;
3. Every effort will be made to schedule public participation activities at times and locations that are most convenient for citizens.

Oversight of the Public Participation Process

The public participation plan has been developed, and will be managed by the Comprehensive Plan Steering Committee (CPSC) comprised of representatives of the Dane County Board Zoning and Natural Resources and Strategic Growth Management Committees, various Dane County stakeholder groups/organizations, and Dane County citizens. The Steering Committee will receive staff support from the Dane County Planning & Development Office, the Dane County UW-Extension Office, the Dane County Regional Planning Commission, the Office of the County Board and other County staff hereafter referred to as the Comprehensive Planning Staff Team. The CPSC will determine what blend of public participation methods will be utilized throughout the planning process.

Public Participation Capacity Building

1. Faculty from the Dane County UW-Extension office will provide training to Planning & Development staff, Comprehensive Plan Steering Committee members and others on managing and facilitating and on conducting public participation methods and techniques.
2. Faculty from the Dane County UW-Extension will provide ongoing advisory support to the Comprehensive Plan Steering Committee in the execution of the public participation plan.
3. The Public Participation Plan will follow the five basic steps of the Dane County Comprehensive Planning Process as outlined on the following pages.

Comprehensive Plan STEP 1: Pre-planning

Step 1 includes the following sub-steps:

- A. Develop Planning Process
- B. Develop Public Participation Plan
- C. Develop Planning Structure and Procedures

Public Participation Plan for Comprehensive Plan Step 1

General Public Participation Strategy

This phase of the planning process involves getting ready for the comprehensive planning process. The Comprehensive Plan staff team will generate a planning process model and develop specific public participation tools, and the Dane County UW-Extension staff team will develop a public participation plan template and provide appropriate instruction to planning participants. The chairs from the Dane County Board Zoning and Natural Resources and Strategic Growth Management Committees will appoint a Comprehensive Planning Steering Committee.

The focus of all public participation activities during this step will be focused on building public awareness of the comprehensive planning process including the makeup and role of the Comprehensive Plan Steering Committee, the comprehensive planning process, and the public participation plan. In addition, hard copies of the comprehensive planning process and the public participation plan will be distributed to all Dane County local units of government, and will be available from the Dane County Office of Planning and Development, the Dane County UW-Extension Office, and elsewhere as determined by the Comprehensive Plan Steering Committee.

Develop 'Standard' Public Participation Tools

1. Dane County UW-Extension faculty will develop a working template for use by the Comprehensive Plan Steering Committee in developing the Public Participation Plan.
2. The Comprehensive Planning staff team will schedule, design and conduct a general comprehensive planning 'kickoff' event scheduled for winter 2003. This event will be held twice to maximize participation. The purposes of this event are to: introduce the comprehensive planning process and public participation plan, place this planning process in context with other planning and to solicit input for the comprehensive planning process and public participation plan. This event will be held at a central location in the county. The event will be publicized with the goal of attracting a diverse range of stakeholders using a variety of mass media and other outreach methods (see appendix 1 for a preliminary media listing).
3. The Comprehensive Planning staff team will develop 'fact sheets' as a way to help the public better understand planning issues and concepts, and as a means of sharing important planning information generated during the planning process. These fact sheets will be distributed to all local units of government and the media, will be placed on the Comp Planning Website, and will be available at the Dane County Planning & Development Office and the Dane County Extension Office.

4. Planning and Development staff will take the lead in designing and setting up a Dane County website by January 2003 and a Comprehensive Planning newsletter with an electronic and print format by June 2003 for use in providing the public with a venue for learning about the planning process as it unfolds.

Comprehensive Plan STEP 2: Generate Baseline Data and Planning Goals

Step 2 includes the following sub-steps:

- A. Review and analyze information, goals and objectives generated through previous planning efforts
- B. Identify information gaps
- C. Collect new information to address gaps
- D. Re-analyze and re-validate complete information
- E. Generate planning goals and objectives based upon complete information
- F. Evaluate and revise planning goals and objectives

Public Participation Plan for Comprehensive Plan Step 2

General Public Participation Strategy

Public participation efforts during this step will focus on the review and validation of information that had been collected during previous planning efforts, on developing new information to fill gaps, and on developing planning goals and objectives that relate to a shared vision for Dane County. Public participation activities during this step of the planning process will be key in building public support for the plan. These activities will occur throughout 2003.

Public Awareness

Standard public participation tools such as use of mass media, websites and direct mailings may be used to inform the public of specific public participation steps scheduled for this planning step, about gaps for which new information collection efforts will be designed and implemented, about the results of new collection efforts, and about the content and status of emerging planning goals and objectives generated during this step. Concerted efforts will be made by the

Comprehensive Planning Staff Team to reach the diverse audiences of the county through multiple media (see appendix 1 for preliminary media listing).

Public Education

Standard public participation tools such as developing a speakers bureau, developing fact sheets and web information, utilizing local cable access TV channels and holding open houses or other public events may be used to accomplish a number of educational objectives during this phase of public participation. These include educating the public about results of previous county-wide surveys and other public opinion tools, reviewing and/or introducing new or particularly relevant planning concepts introduced during this step in the planning process, and interpreting and helping the public better understand technical information and how it relates to planning issues and concerns. The results from previous planning efforts may be posted on the comprehensive planning website, and may be available to the public for on-site inspection at the Dane County Planning & Development Office, the Dane County UW-Extension Office, in all local government offices, and in other places as determined by the Comprehensive Plan Steering Committee.

Public Input

A wide variety of data collection techniques may be used during this step including focus groups, mail and telephone public opinion surveys, visual preference surveys, quadrant meetings (see description below), specially scheduled public forums when key input is needed in the process, visioning sessions, workshops, charettes, and open houses. These techniques may be used to gather data and feedback related to previously generated planning goals and objectives, responses to new or emerging issues/concerns, and developing a vision of what Dane County should look like in the future. These techniques will be employed at all key steps in the planning process and public forums will occur at least twice in 2003 at a central location in the county.

The Comprehensive Planning staff team will schedule, design and conduct quadrant meetings. Quadrant meetings will be scheduled quarterly in 2003 and continue into the planning process. They will be structured around the Dane County Comprehensive Planning Work Groups. There are three groups of five to nine individuals, one member will also serve on the Comprehensive Planning Steering Committee and serve as a liaison and direct communication link. The Work Groups will cover most of the comprehensive planning elements. The three Work Groups include: Natural Resources, Agriculture and Open Spaces; Housing and Economic Development; and Transportation and Utilities. It is recommended that, whenever possible, quadrant meetings incorporate public participation elements (information, education, input, interaction). The main purposes of the quadrant meetings will be to report on progress being made toward the development of the comprehensive plan, facilitate intergovernmental cooperation and consistency, and to provide Work Group issue education and to obtain public input. As a logistical matter, it is recommended that quadrant meetings include the following elements/characteristics:

- a. Facilitation will be provided by staff from the Dane County Planning & Development Office
- b. Representation from the Comprehensive Plan Steering Committee

At least four weeks advance public notice of quadrant meetings will be provided through local media, local government offices, the Dane County Comp Planning Website.

A standard, consistent agenda will generally be used for all meetings. It is recommended that this agenda include planning process and product updates from the Comprehensive Plan Steering Committee and planners (public information), opportunities to introduce new planning concepts and ideas (public education), an opportunity for dialogue between planners and the public (public feedback and interaction).

Public Interaction

Discussion between the public, planners, and Comprehensive Plan Work Group members will occur during quadrant meetings. Such efforts could focus on discussion concerning the validity of previously generated public opinion information; the relationship between baseline information and planning goals and objectives; and to explore more deeply public opinion on issues that surface during the analysis of information, objectives and goals.

Public Partnership

The Comprehensive Plan Steering Committee can pursue a number of activities including reviewing previously collected planning information to determine its validity; designing and employing instruments with which to collect new public opinion information; analyzing new public opinion information and drawing planning conclusions from it; and generating planning goals and objectives based upon a complete review of public opinion and other information.

Step #3 includes the following sub-steps:

- A. Generate first draft of plan alternatives
- B. Evaluate first draft of plan alternatives
- C. Revise and re-generate second round of plan alternatives
- D. Select plan alternatives

Public Participation Plan for Comprehensive Plan Step 3

General Public Participation Strategy for Plan Process Step 3

This step will focus on the review and assessment of alternative plan strategies to best meet the overall vision for the plan along with constituent needs. This step would lead to decisions as to which alternative should be drafted into the final plan and include process methods for intergovernmental cooperation. This step will occur primarily in 2004.

Public Awareness

Standard public participation tools such as mass media, print materials, web site information and presentations will be used to inform the public of specific public participation opportunities scheduled for this step in the planning process, and to share 'first draft' plan alternatives developed during the early part of this planning step.

Public Education

Public education sessions will be held to provide the Work Groups and Comprehensive Plan Steering Committee opportunities to explain how plan alternatives relate to planning goals and objectives, individual comprehensive plan elements and to baseline data. Education may also focus on relevant planning strategies and concepts introduced during this planning step. A series of public education sessions along with print and web materials may be used to provide information and education surrounding strategy formulation and the alternative plan development and implications.

Public Input

Quadrant meetings or other types of public input sessions such as workshops, focus groups, charettes, open houses may be held to assess and discuss the plan alternatives and their defining variations. These input sessions at various locations throughout the county could provide the public a chance to review and comment on the plan alternatives and the

individual comprehensive plan elements (in both narrative and graphic formats). An interactive Question and Answer Input function could be added to the comprehensive planning website. The Comprehensive Plan Steering Committee and Work Groups will utilize this input to assess preferred strategies for use in the development of the comprehensive plan.

Public Interaction

Discussion between the public, planners, Work Groups and Comprehensive Plan Steering Committee members could occur during quadrant meetings, open houses, focus groups and at other public events. This interaction could include dialogue on determining assessment methods for alternative plan strategies, strategic development of types of feedback needed to discern what should be included in the final plan and dialogue on processes for intergovernmental cooperation and consistency.

Public Partnership

The Comprehensive Plan Steering Committee will review the public input, then select, modify and adopt the preferred plan alternatives to reflect the public input with assistance from the Comprehensive Planning Staff Team and others. The CPSC will draft the Comprehensive Plan with aid from the Comprehensive Planning Staff Team.

Comprehensive Plan Step 4: Plan Review, Adoption and Implementation

Step #4 includes the following sub-steps:

- A. Generate first draft of Comprehensive plan
- B. Review draft of plan
- C. Make revisions to draft and generate final comprehensive plan
- D. Adopt comprehensive plan

Public Participation Plan for Comprehensive Plan Step 4

General Public Participation Strategy

In this step the CPST, Work Groups, local units of government and citizens review the draft comprehensive plan. This step also initiates the implementation of the plan. It focuses attention on updating related county ordinances, as necessary, to be consistent with the new comprehensive plan. Public involvement in this process is critical, but will be more formally designed as comprehensive plans are adopted.

Public Awareness

Use standard public awareness tools such as news releases, radio, cable TV, website, newsletters and presentations to let officials and public know that a draft plan has been developed and the review process is beginning.

Public Education

Conduct public education sessions and have printed materials related to the plan review, adoption and implementation including both the steps involved in the process as well as specifics of the plan.

Public Input

Have a public review and comment on the draft comprehensive plan. This could take the form of open houses and other public events at various locations throughout the county. Include an interactive website comment area on the draft plan. Conduct formal hearings prior to adoption by each local unit of government. Accept questions from the public and provide answers and referrals by the Comprehensive Plan Steering Committee. Materials will be available for review and comment at county and local government offices and at local libraries.

Public Interaction

Discussions among the public, planners, Work Groups, and Comprehensive Plan Steering Committee members could occur during quadrant meetings, through focus groups and at other public events. This interaction could include dialogue on development of criteria used to review the final plan and refinement of strategies for plan implementation.

Public Partnership

The Comprehensive Plan Steering Committee meets to present the Final Comprehensive Plan documents to the public. Action by the Comprehensive Plan Steering Committee and county board to adopt the Comprehensive Plan is needed during this step. The Comprehensive Plan Steering Committee will then meet to discuss the need to update any related county ordinances to provide consistency with the Comprehensive Plan. During this step linkages between the Comprehensive Plan and its implementation begin to be developed including action steps, timelines, roles and responsibilities for implementation.

Step #5 includes the following sub-steps:

- A. Evaluate planning process
- B. Evaluate public participation plan process
- C. Generate recommendations for planning and public participation processes
- D. Incorporate recommendations into planning and public participation processes for use in future plan revision/updates

Public Participation Plan for Comprehensive Plan Step 5

General Public Participation Strategy

As the plan is implemented, it is imperative to monitor and reassess the effectiveness of the strategies that have been put into place. Effective strategies need to be maintained, while the ineffective strategies need to be modified or terminated. A plan amendment process needs to be developed to address issues that develop with the plan, or changes that take place in the community that necessitate change in the documents. Although this is listed as step 5, this step should be ongoing throughout the planning process and used to refine all steps in the planning and public participation process.

Public Awareness

Use standard public awareness tools (news releases, radio, cable TV, newsletters and presentations) related to plan monitoring, assessment and amendment procedures.

Public Education

Public education session(s) related to plan monitoring, assessment and amendment procedures that could include the use of displays and exhibits, forums or open houses.

Public Input

Interactive question and answer function on the website and accept questions from the public and provide answers and referrals by the Comprehensive Plan Steering Committee. This step could also be included in focus groups, open houses or other public events to obtain input for evaluating the planning and public participation planning process.

Public Interaction

Discussion between the public, planners, and Comprehensive Plan Steering Committee members could occur during quadrant meetings, through focus groups and at other public events. This interaction could include dialogue on the development of appropriate and efficient means to monitor the effectiveness of the plan and develop a process through which it can be modified on an ongoing basis.

Public Partnership

The Comprehensive Plan Steering Committee, Staff Team and Work Groups shall meet to develop a plan evaluation process, develop a plan review and amendment process in light of input received from the public.

INCREASING LEVEL OF PUBLIC INVOLVEMENT

<i>Public Awareness</i>	<i>Public Education</i>	<i>Public Input</i>	<i>Public Interaction</i>	<i>Public Partnership</i>
Objective: To make the public aware of the comprehensive planning process.	Objective: To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, and/or solution.	Objective: To obtain public feedback on issues, alternatives and/or decisions.	Objective: To work directly with the public throughout the process to ensure that public issues and concerns are consistently understood and considered	Objective: To place decision-making responsibilities in the hands of the public
Promise to the Public: We will keep you informed.	Promise to the Public: We will try to help you understand.	Promise to the Public: We will keep you informed, listen to and acknowledge concerns, and provide feedback on how public input influenced decisions.	Promise to the Public: We will work with you to ensure that your concerns and issues are directly reflected in the alternatives developed and provide feedback on how public input influenced decisions.	Promise to the Public: We will work to implement what you decide.
Example Methods <ul style="list-style-type: none"> • Direct mail • News releases and mass media • Displays and exhibits 	Example Methods <ul style="list-style-type: none"> • Public education meetings • Websites • Newsletters • Tours 	Example Methods <ul style="list-style-type: none"> • Open houses • Public hearings • Visual preference surveys • Opinion surveys • Focus Groups 	Example Methods <ul style="list-style-type: none"> • Visioning • Workshops 	Example Methods <ul style="list-style-type: none"> • Citizen planning committees • Work Groups

Adapted from the International Association for Public Participation



Developed by: Citizen Participation Team, Community, Natural Resource and Economic Development Program Area.

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Proposed Annual Meeting Schedule

Dane County Comprehensive Plan

Steering Committee and Working Groups

	1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter
Steering Committee and All Working Groups	Centralized Meetings at Planning Process Landmarks with Work Group Breakout Sessions		Centralized Meetings at Planning Process Landmarks with Work Group Breakout Sessions	

	1 st Quarter	2 nd Quarter	3 rd Quarter	4 th Quarter
Working Groups:	Location:			
Natural Resources, Agriculture, and Open Spaces	NE Quadrant	SE Quadrant	SW Quadrant	NW Quadrant
Housing and Economic Development	SE Quadrant	SW Quadrant	NW Quadrant	NE Quadrant
Transportation and Utilities	SW Quadrant	NW Quadrant	NE Quadrant	SE Quadrant

Appendix B: Survey Results

Appendix C: Focus Groups

Appendix D: County Board Resolutions

RES. 9, 03-04

MINERAL RESOURCE PROTECTION AS A PRIORITY IN THE DANE COUNTY COMPREHENSIVE PLAN

Nonmetallic mineral resources are included in Section 66.1001(2)(e) “Agricultural, natural and cultural resources” element of the state Comprehensive Planning Law. The state Guide to Including Natural Resources in Local Comprehensive Planning does not prescribe an in-depth planning process or detail as to how mineral resources should be included in the comprehensive plan.

Mineral resources are recognized as a valuable county resource, and like other natural resources, mineral resources occur where nature put them, which does not always lead to convenient or locally desirable access.

Already, some of Dane County’s valuable mineral resources are inaccessible because deposits have been built over, are located in incompatible zoning districts, or are in proximity to incompatible land uses. It is recognized that efforts should be made to protect mineral resources for future needs.

NOW, THEREFORE, BE IT RESOLVED that the Dane County Board of Supervisors requests the Dane County Comprehensive Planning Steering Committee to provide for serious consideration of mineral resources in the Dane County Comprehensive Plan, including consideration of recommendations of the Zoning and Natural Resources (ZNR) Mineral Extraction Subcommittee.

BE IT FINALLY RESOLVED that the steps in the planning process shall include, but will not be limited to, the following:

Set goals and objectives considering the implication of land use decisions on the availability of mineral aggregate resources to meet future local and regional needs;

Develop an inventory of potential mineral resources;

Identify potential nonmetallic mineral deposits of significance;

Consider implementation steps such as development of mineral resource districts, mineral resource protection policies or other appropriate measures to protect the resource, and to balance mineral extraction with other land uses; and

Encourage local units of government to incorporate information into their comprehensive plans.

Submitted by Supervisors Erickson, Anderson, Cornwell, Lowe, Rollins, Richmond, Hulsey, Ripp, Eggert, Kesterson, Pertzborn, Hendrick, Matano, Olsen, Rusk, Salov, Mohrbacher, Fyrst, Martz, M. Blaska, Wiganowsky, McGuire, Hitzemann, McDonell, Brown, and Vedder, April 24, 2003 (p. 7, 03-04).

Referred to ZONING/NATURAL RESOURCES, STRATEGIC GROWTH MANAGEMENT, and COMPREHENSIVE PLANNING STEERING COMMITTEE.

RES.301, 03-04

IDENTIFYING AREAS FOR SITING BUSINESSES TO CREATE GOOD JOBS THROUGH THE COMPREHENSIVE PLANNING PROCESS

Dane County, like the state of Wisconsin as a whole, has suffered significant job losses in the economic turndown of recent years. For instance, Dean Morningstar Dairy announced last month that they would close and eliminate 100 jobs; Kraft let go of 75 workers last month; CUNA eliminated 100 jobs last year; and Rayovac moved 250 jobs to Illinois. At the same time, state and local governments have also been downsizing their workforces. Retail malls have likewise suffered losses of tenants, with vacant storefronts in many of the county's major retail malls. It is important to provide assistance to grow the economy, not only to replace the jobs that have been lost in both the public and private sectors, but also to provide new opportunity for the County's growing population.

Last month, county and local officials held a conference on the challenges of "big box" development; that is, the siting of large retail centers. One of the recommendations from this conference was to identify and redevelop existing abandoned or underutilized retail malls or other commercial properties.

Currently, there is not a countywide composite map with an inventory of parcels available for potential infill development. Using Geographic Information System (GIS) technology, it is possible to identify abandoned and underutilized parcels, including parcels with lower average improvement value than that of surrounding

properties. The City of San Francisco has developed this information as an approach to assist businesses to locate and create jobs while making use of existing infrastructure.

Obviously, the majority of sites appropriate for infill development are located within municipal boundaries. While the county does not have authority for land use decision-making in these areas, the development of an inventory could be part of a countywide effort to plan for economic development.

Dane County is currently developing a comprehensive plan as required by Section 66.1001, Wis. Stats. The Housing and Economic Development work group is addressing issues regarding job creation and economic growth, while the Comprehensive Planning Steering Committee is responsible for addressing intergovernmental cooperation. An effort to develop a composite map and inventory of abandoned or underutilized sites would involve both these groups. The comprehensive plan provides an opportunity for Dane County to play an active role in improving the economic vitality of individual communities and the county as a whole.

NOW, THEREFORE, BE IT RESOLVED that the Dane County Board of Supervisors requests the Dane County Comprehensive Planning Steering Committee and the Housing and Economic Development work group to work with the towns, cities and villages of Dane County, in addition to local chambers of Commerce, to develop a composite map and inventory of abandoned and underutilized commercial and manufacturing parcels throughout the county to encourage infill development.

Adopted by the Dane County Board of Supervisors September 23, 2004.

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