

# Chapter 4

## *Public Participation*

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**WHY INVOLVE THE PUBLIC?**

One of the most critical elements of a successful planning or plan implementation effort is public participation. Studies show that public participation results in stronger plans and planning proposals that are more likely to be implemented.<sup>1</sup> Additional returns that can be expected from public participation include:

- Building knowledge of local issues and processes
- Identifying what citizens value in the community
- Capitalizing on local talents and resources
- Improving general trust in government
- Creating a sense of ownership and support for plans and regulations
- Satisfying legal requirements
- Reducing costs associated with not involving the public

Clearly, the returns are numerous. However, public participation is not always easy – it takes a great deal of time, resources and hard work. Many would describe the process as “messy.” Developing and carrying out a public participation program should be thought of as an art rather than a science.

This chapter takes some of the guesswork out of developing a public participation program. It takes you step-by-step through designing the process, including identifying planning tasks, identifying stakeholders, setting objectives for public participation, selecting tools and techniques, and removing barriers to participation. Documentation and evaluation, two critical but often forgotten components of public participation are also discussed.

<sup>1</sup> Based on a study of 60 local government planning processes. “Making Plans that Matter: Citizen Involvement and Government Action.” Raymond J. Burby. *Journal of the American Planning Association*, Vol. 69, No. 1, Winter 2003.

**Objectives for Public Participation**

Following is a list of objectives developed by Marathon County to guide the development and adoption of their comprehensive plan.

- That all residents of Marathon County become fully aware of the importance of participating in the development of the plan.
- That the public participation process is designed to engage people of all races, ethnic backgrounds and income levels.
- That the public has opportunities to provide their input (both formally and informally) to the County, their local plan commission and local governing body.
- That the public has access to all technical information and any analyses performed throughout the planning process.
- That members of the County and participating municipalities have input from the broadest range of perspectives and interests in the community possible.
- That such input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and responded to in a timely fashion.
- That the process of public involvement strengthens the sense of community present in the municipalities of Marathon County and furthers the vision of active and positive participation by all aspects of the community in the decision making and civic life of the municipality over the long term.

Public Participation Plan for the Marathon County Comprehensive Plan. 2002. Marathon County, Wisconsin.

## DESIGNING THE PROCESS

A well-designed public participation process should be meaningful to participants and functional for planning. Literature suggests there are five key choices to make when designing a public participation program:<sup>1</sup>

1. **Choice of Timing:** Involve the public early and continuously.
2. **Choice of Whom to Target:** Seek participation from a broad range of stakeholders.
3. **Choice of Objectives:** Provide information, listen to, and empower citizens by providing opportunities to influence decision-making.
4. **Choice of Techniques:** Use a number of techniques to give and receive information and to provide opportunities for dialogue.
5. **Choice of Information:** Provide information that is clear, easy to understand, and free of technical jargon.

Of these, the single most effective step you can take to secure broader involvement is simply inviting a variety of groups to take part in the planning process. Beyond that, local officials can increase public participation by providing citizens with information about problems and alternatives and creating opportunities for dialogue. Communities that do not follow these recommendations often find that relatively few people choose to participate.

*"The single most effective step you can take to secure broader involvement is simply inviting a variety of groups to take part in the planning process."*

– Raymond J. Burby,  
Making Plans that Matter

### ► Identify Planning Tasks

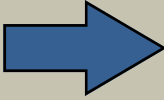
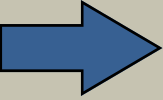


One of the first steps in designing a public participation program is to define what needs to be accomplished at various points in the process. The public can be involved in different ways at different times throughout the process. The challenge is to ensure that they are involved in ways that are meaningful to them and beneficial to the project. A good place to start thinking about public participation is with the planning process itself.


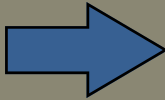
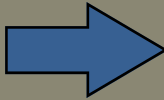
**Planning steps** illustrate the broad path where planning is headed. They describe generally what happens first, next, and last. Typical steps in the planning process include identifying planning issues, analyzing data, setting goals and objectives, formulating strategies, and selecting the desired course of action.

**Planning tasks** are specific assignments that must be completed during each step of the process. For example, specific tasks associated with data analysis include identifying data needs, gathering data, analyzing the data for patterns and trends, and sharing the results.

**Public participation techniques** are the means by which the public learns about and influences local planning and decision-making. Common techniques include meetings, workshops, advisory committees, surveys, and the like.

Pages 4 and 5 show a sample planning process complete with steps, tasks and techniques. When designing your own process, give careful consideration to the timing and sequencing of tasks, and the decision points at which various parties need to be involved. While some tasks are best completed by local officials and staff, others may be enhanced by involving the public. The following sections will help you refine your public participation plan by focusing on whom to involve, for what purpose, and by what means.

Stages	Pre-Planning			
<b>Planning Steps</b>	 Community Diagnosis	 Process Design	 Data Collection & Analysis	 Issue Identification
<b>Planning Tasks</b>	<ul style="list-style-type: none"> <li>▪ Determine your purpose, capacity and readiness for planning</li> <li>▪ Inventory existing plans, studies and tools</li> <li>▪ Explore preliminary issues and concerns</li> <li>▪ Identify potential planning participants and stakeholders</li> <li>▪ Build capacity for planning by providing education to local officials and residents</li> </ul>	<ul style="list-style-type: none"> <li>▪ Establish budget</li> <li>▪ Determine who will prepare the plan</li> <li>▪ Issue a request for proposals if working with a consultant</li> <li>▪ Establish roles, responsibilities and membership of groups involved in planning</li> <li>▪ Identify preferred steps in the process and desired products</li> <li>▪ Incorporate public participation and education</li> </ul>	<ul style="list-style-type: none"> <li>▪ Identify data and information needs</li> <li>▪ Gather technical and spatial data</li> <li>▪ Gather public opinion data</li> <li>▪ Analyze and interpret data, making future projections where necessary</li> <li>▪ Present patterns and trends to local decision-makers and the public</li> </ul>	<ul style="list-style-type: none"> <li>▪ Involve local decision-makers and public in identifying key community issues, challenges, opportunities and desires</li> <li>▪ Use local data and analyses to support or identify additional issues</li> <li>▪ Prioritize issues to be addressed in plan</li> <li>▪ Identify a vision for the future development of the community</li> </ul>
<b>Public Participation Techniques</b> <div style="margin-top: 10px;"> <div style="background-color: #4a7ebb; color: white; padding: 5px; margin-bottom: 5px;">Awareness (A)</div> <div style="background-color: #4a7ebb; color: white; padding: 5px; margin-bottom: 5px;">Education (E)</div> <div style="background-color: #4a7ebb; color: white; padding: 5px; margin-bottom: 5px;">Input (I)</div> <div style="background-color: #4a7ebb; color: white; padding: 5px; margin-bottom: 5px;">Interaction (N)</div> <div style="background-color: #4a7ebb; color: white; padding: 5px;">Partnership (P)</div> </div>	<ul style="list-style-type: none"> <li>▪ <b>Plan commission workshops (E)</b> provide education on community planning</li> <li>▪ <b>Plan commission &amp; local government (P)</b> review previous planning efforts and develop budget for current effort</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Plan commission &amp; local government (P)</b> approve the plan process, develop public participation plan, and negotiate consultant contract</li> <li>▪ <b>Newspaper article (A)</b> provide background story on planning effort</li> <li>▪ <b>Youth contest (A)</b> create plan slogan or logo to promote general awareness of planning process</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Website (A)</b> post data, maps, analyses and planning documents</li> <li>▪ <b>Kickoff meeting (E)</b> provide general education on the planning process and preliminary data</li> <li>▪ <b>Citizen experts (I)</b> field check data</li> <li>▪ <b>Informational display (A, E)</b> reach general audience by locating at county fair and other public venues</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Mail survey (I)</b> identify citizen-based issues, opportunities and desires</li> <li>▪ <b>Focus groups (I)</b> identify expert-based issues, opportunities and desires</li> <li>▪ <b>Open house (E, I)</b> provide planning education, review data and trends, identify issues, opportunities and desires</li> <li>▪ <b>Newspaper article (A)</b> provide summary of work completed to date</li> </ul>

Planning			Post-Planning	
 <b>Step 3</b> Goal & Objective Formulation	 <b>Step 4</b> Strategy Formulation	 <b>Step 5</b> Plan Review & Approval	 Implementation	 Monitoring & Assessment
<ul style="list-style-type: none"> <li>▪ Develop goals and measurable objectives to help attain your community’s vision</li> <li>▪ Develop indicators to monitor progress towards reaching stated goals and objectives</li> </ul>	<ul style="list-style-type: none"> <li>▪ Identify potential plan implementation strategies to satisfy goals and objectives</li> <li>▪ Evaluate impacts of alternative strategies and select preferred options</li> <li>▪ Recommend specific plan implementation policies, programs, actions and tools</li> <li>▪ Describe timeline and parties responsible for plan implementation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Present plan for community residents and officials to review</li> <li>▪ Make changes to resolve plan inconsistencies and reflect public concerns</li> <li>▪ Take formal action to adopt the plan</li> </ul>	<ul style="list-style-type: none"> <li>▪ Adopt a specific course of action to implement the plan</li> <li>▪ Develop or amend local policies, programs and tools as recommended in the plan</li> </ul>	<ul style="list-style-type: none"> <li>▪ Monitor progress towards achieving stated plan goals, objectives and indicators</li> <li>▪ Review and revise plan according to schedule stated in the plan or in response to changing community needs</li> </ul>
<ul style="list-style-type: none"> <li>▪ <b>Radio interview (A)</b> discuss planning progress and advertise workshops</li> <li>▪ <b>Workshops (E, I, N)</b> provide planning education, review data and trends, develop goals and objectives</li> <li>▪ <b>Comment cards (I)</b> solicit additional feedback at end of workshops</li> <li>▪ <b>Plan commission (P)</b> refine goals and objectives and begin to discuss broad policy options</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Educational sessions (E)</b> provide overview of goals and objectives and introduce land use strategies</li> <li>▪ <b>Interactive GIS (N)</b> modify planning strategies based on citizen input</li> <li>▪ <b>Plan commission (P)</b> select preferred land use strategy and policies</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Radio interview (A)</b> discuss planning progress and advertise open house</li> <li>▪ <b>Open house (E, I)</b> provide overview of plan and gather public input</li> <li>▪ <b>Plan commission (P)</b> recommend final draft of plan for adoption</li> <li>▪ <b>Public hearing (I)</b> solicit final input before plan is adopted by governing body</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Advisory committee (P)</b> refine and recommend plan implementation tools for adoption</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Plan commission (P)</b> continually monitor citizen comments and help bring issues to the table for discussion and potential action</li> <li>▪ <b>Citizen watchdog group (I)</b> provide comments to the plan commission and staff regarding land use issues and opportunities</li> </ul>

### Identify Stakeholders

Another critical step in designing a public participation program is identifying the people that should be involved. A stakeholder is an individual or group that has an interest or “stake” in an issue, decision-making process, or activity because they are likely to be affected by or have some influence over its outcome. Individuals who are familiar with the local community—including members of the plan commission, local officials, staff and community members—can help to identify stakeholders, strategies for involving each group, and key contacts. A typical stakeholder analysis might include the following questions:

- Who are the individuals and groups that have an interest in, are affected by, or may be able to influence the decision?
- What are their goals, motivations, and interests?
- What level of knowledge do they have about the project? Is it accurate?
- Are they likely to support or oppose the project or decision?
- How much power and influence do they have over the decision? Over other stakeholders?
- What resources can they bring to the table?
- What strategies should be used to communicate with and involve each group?
- What strategies are needed to manage negative involvement?

A stakeholder analysis is important because it allows you to better understand your target audience and tailor the public participation program accordingly. Many communities find it is useful to include key stakeholders in the design of the planning and public participation process itself. At a minimum, a draft public participation plan should be distributed to stakeholders for review and input. While these steps may add time to the overall process, they foster a sense of ownership and generally result in better participation.

A perennial challenge of public participation is identifying and getting input from a broad cross section of the community. Make sure to include techniques to connect with under-represented groups and the community-at-large. Neglecting to reach out, inform, and offer to engage with the broader community runs the risk of excluding those who are not represented by a targeted stakeholder group or those who are not aware of their interests.

#### Is Participation Representative of Your Community?

Many communities find differences in participation on the basis of gender (more men than women), age (less involvement by the very young and very old), ethnicity (less participation by ethnic minorities), political persuasion (more participation by those on the left), and education (more participation by the well-educated). What differences exist in your community? What steps can you take to encourage more representative participation?

“Critical Factors for Enhancing Municipal Public Hearings.” Baker, Addams and Davis. *Public Administration Review*. Vol. 65, No. 4, 2005.

### Select the Level of Involvement

Another step is to decide what objectives you have for public participation. It is helpful to think of public participation as a social contract or promise to the public. Only ask for input that you are willing to incorporate in your decisions. Be very clear about the purpose of each meeting and explain how the public process will be used to influence the decision. For each step in the planning process, choose one or more types of participation from the following list to satisfy your objectives:<sup>2</sup>

<sup>2</sup> Adapted from *Comprehensive Planning and Citizen Participation*. Grabow, Hilliker and Moskal. 2006. University of Wisconsin Cooperative Extension. G3810. A similar typology has been developed and is used by the International Association for Public Participation.

1. **Awareness** – to make the public aware of the issue, process or decision.
2. **Education** – to provide balanced and objective information to help the public better understand.
3. **Input** – to obtain public feedback on the issue, process, alternatives or decision.
4. **Interaction** – to work with the public to make sure their input is understood and considered in the decision.
5. **Partnership** – to provide a formal role in the decision-making process.

**Select Public Involvement Techniques**

Once you have a clear understanding of the planning tasks, stakeholders, and objectives for participation, the next step is to select tools and techniques to use at particular points in the planning process. Matching information needs with public involvement techniques is an opportunity for creativity. The following table identifies common public participation tools and related objectives. The glossary and reference list at the end of this chapter provide additional detail on these and other tools.

*Techniques for Public Participation*

Method	Awareness	Education	Input	Interaction	Partnership
Public Notice	✘				
Direct Mail	✘	•			
Mass Media	✘	•			
Internet Technology	✘	•	•		
Exhibits and Displays	✘	✘			
Open House	✘	✘	•		
Field Trip	•	✘			
Visual Simulation	•	✘	•		
Educational Programs	•	✘			
Public Meeting		•	✘	✘	
Workshop or Charrette		•	✘	✘	
Public Hearing			✘		
Opinion Survey			✘		
Focus Group			✘		
Referenda			✘		✘
Advisory Committee			✘	✘	✘

- ✘ Primary objective – almost always able to achieve this objective
- Secondary objective – may be able to achieve this objective if structured appropriately



### Take a Closer Look: *Orbits of Participation*

Public participation does not require everybody to participate. This is unrealistic, given resource constraints and the lack of desire on the part of many stakeholders to be actively involved. Despite your best efforts to involve citizens, some will choose not to participate. Others will participate at different levels depending upon their level of interest, concern or availability. You can think of these levels as “orbits of participation.” Throughout the course of a planning process, a person can move from one level of participation to a more active level, but it requires a greater investment of time, resources and energy. Individuals at different levels or “orbits” of participation have been described as follows:

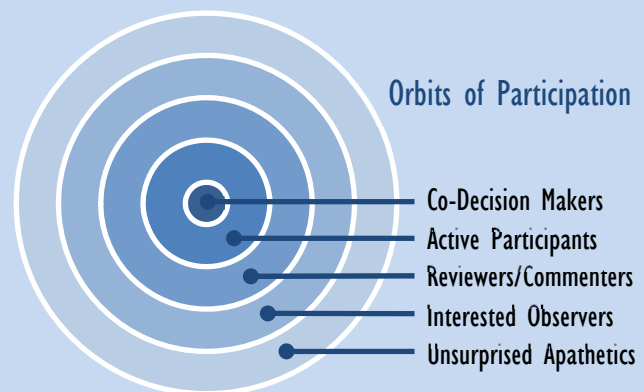
**Unsurprised Apathetics** are those who choose not to participate. They may be too busy at work or very active in some other aspect of community life, but have little interest in your issue. The qualifier ‘unsurprised’ means that you have made efforts to provide them with information so that they are unsurprised or uninterested when a decision is made. What distinguishes them from people completely outside of the public participation realm (the ‘uninformed’) is that they have made the choice not to participate.

**Interested Observers** are people who read newspaper articles or public informational documents about the process. Unless they become very concerned with what they see going on, you will not hear from them. They are nonetheless an important part of public opinion. If they grow concerned about the direction that things are going or if the project loses its transparency, they may choose to become active participants.

**Commenters and Reviewers** are very interested in the issue but also have to deal with all the other things going on in their lives. They might comment by speaking at a meeting or sending a letter, but won’t take the time to participate in an advisory group. This group also includes members of local departments and agencies who serve as technical reviewers. Their involvement may be limited, but it is nonetheless important.

**Active Participants** are the people who commit time and energy to have an influence on a decision. They may participate in an advisory group, attend workshops or meetings, or engage in other ways. They care about the issue, and it is in your best interest to channel their energy and commitment into the public participation program. If you leave an active participant out of the public participation process, they may show up late and undercut what you’ve done, or they may make themselves heard in another fashion, such as through a political channel or in the courtroom.

**Co-Decision Makers** are those who make the final decision or have veto power over a decision. Co-decision makers often include members of the plan commission, governing body, neighboring communities, funding agencies, and higher levels of government. In situations where the plan commission makes a recommendation to the governing body, it is very important to keep the governing body informed throughout the process so that they understand and buy-in to the final decision.



Adapted from *The Public Participation Handbook: Making Better Decisions Through Citizen Involvement*. James L. Creighton. 2005. John Wiley & Sons. Based upon work by Lorenz Aggens, 1983.



### Remove Barriers to Participation

The last step in designing the public participation program is anticipating barriers to participation and removing them in advance. There are several things that may limit an individual's ability or desire to participate in local planning decisions. Some view public involvement as "mere politics" and believe that their contributions will not be taken seriously. Others find the complexity of local government overwhelming. In many cases, the timing or logistics of attending a meeting presents the biggest challenge. Common barriers to participation and suggestions for overcoming them include:

- **Meeting times** – consider holding meetings at a variety of times including days, nights and weekends.
- **Meeting locations** – hold meetings at a variety of locations considering where people live, work and play.
- **Transportation** – make sure events are accessible via public transportation.
- **Geography** – provide opportunities to participate from a distance (i.e. internet, webinar, telephone, writing, etc.).
- **Work and family obligations** – consider providing meals or child care on-site or adjusting meeting times and locations to accommodate busy schedules.
- **Political sensitivities** – hold meetings on "neutral" turf. Consider a mediator if issues are particularly sensitive.
- **Cultural or ethnic differences** – work with leaders of ethnic communities to understand and accommodate cultural differences. If needed provide interpreters or materials in multiple languages.
- **Language and reading skills** – provide materials in a variety of formats using clear, easy to understand language, free of jargon (see the checklist at right).
- **Procedures** – describe complex procedural rules at the beginning of meetings and hearings. Allow plenty of time for questions and answers.

### Making Technical Language Accessible

- ✓ Use short sentences and vocabulary that is familiar to the target audience.
- ✓ Clearly state why the information is relevant to the target audience.
- ✓ Use visuals, examples and analogies.
- ✓ Avoid jargon and acronyms. When they must be used, define them in simple language.
- ✓ Use language similar to what you would in a conversation with stakeholders.
- ✓ Do not "dumb down" the language. The purpose of creating accessible information is to educate and inform, not to oversimplify concepts that are inherently complex.

Adapted from *Public Participation in International Waters Management*. 2007. Environmental Law Institute.

No two planning projects are exactly alike, and public participation tools and techniques should be selected to reflect the particular characteristics of each project—the planning process, stakeholders, objectives for public participation, barriers to participation, successes and failures of previous efforts, and so forth. While not everyone will be interested in participating in a planning process, the plan commission should foster an attitude of openness and be creative in selecting methods to encourage as many people as possible to participate.

### Sample Public Participation Plan

The sample public participation plan at the end of this chapter illustrates the public participation process designed for the Ozaukee County Farmland Preservation Plan update. The plan describes why the process is occurring, why people should care, and how they can get involved. A full-length public participation plan is referenced within the document and is available online.

## INVOLVING THE PUBLIC

Encouraging public participation in community meetings is an important commission function. Citizens are more likely to attend meetings that are productive and accomplish objectives stated in the agenda. Commission actions before, during and after the meeting will determine levels of public participation and confidence in commission decisions.

### Before The Meeting

- Choose a date, time and place convenient to the majority of interested citizens. Avoid conflicts with other scheduled local meetings.
- Choose a location with sufficient space, adequate parking and reliable heating, cooling, lighting and audio systems.
- Make arrangements for meeting refreshments, nametags, informational handouts and audio-visual equipment.
- Arrange for presenters and trained facilitators.
- Develop an agenda and meeting materials that clearly state the purpose of the meeting and tasks to be accomplished. Consider starting the meeting with routine items or non-controversial issues to build momentum for decision-making.
- Provide public notice necessary to satisfy legal requirements. Provide additional publicity necessary to assure that those likely to be affected by the policy or decision are aware of the meeting.

### During The Meeting

- Arrive early to make sure that the meeting location is open and arranged to meet your objectives (i.e. presentation, face-to-face discussion, interaction, etc.).
- Help participants feel at ease and encourage their participation by providing nametags, introductions and handouts for all in attendance.
- Call the meeting to order on time.

- Announce the purpose of the meeting and the agenda to those in attendance.
- Describe ground rules for participation (see suggestions below). If the meeting gets off track the chairperson or facilitator can remind participants of the rules.
- Ask questions to stimulate discussion and obtain the information necessary to make decisions.
- Take a break to provide time for informal discussion and refreshments.
- At the end of the meeting, summarize the meeting findings, discussions and any decisions that were made.

#### Ground Rules to Guide Meeting Conduct

Ground rules are guidelines for discussion that participants agree to abide by during a public participation process. Ground rules are meant to create a safe space for all participants. They may be developed by the meeting facilitator, participants, an advisory group, or some combination thereof. Common ground rules include “practice active listening,” “try not to interrupt,” and “respect differing opinions.” Additional ground rules can be found at the following link.

“Sample Ground Rules for D&D Processes.”  
National Coalition for Dialogue and Deliberation.  
December 2008. <http://ncdd.org/rc/item/1505>

### After The Meeting

- Prepare meeting minutes to inform those who were unable to attend. A record of the meeting should include the rationale for decisions which will be helpful in the case of later legal review or policy interpretation.
- Set the date, time, location and agenda for the next meeting.
- Assign tasks for members of the plan commission or staff to complete before the next meeting.

## DOCUMENTING AND EVALUATING THE RESULTS

An often forgotten, yet critical component of public participation is documenting and evaluating the results. Documentation provides a record of public involvement and allows the public to see how their involvement was used in the decision-making process. Evaluation is used to gauge how well the process is working and to adjust as needed. Documentation and evaluation can occur throughout the process—for example, at the end of individual participation activities, following the completion of major stages of the planning process, or at the conclusion of the public participation program. Sample evaluation questions and tools are provided below.

### ▶ Sample Evaluation Questions

**Stakeholder participation** – Have all individuals and groups with a stake in the process and its potential outcomes been given an opportunity to participate in the process? Is participation representative of all viewpoints? Who is not participating? Why?

**Participation techniques** – Were the tools and techniques selected appropriate for the audience and level of participation desired? Are there other techniques that would have worked better? Do people seem satisfied with the opportunities for public participation?

**Program implementation** – Is the program being implemented as planned? What external factors are affecting the process? What could have been done differently or better? What key learning experiences should be transferred to future projects?

**Participation goals** – Did we achieve the goals we established for public participation? Is the public aware of our efforts? Did they gain a greater understanding of local issues and

processes? Did we build trust and develop relationships?

**Influence on decision-making** – Was the information collected from the public useful? Was it used to influence the decision? Did it contribute towards developing more innovative solutions or making a better decision?

**Community impact** – Did the effort result in any changes to local plans, policies, laws or practices? Did it influence individual behaviors? Did it result in any long-term changes to social, economic or environmental conditions? What, if any, are the negative or unintended consequences of participation?

### ▶ Tools for Documentation and Evaluation

- Participant log (e.g. sign in sheet, website counter, etc.)
- Informal discussion with participants
- Comment cards collected at the end of an event
- Staff debriefing following an event
- Interviews with opinion leaders and non-participants
- Telephone or mail survey of a random cross-section of the community
- Content analysis of planning documents or media coverage
- Professional observation and evaluation
- Written case study

### Sample Evaluations

The evaluation components of two public participation plans are contrasted on the next page. The first example focuses on documenting public participation activities. It uses the number of public participation activities as a gauge for success. The second example focuses on how well the process is working. It looks to measures such as task completion, increased participant knowledge, and satisfaction of participants and officials.

### Activity-Based Evaluation Plan

The Public Participation Plan will be reviewed and evaluated at least every four years (more frequently if warranted), and will be amended as necessary. The MPO will determine if all possible resources are being used to involve the public and if those resources are being effectively used. Effectiveness is ultimately determined by how many citizens take the opportunity to make comments or suggestions or that come to public meetings.

The evaluation will consist of examination of the following information:

- Number and list of locations where public notices are posted or published.
- Number and variety of opportunities for public involvement.
- Number of days from public notice announcement to planning activity.
- Number of days for public review and comment.
- Number of local newspaper stories.
- Number of public comments and suggestions.
- Number of citizens at public meetings.
- Number of individuals and groups on mailing list.
- Number of locations where documents are placed for public review (determine if they are centrally located places and the hours that they are open for business).
- Quality of comments received (i.e. whether comments were original comments as opposed to mass produced comments or petitions, and whether they provide a rationale for their position as opposed to merely agreeing or disagreeing with proposed recommendation).

Public Participation Plan, Sheboygan Metropolitan Planning Organization, 2007.

### Process-Based Evaluation Plan

The Marquette County Comprehensive Planning Steering Committee will perform a written evaluation and review of the Citizen Participation Plan on a quarterly basis throughout the planning process:

- Has each task been implemented?
- Are the partnerships still intact and functional?
- Are citizens finding the educational opportunities helpful and appropriate?
- Have citizens increased their level of understanding about various aspects of land use planning?
- Are citizens providing input? If so, what communication method is being utilized the most? If not, why?
- Are County officials satisfied with the steps that are being taken to address citizen participation?
- Do County officials and residents feel that the information gathered is useful?

#### Evaluation methods

- Review of participation documents
- Evaluation forms
- Observations and feedback from key informants
- Personal interviews
- Zoning Committee review
- Web site usage, website feedback and online survey
- Feedback from Land Use Advisory Committee

Marquette County Comprehensive Plan, Citizen Participation Plan, 2002.

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**RECOMMENDED RESOURCES****Public Participation**

*Comprehensive Planning and Citizen Participation.* (G3810). Steven H. Grabow, Mark Hilliker and Joseph Moskal. 2006. 70 pages. Available from UW-Extension Publications at (877) 947-7827 or online: <http://learningstore.uwex.edu/Assets/pdfs/G3810.pdf>.

*Crafting an Effective Plan for Public Participation.* Douglas Miskowiak. 2004. 24 pages. Center for Land Use Education. Available online: [www.uwsp.edu/cnr-ap/clue](http://www.uwsp.edu/cnr-ap/clue).

*The Public Participation Handbook: Making Better Decisions through Citizen Involvement.* James Creighton. 2005. 288 pages. Jossey-Bass. Available from libraries, bookstores and online: [www.planning.org/apastore](http://www.planning.org/apastore).

**Visioning**

*Building Our Future: A Guide to Community Visioning.* (G3708). Gary Green, Anna Haines and Stephen Halebsky. 2000. 276 pages. Available from UW-Extension Publications at (877) 947-7827 or online: <http://learningstore.uwex.edu/Assets/pdfs/G3708.pdf>.

**Meeting Management**

*Successful Public Meetings: A Practical Guide.* 2nd Edition. Elaine Cogan. 2000. 134 pages. APA Planners Press. Available from libraries, bookstores and online: [www.planning.org/apastore](http://www.planning.org/apastore).

**Dispute Resolution**

*Dealing with an Angry Public: The Mutual Gains Approach to Resolving Disputes.* Lawrence Susskind and Patrick Field. 2010. 288 pages. The Free Press. Available from libraries, bookstores and online: [www.planning.org/apastore](http://www.planning.org/apastore).

**Survey Research**

*Designing & Conducting Survey Research.* Louis Rea and Richard Parker. 2005. 283 Pages. Jossey-Bass. Available from libraries, bookstores and online: [www.planning.org/apastore](http://www.planning.org/apastore).

*How to Conduct Your Own Survey.* Priscilla Salant and Don Dillman. 1994. 232 Pages. John Wiley & Sons. Available from libraries, bookstores and online: [www.planning.org/apastore](http://www.planning.org/apastore).

**Professional Assistance***Survey Research Centers*

University of Wisconsin Survey Center – [www.uwsc.wisc.edu](http://www.uwsc.wisc.edu)

UW-River Falls Survey Research Center – [www.uwrf.edu/SurveyResearchCenter](http://www.uwrf.edu/SurveyResearchCenter)

UW-Milwaukee Center for Urban Initiatives & Research – [www.uwm.edu/Dept/CUIR](http://www.uwm.edu/Dept/CUIR)

*Public Participation Organizations*

International Association for Public Participation – [www.iap2.org](http://www.iap2.org)

International Association of Facilitators – [www.iaf-world.org/index.aspx](http://www.iaf-world.org/index.aspx)

Wisconsin Association of Mediators – [www.wamediators.org](http://www.wamediators.org)

**GLOSSARY OF PUBLIC PARTICIPATION TOOLS**

This glossary contains brief descriptions of tools and techniques commonly used for community planning and plan implementation in Wisconsin. Resources are cited at the end of the glossary for those interested in learning more about these or other techniques.

Legend	
Participation Objective:	Awareness, Education, Input, Interaction, Decision-Making
Resource Commitment:	\$ minimal, \$\$ moderate, \$\$\$ high
Time Commitment:	⊕ minimal, ⊕⊕ moderate, ⊕⊕⊕ high
Scope of Participation:	♫ small group, ♫♫ large group

**Direct Mail** Objectives: Awareness, Education \$\$\$ ⊕ ♫♫

Direct mail is used to provide a specific message to a target audience. A mailing can take many forms including a newsletter, postcard, letter, brochure or other promotional or informational piece. This technique works best when you have a simple message and an easily identifiable audience. It can reach a large number of people and requires little time commitment on the part of citizens. Be creative in crafting and delivering your message as it may be easy to overlook in the large volume of mail received by most people. The primary costs involved with this technique include design, printing and mailing.



Photo: Lake Country, BC, 2010

**Mass Media** Objectives: Awareness, Education \$ ⊕ ♫♫

Media campaigns involve the use of local radio, newspaper, and television coverage to generate public awareness on issues, to disseminate specific information, and to influence and reflect public views. Media campaigns should consider the various forms of media available in a community, assess their coverage and credibility, and seek coverage suitable to the task at hand. Some of the more common uses of media include press releases, letters to the editor, media interviews, and public interest stories.



Photo: Jeff Miller, UW-Madison, 2007

## Internet Technologies

Objectives: Awareness, Education, Input



A variety of internet technologies are available to enhance the ability of citizens to participate in local issues. Some of the more common techniques include virtual bulletin boards, web postings of the latest drafts of documents, an email listserv of people interested in the process, and an email address or website where citizens can send comments. If well-timed and well-designed, these techniques can help to keep the public informed about a planning project. They work best to provide resources to the public for review at their own pace and on their own time.

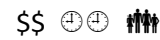
Depending on the availability and use of computers, these techniques can reach a moderate to large number of people. However, they are unlikely to reach populations that are uncomfortable with or do not have access to computers.



Photo: Michael Forster Rothbart, UW-Madison, 2003

## Exhibits and Displays

Objectives: Awareness, Education



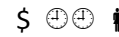
Exhibits and displays can be used to inform the public and stimulate people that might not otherwise participate. They can be set up in publically accessible spaces (i.e. shopping mall, town hall), at community events (i.e. county fair, sporting event), or within the context of other public participation events (i.e. workshop, open house). Exhibits and displays are most effective when staffed by a knowledgeable person able to answer questions or supplemented with a hand-out containing background information and contact information. Displays can often be reused multiple times, thereby reducing costs.



Photo: Michael Forster Rothbart, UW-Madison, 2005

## Field Trip

Objectives: Education, Awareness



Also known as a site visit or walk-through, a field trip is an organized, instructional tour of one or more sites by local officials, staff, consultants, residents and other stakeholders. Sites may be selected to illustrate specific project conditions, design concepts, or local issues and concerns. Observational analysis may be used to record the main features of the site, both successful and unsuccessful. Visual documentation, such as photographs, annotated sketches, and plans can provide an instrument for ongoing discussion and monitoring. Field trips are an excellent tool for developing a common understanding of an issue and initiating group discussion, particularly when followed by a meeting or workshop.



Photo: Stephanie Judge, UW-Madison, 2000

Visual Simulation

Objectives: Education, Awareness, Input

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Visual simulation techniques are used to present information in clear and easily understood formats such as maps, pictures and displays. The results can be simple or complex and include interactive maps and graphs, artist's drawings, photo-simulations, three-dimensional renderings, and animations such as walk-throughs, drive-throughs and fly-throughs. Visualization techniques can be used to simulate proposed changes to an existing situation or to analyze the effects of a range of future planning scenarios. Visualization techniques can take advantage of common hardware and software or utilize more advanced techniques such as GIS, CAD, photogrammetry, and specialized planning applications. The use of visual simulation can serve to inform, educate and interest the public in local planning decisions. It can also stimulate discussion and help citizens make more informed decisions.



Photo: Jeff Miller, UW-Madison, 2007

Educational Programs

Objectives: Education, Awareness

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Educational programs are conducted to improve public understanding of an issue, to present technical information in an easily understood format, and to improve communication between citizens and decision-makers. Education may be conducted formally through seminars, workshops or lectures, or less formally through simulation games, brown-bag lunches, publications or audiovisual materials. When held in concert with other public participation techniques, education can help citizens feel less intimidated and more likely to express their views, especially when they differ from those of professionals or other participants.



Photo: Jeff Miller, UW-Madison, 2009

Public Meeting

Objectives: Input, Interaction, Education

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The term *public meeting* is used as an umbrella descriptor for all types of meetings, including town-hall style discussions, educational forums, open houses, workshops and public hearings. Public meetings can be used to disseminate information, provide a setting for public discussion, and get feedback from the community. Meetings may differ in terms of size, composition, audience, format or purpose. In general, they should follow a set agenda and be facilitated or chaired by a designated person. Minutes should be kept to record discussion items and decisions.



Photo: Jeff Miller, UW-Madison, 2007





**Take a Closer Look:  
Wisconsin's Open Meeting Law**

In Wisconsin, all meetings of government bodies, including the plan commission are subject to the Open Meetings Law. The law requires that meetings are open and accessible to the public and that advance notice of meetings is provided. The notice should cite the time, date, place and subject matter of the meeting in sufficient detail to apprise members of the public of the content of the meeting. The notice should be posted in at least 3 public places at least 24 hours in advance of the meeting. It must also be provided to the official newspaper and to news media that have requested it. In some cases, additional timing or publication requirements may apply. For more information on Wisconsin's Open Meetings Law, please refer to Chapter 2.

**Public Hearing**

Objective: Input



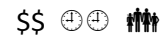
A public hearing is a specific type of meeting usually conducted in response to a statutory, ordinance or administrative requirement. The primary purpose of a public hearing is to provide the public with an opportunity to provide input on a pending application, petition or policy proposal. A public hearing is usually conducted in a much more formal manner than other public meetings. It must incorporate a public comment period during which participants may submit oral or written testimony. All proceedings become part of a public record that is available for review. To make the most out of public hearings, it can be helpful to hold a public informational session prior to the hearing, present a summary of the issue at the beginning of the hearing, allow time for questions and answers, and provide a break so that participants can absorb the information presented at the hearing and reflect on their reactions prior to providing input.



Photo: Bryce Richter, UW-Madison, 2011

**Open House**

Objectives: Awareness, Education, Input



An open house provides an informal meeting setting for citizens to interact with local planning officials and learn about an issue or proposal. An open house is usually held for an extended period of time with an open invitation for citizens to drop by at their convenience. A common element of many open houses is a series of educational or informational displays. Displays should be staffed by people who are knowledgeable about the issue and able to answer questions. Citizens may be able to provide feedback directly to staff or through another mechanism such as a comment card or survey. If well-advertised and held in a central location, an open house has the potential to reach a moderate to large number of people.



Photo: Jeff Miller, UW-Madison, 2008

## Workshop / Charrette

Objectives: Input, Interaction, Education

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A workshop is an interactive meeting format in which participants work in small groups to perform an assigned task. Workshops may be open to all community members or limited to invited participants from key stakeholder groups. Simple tasks may require only one workshop, while large, complex or controversial tasks may justify a series of workshops. The ultimate goal may be the development of a shared vision, analysis of alternative scenarios, generation of design concepts, or completion of other community planning tasks.



Photo: International Association for Public Participation (IAP2)

Workshops often require a significant time commitment from participants and facilitators, but usually result in tangible work products. A charrette is an intensive multi-day workshop that focuses on producing a community design solution.



### Take a Closer Look: Fostering Community Dialogue

Meetings, workshops and educational programs often incorporate a number of small and large group processes. Following are some techniques that can be used on their own or within one of these settings to foster community dialogue and deliberation.

#### World Café

A World Café enable groups of people to participate together in evolving rounds of dialogue with three or four others while remaining part of a single, larger, connected conversation. Small, intimate conversations link and build on each other as people move between groups, cross-pollinate ideas and discover new insights into questions or issues that really matter to them.

[www.theworldcafe.com/tools.html](http://www.theworldcafe.com/tools.html)

#### Open Space Technology

Open Space Technology is a self-organizing practice that invites people to describe topics they are passionate about and participate in activities or discussions based on those topics. This technique encourages participants to learn from one another, fosters leadership, and inspires creativity.

[www.openspaceworld.org](http://www.openspaceworld.org)

#### Appreciative Inquiry

Appreciative Inquiry involves the art and practice of asking questions. It encourages participants to discover the best aspects of their communities, dream about what could be, and design a desired future. <http://appreciativeinquiry.case.edu>

#### Study Circle

Study Circles consist of small groups of people that agree to meet several times to explore a topic of interest, address community issues, or work together on a public problem. Study circles bring together people of differing incomes, races, ages and political viewpoints to effect social, political or policy change. [www.cpn.org/tools/manuals/Community/studycircles1.html](http://www.cpn.org/tools/manuals/Community/studycircles1.html)

**Opinion Survey**

Objective: Input

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A survey is systematic tool for determining the views and opinions of community members on a particular topic. If given to a large enough sample size, the results are considered indicative of the larger community. A survey may take the form of a written questionnaire or structured interview and may be administered in person, by phone, or by electronic media. It can be used to collect both quantitative and qualitative data. In some instances, it can also be used to generate interest and involvement in a project. Costs will vary based on the media chosen and the ability of in-house staff to design, administer, tabulate and present the results. While surveys provide an objective basis for planning and future action, they may overlook important citizen concerns unknown to those designing the survey.



Photo: Jeff Miller, UW-Madison, 2007

**Focus Group**

Objective: Input

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Focus groups are conducted with small groups of participants that are selected either randomly or to represent a particular segment of a community. Participants are presented with ideas or proposals, after which they are asked for their reactions to what they have heard. Focus groups are very useful for uncovering issues and concerns, understanding the values, beliefs and attitudes that underlie positions, testing degrees of difference or consensus, and identifying the language that people use to talk about an issue. Because focus groups do not have statistical validity they are not helpful in predicting the number of people in the larger community that will take a particular position. Focus group selection and facilitation requires a trained facilitator.



Photo: Vernon Research Group

**Citizen Advisory Committee**

Objective: Input, Interaction

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A citizen advisory committee is a small group of people (usually less than twenty-five) selected to represent various interests, points of view, or expertise in a community. Advisory committees are often charged with helping to update a comprehensive plan, review significant policy proposals, or study issues in-depth. They bring time, energy, expertise and perspective that may not be available elsewhere. They can also help to provide a degree of political insulation for elected and appointed officials. Serving on a committee takes a considerable amount of time. Therefore, local

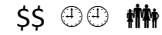


Photo: Ozaukee County Comprehensive Plan Citizen Advisory Committee

officials should be careful to make the best use of members' time and to absolve the committee once its purpose has been fulfilled. Advisory committees work best when the government is genuinely willing to partner with citizens in the planning process.

### Referendum

Objectives: Input, Decision-Making



A referendum is a form of direct democracy in which citizens provide a vote for or against a particular decision. There are two types of referenda: With a binding referendum, citizens make policy decisions by a simple majority vote without the advice or consent of the local government. With an advisory referendum, citizens advise the governing body on a policy decision, but the governing body makes the final decision. A referendum works best when the government faces an “either-or” decision. Highly complex or technical issues are better served by other methods. Given the high-profile nature of a referendum, it has the potential to engage a relatively large number of participants.

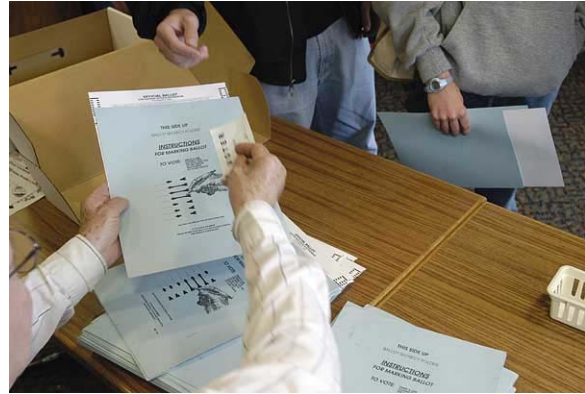


Photo: Michael Forster Rothbart, UW-Madison, 2004

### References and Additional Resources

- International Association for Public Participation: [www.iap2.org](http://www.iap2.org). Provides practitioner tools including a public participation spectrum and toolbox.
- Community Toolbox. National Park Service, Northeast Region Philadelphia Office: [www.nps.gov/nero/rtcatoolbox/index\\_comtoolbox.htm](http://www.nps.gov/nero/rtcatoolbox/index_comtoolbox.htm). Provides an index of public participation tools organized by function.
- Public Involvement Techniques for Transportation Decision-Making. 1996. U.S. Department of Transportation: [www.fhwa.dot.gov/reports/pittd/contents.htm](http://www.fhwa.dot.gov/reports/pittd/contents.htm). Provides an index of public participation tools organized by function.
- CommunityPlanning.Net: [www.communityplanning.net/methods/methods.php](http://www.communityplanning.net/methods/methods.php). Provides a toolbox of public participation methods, helpful forms and checklists, and other resources.



# Public Participation Plan for the Ozaukee County Farmland Preservation Plan

## WHY DOES OZAUKEE COUNTY NEED A FARMLAND PRESERVATION PLAN?

In 2009, the State of Wisconsin passed the Working Lands Initiative Legislation, which completely overhauled the State's farmland preservation program.

According to Chapter 91 of WI State Statutes, one of the requirements of the legislation is that *all counties must complete a farmland preservation plan*. Ozaukee County must complete its plan by the end of 2011. The plan will help the County develop strategies for balancing growth with agricultural land preservation.

## WHY SHOULD WE BE CONCERNED WITH THE PRESERVATION OF AGRICULTURE AND FARMLAND?

The Ozaukee County population continues to grow. Over the past 20 years, the County population grew by almost 19%, from 72,831 residents in 1990 to 86,395 residents in 2010. It will be important to provide *food for the growing population*.

Farming produces food. Agriculture also *contributes to the economy* of Ozaukee County. In 2002, Ozaukee County farms combined to produce agricultural products with a market value of over \$38 million.

Additionally, 57% of respondents to the 2010 Countywide Public Opinion Survey indicated that *preservation of rural and small town character* should be a future priority for the County.

## What is a Public Participation Plan?

The public participation plan for the Ozaukee County Farmland Preservation Plan is intended to serve two purposes. First, it will help answer the most basic planning questions, "What do the citizens, agricultural producers, and landowners of Ozaukee County want their County to look like?" An effective way to identify public values within the County is to provide opportunities for public involvement throughout any planning process.

Second, this public participation plan is intended to actively engage Ozaukee County residents, agricultural producers, landowners, business owners, and interest groups in shaping the future of farmland preservation and the agriculture industry in Ozaukee County. This is based on the premise, "Tell me, I forget. Show me, I remember. Involve me, I understand."

The public participation plan for the Farmland Preservation Plan must be consistent with the public participation plan developed for the Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035. To view that public participation plan, please visit: [www.co.ozaukee.wi.us/SmartGrowth/PublicParticipation.htm](http://www.co.ozaukee.wi.us/SmartGrowth/PublicParticipation.htm)

## How Can I Participate in the Planning Process?

Ongoing efforts to involve the public are proposed to take place throughout the farmland preservation planning process and include:

- Planning materials at the County Planning & Parks Department, located in the Ozaukee County Administration Center, 121 W. Main Street, Port Washington
- Press releases
- Presentations to special interest and community groups
- Meetings with local governments including plan commissions, town boards, common councils etc.
- Display booths at public events including Breakfast on the Farm and the Ozaukee County Fair
- Notice to non-metallic mining operators during the amendment to the Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035
- Meetings of the Ozaukee County Land Preservation Board (LPB)
- Meetings of the Ozaukee County Comprehensive Planning Board (CPB)
- Meetings of the Ozaukee County Farmland Preservation Plan Citizen Advisory Committee (FPP CAC)
- Multiple public forums and informational meetings on the planning process, plan inventory, and plan recommendations
- Ongoing collection of public comments through phone calls, email, or mail
- The Ozaukee County Planning & Parks Department website

For additional information on the Ozaukee County Farmland Preservation Plan, please visit our website:

[www.co.ozaukee.wi.us/PlanningParks/PlanningParks\\_Planning.asp](http://www.co.ozaukee.wi.us/PlanningParks/PlanningParks_Planning.asp)

## Ozaukee County Farmland Preservation Plan Public Participation Plan

### Public Involvement Opportunities

#### Working Lands Initiative Information Meetings: March and April 2010

Three Working Lands Initiative Information Meetings will be held in March and April 2010. The first meeting, to be held jointly with Washington County on March 25, 2010 at Riveredge Nature Center, will be targeted toward local government elected officials and staff of Ozaukee and Washington Counties. The second meeting, to be held on April 1, 2010 at the Saukville Town Hall, will be targeted toward Ozaukee County agricultural producers and landowners. The last meeting, a First Friday Forum to be held on April 2, 2010 at the Ozaukee County Administration Center in Port Washington, will be geared toward the general public. Attendees will have the opportunity to learn about the State's new Working Lands Initiative legislation, Ozaukee County's timeline for completing its Farmland Preservation Plan, and an example of a successful land preservation effort from Dakota County, Minnesota. Each of these meetings will feature presentations by staff from the Ozaukee County Planning & Parks Department and UW-Extension. Representatives from the Wisconsin Department of Agriculture, Trade & Consumer Protection (DATCP) and a speaker from Dakota County will also present at select meetings.

#### Kickoff Meetings: September 2010

Two Ozaukee County Farmland Preservation Plan Kickoff Meetings will be held on September 27 and 29, 2010. The meetings will be held at two different locations in the County, the first at the Fredonia Village/Town Hall, and the second at the Ozaukee County Administration Center in Port Washington. Attendees of the kick-off meetings will learn more about the State's Working Lands Initiative, including planning, tax credits, PACE, and AEAs, and the Ozaukee County Farmland Preservation Plan timeline, process, and public participation opportunities. Staff from the Ozaukee County Planning & Parks Department, UW-Extension, the Southeastern Wisconsin Regional Planning Commission, and the Department of Agriculture, Trade & Consumer Protection (DATCP) will give presentations and be on hand to answer questions.

#### Countywide Public Opinion Survey: September 2010

A Countywide public opinion survey on farmland preservation and natural resources issues will be prepared in summer 2010. The mail-out survey will be administered to a statistically significant sample of the Ozaukee County population in September 2010. The full survey report, to be prepared by UW-River Falls Survey Research Center, will be available in December 2010. The survey is funded in part by Department of Agriculture, Trade & Consumer Protection (DATCP) Farmland Preservation Planning Grant.

#### Farmland Preservation Plan Citizen Advisory Committee: January-December 2011, monthly

The Ozaukee County Farmland Preservation Plan Citizen Advisory Committee (FPP CAC) will be comprised of 16 local government representatives (one from each municipality in the County) and 16 at-large citizen appointments. The FPP CAC is tasked with reviewing Plan chapters, including developing inventory recommendations and strategies for preserving farmland and agriculture in Ozaukee County. Members of the public are invited to attend meetings of the FPP CAC. The FPP CAC typically meets the fourth Tuesday of the month from 4:30-6:30 PM in the Ozaukee County Administration Center Auditorium in Port Washington. Please check the County website at [www.co.ozaukee.wi.us/Agenda/](http://www.co.ozaukee.wi.us/Agenda/) for the most FPP CAC current meeting date, time, location and agenda.

#### Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analyses: March and April 2011

The Farmland Preservation Plan Citizen Advisory Committee (FPP CAC), Land Preservation Board (LPB), and Comprehensive Planning Board (CPB), will all have the opportunity to participate in a strengths, weaknesses, opportunities, and threats (SWOT) analysis relating the farmland preservation and agriculture in Ozaukee County to be held on March 29, April 14, and April 20, 2011 respectively. The results of all three SWOT analyses will be taken into account during the FPP CAC efforts to develop the Farmland Preservation Plan vision statement and recommendations and the LPB and CPB efforts to refine those recommendations.



## Ozaukee County Farmland Preservation Plan Public Participation Plan

### Public Involvement Opportunities Continued...

#### Agricultural Stakeholder Focus Groups: April 2011

In April 2011, the Ozaukee County Planning & Parks Department and UW-Extension will be hosting focus groups for anyone engaged in farming and agriculture in Ozaukee County. These focus groups will be targeted both toward traditional production agriculture and niche farming. This will be one of the primary opportunities for the County's agricultural community to share their thoughts on farmland preservation efforts and the future of agriculture in Ozaukee County. The first focus group will be held at the Hawthorne Hills Golf Course Club House in Saukville on April 19, 2011 and the second focus group will be held at the Ozaukee County Administration Center Auditorium in Port Washington on April 20, 2011.

#### Town of Dunn Tour: May 2011

On May 13, 2011, the Land Conservation Partnership for Ozaukee County (LCP OZ) and the Gathering Waters Conservancy will sponsor a tour of the Town of Dunn, located in Dane County. The Town has a successful purchase of development rights (PDR) program that has preserved vast tracts of quality agricultural land close to the City of Madison. LCPOZ, FPP CAC, LPB, CPB, and other County Board members will be invited to attend the tour to learn more about the Town of Dunn's land preservation efforts.

#### Countywide Public Information Meetings: August/September and October/November 2011

The County will hold public information meetings in August/September to share the Farmland Preservation Plan inventory and the results of the Countywide public opinion survey. The County will then hold public information meeting in October/November to share the recommendations of the Ozaukee County Farmland Preservation Plan. Times, dates, and locations to be determined. The public will have the opportunity to both learn about and comment on the Plan at these meetings.

#### First Friday Forum: Fall 2011

In fall 2011, the Ozaukee County Farmland Preservation Plan will be the primary topic of discussion at a First Friday Forum. The First Friday Forum series, which is typically hosted at the Milwaukee Area Technical College (MATC)-Mequon Campus, features timely presentations and discussions on current public policy issues. This Forum will be an opportunity for members of the public to learn more about the inventory, projections, and recommendations of the Ozaukee County Farmland Preservation Plan and their impacts on the future of farming and agriculture in Ozaukee County.

#### County Plan Public Hearing: Winter 2011

The County will host a public hearing on the Ozaukee County Farmland Preservation Plan prior to County Board adoption of the Plan and the FPP as an amendment to the Multi-Jurisdictional Comprehensive Plan for Ozaukee County: 2035. The public will have the opportunity to comment on the Farmland Preservation Plan during this public hearing. Time, date, and location to be determined.

#### Public Comments: Ongoing

Public comments regarding the Ozaukee County Farmland Preservation Plan will be accepted throughout the entire process by:

- 1.) Calling Nicole Sidoff at 262.284.8289
- 2.) Emailing comments to [nsidoff@co.ozaukee.wi.us](mailto:nsidoff@co.ozaukee.wi.us)
- 3.) Mailing written comments to:
  - Nicole Sidoff
  - UW-Extension
  - PO Box 994
  - Port Washington, WI 53074
- 4.) Visiting the Ozaukee County Farmland Preservation Plan website at: [www.co.ozaukee.wi.us/PlanningParks/PlanningParks\\_Planning.asp](http://www.co.ozaukee.wi.us/PlanningParks/PlanningParks_Planning.asp)



Overview of Public Involvement Opportunities			
Year	Month	Public Involvement Opportunity	Target Audience
2010	March/April	Working Lands Initiative Meetings	Elected officials, farmers, general public
2010	September	Kickoff Meetings	Farmers, general public
2010	September	Countywide Public Opinion Survey	General public
2011	March/April	SWOT Analyses	FPP CAC, LPB, CPB, general public
2011	April	Agriculture Focus Groups	Agricultural producers
2011	May	Town of Dunn Tour	LCPOZ, FPP CAC, CPB, & LPB members
2011	Aug./Nov.	Public Information Meetings	General public
2011	Fall	First Friday Forum	General public, elected officials
2011/2012	Winter	Public Hearing	General public
Ongoing	Ongoing	Public Comment	General public
2011	Monthly	FPP Citizen Advisory Committee (FPP CAC)	FPP CAC members, general public
Ongoing	Bi-Monthly	Comprehensive Planning Board (CPB) & Land Preservation Board (LPB) meetings	CPB & LPB members, general public

The general public is encouraged to participate in all public involvement opportunities and to attend all meetings related to preparation of the Ozaukee County Farmland Preservation Plan.

Prepared By:



For Additional Information:

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 121 W. Main Street, PO Box 994 Fax: 262.284.8269  
 Port Washington, WI 53074 Email: astruck@co.ozaukee.wi.us  
[www.co.ozaukee.wi.us/PlanningParks/PlanningParks\\_Planning.asp](http://www.co.ozaukee.wi.us/PlanningParks/PlanningParks_Planning.asp)

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 Ozaukee County Administration Center Fax: 262.284.8100  
 121 W. Main Street, PO Box 944 Email: nsidoff@co.ozaukee.wi.us  
 Port Washington, WI 53074

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 Southeastern WI Regional Planning Commission Fax: 262.547.1103  
 PO Box 1607 Email: rkania@sewrpc.org  
 Waukesha, WI 53187



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## **PUBLIC PARTICIPATION WORKSHEETS**

The worksheets at the end of this chapter can be used by communities looking to develop, implement or evaluate a public participation program. Each worksheet can also be downloaded in Microsoft Word format from the Center for Land Use Education website:

[www.uwsp.edu/cnr-ap/clue/Pages/publications-resources/PlanCommissions.aspx](http://www.uwsp.edu/cnr-ap/clue/Pages/publications-resources/PlanCommissions.aspx)



### **Worksheet 1: Stakeholder Identification**

Use this worksheet and the accompanying exercise to identify stakeholders to include in the planning process.



### **Worksheet 2: Stakeholder Analysis**

Use this worksheet and the accompanying exercise to analyze important stakeholder characteristics such as power, influence and support.



### **Worksheet 3: Public Participation Strategy**

Use this worksheet to develop a strategy for public participation, including methods, timing and audience.



### **Worksheet 4: Barriers to Participation**

Use this worksheet to refine the public participation strategy by identifying barriers to participation and potential solutions.



### **Worksheet 5: Communication Strategy**

Use this worksheet to develop a communication strategy for public participation, including key information to relay to the public and preferred techniques.



### **Worksheet 6: Event Logistics**

Use this worksheet to plan for individual public participation events, including facility, room setup and equipment needs.



### **Worksheet 7: Event Debrief**

Use this worksheet to evaluate the strengths and weaknesses of individual public participation events and transfer lessons to future activities.



### **Worksheet 8: Documentation and Evaluation**

Use this worksheet to document resources invested in public participation and evaluate the program's overall success.

## Worksheet 1: Stakeholder Identification

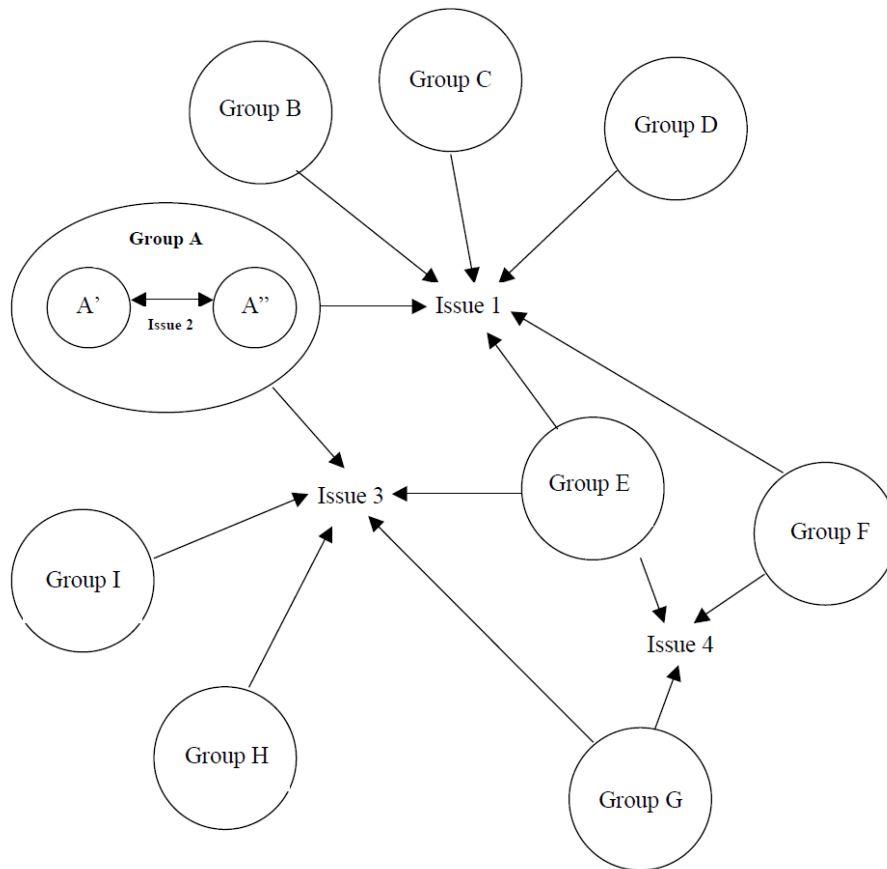
Use this worksheet and the accompanying exercise to identify stakeholders to include in the planning process.

- Instructions:
- 1) Identify the broad topic or specific issues to be addressed by planning.
  - 2) Identify types of stakeholders potentially interested in or affected by the issue.
  - 3) Identify specific individuals or groups that should be involved.

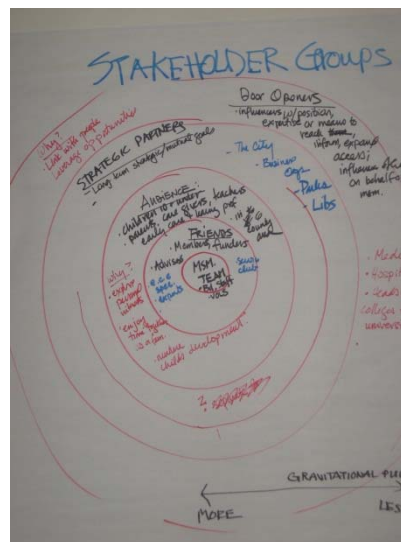
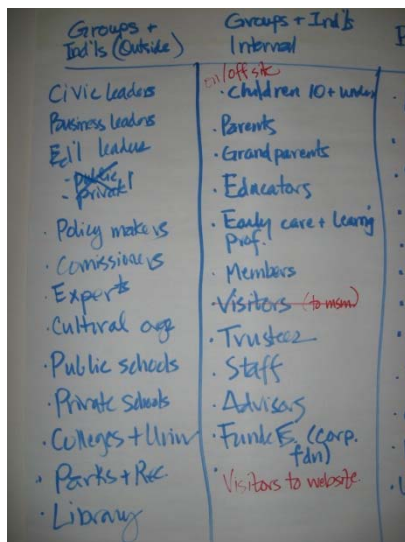
Identify Potential Stakeholders	Identify Potential Issues				
	<i>Example</i> Transportation	Economic Development	Housing	Agriculture	Natural Resources
<p><i>Example</i></p> <p>Local Government</p> <ul style="list-style-type: none"> <li>▪ Elected officials</li> <li>▪ Local departments</li> <li>▪ Regional government</li> <li>▪ State government</li> <li>▪ Federal government</li> <li>▪ Quasi-public agencies</li> </ul>	<p>Public works</p> <p>Highway dept</p> <p>Planning dept</p> <p>RPC / Metro planning org</p> <p>DOT</p>	<p>Community development</p> <p>Econ dev corporation</p> <p>Chamber of commerce</p> <p>WEDC</p>	<p>Housing authority</p> <p>WHEDA</p> <p>HUD</p>	<p>Land and water conservation</p> <p>Extension</p> <p>DATCP</p>	<p>Parks and recreation</p> <p>Land and water conservation</p> <p>DNR</p>
<p>Community Members</p> <ul style="list-style-type: none"> <li>▪ Age</li> <li>▪ Gender</li> <li>▪ Race/ethnicity</li> <li>▪ Income/employment</li> <li>▪ Housing status</li> <li>▪ Familial status</li> <li>▪ Geographic location</li> <li>▪ Political view</li> <li>▪ Opinion leaders</li> </ul>					
<p>Organizations</p> <ul style="list-style-type: none"> <li>▪ Civic</li> <li>▪ Cultural</li> <li>▪ Religious</li> <li>▪ Business</li> <li>▪ Geographic</li> <li>▪ Special Interest</li> </ul>					
<p>Private Sector</p> <ul style="list-style-type: none"> <li>▪ Health</li> <li>▪ Education</li> <li>▪ Business</li> <li>▪ Retail/services</li> <li>▪ Manufacturing</li> <li>▪ Construction</li> <li>▪ Agriculture</li> <li>▪ Forestry</li> <li>▪ Other</li> </ul>					

## Exercise 1: Stakeholder Relationship Mapping

Use the following space or a large sheet of paper to identify stakeholders and their relationships to local planning issues and/or each other. If desired, make notes directly on the paper or use different symbols or lines to identify important relationships (i.e. common interests, influence, etc.). This type of exercise is useful for identifying stakeholders, brainstorming potential issues, and uncovering hidden relationships.



### Examples:

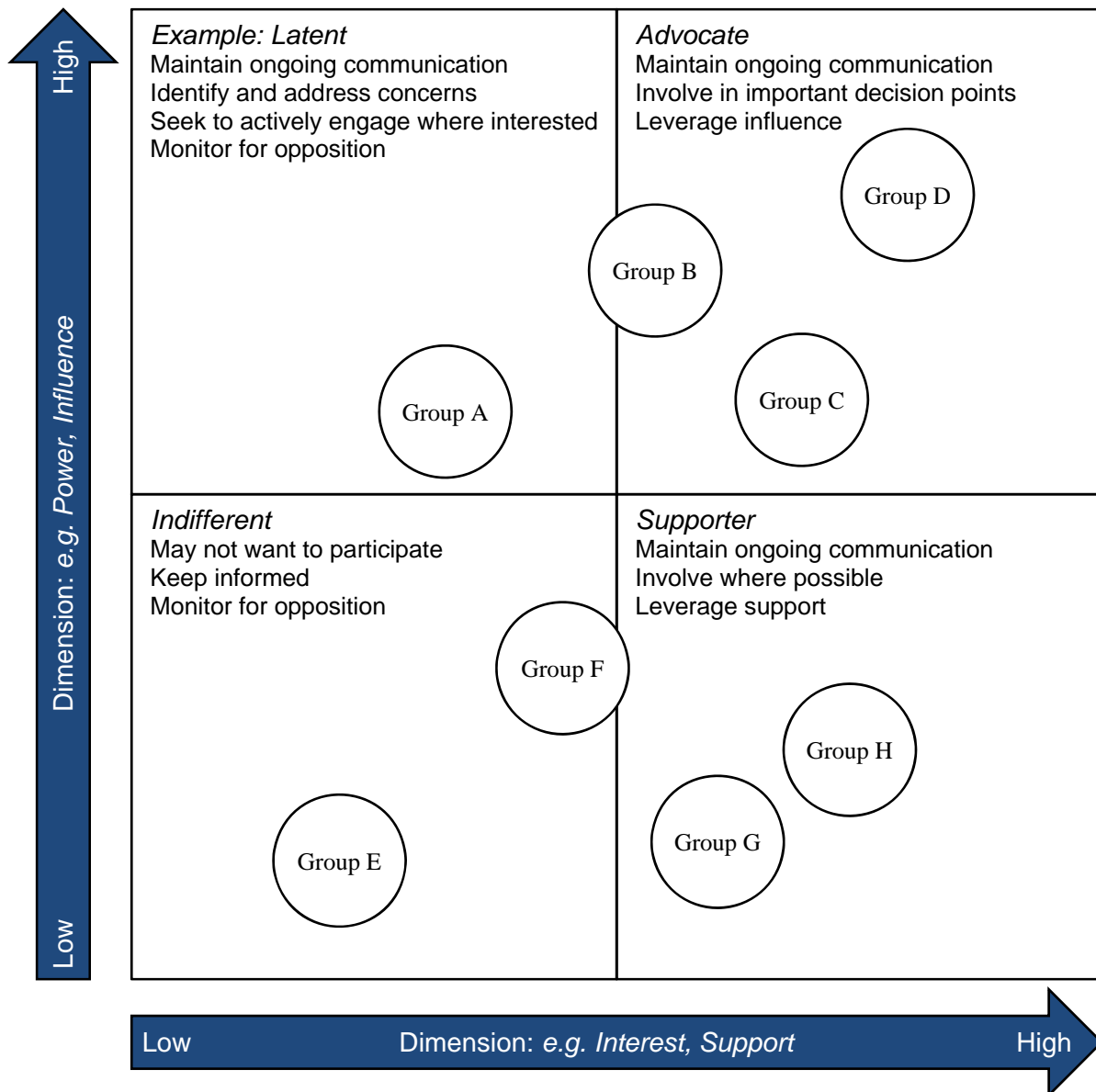


Graphic from Bryson, 2004 and Bryant, 2003. Photos 1 and 2 from Stakeholder Analysis, Museum Notes Blog, February 7, 2011. Photo 3 from Stakeholder Interests, Sustainable Sanitation and Water Management, 2010.



## Exercise 2: Stakeholder Analysis Matrix

Use the following space or a large sheet of paper to identify and classify stakeholders according to selected dimensions. Represent one stakeholder dimension along each axis. If desired, use different symbols, colors, sizes or lines to represent a third dimension (i.e. size of symbol = degree of influence). Begin to make note of potential strategies to involve each group. This type of exercise is useful for analyzing how stakeholders relate to an issue or process, and identifying methods to engage stakeholders.



### Stakeholder Dimensions:

**Power:** the power a stakeholder has over the decision

**Influence:** the ability of a stakeholder to influence other stakeholders

**Impact:** the degree to which the decision will impact each stakeholder

**Interest:** the perceived level of interest that each stakeholder has in the decision

**Support:** the degree to which a stakeholder supports or opposes the project

**Resources:** the level of resources a stakeholder is able to bring to the process

**Knowledge:** the level of knowledge a stakeholder has about the project

Adapted from *Tools for Institutional, Political and Social Analysis of Policy Reform: Annex*. 2007. The World Bank.

### Worksheet 3: Public Participation Strategy

Use this worksheet to develop a strategy for public participation, including methods, timing and audience.

- Instructions:
- 1) Identify tasks to complete during each major step of the planning process.
  - 2) Identify objectives for public participation at various points in the process.
  - 3) Identify tools and stakeholders appropriate for each task.

Identify Planning Tasks	Identify Participation Strategy				
<i>Example</i>	Awareness	Education	Input	Interaction	Decision
Data Collection and Analysis	✓	✓	✓		
1. Identify data and information needs			Plan commission		
2. Gather spatial and technical data					
3. Verify data for accuracy			Data review committee of citizen/experts		
4. Analyze data for patterns and trends					
5. Disseminate information	Press release targeting general public	Kickoff mtg. targeting general public			
Issue Identification					
1.					
2.					
3.					
Goal and Objective Formulation					
1.					
2.					
3.					
Strategy Formulation					
1.					
2.					
3.					
Plan Review and Approval					
1.					
2.					
3.					

Adapted from *Crafting an Effective Plan for Public Participation*, Miskowiak, 2004. Center for Land Use Education.



## Worksheet 5: Communication Strategy

Use this worksheet to develop a communication strategy for public participation, including key information to relay to the public and preferred techniques.

Event: \_\_\_\_\_

Participation objective: \_\_\_\_\_

Target audience: \_\_\_\_\_

Date: \_\_\_\_\_ Time: \_\_\_\_\_

Key Information	Responsible party	Target completion
Identify the key information you will relay to the public.		

Technical Information	Responsible party	Target completion
Identify technical and background information needed to ensure meaningful participation.		

Communication Techniques	Responsible party	Target completion
Identify techniques to communicate with the public.		

- Public notice (posting, newspaper, etc.)
- Mass media (press release, letter to the editor, interview, etc.)
- Internet (email, calendar of events, Facebook, etc.)
- Print (postcard, factsheet, handout, etc.)
- Display (poster, map, photos, scale model, etc.)
- Audiovisual (PowerPoint presentation, video, etc.)
- Other:



## Worksheet 6: Event Logistics

Use this worksheet to plan for individual public participation events, including facility, room setup and equipment needs.

Event: \_\_\_\_\_

Participation objective: \_\_\_\_\_

Target audience: \_\_\_\_\_

Date: \_\_\_\_\_ Time: \_\_\_\_\_

Facility	Responsible party	Target completion

Name: \_\_\_\_\_

Location: \_\_\_\_\_

Contact person: \_\_\_\_\_

Phone: \_\_\_\_\_ Email: \_\_\_\_\_

Rental fee: \_\_\_\_\_ Capacity: \_\_\_\_\_

Features:  Adequate parking  Restrooms  Handicap accessible  Other: \_\_\_\_\_

Equipment	Responsible party	Target completion

- Directional signage
- Name tags
- Sign-in sheet
- Presentation materials (maps, posters, PowerPoint presentation, etc.)
- Facilitation materials (flipchart, markers, paper, pens, post-it notes, sticky dots, etc.)
- A/V equipment (laptop, projector, screen, cart, extension cord, microphone, speakers, etc.)
- Refreshments (food, beverages, serving ware, tablecloth, waste/recycling, etc.)
- Handouts
- Evaluation forms

Room Setup	Responsible party	Target completion

- Tables: (registration, refreshments, handouts, displays, etc.)
- Chairs:
- Other:
- Room arrangement:

The physical arrangement of a room sets the tone for public participation. Use the following diagrams to select an arrangement that is appropriate for the intended event. Consider the number of participants, level of interaction and meeting goals.

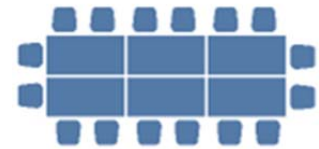
**Circle**

A plain circle of chairs is useful when the full involvement of each individual is required. This arrangement encourages discussion and interaction among peers and downplays the role of the leader. Use of audiovisuals or a flip chart may be difficult. If needed, tables can be used to remove the sense of vulnerability some participants may experience. Ideal for up to 20 participants.



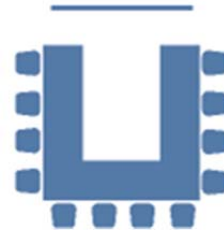
**Conference Table**

Ideal for small groups where close interaction and a lot of discussion are expected. Sharing a single table creates unity but may also suggest formality or hierarchy. Most effective with groups of 6-15 where participants can see and hear each other easily. If the group gets too large, people at the far end of the table may feel left out and form a separate group. Participants may need to move their chairs to properly view a presentation.



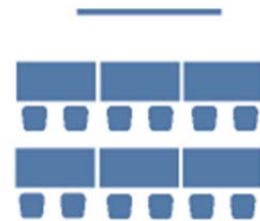
**U-Shape**

Popular set-up for groups where close interaction or collaboration is necessary. Gives participants a sense that they are equal in status. Group size should be limited to about 20 people so that participants can easily see and hear each other. Front area can be used for audiovisuals and center area for simulations or role plays. A table could be added to the front of this arrangement to create additional seating, but may limit functionality.



**Classroom**

A classroom-style setup provides a work surface for note taking and reference materials. It is ideal for one-way communication such as audiovisual presentations and lecture style programs. Though not ideal, participants can also break out into small groups at their tables or turn to the table behind them. Visibility and group interaction can be enhanced by arranging furniture in a semi-circle. Sound amplification may be needed in larger rooms.



**Banquet**

Ideal for small group discussion and project work within a larger group setting. Participants are seated at round or small rectangular tables. To maximize visibility, tables can be arranged in a semi-circle and seating limited to one side of the table. Small groups can easily return to the large group to focus on a speaker or audiovisual presentation. Sound amplification may be needed in larger rooms. A meal can be easily incorporated into this setup.



**Theater**

Ideal for one-way communication to large groups. Examples include audiovisual presentations and lecture style programs. Visibility can be enhanced by providing tiered seating or by placing chairs in a semi-circle. Note taking is cumbersome without tables. Sound amplification may be needed in larger rooms. Microphones placed throughout the room can be less intimidating than requiring speakers to come to the front of the room to provide input.



## Worksheet 7: Event Debrief

Use this worksheet to evaluate the strengths and weaknesses of individual public participation events and transfer lessons to future activities.

Event: \_\_\_\_\_

Participation objective: \_\_\_\_\_

Target audience: \_\_\_\_\_

Date: \_\_\_\_\_ Time: \_\_\_\_\_

### Strengths

What worked well? (timing, location, venue, activities, etc.)

- For specific audiences
- To achieve specific objectives

### Weaknesses

What could have been improved?

- Barriers to participation
- Unanticipated events

### Lessons Learned

What key learning experiences should be transferred to future events?

## Worksheet 8: Documentation and Evaluation

Use this worksheet to document resources invested in the public participation program and evaluate its overall success.

### Inputs: Document and evaluate resources invested in public participation

Resources	Evaluation Questions	Evaluation Results
<p><i>Example</i></p> <ul style="list-style-type: none"><li>• Time</li><li>• Money</li><li>• Equipment</li><li>• Technology</li><li>• Staff</li><li>• Volunteers</li><li>• Partners</li></ul>	<ul style="list-style-type: none"><li>• Were sufficient resources allocated to the public participation program? What else was needed?</li><li>• Did the results justify the costs?</li></ul>	

### Outputs: Document and evaluate public participation activities and involvement

Activities	Evaluation Questions	Evaluation Results
<ul style="list-style-type: none"><li>• Notices</li><li>• Educational materials</li><li>• Meetings</li><li>• Small group activities</li></ul>	<ul style="list-style-type: none"><li>• Were there a range of opportunities to participate, both in-person and remotely?</li><li>• Were the locations convenient and accessible?</li><li>• Was the information distributed clear and easy to understand? Was it timely?</li></ul>	
<p><b>Involvement</b></p> <ul style="list-style-type: none"><li>• Number of participants</li><li>• Diversity of participants</li><li>• Attainment of objectives</li><li>• Quality of input</li><li>• Public satisfaction</li></ul>		

Outcomes: Document and evaluate short, medium and long-term results of public participation

Short-term results	Evaluation Questions	Evaluation Results
<ul style="list-style-type: none"><li>• Increase knowledge</li><li>• Obtain feedback</li><li>• Resolve conflicts</li><li>• Gain consensus</li><li>• Influence decision-making</li></ul>		
<p>Medium-term results</p> <ul style="list-style-type: none"><li>• Adopt plan</li><li>• Create policies, programs</li><li>• Change behavior</li></ul>		
<p>Long-term impacts</p> <ul style="list-style-type: none"><li>• Change social conditions</li><li>• Change economic conditions</li><li>• Change environmental conditions</li></ul>		