THE LAND USE TRACKER

The *Wisconsin Catalog of Community Assistance (WCCA)* is a compiled list of state aids offered by various state agencies

http://www.doa.state.wi.us/dhir/wcca_catalog_all.asp

Integrating the Local Economy and Natural Resources in the Planning Process

By ChinChun Tang, Project Planner

Part II: Planning for Natural Resources – The Role of Economic Development

This article continues the discussion begun in Part I of the series *Integrating the Local Economy and Natural Resources in the Planning Process* from the perspective of planning for natural resources. It discusses natural resources inventories, the changing approaches in natural resource management, strategies that can benefit both natural resources and the local economy, and concludes with suggestions on tackling internal plan consistency during the planning process.

Understanding Your Natural Resources

The Wisconsin Comprehensive Planning Law suggests a list of natural resources to be included in the agricultural, natural, and cultural resources element of a comprehensive plan (Box 1). The extent of a natural resource inventory varies from community to community, depending on the complexity of the physical environment, the availability of scientific research and data, and the significance a community attaches to natural resources.

Box 1: Comprehensive Planning Law Requirements for Agricultural, Natural, and Cultural Resources Element

Compile objectives, policies, goals, maps, and programs for the conservation, and promotion of the effective management, of natural resources, such as:

- Groundwater
- Forests
- Productive agricultural areas
- Environmentally sensitive areas
- Threatened & endangered species
- Stream corridors
- Surface water
- Floodplains

- Wetlands
- Wildlife habitat
- Metallic & non-metallic mineral resources
- Parks
- Open spaces
- Historical & cultural resources
- Community design
- Recreational resources
- And other natural resources

(Wisconsin Statutes Chapter 66.1001(2.e.))

CLUE Staff

Michael D. Dresen
Center Director/Land Use Specialist
Michael.Dresen@uwsp.edu

Anna Haines
Asst. Professor/Land Use Specialist
Anna.Haines@uwsp.edu

Lynn Markham
Land Use Specialist
Lynn.Markham@uwsp.edu

Douglas Miskowiak
Project Planner
Doug.Miskowiak@uwsp.edu

Chin-Chun Tang
Project Planner
Chin-Chun.Tang@uwsp.edu

Rebecca Vander Kelen
Project Planner
Rebecca.VanderKelen@uwsp.edu

Robert Newby
Office Manager
Robert.Newby@uwsp.edu

Affiliated faculty

Alicia Acken
Land Use Specialist, UW-River Falls
alicia.acken@uwrf.edu

Merritt Bussiere
Land Use Specialist, UW-Green Bay
merritt.bussiere@ces.uwex.edu

Brian W. Ohm
Assoc. Professor/Land Use Specialist
UW-Madison, Urban & Regional Planning
bwohm@facstaff.wisc.edu

James H. Schneider
Local Government Specialist
UW-Madison Local Government Center
jhschnei@facstaff.wisc.edu

Kevin Struck
Growth Management Educator
Sheboygan and Washington Counties
kevin.struck@ces.uwex.edu

Susan Thering
Asst. Professor/Extension Specialist
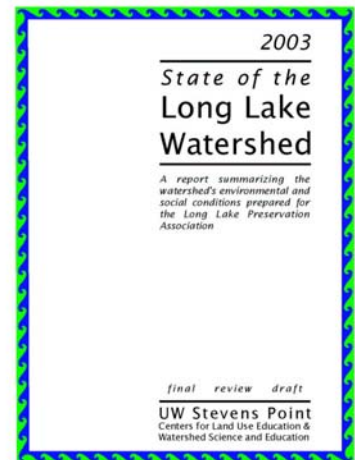UW-Madison—Landscape Architecture
sathering@facstaff.wisc.edu

What's New at the Center

On the web: click on "*What's New at the Center*" on our homepage.

The State of the Long Lake Watershed Report

This Report provides a snapshot of the health and status of the Long Lake watershed in 2003. The Long Lake Watershed is located in southeastern Washburn County, Wisconsin. The main intent behind the report was to assist the three towns of Madge, Birchwood, and Long Lake located within the Long Lake watershed in collecting and analyzing natural resources data in order to create a comprehensive watershed management plan, the first of its kind attempted in Wisconsin. The plan is funded by a Watershed Management Grant through the WDNR and the Long Lake Preservation Association (LLPA). Once the watershed plan is complete, it will be integrated into Washburn County's comprehensive plan.

The watershed report was a cooperative effort between the Center for Land Use Education, Center for Watershed Science and Education, and the LLPA. The report attempts to provide the reader with information to understand the current condition of natural resources in the watershed, allowing the reader to develop an understanding of the forces that have shaped the resources, while identifying the current threats found within the watershed. The report also identifies potential strategies and actions that are available to local groups and agencies for addressing those threats.

2003
State of the
Long Lake
Watershed

A report summarizing the watershed's environmental and social conditions prepared for the Long Lake Preservation Association

final   review   draft

UW Stevens Point
Centers for Land Use Education & Watershed Science and Education

Overall the Long Lake watershed is in good health, but is on the brink of becoming degraded and over developed. The information gathered from the report will lead to the next step of helping to support the LLPA mission "*to preserve and protect Long Lake, its watershed and ecosystems.*" You can download the report from http://www.uwsp.edu/cnr/landcenter/landproject/washburn.html. ■

Would you like to receive *The Land Use Tracker* at your desk?

On-Line at: www.uwsp.edu/cnr/landcenter/news.html

The on-line subscription is **free!**
To subscribe, simply click on the link on the newsletter webpage and join our e-group to receive notification of future issues.
Or send an email to landusetracker-subscribe@yahoogroups.com

*(**Local Economy** continued from page 1)*

Natural resources inventory
A natural resources inventory is a survey of geographic features such as lakes and streams, land cover or vegetation, species distribution, and other natural resources conditions and trends. It consists of textual, spatial, and tabular data, which can provide valuable information to help communities analyze resource quantity, quality, ecological functions, ownership, and value.

Resource quantity and quality reveal the capacity of local natural resources to support local economic development. For example, communities dependent on timber need to know if there is enough timber of a suitable type and whether the timber is in good condition for future use. Recognition of the ecological functions of natural resources such as flood storage capacity of wetlands or water quality benefits of shoreline buffer areas allows a community to weigh tradeoffs between alternative uses of natural resources. Resource ownership helps to determine resource availability, recognize potential political issues, and map out a framework for future collaboration between the private and public sectors. Resource value reflects a community's attitude or perspective regarding the conservation and utilization of its natural resources for the benefit of its local economy.

Nevertheless, a natural resources inventory alone does not clearly reflect how a community values its natural resources. It also may not reflect potential issues related to socio-economic activities. To properly address natural resources in the planning process, additional statistical information and qualitative data should be reviewed and incorporated into the inventory process. This allows a community to define its values and planning objectives and more accurately judge relationships between local resources and the economy.

Get additional information
An example is agricultural statistics, which is available from the National Agricultural Statistics Service, Census of Agriculture. It includes data on farm size, market value of farmland and buildings, farm production expense, cash receipts, etc. Rough analysis of this data can provide a glimpse of trends and potential impacts on the quality and quantity of soil and water resources.

Similarly, information about industries that are dependent on local natural resources is also useful. It implies some knowledge about the local economy, in particular the firms that operate within a community. Economic data (available on U.S. Census website under the North American Industry Classification System (NAICS)) provides a detailed summary of each industrial category. It provides metropolitan, county, and state level data on (1) number of establishments, (2) total sales, receipts, or shipments, (3) annual payroll, and (4) number of paid employees (Box 2). The number of jobs, revenue, and wages natural resources-based industries generate is useful for interpreting the impact natural resources may have on a local economy (especially if industries use mostly local raw materials). This data can also provide an understanding of the potential impact future industrial activities may have on the quality and quantity of local natural resources.

Talk to stakeholders
Personal interviews with key stakeholders are a cost-effective technique to provide in-depth local information that may not be gathered through a general community survey. The local Chamber of Commerce is a good source of information about major businesses that depend on

---

Box 2: NAICS Classification Example - Waupaca County, WI.

1997 Economic Census: Summary Statistics for Waupaca County, WI

More	NAICS Code	Description	Estab-lish-ments	Sales, re- or shipments ($1,000)	Annual payroll ($1,000)	Paid employees
	21	Mining (not published for coun-	N	N	N	N
	22	Utilities (not published for coun-	N	N	N	N
	23	Construction (not published for counties)	N	N	N	N
	31-33	Manufacturing	105	1,235,325	176,031	5,995
	42	Wholesale trade	58	116,288	9,525	406
	44-45	Retail trade	242	416,278	36,769	2,473

D = Withheld to avoid disclosure; N = Not available

1997 Economic Census: Manufacturing by Industry for Waupaca County, WI

NAICS code	Description	Estab-lish-ments	Value of Shipments ($1,000)	Annual payroll ($1,000)	Paid employees
31-33	Manufacturing	105	1,235,325	176,031	5,995
311	Food mfg	21	428,061	26,676	1,065
321	Wood product mfg	15	72,259	11,680	515
323	Printing & related support activities	11	D	D	(500-999)
32311	Printing	11	D	D	(500-999)
323110	Commercial lithographic printing	6	D	D	(500-999)
331	Primary metal mfg	2	D	D	(1000-
3315	Foundries	2	D	D	(1000-
33151	Ferrous metal foundries	1	D	D	(1000-
331511	Iron foundries	1	D	D	(1000-
336	Transportation equipment mfg	7	70,271	19,934	717

D = Withheld to avoid disclosure; N = Not available
Source: 1997 Economic Census

natural resources. Communicate with the targeted businesses and obtain a copy of their strategic plans, which may illustrate their future consumption of local natural resources for their production. Arrange for a meeting to talk with the managers. Understand their corporate insights and values regarding natural resources. In communities with major businesses that extract or process natural resources, the quantity and quality of local natural resources are dependent on how businesses value these resources.

This additional information will help communities develop more appropriate strategies to achieve a balance between natural resources and the local economy where these sectors may be competitive; and to identify, as is often the case, where they depend on one another.

Natural Resources and Economy – Competitive or Co-dependent?
As mentioned in Part I of the series, many rural communities are dependent on natural resources in one way or another. Research conducted by the Institute for Southern Studies showed that sacrificing natural resources for quick-fix development would not improve economic prospects in the long-run. States with the best environmental records also have a healthier economy. Wisconsin, for example, is one of seven states where both environmental and economic indicators ranked in the top fifteen (Sandin, 2000).

To sustain such a record, Wisconsin's rural communities need to identify practical strategies that can protect and conserve natural resources, and at the same time sustain a healthy local economy. To achieve this goal, one needs to understand economic development, discussed briefly in Part I, and natural resource management.
Towards an integrated natural resource management
Managing natural resources is a

challenge. For the past decades, different approaches to protecting and conserving natural resources have evolved as scientists learn more about the complexity of the ecosystem and the inter-relationship between humans and nature. From a utilitarian approach to a preservationist approach to an ecosystem approach, natural resources management has come a long way (Weddell, 2002; Ffolliott, 2001).

The new approach, ecosystem management, aims to produce goods and services and maintain species and communities at the same time. It emphasizes people as participants rather than as outsiders in the natural environment (Weddall, 2002).

Alongside this ecosystem approach is biodiversity conservation, adaptive management, and watershed management, for examples, which are increasingly practiced in Wisconsin.

These practices provide concrete guidelines to manage natural resources and address local concerns. However, to better address economic concerns in the context of natural resources, communities should creatively integrate these natural resource practices with economic development practices discussed in Part I.

Strategies to consider
Table 1 shows examples of strategies that aim to support both natural resources and the local economy. The left column lists some examples of natural resource planning goals with corresponding strategies in the middle column. The right column explains how the strategy aims to address both economic and natural resources issues.

Developing Consistency between Your Plan Elements
To ensure that the strategies selected

Table 1 Strategies that support both natural resources and the local economy		
Natural Resource Goal	**Strategy**	**Complimentary resource & economic impact**
Conserve productive farmland and forestland.	**Conservation easement** e.g., Purchase of agricultural conservation easement programs	Preserves farmland through a legally binding agreement that prevents future development; provides capital for farmers to invest in their farm operation.
	Organic farming e.g., Organic dairy products Organic Valley /CROPP Co-operative	Improves soil health and energy efficiency; has great business potential as the organic & natural food products become more mainstream. Organic produce commands premium prices.
Preserve sensitive natural resource areas and habitats	**Eco-tourism** e.g., "The Northern Woods Birding Trail" – first bird-related ecotourism project in Wisconsin.	Preserves wildlife and generates tourism earnings for local communities.
Development takes place in ways that protect our natural resources.	**Brownfield redevelopment** e.g., Wisconsin Brownfield Grant program	Cleans up brownfield sites and encourages brownfield redevelopment; preserves green space; develops recreational areas.
	Private forestry management e.g., Wisconsin's Master Woodland Steward Program	Encourages stewardship ethic where private landowners conserve, manage, and harvest their forestlands rather than develop them inappropriately.
For more details see the reference section.		

in both the agricultural, natural, and cultural resources element and the economic development element work hand-in-hand (as well as other elements), a series of exercises could be employed during the planning process to draft consistent goals and objectives so that contradictory strategies are not developed as a result. Proposed below are three major "consistency-checks" communities could consider to address the above concerns.

Each element is consistent with other existing plans
The goals and objectives developed in the agricultural, natural, and cultural resources element should not conflict with other existing natural resources plans that are being implemented, for example, a county forest plan. During the inventory stage, identify and review as many existing plans as possible. Summarize the major goals and objectives of the county forest plan, incorporate them into the element, or use them as a guide to ensure that new goals and objectives do not contradict the county forest plan.

Each element is internally consistent
The goals and objectives within the agricultural, natural, and cultural resources element should not conflict

with one another (e.g., promoting agricultural expansion in areas adjacent to waterways or wetlands). If conflicting goals are identified, revise the goals, and subsequently the objectives until satisfied, based on mutual agreements among the stakeholders involved in this stage. Crosschecking the goals and objectives will ensure that no contradicting strategies for this element occur later on.

Each element is consistent with other elements
Crosscheck if the goals and objectives in the agricultural, natural, and cultural resources element contradict with those in the economic development element. Again, if problem statements are identified, revise them until satisfied. This consistency check will minimize the likelihood of developing strategies that would benefit natural resources but impair local economic development, and vice versa. Below is a proposed matrix (Table 2) you can develop to complete this task.

Wrapping up
This article has highlighted several essentials in planning for natural resources with consideration for the local economy. While conducting a

natural resources inventory, additional statistical information and qualitative data should be reviewed and incorporated to facilitate the understanding of the value of natural resources to a local community and potential issues related to socio-economic activities. Understanding the changing approaches to natural resource management is a key to identifying appropriate strategies for managing local natural resources. By integrating the current ecosystem management approach with the local economic development concept discussed in Part I of this series, alternative strategies could be developed to support both natural resources and the local economy. To ensure these strategies work hand-in-hand, a consistent plan is critical. During various stages of a planning process, review and crosscheck the goals and objectives in the plan elements so that they do not contradict one another.

Patrick Robinson (Lake Shore Basin educator), Jane Silberstein (Ashland Co. CNRED agent), and the CLUE staff have reviewed this article for form and content. Any errors, mistakes and omissions remain the responsibility of the author.

Table 2. Element Consistency-Check Matrix

Stakeholders involved in this stage will determine whether each goal and objective statement in the resources element is complementary, neutral, or contradictory to the economic development element, and vice versa. If the statement has been agreed upon as complementary to the other element, put a **✚** in the cell; if neutral to the other element, put a **O** in the cell; if contradictory to the other element, put a **−** in the cell. The ultimate goal of this process is to eliminate the **−** in the matrix, therefore, review and revise the **−** statements until they are either **O** or **✚**.

Planning Element Goals & Objectives	Elements	
	Natural Resources	**Economic Development**
Natural Resources		
Goal 1. Preserve sensitive natural resource areas and habitat		−
Obj.1.1. Identify and preserve environmental corridors		−
Economic Development		
Goal 1. Promote new industries and firms to locate in all areas of county.	−	
Obj.1.1. Explore new value-added agricultural industries.	O	

Legal Q & A on Comprehensive Planning Law

This document is a question-and-answer between state Representative Mary Hubler (75th District) and Wisconsin Legislative Counsel Senior Staff Attorney Mark C. Patronsky. The purpose of the Legislative Counsel is to clarify matters of state law for elected officials. Copies of the originals of Rep. Hubler's questions and Mr. Patronsky's responses are attached.

Legislative Counsel's Introduction

 "The comprehensive planning statute is relatively simple. This statute applies to local governmental units, which are defined as a county, city, village, town, or regional planning commission. The statute requires a comprehensive plan to contain nine 'elements' that are briefly described. …

"The statute does *not require* a local government unit to adopt a comprehensive plan. If a local government unit adopts a comprehensive plan, it must contain the statutory elements and, beginning on January 1, 2010, 'any program or action of a local governmental unit that affects land use' must be consistent with the comprehensive plan. … The risk of not having a comprehensive plan, or having an inadequate plan, is that land use decisions of a local government may be subject to legal challenge. …

"If a local government unit does not make land use decisions, there is no consistency requirement and no need to adopt a comprehensive plan. …

"This statute is simple and self-contained and has no substantive consequences other than the mandate for consistency. …"

Rep. Hubler's Question (Re: Plan Approval): Whether prior or subsequent to local plan adoption, does the state of Wisconsin, any of its agencies (including DNR), or any Regional Plan Commission have the power to approve or reject local comprehensive plans prepared under the 1999 Comprehensive Planning Law, or to request a fee for such approval?
Leg. Counsel's (Patronsky) Answer: No.

Hubler (Re: Approval for Grant-Funded Plans): In the case of a Comprehensive Planning Grant-funded local comprehensive plan prepared under the 1999 Comprehensive Planning Law, does the state of Wisconsin, any of its agencies (including DNR), or any Regional Plan Commission have the power to do anything beyond withholding remaining Comprehensive Planning Grant-funding, if the plan does not meet the terms negotiated with OLIS in the Comprehensive Planning Grant contract?
Patronsky: No.

Hubler (Re: Plan Enforcement): Subsequent to plan adoption,

will the state of Wisconsin, any of its agencies (including DNR), or any Regional Plan Commission have the power to police local comprehensive plans prepared under the 1999 Comprehensive Planning Law?
Patronsky: No.

Hubler (Re: Prescribing Outcomes): Does the 1999 Comprehensive Planning Law prescribe any specific qualitative outcomes for any of the nine elements of local comprehensive plans, or does it simply describe what factors should be addressed in a comprehensive plan?
Patronsky: Although the comprehensive planning statute does not prescribe any specific results for the contents of the local plan, it should be noted that the comprehensive plan will have consequences due to the consistency requirement.

Hubler (Re: Prescribing Growth Rates): Does the 1999 Comprehensive Planning Law mandate "no growth" or "slow growth" planning, or does it simply require "planned growth" at the natural local rate of local population expansion?
Patronsky: The comprehensive planning statute does not contain any specific mandate regarding the accommodation of growth. The question mentions "no growth," "slow growth," or "planned growth." None of these issues is addressed in the comprehensive planning statute. At most, the statute requires a consideration of potential need, such as the housing element, which requires a compilation of governmental actions to provide "an adequate housing supply that meets existing and forecasted housing demand."

Hubler (Re: Condemnation and Amortization): Does the 1999 Comprehensive Planning Law give any level of government any new powers to condemn private property or to "amortize" non-conforming uses?
Patronsky: No.

Hubler (Re: Public Participation): Under the 1999 Comprehensive Planning Law, may a comprehensive plan be prepared without opportunities for public participation?
Patronsky: No.

Hubler (Re: Planning and Zoning): Do comprehensive plans prepared under the 1999 Comprehensive Planning Law have the power to determine local zoning (whether such zoning is enacted by the municipality that has created the plan, or by some other municipality)?
Patronsky: No.

Hubler (Re: Intergovernmental Relations): Does the 1999 Comprehensive Planning Law in any way change the pre-existing legal relationships between towns and counties, towns and villages/cities, counties and villages/cities, or any of the above with regional planning commissions, the state, or any

Comprehensive Planning: Ready, Set, Go?
Part II

By Rebecca Vander Kelen, Project Planner

A comprehensive plan is created by communities through a multi-year process involving research, public input, discussion and decision-making. During a planning process, communities analyze the social, economic and physical factors affecting their community and project changes expected to occur within 10 to 20 years. Based on this knowledge, communities prepare goals and detailed objectives, and recommend policies, programs and actions allowing them to proactively respond to changes. The comprehensive planning process, in and of itself, is only one phase in a larger process. An effective planning process is preceded by a 'plan-for-planning' phase (Kaiser, 1995) and culminates with an 'implementation, monitoring and revision' phase.

In the last edition of the Land Use Tracker, the article *Comprehensive Planning: Ready, Set, Go?* described the steps necessary for a community to prepare for comprehensive planning. This article continues that discussion, by describing remaining steps in the plan-for-planning phase. After reading this article, communities will be able to design a planning process, prepare a detailed workplan and budget, and prepare a planning contract. Specific planning tools necessary to complete the planning process, including public participation techniques, planning methods, and a geographic information system will be discussed in the next edition of the Land Use Tracker.

Design the planning process

Designing a planning process involves identifying a series of work products, elements, tasks, meetings and opportunities for public participation that are completed by an identifiable party, in a given period of time, following specific budget constraints. To design a planning process, developing an organizational framework to help organize and brainstorm project details is a necessary task. Major work products and milestones, such as an analysis of current data, a compilation of community issues, or a set of goals and objectives, form logical and manageable segments of work. You can use these segments to create a framework of 'planning stages,' each of which can be completed in a discrete period of time**.** Figure 1 (pgs 8-9) illustrates a generic planning process organized using this method.

Next, consider how planning elements can be included in
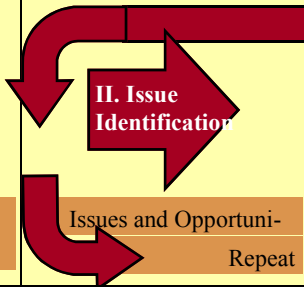
the process. Planning elements, much like chapters in a book, provide the substantive content for a comprehensive plan. In Wisconsin, nine planning elements are required, including: 1) issues and opportunities, 2) housing, 3) transportation, 4) utilities and community facilities, 5) agricultural, natural and cultural resources, 6) economic development, 7) intergovernmental cooperation, 8) land use, and 9) implementation. Some communities also include elements such as: community design, energy, air quality, natural hazards, growth management, and human services (APA, 1999). The Wisconsin comprehensive planning law does not dictate the content of the required planning elements or how they should be included in a planning process. However, the law does require that communities complete certain tasks for each, including identifying relevant planning issues, analyzing background information, preparing goals and objectives, and recommending implementation strategies. Planning stages I-IV, shown in the planning diagram on pages 8-9, are included to satisfy these requirements.

With the exception of the issues and opportunities element and the implementation element, you should complete planning stages I-IV for each of the seven 'core' elements. The content of the remaining two elements can be developed and compiled by analyzing background information, identifying issues, and developing implementation strategies, respectively, for all of the core elements. To save time and money, consider working on two or more elements during each planning stage. To develop all of the planning elements, you will need to repeat some of the planning stages. For gathering and analyzing data, it may be most efficient to address all seven planning elements at one time.

When grouping planning elements, carefully consider which elements are grouped together and the order in which they are completed. Grouping related elements helps communities identify and explore the interrelationship between planning issues. New housing, for example, can impact a community's agricultural and natural resources, alter the transportation network or necessitate additional public services. The location of new housing may also be impacted by existing land uses or economic development goals. Obviously, all of the core elements are related in some fashion. Group those that

Planning	Pre-Planning		I. Data Collection & Analysis	II. Issue Identification
Planning Stages	**Community Diagnosis** →	**Process Design** →	**I. Data Collection & Analysis** → Collect and analyze data for 7 'core' elements	**II. Issue Identification** → Issues and Opportuni- Repeat
Planning Tasks	1. Determine purpose and readiness for planning 2. Explore preliminary issues and concerns 3. Profile existing plans and implementation tools for their effectiveness 4. Build capacity for planning 5. Identify planning participants and stakeholders	1. Design the planning process 2. Identify opportunities for public participation and education 3. Establish roles, responsibilities, and membership of groups involved in planning 4. Establish budget and identify funding sources	1. Identify data and information needs 2. Gather technical, spatial, and citizen-based data for all planning elements 3. Analyze and interpret data to derive patterns and trends 4. Provide information to citizens and other decision-makers	1. Identify key community issues, challenges, opportunities and desires 2. Verify and support issues using local data and analyses 3. Prioritize issues
Planning Tools: **Public Participation**	• Conduct **training workshops** for citizen plan commission members • Conduct **educational sessions** for citizens and government officials • Advertise planning	• Develop **citizen advisory group** to help design planning and public participation processes • Create **newsletter** and **fact sheets** to update officials and interested citizens about planning process	• Display planning information on project **website** • Hold **open house** to display planning information and gather citizen input	• Develop **mail, telephone or internet survey** to identify local issues • Facilitate **public workshop** to gather citizen-based issues and opportunities
Planning			• **Inventory** community resources • Employ demographic **trends analyses** and population and employment **forecasting**	
Geographic Information System	• Conduct exploratory analyses to identify possible place-based issues		• Use Internet mapping service to provide access to maps via the Web • Conduct spatial patterns and trends analyses	

Planning			Post-Planning	
III. Goal & Objective Formulation	**IV. Strategy Formulation**	**V. Plan Review & Approval**	**Implementation**	**Monitoring & Assessment**
	Implementation *planning stages II-IV for 7 'core' elements*			
1. Develop goals and measurable objectives related to planning elements 2. Develop indicators to monitor progress towards stated goals and objectives	1. Develop set of planning alternatives to meet goals and objectives 2. Identify places suitable for achieving goals and objectives 3. Identify possible strategies to implement planning alternatives 4. Evaluate impacts of planning alternatives and implementation strategies 5. Select preferred planning alternative &	1. Present plan for community residents and officials to review 2. Make changes to resolve plan inconsistencies and reflect public concerns 3. Plan commission recommends final draft of plan for adoption 4. Governing body holds public hearing and formally adopts plan	1. Develop or amend required implementation tools 2. Apply implementation strategy	1. Monitor implementation progress towards stated plan goals, objectives and indicators 2. Review and revise plan and associated implementation tools as needed
• Conduct **educational sessions** related to planning elements • Organize **focus groups** or **public workshop** to help develop goals, objectives and indicators	• Facilitate citizen-based **computer mapping or simulation exercise** to create and assess plan alternatives • Hold **public meeting** to identify preferred plan alternatives and select implementation strategies	• Organize **open house** or **educational session** to display proposed plan and gather citizen input • Convene **expert panel** to discuss or debate plan recommendations • Hold **public hearing** to present proposed plan		
	• Employ cost of community services and other **impact analyses** to assess and select preferred plan alternative • Use **suitability**			
• Identify spatial data indicators to measure progress toward objectives	• Conduct opportunity and constraints mapping • Create alternative future land use maps • Measure the spatial	• Create maps for display • Create final plan maps	• Identify areas suitable for implementing policies	• Use previously defined spatial indicators to measure progress toward objectives

logically overlap or conflict with each other. If you decide not to group related elements, you can build in opportunities to analyze the relationship between elements and correct inconsistencies. Finally, select the order in which planning elements will be developed during the planning process. Consider the visibility and ease of addressing each element or group of elements. Most communities consciously decide to address relatively non-contentious elements first so they can ease into the planning process *or* highly visible or contentious elements to attract and maintain public involvement.

After identifying major planning stages and incorporating the planning elements, identify detailed planning tasks to be completed during each stage. A typical 'data collection and analysis' stage requires that communities inventory and collect available data, confirm data accuracy, derive current and future patterns and trends, interpret information in light of local issues, and distribute analyses in a form useful to planning participants. Using the suggestions included in Figure 1 (pgs 8-9), identify similar planning tasks for the stages included in your planning process. Much like the planning elements, the relationship and timing of planning tasks is crucial. Some can be completed concurrently, while others must be done in specific sequence. Make note of these requirements by numbering the planning tasks. Also record possible data or material requirements and prioritize the planning tasks. If faced with time or budget constraints, modify or eliminate the least essential tasks (Anderson, 1995).

Finally, identify specific meetings and tools to complete each of the planning tasks. A range of tools, including public participation techniques, a geographic information system, and planning methods will be discussed in the next edition of the Land Use Tracker.

Assign responsibility for the planning process

After the structural design of the planning process is complete, determine who will be responsible for completing each portion of the planning process. Most projects require the combined talent of multiple parties, including citizen plan commission members, a local or county planning department, other local departments, agencies and organizations, a regional planning commission, and professional planning firms. Take stock of the interest and willingness of these parties to contribute to your community's planning process. Then realistically assess the availability, capacity and experience of each. Assign responsibility for specific planning tasks to individual parties.

To realize cost savings, utilize local resources to the fullest. Aside from the support of a local plan commission or planning department, many other local departments, agencies, and organizations are qualified to assist with certain portions of the planning process. A local economic development corporation, or the county transportation department, for example, can lend expertise when completing specific planning elements. UW-Extension educators may likewise be qualified to facilitate public participation or provide educational assistance. Also consider the cost savings that can also be realized by hiring a public planning agency. Many regional planning commissions, for example, are well-equipped to provide access to land information and GIS services, and may already do so as a part of an ongoing contract. County planning departments can also be contracted with to provide planning services.

For other communities, private planning consultants are an invaluable resource. Although generally more expensive, most consultants have access to more resources, are more experienced and are more likely to complete planning products in a timely fashion. Hiring an outside consultant can also add a sense of credibility and prestige to the project. If you hire external assistance, first prepare and issue a Request for Proposals. An RFP forces a community to articulate *why* it wants to plan, *what* it hopes to achieve by planning, and the *process* that will be used to prepare the plan (Bunnell, 1997). Within the RFP include a detailed description of your community's proposed planning process and budget, and the products or tasks the consultant is responsible for preparing. Include a specific budget figure, or at least a budget range, so that consultants can describe the services they can provide for that amount of money. It is also easier to compare planning services and select the most competitive proposal if project costs are similar (Haines et al., 2001).

Prepare a project budget

After the details of the planning process have been finalized, prepare a detailed estimate of project costs. The majority of costs can be measured in hours spent conducting planning tasks or facilitating public involvement (Haines et al., 2001). Other costs include travel, materials, technology and related overhead expenses. To the best of your ability, estimate costs for individual planning tasks and meetings. Then prepare a summary of costs for each planning stage, major periods of time (i.e. months, quarters or fiscal years), and major plan components (i.e. public participation) (Anderson, 1995).

To help estimate project expenditures, request a copy of a budget used in a planning project of similar scope and community size. If possible, talk to the person who prepared the budget to understand how each item was derived. Volunteer or 'in-kind' support may not be accounted for within the budget. Nor will project management or overhead costs if planning services were provided in-house. An example of proposed expenditures for an actual planning process is provided in Table 1. As an alternate means of estimating project costs, contact a

Table 1: Sample Planning Expenditures	
Issue identification	$84,650
Data and inventory	$84,650
Mapping activities	$94,650
Public participation activities	$124,650
Plan alternatives	$94,650
Plan implementation	$0
Total*	**$483,250**

*includes consultant, in-kind and LTE costs

planning consultant. Oftentimes, they are willing to tell prospective clients what other communities spent on similar projects, or conduct a 'feasibility study' in which they estimate project costs for a small fee (Kelly, 1993). Remember that your costs will vary depending on the final scope of services requested, and the organization providing those services.

may be appropriate for your community. To allow participating communities a degree of certainty when budgeting for planning, agree upon acceptable criteria and the maximum contribution expected from each community.

After estimating project costs and the portion of those costs each community is responsible for, identify available funding sources. Most communities allocate money for comprehensive planning from general purpose revenue funds. This revenue is procured using a variety of financing tools, including grants, bonds, taxes and loans. A description of these and other financing tools is described in the EPA's *Guidebook of Financial Tools* (1999). To further offset the costs of comprehensive planning, investigate the use of external grants. The Wisconsin comprehensive planning grant program provides a primary source of funding for many community planning projects. Under this competitive grant program, communities are eligible to receive up to one-half the cost of preparing a comprehensive plan. Multi-jurisdictional applicants are rewarded with additional financial incentives (OLIS, 2003). Assistance programs, which provide support for specific portions of comprehensive planning and plan implementation, such as transportation, economic development, housing, historic preservation, lakes protection and a host of other community issues, are listed in the *Wisconsin Catalogue of Community Assistance* (WI DOA, 2003) and the *Catalogue of Federal Domestic Assistance* (U.S. GSA, 2003). After identifying

Table 2: Base Funding Levels								
Population	Up to 2,000	2,000 to 5,000	5,001 to 10,000	10,001 to 25,000	25,001 to 50,000	50,001 to 100,000	100,001 to 200,000	Over 200,000
Base funding	$20,000	$30,000	$40,000	$60,000	$100,000	$150,000	$200,000	$350,000
50% base funding	$10,000	$15,000	$20,000	$30,000	$50,000	$75,000	$100,000	$175,000

If your community is contemplating a multi-jurisdictional planning project, determine the portion of the project cost each community is responsible for. The State recommends 'base funding levels' necessary for a community to prepare a comprehensive plan based on population (see Table 2). Also consider deriving criteria that is relevant locally. Langlade County, for example, recently proposed a joint planning project in which each community's contribution was based on its total equalized value plus the value of land under managed forest law. Table 3 displays proposed project revenues for the Langlade County process based on these criteria. The County also considered providing a subsidy to communities that had recently contracted with the County to prepare a Land Use Plan. Other criteria or incentives

Table 3: Sample Project Revenues	
Comprehensive Planning Grant	$222,000
County contribution	$114,000
Local contribution*	$114,000
Total	**$450,000**

*The local contribution is divided among 16 participating communities. Each community is expected to pay a $1,000 flat fee plus an additional fee ranging from $1,440 - $17,575 based on the community's total equalized value plus value of managed forest lands. On average, each local community must contribute $7,125 over a 3 year period

adequate funding sources, make arrangements with the appropriate organizations for disbursement of funds and project accounting.

Prepare a detailed workplan

Before planning commences, Anderson recommends preparing a detailed workplan to describe how the planning process will operate (1995). A workplan is an important management tool, particularly for projects involving multiple jurisdictions, organizations and participants. By spelling out what is expected of whom at each step of the effort, a workplan helps keep projects on schedule, allows participants to understand how the project will be accomplished, and provides a degree of certainty for all parties involved. A workplan is also useful to clarify a consultant scope of services, negotiate a consultant contract, or internally allocate planning staff time.

Within the workplan, describe the planning process, including major work products, planning elements, tasks, specific meetings, responsibilities of planning participants, and opportunities to involve the public. Also prepare a

---

Box 1: Sample Joint Planning Contract

1. <u>Description of planning process and timeline</u> – This project is a joint venture among _____County and _____ participating communities. The project is intended to produce a plan for each participating community that complies with the procedural and substantive requirements of the state comprehensive planning law (s. 66.1001, Stats.). Participating communities will complete planning activities as outlined in the attached diagram and detailed description of planning activities.

2. <u>Local citizen involvement</u> – Each participating community agrees to adopt a public participation plan to assure local involvement of citizens. A county wide public participation framework, as described in the attached description of planning activities, will serve as the minimum level of public involvement. Local communities are responsible for supplementing this framework as needed.

3. <u>Deliverables</u> – Each participating community will receive a preliminary (draft) comprehensive plan and land use map for review. A final plan and map will also be provided reflecting community comments on the preliminary versions. Additional revisions will be at local community expense.

4. <u>Project cost</u> – The maximum cost of the project to participating communities is outlined in the attached table. A consultant may be contracted to provide some planning services. Each community will pay its proportional share of the actual cost of such services not to exceed the maximum project cost. Each participating community also agrees to remit to the County its share of project costs as invoiced annually. State incentives and other savings below the maximum project cost will be distributed proportionately among participating communities based on their share of the total project cost.

5. <u>Planning bodies</u> – Each participating community agrees to constitute a plan commission or other body authorized by statute to perform planning functions and to appoint other representatives necessary to complete project activities.

6. <u>Relationship of plans</u> – The County agrees to incorporate town land use plans in the county comprehensive plan provided they are consistent with county responsibilities to address regional issues, comply with state mandates and address potential land use conflicts in areas where municipalities abut one another.

7. <u>Grant acceptance</u> – The county, as applicant for the state comprehensive planning grant agrees to accept the grant if awarded. Participating communities acknowledge that the project will not proceed if no state funding is available.

8. <u>Consequences for withdrawal</u> – Each community agrees to complete the activities outlined in the project description and to continue their participation for the duration of the project. Communities who choose to withdraw from the process will be held responsible for a proportionate share of the project cost as outlined and will not receive project deliverables.

timeline, budget and graphic illustration of the planning process (Anderson, 1995). Consider preparing two versions of the workplan. Distribute a detailed version to each of the communities, local government officials and major organizations participating in the planning process. Use a simplified version to educate community residents and keep them informed of ongoing opportunities to become involved in the process. Citizens and local government officials should formally approve the proposed workplan and budget before the community agrees to participate in the process.

Prepare and sign a joint planning contract

The design of the planning process and the preparation of a workplan should culminate with the signing of a planning contract by each party involved in the process. At a minimum, obtain a contract from any group who will be providing a major planning service, such as a consultant, regional planning commission, or other department or agency. Also, prepare a joint contract for each community involved in a multi-jurisdictional project. Within this contract, provide a detailed description of the planning process, timeline, budget, expected products and participant responsibilities. A sample joint planning contract between multiple jurisdictions is provided as an example (see Box 1).

The CLUE Staff has reviewed this article for form and content. No external reviews were received. Any errors, mistakes and omissions remain the responsibility of the author.

References

American Planning Association. 1999. **Planning Communities for the 21st Century**. Chicago: American Planning Association.

Anderson, Larz T. 1995. **Guidelines for Preparing Urban Plans**. Chicago: APA.

Bunnell, Gene. 1997. **To Produce an Effective Plan You Need a Plan for Planning**. University of Wisconsin-Madison, Department of Urban and Regional Planning. Extension Report 97-2.

Haines, Anna, Merritt Bussiere, Kassandra Walbrun and Jonquil Wegmann Johnston. June 2001. University of Wisconsin-Extension and Wisconsin Department of Administration. **How to Hire a Planning Consultant: A Guide to Preparing a Request for Proposals**.

Kaiser, Edward J., David R. Godschalk, and F. Stuart Chapin, Jr. 1995. **Urban Land Use Planning**, 4th Edition. Urbana: University of Illinois Press.

Kelly, Eric Damian. February 1993. **Selecting and Retaining a Planning Consultant: RFPs, RFQs, Contracts, and Project Management**. Planning Advisory Service Report No. 443. American Planning Association.

State of Wisconsin, Department of Administration, Office of Land Information Services. 2003. **Comprehensive Planning**. Available online: http://www.doa.state.wi.us/section_detail.asp?linkcatid=224.

State of Wisconsin, Department of Administration. 2003. **Wisconsin Catalog of Community Assistance**. Available online: http://www.doa.state.wi.us/dhir/wcca_catalog_all.asp.

University of Wisconsin-Extension, Cooperative Extension Citizen Participation Team. March 21-22, 2001. **Citizen Participation and Smart Growth: Inservice Resources**.

U.S. Environmental Protection Agency. 2003. **A Guidebook of Financial Tools: Paying for Sustainable Environmental Systems**. April 1999 revision. Available online: http://www.epa.gov/efinpage/guidebook/guidebooktp.htm.

U.S. General Services Administration. 2003. **Catalogue of Federal Domestic Assistance**. Available online: http://www.cfda.gov/. ■

References:

Applied Population Laboratory. July 1997. **County Economic Profile: Ashland County.** Madison: Wisconsin Department of Commerce.

Ffolliott, P.F. and others. 2001. **Natural Resources Management Practices: A Primer.** Ames: Iowa State University Press.

Sandin, J. Nov 18, 2000. "Ecology, Economy Coexisting" **Milwaukee Journal Sentinel,** http://www.jsonlin.com/news/State/nov00/jobs19111800.asp

Weddell, B.J. 2002. **Conserving Living Natural Resources in the Context of a Changing World.** Cambridge: Cambridge University Press.

Resources:

American Farmland Trust, **Upper Midwest Region, Wisconsin.** http://www.farmland.org/upper_midwest/wisconsin.htm

IISD, **Sustainable Development Timeline.** http://iisd1.iisd.ca/rio+5/timeline/sdtimeline.htm

National Agricultural Statistics Service, **Census of Agriculture.** http://www.nass.usda.gov/census/.

Organic Valley, **Homepage.** http://www.organicvalley.com

U.S. Census Bureau. **North American Industry Classification System (NAICS).** http://www.census.gov/epcd/www/naics.html

UWEX, **Wisconsin Woodland Assistance**. http://clean-water.uwex.edu/woodland/index.htm

Wisconsin Department of Natural Resources, **Brownfields Green Space and Public Facilities Grant**. http://www.dnr.state.wi.us/org/aw/rr/rbrownfields/greenspace_grant.htm

Wisconsin Northern Woods Birding Trail, **Homepage.** http://www.fermatainc.com/wis/index.html ■

Top 10 Myths and Facts About Wisconsin's "Smart Growth" Law

By Tom Larson, J.D., *Director of Land Use and Environmental Affairs*

Over the last several months, Wisconsin's comprehensive planning law (a.k.a "Smart Growth") has received a significant amount of criticism, especially in the central and northern parts of the state. Critics have claimed that Smart Growth, among other things, will destroy private property rights and local control. Others have maintained that Smart Growth was developed by the United Nations or that it represents a "one size fits all" approach to planning.

To address these claims and provide REALTORS® with accurate information about the law, we have compiled a list of the ten most common myths and related facts about Smart Growth. This piece is not intended to discredit the legitimate concerns people have about the planning process, or the fears related to the policies that may be included in a local comprehensive plan. Rather, this is simply an effort to distinguish the facts from the fiction related to the law.

Myth -- *Smart Growth is just another law created by the government to take away private property rights.*
Fact – One of the primary objectives of Wisconsin's Smart Growth law is to protect private property rights by making the planning process more accessible to property owners and other members of the public. For years, local plans were created behind close doors by professional planners and select members of the public. No public notice or hearings were required, and the public was often unaware of the plan's contents or how it affected them. Also, property owners were often subject to arbitrary decision-making because the development regulations were not clearly established or administered consistently. Smart Growth attempts to change this by:

> **Improving the public participation requirements** – Under the law, the first step in the planning process is to create a public participation plan/strategy to figure out how to get the public actively involved. Communities must hold at least one public hearing (after giving proper public notice) before adopting or amending the plan. Under prior law, no public notice or public hearings were required.

> **Providing property owners with greater certainty about what they can do with their property.** – The law requires all local land use regulations to be consistent with the local comprehensive plan after January 1, 2010. This will help prevent local

communities from having inconsistent regulations and from making arbitrary regulatory decisions.

> **Making local, public officials more accountable for the plan contents** – The law requires local, elected officials to adopt the plan and any change by ordinance. Under prior law, the plan commission (made up of primarily un-elected community members) was allowed to create, adopt, and amend a local plan.

> **Requiring plans to be more balanced** – The law requires communities to consider at least 9 different issues in their comprehensive plan, including housing, transportation, and economic development. In the past, local plans often focused on only a few issues (usually, protection of open space or natural resources), while ignoring the other important issues that are equally important in our quality of life.

> **Making private property rights one of the state and local planning goals** – The law requires communities to identify how they plan to "balance individual property rights with community interests" (as one of 14 local, comprehensive planning goals) if a community wants to receive funding from the state to help create their comprehensive plan.

Comments -- Despite these improvements, this law, nor any other, will not guarantee that every land use decision made by a local community is a good one. REALTORS® and private property owners must continue to be active in the planning process to insure their interests and rights are adequately protected. If not, others may manipulate the planning process to push their agenda. Because the law allows communities to adopt whatever policies they want, many threats and opportunities exist.

Myth -- *Smart Growth gives the state the authority to control the content of local comprehensive plans.*
Fact – The state does not have the authority to write, edit, or "police" local comprehensive plans. Local communities can include whatever policies they want in their comprehensive plan. The state's involvement is limited to administering the comprehensive planning grant program (i.e., providing money through a competitive grant program and making sure the grant applicants promise what they said they would do as part of their grant application).

Myth -- *Smart Growth is designed to stop growth and development in rural areas and direct it to urban areas.*
Fact -- Wisconsin's "Smart Growth" law does not dictate where growth can and cannot occur. Under the law, communities can grow (or not grow) any way they wish.

Myth -- *Smart Growth is an unfunded mandate.*
Fact -- First, Wisconsin's law does not require every community to have a comprehensive plan. A comprehensive plan is required after January 1, 2010 only if a community wants to regulate (or make other decisions that impact) land use. If a community does not want to regulate land use after January 1, 2010 (like many towns have chosen to do), then they are not required to have a comprehensive plan. Second, the state currently provides funding to assist local communities with their planning efforts. During 1999-2001, $3.5 million was available to local communities in the form of comprehensive planning grants. The funding was increased to $6 million during 2001-2003.

Myth -- *Smart Growth was created by the United Nations, Tri-Lateral Commission, or DNR.*
Fact -- Wisconsin's Smart Growth law was developed and supported by an extremely broad coalition of major stakeholders in community planning, including the Wisconsin REALTORS® Association, Wisconsin Builders Association, Wisconsin Towns Association, League of Wisconsin Municipalities, Wisconsin Alliance of Cities, Wisconsin Counties Association, 1,000 Friends of Wisconsin, Wisconsin Council of Regional Planning Organizations, and the Wisconsin Chapter of the American Planners Association. These organizations worked together to develop a framework to help communities make more informed decisions about community development. More importantly, each of these organizations continue to support the law.

Myth -- *Smart Growth requires communities to develop urban growth boundaries, mass transit, and high-density housing.*
Fact -- Although many states have laws commonly referred to as "smart growth," Wisconsin's law is not the same as laws adopted by Oregon, Washington, Maryland, Florida, or any other state. Wisconsin's law does not dictate how communities can grow or where growth can occur.

Myth -- *Once a community adopts a comprehensive plan, the community cannot change the plan.*
Fact -- Comprehensive plans can be amended as often as a community desires, as long as it follows the proper procedures for amending its plan. In fact, the law requires plans to be updated, at a minimum, once every 10 years.

Myth -- *Comprehensive planning is expensive and the planning process will be controlled by professional planners and government staff.*
Fact -- Comprehensive plans, especially for smaller communities, can be developed at a reasonable cost. The University of Wisconsin-Extension, regional planning commissions, and counties can offer expert assistance. "User guides" have been created to help communities prepare the various elements of a comprehensive plan. While much of the planning probably will be done by staff and consultants, local citizens can and should control the process with their participation.

Myth – *Smart Growth requires communities to meet certain standards in their comprehensive plan.*
Fact – Smart Growth is not a "one-size-fits-all" approach to planning. The law recognizes that each community is different, with its own unique history, values, and resources. Each community is encouraged to develop its own plan that reflects the attitudes and beliefs of its citizenry.

Myth -- *Repealing Smart Growth will solve issues related to private property rights, planning, or the DNR.*
Fact – Despite some claims, Smart Growth is not responsible for issues related to shoreland zoning, sprawl, large lot-size requirements, impact fees, open-space protection initiatives, or many of the other problems people have had with state and local regulations. These issues have existed for many years and pre-date the Smart Growth law. Although these issues are fair game and may be discussed as part of any planning process, they have nothing to do with the law itself. Smart Growth in Wisconsin is about balanced, more informed planning at the local level, not restrictive land use policies.

Conclusion
As real estate professionals, REALTORS® have a responsibility to make sure any representations they make to the public are accurate. REALTORS® are often entrusted by the public to provide them with accurate information about laws, regulations, and policies that impact the real estate market and the ownership of property. While others may disseminate incorrect information without suffering consequences, the public expects more from REALTORS®. If someone makes a representation about Smart Growth or any other regulation related to real estate, please verify its accuracy with WRA staff or another reliable source before passing this information on to others.

If you have any questions or if you would like additional information, please contact Tom Larson (tlarson@wra.org) at (608) 240-8254. Reprinted with permission. ■

905014

Center for Land Use Education
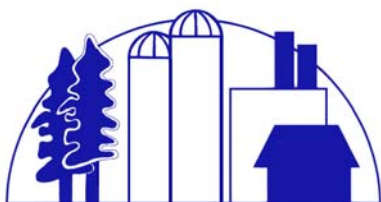
**University of Wisconsin - Stevens Point
College of Natural Resources
1900 Franklin Street
Stevens Point, WI 54481**

**Phone: 715-346-3783
Fax: 715-346-4038
E-mail: landcenter@uwsp.edu**

(Legal Q & A from page 6)

state agency (including DNR)? (I.e., does the 1999 Comprehensive Planning Law give any new powers to counties, regional planning commissions, the state, or the DNR?)
Patronsky: No.

Hubler (Re: Private Property): Does the 1999 Comprehensive Planning Law change private property law or practice at the local, state, or federal level?
Patronsky: No.

Hubler (Re: Consultants): Does the 1999 Comprehensive Planning Law require that a local government hire an outside consulting firm to draft its comprehensive plan?
Patronsky: No.

Hubler (Re: Other Land-Use Regulations): In the absence of the 1999 Comprehensive Planning Law, would all of the following regulations and procedures remain in force: municipal incorporation, annexation, boundary agreements, consolidation or detachment of territory, official mapping, subdivision ordinances, extraterritorial plat review, local zoning, transportation improvements, agricultural preservation, impact fees, park and open space acquisition, shoreland and wetland zoning, erosion control and stormwater management, as well as DNR Lakes Classification, and WisDOT subdivision review?
Patronsky: Repeal of the comprehensive planning statute would not directly affect any of the other statutes listed in this question. However, the consistency requirement should be noted, and local governmental decisions with respect to many of these statutes, commencing January 1, 2010, must be consistent with the comprehensive plan. ∎