



Center for Land Use Education

THE LAND USE TRACKER

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On The Web...

Visit the new online Calendar of Events at: www.uwsp.edu/cnr/landcenter/events.html

THE IMPACT OF WISCONSIN'S PUBLIC PARTICIPATION REQUIREMENT ON LOCAL COMPREHENSIVE PLANS

By Michael A. Burayidi, Ph.D., Professor, University of Wisconsin-Oshkosh

It is generally acknowledged by urban planners that community participation in the planning process is essential for ensuring that plans reflect the needs and wishes of residents in a community. As Burby observed: "Strong plans stem from planning processes that involve a broad array of stakeholders, and strong plans accompanied by broad stakeholder involvement are needed if plans are to have a significant effect on the actions of local governments" (2003, p. 33).

State governments have also embraced community participation as essential to program effectiveness. While participation requirements may vary by state government, the growth management plans of most states including Maryland, Georgia, and Vermont require, at a minimum, a public hearing before the approval of a local comprehensive plan. Wisconsin, like many other states seeking to manage growth, enacted Wisconsin Act 9, also known as the "Smart Growth" or "Comprehensive Planning Law" in December 1999. The law requires communities that engage in zoning, subdivision or official mapping actions to make decisions related to these programs consistent with an adopted comprehensive plan beginning on January 1, 2010. The law also outlines specific procedures for involving the public in planning. It requires communities to adopt written procedures to involve the public throughout the preparation of a comprehensive plan, hold a public hearing prior to adoption of the plan,

and widely distribute proposed or amended plans for public review and comment (Wisconsin Statutes § 66.1001(4)).

Methodology

This study examined the comprehensive planning processes of a sample of Wisconsin municipalities to see the effects that different community characteristics, inputs and processes have on participation outcomes. At the time of this study (February 2006), the Wisconsin Department of Administration had received 473 adopted municipal comprehensive plans. A random sample of 57 plans, including thirty-seven town, ten village and ten city plans, were selected for review. Four sources were referenced in evaluating community participation effectiveness: 1) the public participation plans of the communities, 2) summaries of community meetings, 3) the content of adopted comprehensive plans, and 4) interviews with key community personnel involved in preparing the comprehensive plans. Community characteristics (such as population, education and income), as well as variables related to planning inputs, processes and outcomes (such as presence of an adopted public participation plan, number and type of participation techniques used, diversity of groups involved, and level of citizen influence) were recorded and analyzed for each community (see Table 1 on page 4).

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CALENDAR OF EVENTS

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LEED FOR NEIGHBORHOODS

October 3, 2007 – UW-Stevens Point, UW-River Falls, UW-Madison
For more information and to register contact Linda Stoll linda.stoll@uwsp.edu
www.planning.org/audioconference/advancedintensive.htm

LEAGUE OF WISCONSIN MUNICIPALITIES 109TH ANNUAL CONFERENCE

October 3-5, 2007 – Hilton Hotel, Milwaukee, WI
www.lwm-info.org/

WISCONSIN COUNTIES ASSOCIATION 2007 CONFERENCE

October 7-9, 2007 – Kalahari Resort & Convention Center, Wisconsin Dells, WI
www.wicounties.org/

INTRODUCTION TO ARCGIS I & II

October 15-16 & 17-19, 2007 – UW-Madison
www.lic.wisc.edu/training or call 608-263-0009

MIDWEST ENVIRONMENTAL EDUCATION CONFERENCE: “NO CHILD LEFT INSIDE”

October 18-20, 2007 – Country Springs Hotel & Conference Center, Stevens Point, WI
www.uwsp.edu/cnr/waee/Events/fall07.htm

AMERICAN COLLEGIATE SCHOOLS OF PLANNING (ACSP) 2007 CONFERENCE

October 18-21, 2007 - Hilton Milwaukee City Center, Milwaukee, WI
www.acsp.org/events/conferences.html

WISCONSIN TOWNS ASSOCIATION 2007 CONVENTION

October 21-24, 2007 – Regency Suites and KI Convention Center, Green Bay, WI
www.wisctowns.com/

APA UPPER-MIDWEST FOUR STATE CONFERENCE

October 31, 2007 – Dubuque, IA
Contact russell@cityofdubuque.org or ejensen@ci.ankeny.ia.us

WISCONSIN COUNTY CODE ADMINISTRATORS FALL CONFERENCE

October 31-November 2, 2007 – Stevens Point, WI
www.wccadm.com/First%20conferences%20page.htm

2007 COMMUNITY DEVELOPMENT SYMPOSIUM

November 6, 2007 – Brookfield Suites, Brookfield WI
www.mbaonline.org/ or call 262-436-1122

For additional dates and information, visit the online calendar of events
www.uwsp.edu/cnr/landcenter/events.html

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Study Results

Table 1 compares the participation scores of incorporated and unincorporated municipalities and shows that these municipalities differ in six key areas: incorporated municipalities spent more per capita on conservation and development activities, involved both traditional and nontraditional groups, went beyond the traditional approaches to involve the public in the planning process, involved a greater number of stakeholders, used a wider variety of participation approaches, and gave residents greater control over the planning process than unincorporated municipalities.

Using multiple regression analysis, one process variable and three community characteristic variables were shown to have the most effect on citizen power, that is, the extent to which residents in a community were given control over the planning process (Arnstein, 1969). A community's outreach efforts, such as the number and types of stakeholders involved, and the number and types of approaches used to involve the public in the planning process were key factors in determining the community's public participation effectiveness. Also, large communities, communities with a high proportion of residents that have a bachelor's degree or higher, and those in which plans were prepared for a single jurisdiction rather than multiple jurisdictions showed more effectiveness in their public participation processes than those without these characteristics. Most of the communities that had low scores in their outreach efforts also scored low on the overall index of community participation. By contrast communities with high outreach scores did remarkably well on the overall index.

The findings of this study support the planning literature and previous research findings on community participation that show "good

processes reach out to all stakeholders, share information openly and readily, engage people in meaningful interaction, and attempt to satisfy multiple interest positions" (Webler and Tuler 2006, p. 718; also see Cooper, Bryer and Meek 2006).

Lessons from Wisconsin's Experience

The objective of this research was to identify factors that contribute to effective community participation in the preparation of comprehensive plans. The findings show that the guidelines established by the state of Wisconsin for public participation, including the preparation and adoption of a public participation plan, notification of opportunities for public participation, and a public hearing prior to plan adoption, were met by all communities. Furthermore, issues and opportunities identified by residents were generally reflected in the final plans and programs of most communities. Nonetheless, many communities still had low scores on the community participation index primarily because of poor outreach efforts.

One way to rectify this problem is for states to provide incentives to encourage the use of innovative approaches that go beyond conventional methods of eliciting participation. While potentially time consuming, some of these innovative approaches, such as the use of advisory committees and photography journals, have been shown to increase the effectiveness of participation. In assessing proposals for funding, greater weight should also be given by state funding agencies to community outreach efforts, especially those involving non-traditional ways of involving the public in planning. Furthermore, state funding agencies, such as the Wisconsin Department of Administration should be following up with communities to make sure that the techniques they suggest for involving the public in planning in their grant applications are actually implemented.

References

- Arnstein, S. (1969). A ladder of citizen participation. *Journal of the American Institute of Planners*, 35, 216-224.
- Burby, Raymond J. (2003). Making plans that matter: Citizen involvement and government action. *Journal of the American Planning Association*, 69(1), 33-49.
- Cooper, Terry, Bryer, Thomas A., and Meek, Jack. (2006). Citizen-centered collaborative public management. *Public Administration Review*, 66(supplement), 76-88.
- Webler, T. and Tuler, S., (2006). Four perspectives on public participation process in environmental assessment and decision making: Combined results from 10 case studies. *Policy Studies Journal*, 34(4), 699-722.



While the state's comprehensive planning law and grant program promote multi-jurisdictional planning among municipalities as a way to increase inter-governmental and collaborative solutions to problems, this research found that multi-jurisdictional plans were less

effective in generating effective participation. Thus, the state should weigh the benefits of rewarding multi-jurisdictional planning efforts against the impacts such an approach has on community participation outcomes.

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Table 1: Community Participation Index

	Incorporated Municipalities (20)	Unincorporated Municipalities (37)	Total (57)
Community Characteristics			
Municipality is incorporated	20 (100%)	0 (0.0%)	20 (35.0%)
Population (2000)	3,730	944	1,921
Population growth rate (1990-2000)	12.74	6.95	8.97
Percent population with bachelor's degree or higher	17.7%	14.4%	15.6%
Median income (2000)	\$41,671	\$43,078	\$42,584
Input Variables			
Have written procedures for public participation	20 (100%)	37 (100%)	57 (100%)
High planning capacity (plan prepared by in-house planning staff)	2 (10.0%)	0 (0%)	2 (3.5%)
Single jurisdiction plan	7 (35.0%)	12 (32.4%)	19 (33.3%)
Per capita development expenditures exceed state average (\$70.08)	4 (20.0%)	1 (2.7%)	**5 (8.8%)
Process Variables			
Involved residents in pre-planning	16 (80.0%)	22 (59.5%)	38 (66.7%)
Involved residents in planning	20 (100%)	37 (100%)	57 (100%)
Have procedures to involve residents in post-planning	1 (5.0%)	1 (2.7%)	2 (3.5%)
Involved both traditional and nontraditional groups in planning	8 (40.0%)	4 (10.8%)	**12 (21.1%)
Involved more than five groups in planning	6 (30.0%)	2 (5.4%)	**8 (14.0%)
Used nontraditional approaches to involve public	7 (35.0%)	4 (10.8%)	**11 (19.3%)
Used more than 5 approaches to involve public	14 (70.0%)	11 (29.7%)	**25 (43.9%)
Outcome Variables			
Gave citizens "power" over planning process	13 (65.0%)	15 (40.5%)	*28 (49.1%)
High correlation between resident-expressed goals and comprehensive plan goals	18 (90.0%)	33 (89.2%)	51 (89.5%)
Participation Score based on Input, Process and Outcome Variables			
Maximum possible score	45	45	45
Lowest score	16	17	16
Highest score	42	39	42
Average score	27	22.5	24
Number scoring above average	7 (35.0%)	12 (32.4%)	19 (33.3%)

** Significance at the .05 level

* Significance at the .10 level.



MAPPING MEANING AND THE MEANING OF MAPS: USING GIS ANALYSIS TO EXAMINE LAND OWNERSHIP PATTERNS

By Dan McFarlane, Graduate Research Assistant
and Anna Haines, Ph.D., Associate Professor and Land Use Specialist

If you are a resident or visitor to Wisconsin, you may have noticed changes on the land in the past few decades, mostly in the form of new homes where farmland or forests previously existed. Some call these new land uses sprawl, others call it market demand; but whatever it is, change is occurring. In addition to changes in land use, changes in land ownership and parcel size are also taking place. The growing demand for rural residential and recreational land can break up large tracts of productive lands. Many communities in Wisconsin are concerned about the loss of farmland and forests and have started to manage that change through various means. Studies have shown that viable farming and forestry operations are more efficient when located in large contiguous blocks of land. Improved land management techniques can contribute to the preservation of these areas.

New mapping tools can help to identify areas of concern and target regions for either land preservation or potential future development. Advances in digital mapping technology, such as Geographic Information Systems (GIS), have allowed counties to modernize their tax parcel information from a paper format into an integrated spatial database. Similar advances in spatial analysis have allowed researchers to display the geographic distribution of landscape features, distinguish patterns, and measure relationships, thereby improving the ability of planners and citizens to understand potential factors driving land ownership patterns. The ability to present results in colorful maps makes

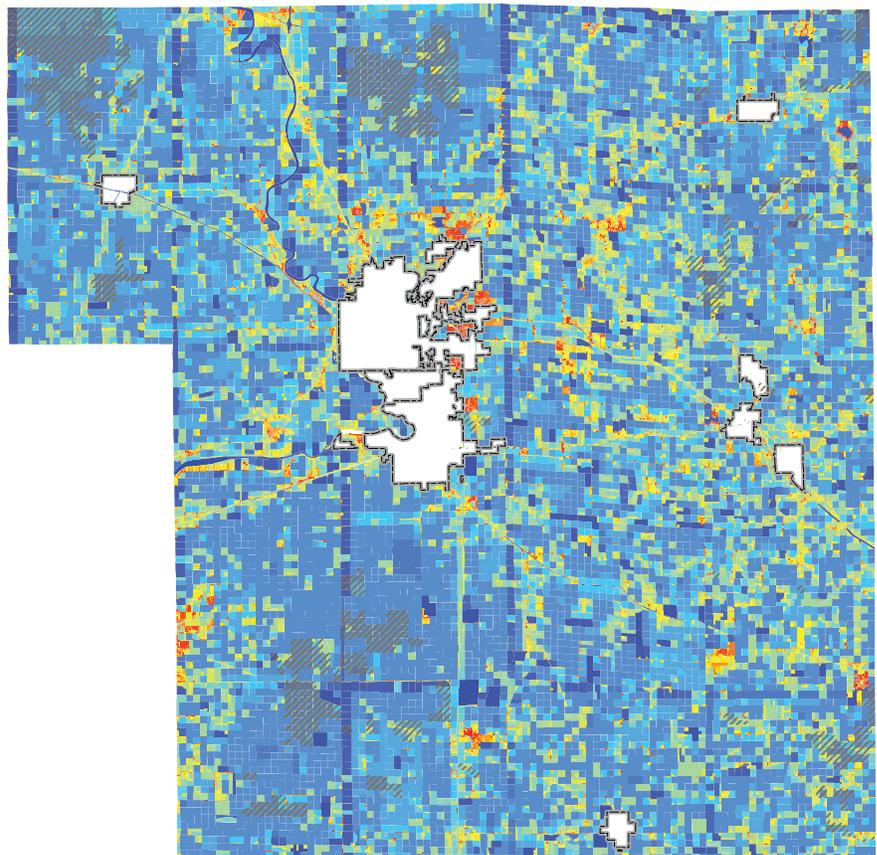
interpretation straightforward and much easier to communicate. This project demonstrates how a person doesn't need to be a statistical genius to utilize and understand landscape patterns.

Methods

Spatial tools¹ such as Hot Spot Analysis and Cluster Analysis were used to identify concentrations or clusters of various parcel attributes such as size, land use, or zip codes. The statistics indicate the extent to which each parcel is surrounded by similar values. Using parcel acreages we mapped and color-coded parcels based on clusters of large and

Patterns of Land Ownership in Portage County.

Spatial statistical analysis shows that features such as roads, shorelines, and proximity to public lands influence the clustering of small parcels.

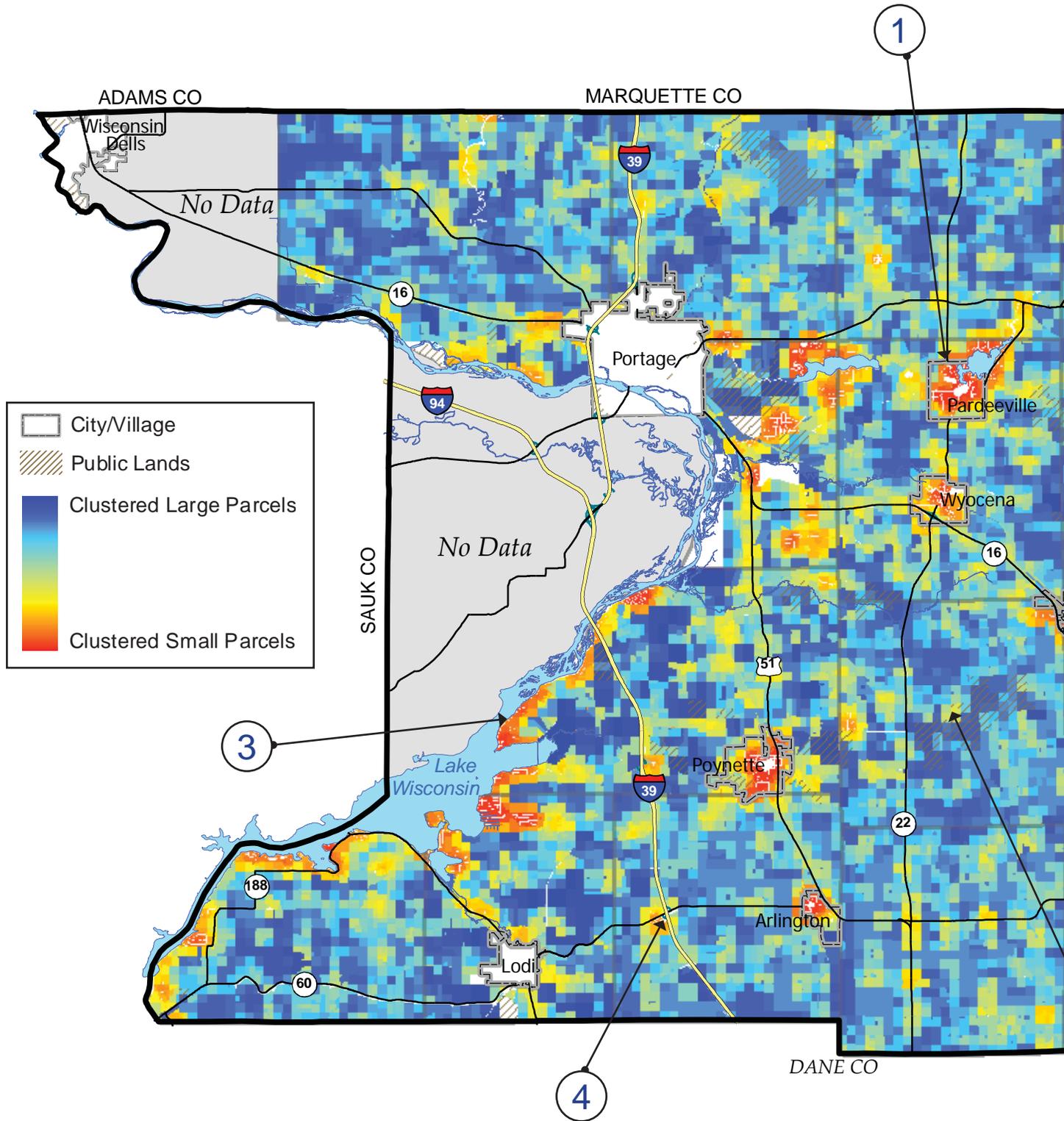


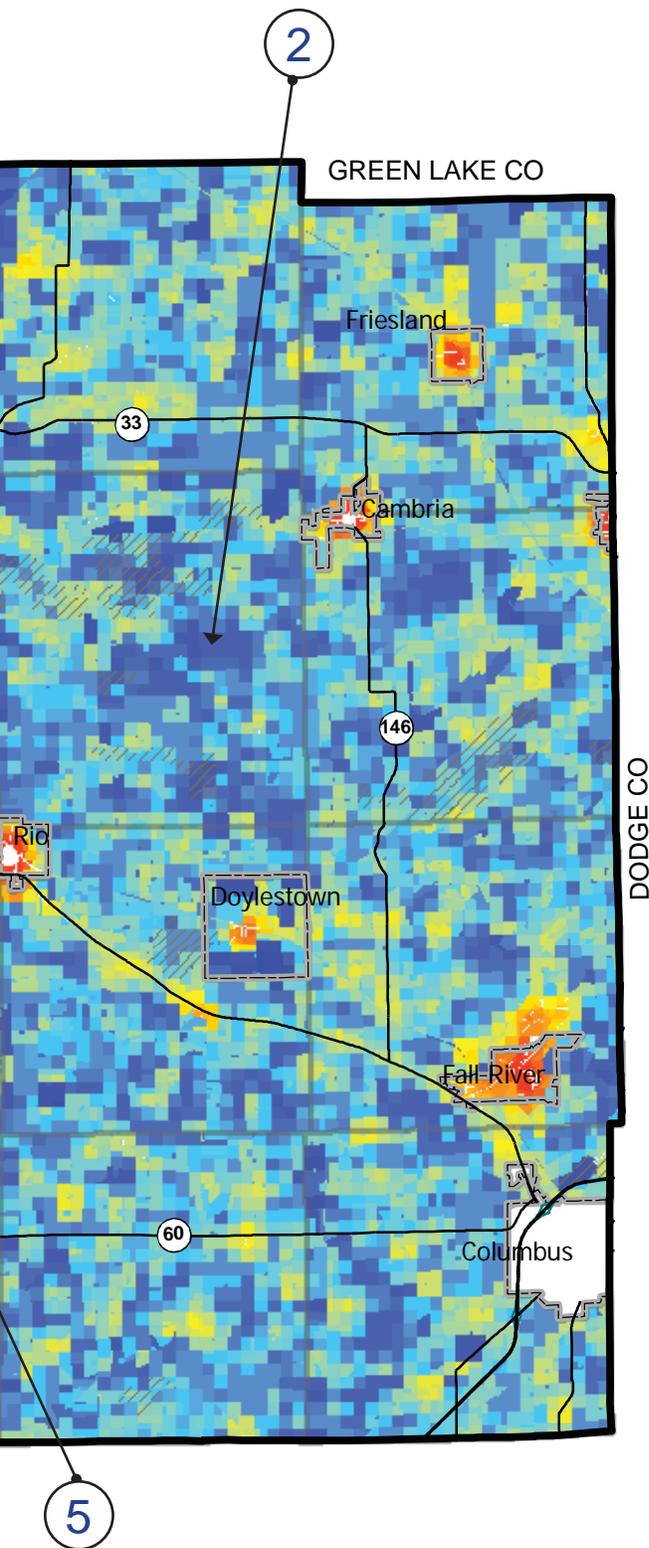
¹ Technical Note: We used ESRI ArcGIS because it is the industry standard mapping software program. Most counties use this program and have access to the spatial tools mentioned. To measure clusters of similar values, we used a search radius of one-quarter mile. The resulting maps were symbolized based on the calculated Gi field. In addition to mapping the Gi-values, one can also map the calculated Z-scores showing where values are statistically significant.



Patterns of Land Ownership in Columbia County

Measuring and displaying land ownership using parcel level data can help planners and citizens protect key natural resources. Here, we mapped clusters of similarly sized parcels in Columbia County, Wisconsin. Areas of small and large parcel clusters are shown along with some factors which may have influenced these trends.





1 Small Parcels. Cities and villages are shown in red because they contain small, dense parcels. Land immediately adjacent to these areas is usually carved up into small parcels as well, providing land for future development and growth.

2 Large Parcels. Areas of clustered large parcels, shown in blue, are important for a number of reasons. Farming and forestry operations on larger land holdings tend to be more manageable and sustainable. Keeping these areas intact can benefit these industries.

3 Water. This analysis shows how water impacts the location and size of parcels. Here, many rural subdivisions are created along the shores of Lake Wisconsin and other water bodies within the county.

4 Transportation. Access to major transportation routes plays an important role in land development. This on/off ramp in rural Columbia County has resulted in a pattern of clustered small parcels surrounded by an area of large parcels.

5 Public Land. Clusters of small parcels sometimes occur near public lands. Land owners are attracted to these areas for many reasons including public access to recreation and assurance that adjacent lands will not be developed.



small parcels. Because landowners sometimes retain ownership of new lots after subdividing their property, this analysis was performed on tax parcel boundaries rather than ownership boundaries. Using the tax parcels, we show where potential new ownership may occur.

Interpreting the Results

If one were to look at a published plat book, identifying parcel patterns can be difficult. With this analysis (see maps on pages 5-8), we are able to show the spatial pattern of parcels on a county-wide scale, with red “hot spots” indicating concentrations of small parcels and blue “hot spots” indicating concentrations of large parcels. Naturally, cities

and villages show up as red hot spots indicating clustered small parcels. With this method, we are also able to pick out other hot spots in more distant rural areas. For example, shorelines along rivers and lakes are heavily clustered with small parcels. Access ramps to interstate highways, ridge tops and areas adjacent to public lands also appear to influence the clustering of small parcels. Features such as lack of water bodies, exclusive agriculture zoning, industrial forests, and public lands appear to influence the grouping of large parcels.

Conclusion

With easy-to-use tools included with most GIS software packages, it is possible to measure and display land ownership patterns using tax parcel data. Whether a community’s goal is to protect farmlands, forests, or habitat corridors, understanding the patterns and spatial relationships of land ownership can help make better decisions regarding land use planning. The maps can help both planners and policy-makers visualize the parcel landscape and communicate important patterns back to the public. This analysis can also help improve decision-making regarding the location of future growth, land acquisition, farmland protection, and other policies.

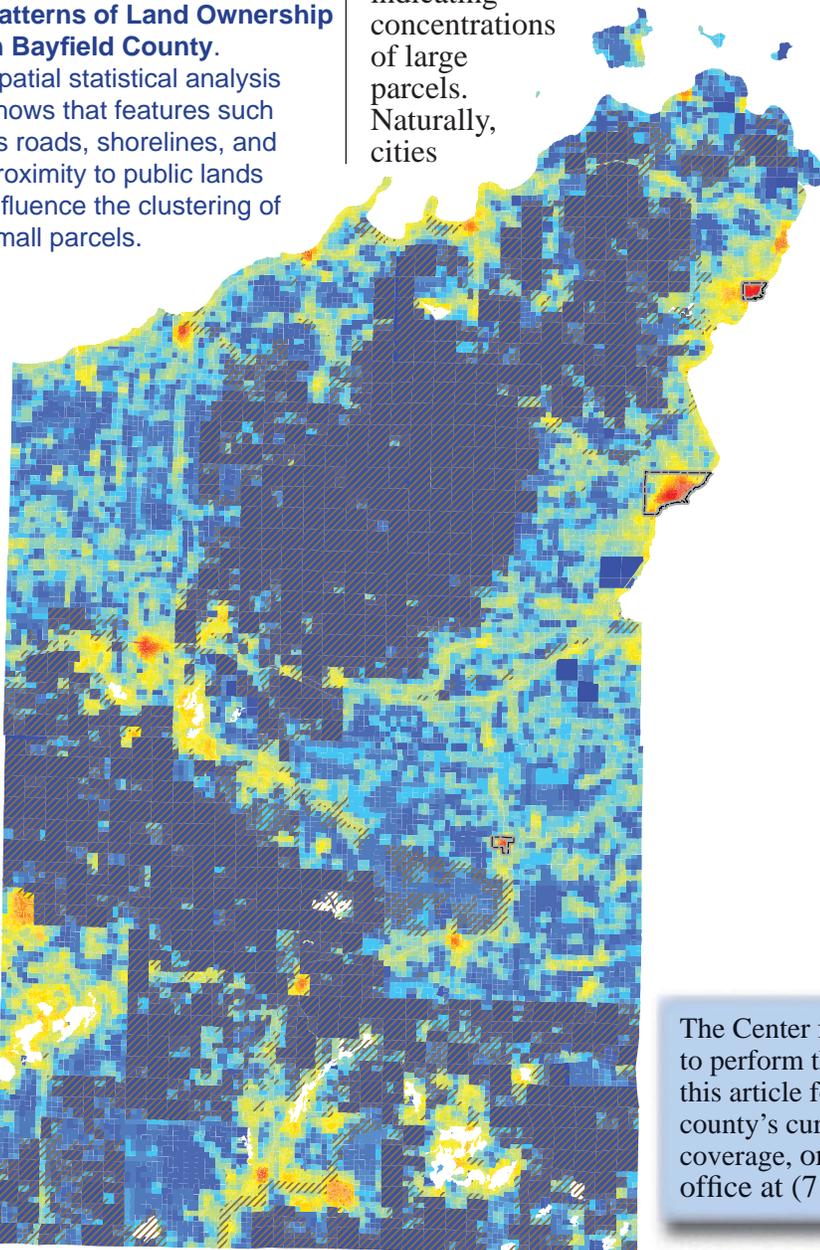
References and Further Reading

Clark, C. D., Park, W., & Howell, J. (2006). Tracking farmland conversion and fragmentation using tax parcel data. *Journal of Soil and Water Conservation*, 61(5), 243-249.

Mitchell, A. (2005). *The ESRI Guide to GIS Analysis (Volume 2: Spatial Measurements and Statistics)*. Redlands, CA: ESRI Press.

Patterns of Land Ownership in Bayfield County.

Spatial statistical analysis shows that features such as roads, shorelines, and proximity to public lands influence the clustering of small parcels.



The Center for Land Use Education would be pleased to perform the land ownership analysis highlighted in this article for interested counties. All we need is your county’s current digital tax parcel information in shapefile, coverage, or feature class format. Please contact our office at (715) 346-3783 for more information.

CLUE INTRODUCES NEW ONLINE CALENDAR OF EVENTS

The Center for Land Use Education recently updated its online calendar of events located at: www.uwsp.edu/cnr/landcenter/events.html. The new calendar uses Google™ Calendar to organize planning and land use related events throughout the state. Events are color-coded and searchable by seven general content areas including:

1. Planning, zoning and land use controls
2. Agriculture and natural resources
3. Energy and sustainability
4. Training for local officials
5. Local government associations
6. Public participation
7. GIS and related technologies

To submit an event, contact Becky Roberts at 715-346-4322 or email rroberts@uwsp.edu. Please include the name of your event, time, date, location, and a short description. Where applicable, include a phone number, email address, or website to contact for additional information.

Center for Land Use Education
A joint venture of Cooperative Extension and the College of Natural Resources at the University of Wisconsin-Stevens Point

Calendar of Events
All Events

DOJ Public Records and Open Meetings Law Seminar
 When: Oct 29, 2007
 Where: Madison - American Family Center Auditorium, 6000 American Parkway (Atrium building entrance)
 Description: (1 p.m. - 4 p.m.) These seminars, sponsored by the Wisconsin Department of Justice are designed for government officials and employees, members of the media, and the general public wishing to learn more about Wisconsin's public records and open meetings laws. The seminars are FREE, but registration is required as seating is limited. To register call 608-267-2220 or email registration@doj.state.wi.us. Please submit your name, title, organization /agency, and which seminar you plan to attend.

Center for Land Use Education
A joint venture of Cooperative Extension and the College of Natural Resources at the University of Wisconsin-Stevens Point

Calendar of Events
All Events

Planning, Zoning & Land Use Controls | Agriculture & Natural Resources | Energy & Sustainability | Training for Local Officials | Local Government Associations | Public Participation | GIS & Related Technologies | All Events

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To conclude, state laws that require public participation in the preparation of local comprehensive plans have the potential to increase the level and effectiveness of community participation in planning. To achieve optimum results, however, state funding should be targeted to participation processes that encourage planners to involve a wide variety of stakeholders through the use of

non-traditional and unconventional methods. State governments should also institute mechanisms for evaluating local government planning processes to ensure that there is follow-through between proposed public participation efforts and actual efforts.

Michael A. Burayidi, Ph.D. is a Professor of Urban Planning and Coordinator of the Urban and Regional Studies Program at the University of Wisconsin-Oshkosh.



IS YOUR COMMUNITY PLANNING TO PROTECT ITS DRINKING WATER?

By Lynn Markham, Land Use Specialist

For most of us in Wisconsin, the water we drink comes from right below our feet. In fact, 97% of communities rely on groundwater as their drinking water source. Groundwater is Wisconsin's invisible resource – our buried treasure. Protecting groundwater from contamination and overuse is vital to the health of Wisconsin's people, ecosystems, communities, and economy.

The Challenge

Many Wisconsin communities are facing groundwater stress in various

forms and can benefit or have benefited from groundwater planning. For example:

- Chemical contamination of a municipal well in the City of Waupaca by a dry cleaning business led the city council and local businesses to adopt multiple water conservation measures after being faced with reduced pumping capacity.
- High nitrate levels in a municipal well in the City of Chippewa Falls led the county board to adopt a county-wide wellhead protection

Protecting Groundwater in Wisconsin through Comprehensive Planning - Buffalo County Executive S - Windows Internet Explorer

http://wi.water.usgs.gov/gw_comp/find/buffalo/index.html

City of Stevens P... Second Annual F... What's New in Sh... WebVoyage Reco... Protecting Gr... Live Search: scre...

Protecting Wisconsin's Groundwater Through Comprehensive Planning

Find data and policies in your area

Buffalo County

The *Find Section* provides the most current information and data found, as of **May 2007**, unless otherwise noted.

EXECUTIVE SUMMARY FULL REPORT

GROUND-WATER FINDINGS

SOURCES OF DRINKING WATER

- Wisconsin has nearly 11,500 public water systems which meet the daily water needs of about 4 million people. Public water systems that are owned by a community are called municipal water systems. Buffalo County has 5 municipal water systems. **FIGURE**
- In addition to the public water systems, about 850,000 private wells provide drinking water to Wisconsin's population.
- The USGS is finalizing the *Summary of Water Use in Wisconsin for 2005*. When released, this summary will show the percentage of the Adams County population whose drinking water comes from private wells versus municipal systems.

GROUNDWATER PROTECTION POLICIES **FIGURE**

ordinance.

- Private well testing and drinking water education programs in Iowa County led to greater awareness, installation of household water filters, greater use of the county's well abandonment program and participation in a comprehensive groundwater study to guide local land use planning.
- Rapid population growth in Washington County led the Town of Richfield to develop a water budget for the town and then adopt a groundwater protection ordinance that regulates water use in new developments.

While a large amount of information and data exist, many Wisconsin communities may not have the resources or expertise to locate, evaluate, and incorporate appropriate groundwater information and data in their plans. In many instances, it may be difficult for a community to know where to begin.

New Groundwater Planning Website

To address this problem, CLUE and the USGS Wisconsin Water Science Center created a website called Protecting Wisconsin's Groundwater Through Comprehensive Planning. The website incorporates data from 16 federal, state and local agencies, and is intended to make Wisconsin groundwater information and data accessible and usable. The website makes it easier for government officials and planners to incorporate groundwater into their comprehensive planning processes. Communities that have already adopted their comprehensive plans will have an opportunity to incorporate additional groundwater data from this website during plan revisions.

This web site is located at <http://wi.water.usgs.gov/gwcomp> and is organized into four sections: Learn, Integrate, Find and Browse.

Learn

The Learn section is designed to help you learn more about how groundwater is used in Wisconsin and

what scientific researchers have found regarding how groundwater moves and how it can be contaminated.

This section also provides links to a number of fact sheets about planning for groundwater, a recent report about many groundwater issues in Wisconsin, and a few key reports about the connections between land, groundwater, and lakes and streams.

Integrate

The Integrate section is designed to help you integrate groundwater into your comprehensive plan. This section includes groundwater-specific recommendations for five steps of the planning process:

- Step 1: Review pre-planning actions
- Step 2: Inventory groundwater data and analyze trends
- Step 3: Develop groundwater goals, objectives and policies
- Step 4: Prioritize policies
- Step 5: Decide how to monitor progress

Find

The Find section provides an executive summary and full report about groundwater in each of Wisconsin's 72 counties including:

- Sources of drinking water
- Groundwater protection policies
- Money spent on cleanup
- Groundwater use
- Susceptibility of groundwater to pollutants
- Groundwater quality
- Potential sources of contaminants

Browse

The Browse section contains:

- References for the footnotes in the text
- Links to web resources for data and information
- Links to groundwater programs at state and federal agencies
- Links to assist in locating groundwater and planning expertise.



References

Wisconsin Department of Natural Resources. (2005). Resources To Help You Protect Your Drinking Water Supply: Comprehensive Planning and Groundwater Fact Sheet 2. *Wisconsin Groundwater Coordinating Council*. 4 pp. www.dnr.state.wi.us/org/water/dwg/gw/pubs/SmartGrowth2.pdf

Wisconsin Department of Natural Resources, (2006). Groundwater: Wisconsin's Buried Treasure. www.wnrmag.com/supps/2006/apr06/intro.htm

Acknowledgements

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Submit Articles!

Please submit an article to our newsletter.

It should be:

- 1,000 words or less,
- Informative,
- Of statewide concern,
- And address a land use issue.

The managing editor will review your submission and get back to you if any changes are necessary.

Managing Editor
Rebecca Roberts

PLAN COMMISSION WORKSHOPS

The following workshops are offered in partnership with county Cooperative Extension faculty, local planning and zoning offices, and Center for Land Use Education staff. For additional information contact the local Community Resource Development Educator listed or visit the Center for Land Use Education workshops page: www.uwsp.edu/cnr/landcenter/workshops.html

Monroe County Workshop Series

- October 2, 2007 – Public Participation – Leon, WI
- October 23, 2007 – Plan Elements, Part 1 – Leon, WI
- November 6, 2007 – Plan Elements, Part 2 – Leon, WI
- December 4, 2007 – Plan Implementation – Leon, WI

Contact Amy Schanhofer at 608-269-8722 or email amy.schanhofer@ces.uwex.edu

Columbia and Sauk County Workshop Series

- October 29, 2007 – Getting Started with Comprehensive Planning – Portage, WI
Contact Kathleen Haas at 608-742-9683 or email kathleen.haas@ces.uwex.edu
- November 28, 2007 – Implementing Your Comprehensive Plan – Baraboo, WI
Contact Jennifer Erickson at 608-355-3250 or email jennifer.erickson@ces.uwex.edu

Outagamie County Workshop

- November 15, 2007 – Basics of the Plan Commission – Town of Bovina, WI
Contact Jim Resick at 920-832-5121 or email james.resick@ces.uwex.edu

Ozaukee and Washington County Workshop

- December 6, 2007 – Comprehensive Planning Implementation - Newburg, WI
Contact Paul Roback at 262-238-8289 or email paul.robac@ces.uwex.edu



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