



THE LAND USE TRACKER

INSIDE THIS ISSUE:

<i>Integrating the Local Economy and Natural Resources in the Planning Process</i>	Cover
<i>What's New at the Center</i>	2
<i>Gordie Boucher Case Overturned in Extraterritorial Subdivision Regulation Decision</i>	3
<i>Engaging Local Citizens: A Smart Growth Workshop Overview</i>	4
<i>Comprehensive Planning: Ready, Set, Go?</i>	8

Integrating the Local Economy and Natural Resources in the Planning Process

By ChinChun Tang, Project Planner

How can we provide future generations with environmentally rich yet socially and economically sound communities? If you are concerned about such a question, this article series will attempt to answer your question.

The first article of this two-part series discusses the integration of the local economy and natural resources in the planning process from the perspective of planning for economic development. This piece highlights the value of addressing two key elements of a comprehensive plan - economic development and natural resources - simultaneously during the comprehensive planning process. It also discusses economic development in rural communities and local economic base data and natural resource inventories that are needed to strategize for rural economic development.

The second article, which will be published in the next *Tracker*, continues the dialogue from the perspective of planning for natural resources. It will discuss natural resource inventories followed by strategies that can also benefit both the local economy and natural resources. The piece will wrap up with suggestions on how to tackle consistency between elements during the planning process.

Planning for Economic Development – The Role of Natural Resources

Many rural Wisconsin communities are facing challenges regarding the use of natural resources and the long-term health of their local economy. Controversies surrounding the environmental cost and economic benefit of Crandon/Mole Lake Mine in Forest County and the extraction of spring water in Adams County for bottling are two examples. In these examples and others, economic development and natural resources are juxtaposed and are placed at odds with each other.

Sustaining both the local economy and local natural resources requires a new way of thinking. Frequent dialogues among different levels of government

(See *Local Economy* on page 5)

Check out the Community and Economic Development Toolbox website



www.cardi.cornell.edu/cd_toolbox_2/cdindex.cfm

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

Doug Miskowiak

Project Planner
Doug.Miskowiak@uwsp.edu

Chin-Chun Tang

Project Planner
Chin-Chun.Tang@uwsp.edu

Becky 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@uwrwf.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.

Forest Planning for Wisconsin's Future

Although 46% of Wisconsin is forested, forest planning assistance for communities is currently very scarce. To meet this need at a crucial time when communities statewide are developing community plans and policies under the statewide comprehensive planning initiative, CLUE in conjunction with the Wisconsin Woodland Owners Association, Wisconsin Department of Natural Resources, and the Wisconsin Center for Environmental Education applied for and received a grant from the Wisconsin Environmental Education Board to develop a multi-faceted educational program focused on forest planning and implementation. Specifically, CLUE and its partners will develop an on-line course, regional workshops around the state for local government officials, workshop exhibits and magazine and newsletter articles by December 2004.

The on-line forest planning course for the public will be free, flexible, user-friendly and interactive and will provide the increasingly computer-savvy public with access to forest planning information at the click of a mouse 24 hours a day. The on-line course will be promoted through conference exhibits, and magazine and newsletter articles. The content of the forestry planning on-line course will also be featured at the well-attended regional plan commissioner workshops around the state.

If you are interested in the forest component of your community comprehensive plan and would like to provide input for this project, please contact Lynn Markham at 715-346-3879. ■

Zoning Board of Adjustment/Board of Appeals Workshops scheduled

Jun 25, at the Sawyer County Courthouse in Hayward. Contact Bob Newby 715-346-3783 to register.

Jun 30, at the Ozaukee County Administration Center in Port Washington., Contact Cindy Degroot at 262-284-8313 to register.

Each workshop will run from 9 a.m. to Noon. Contact Lynn Markham for more information. Brochures are available on the Workshops page of our website at www.uwsp.edu/landcenter. ■

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

***Gordie Boucher* Case Overturned in Extraterritorial Subdivision Regulation Decision**

Reprinted by permission of Richard A. Lehmann, Boardman Law Firm, Madison, Wisconsin

In a decision released on April 11, 2003, the Wisconsin Supreme Court held that a city can deny approval to an extraterritorial land subdivision based on land use standards. *Wood v. City of Madison*, 2003 WI 24, Case No. 01-1206.

The decision overturns the separate but related 1993 Court of Appeals decision in *Gordie Boucher Lincoln-Mercury v. Madison Plan Commission*, 178 Wis. 2d 74, 503 N.W.2d 265 (Ct. App. 1993). In that case, the City of Madison denied approval to a certified survey map in its extraterritorial area based upon noncompliance of the proposed land use with the municipal land use plan. The Court of Appeals found that the City had acted beyond the scope of its authority, holding that extraterritorial land subdivision regulation decisions could not override the county zoning applicable to the property.

A decade later, *Wood v. City of Madison* came before the Wisconsin Supreme Court. The case involved the same City exercising land subdivision review in the same Town (Burke), and once more denying subdivision approval for land use reasons. This time, the land use bases for the decision were found in criteria that had been included in the City Subdivision Ordinance, but this turned out not to be a significant difference. The new case presented the Supreme Court with a recommendation from the Court of Appeals that the ruling of *Gordie Boucher* be overturned. The Court of Appeals had made the *Gordie Boucher* decision in 1993, but as an intermediate appellate court, it was unable to overturn the decision.

The reason for overturning the *Gordie Boucher* decision was that the statement of purpose for local land subdivision ordinance in section 236.45 of the Wisconsin Statutes says that such ordinances shall be adopted and enforced for several purposes, one of which is to encourage "the most appropriate use of land throughout the municipality...." While this does place land subdivision regulation in overlapping position with land use regulation through zoning, this overlap is the product of legislation. The Supreme Court sees no reason for the courts to interfere.

The majority decision, written by Justice Bradley and

joined by Chief Justice Abramson and Justices Crooks and Bablitch, devotes 24 pages to establishing this point and determining that Madison's land use criteria were sufficiently specific and were reasonably applied to the subdivision plat.

A concurring opinion written by Justice Prosser and joined by Justices Sykes and Wilcox, devotes 32 pages to explaining that the *Gordie Boucher* decision does not need to be, and should not be overturned, although the concurring Justices agree that the plat in question was properly denied by the City.

The concurring opinion traces the history of Wisconsin's land subdivision laws back to 1839. It notes that cities have had extraterritorial plat approval powers since 1909. It pays homage to the late Professor Jacob Beuscher, who was instrumental in shaping the present version of land subdivision statutes in the mid 1950s. Another contributor to the present statutes was attorney Robert D. Sundby representing the League of Wisconsin Municipalities in that era. Mr. Sundby went on to become a member of the Wisconsin Court of Appeals and was the author of the *Gordie Boucher* decision.

The concurring opinion concludes that the Legislature has given cities an array of powers that can be combined. In the *Wood* case, the proposed commercial land use conflicted with the applicable agricultural zoning, the City's land use plan, and the City's land use policies in its subdivision ordinance, and was not serviceable with adequate transportation and sewer facilities. The City was using its powers aggressively, but was not overreaching when applying them to a development proposal that was "so vulnerable to criticism."

But, the concurring justices see *Gordie Boucher* as having dealt with a subdivision that had no defects of platting or municipal services. The proposed use was consistent with the zoning. Under these circumstances, the City was beyond its bounds in stretching extraterritorial plat review to overrule applicable zoning. The extraterritorial subdivision denial was arbitrary, as applied to the facts.



(See *Gordie Boucher* on back page)

Engaging Local Citizens: A Smart Growth Workshop Overview

By Karen Bassler, *Gathering Waters Conservancy*

A handful of non-profit, Wisconsin conservation organizations have been collaborating to develop methods of providing the citizens of the state with the tools and knowledge necessary to create and implement smart growth plans which effectively conserve the natural resources in their communities. Gathering Waters Conservancy, 1000 Friends of Wisconsin, River Alliance of Wisconsin and the Wisconsin Association of Lakes provide support, training and resources to local conservation groups to help build their capacity to effect significant on-the-ground conservation of land and water resources. One tool available to these local groups is working with their elected officials and planning staff to develop comprehensive plans which appropriately address natural resource conservation needs. Indeed, each of the partner groups had recognized the interest among their constituent organizations in learning more about the Smart Growth law and how it can assist in conservation efforts.

Last fall, these partner organizations, assisted by The Nature Conservancy, the Kinnickinnic River Land Trust and UW-Extension River Falls, staged a *Comprehensive Planning for Natural Resource Protection* workshop for their constituents. More than 40 individuals attended the day-long workshop, including interested citizens, elected officials, and members of conservation organizations from Polk, St. Croix, Dunn, Pierce, and Chippewa counties.

The goals of the workshop were threefold:

1. To encourage concerned citizens/community leaders/local activists to be at the table when comprehensive planning decisions are being made, and to provide them with the needed tools and data to help inform those decisions;
2. To advance natural resource protection through the participation of these community members in the planning process;



3. To learn from local leaders what information they need, that we can provide, that will help with these endeavors.

The workshop also provided participants with an opportunity to learn more about the services each of the coalition partner organizations provides and the possibilities and challenges facing natural resources protection today. This was a pilot project to determine the effectiveness of this kind of education effort in empowering local groups and individuals to get involved in comprehensive planning within their communities.

Through county-by-county roundtable discussions, case studies, and presentations from professional planners, participants in the workshop were provided the basics necessary to take steps to further smart growth planning in their communities. Participants were also provided a CD-ROM on comprehensive planning compiled by the hosts of the event. The CD includes information about the Smart Growth law, guides to planning for specific elements, information on natural resource data, guides for public participation as part of the planning process and contacts for more information. (The CD is available from Gathering Waters for \$10 a copy. If you are interested in obtaining a copy, please contact Sara Murphy at Gathering Waters: (608) 251-9131 or saramurphy@gatheringwaters.org.)

Participants in the workshop were nearly unanimous in their enthusiastic endorsement of this kind of educational program. As one individual noted, "I am just a beginner in smart growth planning, this gave me some background

(See *Workshop* on page 11)

(Local Economy continued from page 1)

(local, regional, state, and federal) and among different stakeholders of a community (businesses, local governments, environmental organizations, and local residents) are essential. Such interactions can lead to potential cooperation and collaboration at the local level, which is the key ingredient to addressing controversial issues. Even if cooperation or collaboration among stakeholders does not occur, at least issues have been opened up and discussed, and stakeholders have become aware of the contentious nature of the issues. It is a first step to finding common ground.

Planning Comprehensively - Integrating Your Local Economy with Natural Resources

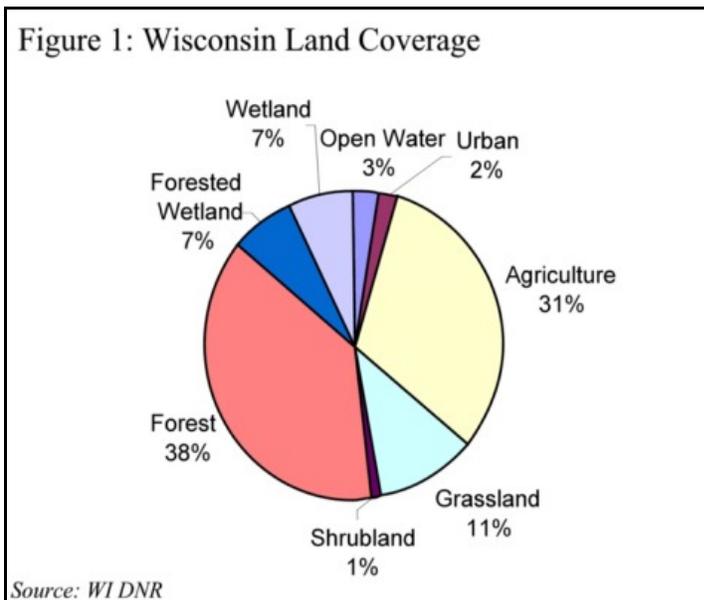
Many economic activities such as agriculture, forestry, fishing, or mining, are directly dependent on extracting natural resources from a particular place. The extracted raw materials can be consumed directly or processed into durable goods (e.g., furniture or metal products) or non-durable manufactured goods (e.g., canned food or paper). These products need to be packaged, transported, and marketed. In rural communities that employ a significant number of people in the extraction or processing of natural resources, community transportation, retail businesses, and other services are highly dependent on these firms and thus the natural resources that these firms rely.

Tourism is also an important income generator for rural communities rich in natural resources. Communities with a robust tourism industry are not dependent on natural resource extraction per se. But rivers, mountains, forests, and the aesthetics of state/national parks, are “being consumed” by tourists through recreational activities such as canoeing, skiing, hiking, camping, and snowmobiling. In these communities, transportation, retail businesses, and other services also rely upon the condition of the natural environment.

The Northwoods region for example, benefits greatly from its natural resource-based tourism. In the year 2001, tourist spending in this region generated an estimated \$776 million in wages, which was approximately 16% of the total wages in the Northwoods, the highest percentage among the eight regions within Wisconsin. Tourist spending also supported 41,582 full-time equivalent jobs, which comprised about 21% of the total full-time and part-time jobs in this region (Wisconsin Department of Tourism; Bureau of Economic Analysis). Directly or indirectly, many rural communities in the Northwoods rely on tourism, and thus, the natural resources of the area.

The economic value of natural resources in Wisconsin

Land coverage in Wisconsin as shown in Figure 1, is abundant in natural resources. Forestland and agriculture together comprise almost 70% of the land coverage. Another 29% of land is comprised of open water, wetland, forested wetland, shrubland, and grassland, with only 2% as urban land (WI DNR, [Land Legacy Report](#)). This



variety of rural land contributes considerably to Wisconsin's economy. Wisconsin's agricultural receipts ranked ninth in the nation in 1997 and its paper production and forest industry value of shipments ranked 1st in the nation in 1996 (WI Dept of Commerce, 2002; WI DNR Forest Resources).

Wisconsin's natural resources not only provide many rural communities with a stable economic base, they also bring in a variety of related industries and businesses, generating more wages and jobs. In 1997, 17.4% of employment was comprised of farm and farm-related jobs and a 1994 analysis also showed that forest products and forest-based recreation accounted for 18% of Wisconsin jobs (USDA; WI DNR Forest Resources). The value of local natural resources to local economies is critical especially in rural areas of Wisconsin.

Developing Your Local Rural Economy

Economic development in the U.S. has mainly been concerned with achieving economic growth. *Economic growth* is not equivalent to *economic development*. *Growth* is a simple quantitative increase—number of jobs, size of tax base - and concerned with near term expansion

(See *Local Economy* on page 6)

(Local Economy continued from page 5)

of the local economy. Often, communities that aim for growth direct resources to a few growing industries in order to generate wealth quickly in the short term.

Development on the other hand, is qualitative, involving structural change – it generates new technical, organizational, behavioral or legal structures that facilitate growth – in the long term (Malizia & Feser, 1999; Blakely, 1994). Communities aiming for development focus on economic progress that emphasizes qualitative improvement and capacity building.

Rural communities often have common characteristics such as relative geographic isolation, small populations, limited markets, and few skilled workers. Conventional economic development that typically focuses on business attraction and retention of large firms, usually bypass rural communities. There are some rural communities in Wisconsin with large firms, but such a strategy may not be feasible for every rural community. Rather, rural communities need to focus on a different economic development strategy.

The focus needs to turn to quality, knowledge, and networking. Creating quality jobs that provide (i) a stable, family supporting-wage, (ii) improve quality of life by providing better community services and protect the natural environment, (iii) establish business networks to

help small businesses broaden their resources and expand their market, and (iv) continuous education of the local workforce to keep them up-to-date with new technologies and skills, are probable antidotes for poor rural economic health. Table 1 summarizes this concept. The left column in Table 1 lists four major characteristics of the new local economic development concept described above, with examples applicable to rural communities in the right column.

This new concept should be kept in mind throughout the planning process. However, before jumping to strategy selection, communities need to first analyze their economic base and identify essential physical resources in order to have a broad understanding of the community's local capacity and potentials.

Identifying Your Economic Base – What Drives Your Local Economy?

The Economic Development Element requires communities to inventory their current socio-economic situation, and to address relevant issues and concerns (see Box 1). Part of this process is identifying and analyzing a community's economic base. The economic base may include the following:

- ◆ Demographic: population & household forecast, demographic trends, age distribution.

Table 1: Local Economic Development for Rural Communities

New Concept	Examples **
Identify jobs that match the needs and/or skills of local population	Retain jobs related to the delivery of natural resources and recreation services and information to the public. e.g., The Florence Natural Resource and Wild Rivers Interpretive Center in Florence County.
Create a quality community with its own uniqueness to attract newcomers and businesses.	Identify and market local uniqueness: market local quality of life and emphasize its importance as a recruitment tool and an important part of creating a happy and productive workforce. e.g., The "Work & Play" Program in Burnett County.
Build new economic institutions and networks to improve relationships and increase dialogues among different businesses.	Create a regional organization to establish a networking relationship among local and countywide economic development professionals to share information and experiences and build capacity for economic development in the region. e.g., The Northwoods Regional Development Group (NWRDG) in Oneida County.
Continuous education and job training to sustain a quality workforce.	Create a certification program in a local high school to train local youth to become skilled workforce in the secondary wood products industry. e.g., WoodLINKS Program: Workforce Training for Youth in Forest County.

Source: modified from Blakely, 1994, *Community and Economic Development Toolbox*, & Center for Community and Economic Development – Northern Edge Project.

**Detail summary of the examples listed could be found on the Center for Community and Economic Development – Northern Edge Project website.

- ◆ Employment: employment forecast, income levels, and employment characteristics.
- ◆ Industry: types of industry present, number of firms, top firms in a community, population/employment ratio by industrial sector and entire community.

Box 1: Comprehensive Planning Law Requirements for Economic Development Element

- ◆ Compile objectives, policies, goals, maps, and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the local governmental unit.
- ◆ Analyze the labor force and economic base of the local governmental unit.
- ◆ Assess categories or particular types of new businesses and industries that are desired by the local governmental unit.
- ◆ Assess strengths and weaknesses with respect to attracting and retaining businesses and industries.
- ◆ Designate an adequate number of sites for businesses and industries.
- ◆ Evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses.
- ◆ Identify county, regional, and state economic development programs that apply to local governmental unit.

(Wisconsin Statutes Chapter 66.1001(f))

Examining the physical features of your community that relate to the economic base is another critical step. Physical features include agriculture, mining, timber, tourism assets, industrial land availability, and transportation and telecommunication links (Blakely, 1994). If your community relies on its natural resources base for the health of the local economy, an updated natural resources inventory is needed. Examples of an inventory relevant to communities pursuing agriculture, resource extraction, tourism, and industrial development, include:

- ◆ Natural resources inventories
 - ◇ Agriculture - Farm numbers and types, soils, topography, ground & surface water, environmentally sensitive area;
 - ◇ Mineral resources - types, quantity, and quality of non-metallic and metallic resources;
 - ◇ Forest resources - types, quantity, and quality of private and public (county, state, and federal) forestlands;
 - ◇ Recreational/tourism - types, quantity, and quality of parks, recreational areas, and

- ◇ navigable waters;
- ◆ Land use inventories
 - ◇ Industrial land availability - size and quantity of available industrial zones and re-developable brownfields; and
- ◆ Other supporting infrastructure inventories
 - ◇ Transportation corridors;
 - ◇ Capacity and service area of telecommunication facilities.

These inventories indicate the potentials and limits of a community, so that a community can set realistic economic development goals with policies and programs that do not conflict with natural resource conservation. For more information regarding the type of agricultural and natural resources inventories to be included in a comprehensive plan, please refer to *Planning for Agriculture in Wisconsin: A Guide for Communities* and *Planning for Natural Resources: A Guide to Including Natural Resources in Local Comprehensive Planning*.

This article has stressed the relevance of examining local economic development and natural resources simultaneously during the comprehensive planning process and has encouraged rural communities to think outside the conventional economic development approach. To identify alternative economic development strategies that fit the need and capacity of a community, citizens and planners need to understand their community's economic base by inventorying their natural resources. The forthcoming article will discuss the integration of the local economy and natural resources in the planning process from the perspective of planning for natural resources. The piece will continue the discussion of natural resource inventories followed by natural resource strategies that would also benefit the local economy. Finally, it will conclude by sharing some ideas on how to tackle consistency between plan elements.

Dennis Lawrence, Dave Marcouiller, Jane Silberstein, and the Center for Land Use Education staff have reviewed this article for form and content. Any errors, mistakes and omissions remain the responsibility of the author.

References

- Blakely, E.J. 1994. **Planning Local Economic Development: Theory and Practice**. Second Edition. Thousand Oaks: Sage Publications, Inc.
- Bureau of Economic Analysis. **Regional Accounts Data**. www.bea.doc.gov/bea/regional/data.htm
- Malizia, E.E. and E. J. Feser. 1999. **Understanding Local Economic Development**. New Brunswick: Center for Urban Policy Research, Rutgers, State University of New Jersey.

(See Local Economy on page 11)

Comprehensive Planning: Ready, Set, Go?

By Rebecca Vander Kelen, Project Planner

In response to the comprehensive planning law passed in 1999, over 500 communities throughout Wisconsin have started or completed comprehensive planning projects¹. Roughly three-quarters of the State's remaining communities will contemplate similar planning processes by the year 2010². This article is aimed at communities considering comprehensive planning. It presents a two-part strategy to help communities initiate a planning process. Community leaders are asked to take the preliminary steps by determining the need for planning, assessing the scope and feasibility of the project, building capacity, enlisting community support, forming a planning committee and developing a communication process. An article in the next edition of the Land Use Tracker will describe the remaining tasks necessary to prepare for comprehensive planning, including designing the planning process, writing a public participation and education plan, financing the project, and securing a written commitment from local units of government to plan cooperatively.

The figure at right illustrates a general process a community may use to initiate a comprehensive planning project.

Are You Ready?

In many communities, a few key individuals are responsible for initiating a planning process. They provide impetus and leadership for getting a project off the ground, enlist the skills, resources and support of the community-at-large, help organize and design the project, and ensure momentum throughout the process. Trusted community leaders, including citizens, government officials, county or municipal planners, and local Extension educators are likely to fill these roles. These individuals are responsible for determining the need for planning, assessing the scope and feasibility of the project, enlisting preliminary support from communities, and forming a planning committee. The role of community leaders at this stage is critical.

Determine the need for planning

The first task of community leaders is to establish and document the need for planning. There are many reasons a community might be motivated to plan. A primary impetus may be the new comprehensive planning law.

This law requires that communities making land use decisions after January 1, 2010 do so consistent with an adopted comprehensive plan. Communities may also wish to plan in order to update or amend out-of-date or inconsistent planning documents. This need may be determined by evaluating the content and effectiveness of existing plans and implementation tools. Finally, communities may be motivated to plan to address pressing local issues, such as the loss of farmland, the siting of special facilities (i.e., communication towers or large-scale agricultural operations), or unmanaged or undesirable growth and change. After establishing the need for planning, a community should weigh the costs and benefits of planning. If planning is the desired solution, a community should draft a purpose statement articulating its need for planning. Though likely to be revisited and revised throughout the process, this statement will serve to justify and guide future planning efforts.

Are you ready?

- Determine the need for planning
- Assess the scope and feasibility of the planning project
- Build capacity for planning
- Enlist community support
- Form a planning committee
- Ensure open and ongoing communication



Get Set...

- Design the planning process
- Design a public participation and education process
- Finance the process
- Obtain a written commitment from local units of government to plan



Go!

- Begin comprehensive planning

Assess the scope and feasibility of the project

After determining that planning is the desired outcome, community leaders must identify the relative scope of the planning project and the ability of the community to complete it. At this stage, communities should define the geographic boundaries of the effort and identify potential involvement of local units of government. A comprehensive planning project may be completed by a single jurisdiction or by a group of communities working together. In light of the communities involved, it is necessary to anticipate likely issues and problems, and the skills, resources and support necessary *and* available to complete the project. A typical comprehensive planning project requires the following physical, financial, political, technical, educational, and skill-based capacities:

- Meeting space, equipment & materials
- Adequate and timely financing
- Community and political support
- Staff & volunteer time and commitment
- Local knowledge
- Technical expertise or support
- Legal expertise or support
- Educational support
- Leadership
- Meeting management
- Group facilitation and mediation
- Teamwork and networking skills
- Written and oral communication skills
- Data and technology management
- Fundraising or grant writing skills
- Fiscal and grant management

Build capacity for planning

Before initiating a planning process, community leaders must thoroughly review and understand the capacity of their community to plan. Despite a law and significant monetary incentives prompting communities to plan, it may be inappropriate to proceed with planning if major capacities are lacking or the community is unresponsive. These factors, however, should not discourage a community from planning altogether. In fact, it may be appropriate to delay a planning process to build capacity, or to go ahead with planning recognizing that particular skills, resources and support systems must be cultivated during the process. It is the role of the project leader to identify and build this capacity.

To accomplish this task, communities may use a variety of capacity building techniques, such as education, skills training, leadership development, and grant writing. A number of external support systems are also available to provide educational, technical and financial assistance. The University of Wisconsin-Extension county offices,

Center for Land Use Education, and Local Government Center are available to provide general technical and educational assistance to communities. Technical and financial support related to specific topics is available from the Wisconsin Department of Natural Resources (DNR), Department of Transportation (DOT) and Department of Agriculture, Trade and Consumer Protection (DATCP). Assistance may also be obtained from a variety of federal agencies, such as the U.S. Fish & Wildlife Service, USDA-Natural Resources Conservation Service, USDA-Forest Service, and U.S. Department of Housing and Urban Development. Local data and mapping needs are best met with the assistance of Regional Planning Commissions, the Department of Administration-Demographic Services Center, UW-Madison Applied Population Lab, Wisconsin Agricultural Statistics Service, and county Land Information Offices.

Enlist community support

After establishing the need for and capacity of a community to undertake a planning project, project leaders are ready to recruit the preliminary support of local communities. Open meetings should be held in each community to discuss the comprehensive planning law, the need for planning, and the scope and preliminary budget of the proposed project. Communities should be presented with a range of options, including the opportunity to plan as a single jurisdiction, together with other jurisdictions, or not to plan at all. The implications of these choices should be discussed, after which communities should decide how and if they would like to participate. At this point, communities are only required to make a preliminary commitment to explore the possibility of planning. They will later be asked to solidify this commitment by signing a formal contract and resolution committing to plan. These steps should only be completed after communities have been presented with or have helped to develop a planning process and budget that is agreed upon by all parties involved.

Form a planning committee

After soliciting community support, it is appropriate to create a planning committee that will be responsible for designing and recommending a planning process to the appropriate governing bodies. This committee may include a mix of local government officials and/or citizen representatives. Local communities should decide on the number of representatives and the criteria by which they will be chosen. Other communities in Wisconsin have used a variety of approaches. Some have solicited or appointed representatives based on a range of local



interests, while others have selected members to represent participating units of government or specific geographic regions. These regions have been based on a variety of criteria, including political boundaries, land area, population, natural resource or geographic features, and urban and rural characteristics. The final composition of the committee should be satisfactory to the communities and governing bodies represented.

Committee members should be introduced to their new position by reviewing the project's purpose statement, discussing their roles and responsibilities, and learning about relevant planning issues. Specifically, committee members may wish to review the comprehensive planning law, experiences of other communities, and principles and practices of comprehensive planning and local government functioning. Knowledge of these issues will prepare committee members to field questions and make informed decisions on behalf of residents and government officials. The committee should also adopt operating rules, such as meeting dates, times, frequency, location and conduct of meetings, and appoint committee leadership, including a chair and secretary. To manage large committees or time constraints, working groups or subcommittees may be appointed that are responsible for completing specific tasks and reporting back to the committee for approval.

Ensure open and ongoing communication

Developing an initial communication process is essential for a successful planning project. It is required to bridge the gap between ongoing development of the planning project and the community's understanding and awareness of it. Ultimately, a well-crafted communication process may spell the difference between a successful planning project and one that has been rejected by community members because they were unfamiliar with it, did not understand it, or did not trust it. The communication process also provides the foundation upon which a public participation and education process will be developed.

A thorough communication process should identify who needs to provide or receive project information, how that information will be exchanged, and when. For example, a communication process should identify how information will be passed between multiple levels of government, government officials, the planning committee and local citizens. A variety of methods for doing so should be identified, such as mailings, newsletters, a website, or direct attendance at meetings. The timeliness of that exchange is also critical. For example, a community may specify that notice and materials for meetings be provided at least one week in advance of meetings, and that meeting minutes be provided at least one week after. When designing this process it is important to consider legal

requirements. Wisconsin's Open Meeting Law requires that meetings of governmental bodies (including those of committees) be open and accessible to the public and be preceded by a public notice. This notice is to be provided at least 24 hours in advance and include the time, date, place and subject matter of the meeting.

Taking the Next Step...

This article has laid out a strategy for community leaders and citizen representatives to initiate a comprehensive planning project. In this approach, community leaders are responsible for determining the need for planning, assessing the scope and feasibility of the project, building capacity, and enlisting the support of participating communities. The formation of a planning committee and an open communication process are also discussed in light of the remaining tasks necessary to initiate a planning project. These tasks, which will be discussed in the next edition of the *Land Use Tracker*, include designing the planning process, proposing a public participation and education process, financing the project, and securing a written commitment from local units of government to plan. Additional information related to each of these steps will also appear on the Center for Land Use Education website: www.uwsp.edu/cnr/landcenter/landproject/landproject.html.

Mark Hilliker, Community Resource Development Educator, Portage County, Ken Jaworski, Foth & VanDyke and Associates, Inc. (consulting firm from Green Bay), Anna Haines and Mike Dresen have reviewed this article for form and content. Any errors, mistakes and omissions remain the responsibility of the author.

Resources:

Kemp, Sarah. Office of Land Information Services. "Wisconsin's Land Use Planning Law: Comprehensive Planning Grant Program." Presentation at SWCS meeting. Available online: http://www.doa.state.wi.us/dhir/documents/SWCS_012303.pdf

¹ The Office of Land Information Services expects roughly 550 communities to have received comprehensive planning grant awards totaling \$9.5 million by June 2003. By 2002, 63 completed comprehensive plans had been submitted to OLIS, 22 of which had *not* received grant funds (Kemp).

² 1,943 local units of government in Wisconsin are eligible for comprehensive planning grants, including 72 counties, 190 cities, 395 villages, 1,265 towns, 9 regional planning commissions, and 12 tribes. ■

(Local Economy Continued from page 7)

USDA - Economic Research Service. **Wisconsin State Fact Sheet.** www.ers.usda.gov/StateFacts/WI.htm

Wisconsin Department of Commerce. August 2002. **Wisconsin Economic Profile** Fact form #703. Madison: author.

Wisconsin Department of Natural Resources. **Wisconsin Forest Resources.** www.dnr.state.wi.us/org/land/Forestry/Look/Assessment/FRresources.htm

Wisconsin Department of Natural Resources. **Wisconsin Land Legacy Report** (Draft). www.dnr.state.wi.us/master%5Fplanning/land%5Flegacy/index.html

Wisconsin Department of Tourism. **2002 County Economic Profiles.** http://agency.travelwisconsin.com/Research/EconomicImpact_Active/02countyprofiles.shtml

Resources

Blakely, E.J. 1994. **Planning Local Economic Development: Theory and Practice.** Second Edition. Thousand Oaks: Sage Publications, Inc.

Center for Community and Economic Development. **Northern Edge.** www.uwex.edu/ces/cced/EDGE.htm
Community and Economic Development Toolbox. **Innovative Economic Development Strategies.**

www.cardi.cornell.edu/cd_toolbox_2/tools/innecdev.cfm

Ohm, B. W. and others. January 2002. **Planning for Natural Resources: A Guide to Including Natural Resources in Local Comprehensive Planning.** Madison: Department of Urban & Regional Planning, University of Wisconsin-Madison/Extension and Wisconsin Department of Natural Resources. www.dnr.state.wi.us/org/es/science/landuse/smart_growth/urbplan_bk.pdf

Jackson-Smith, D. and others. 2002. **Planning for Agriculture in Wisconsin: A Guide for Communities.** Madison: UW Cooperative Extension and Wisconsin Department of Agriculture, Trade, and Consumer Protection. www.uwsp.edu/cnr/landcenter/pdf/ar-pub-87.pdf

Wisconsin Department of Tourism. **Research and Travel Trends.** <http://agency.travelwisconsin.com/Research/research.shtml> ■

(Workshop continued from page 4)

and provided ideas.” Another said “we’re already doing planning but this gave me more ideas how to approach it, particularly in getting citizens on our side.” Finally, several people were delighted to discover others concerned with similar issues, with whom they could collaborate on addressing those concerns.

Workshops and similar efforts are crucial for providing and spreading the necessary tools and information for the integration of natural resource protection and other land use concerns into comprehensive planning. The coalition partners are engaged in collaborations on future smart growth workshops and other outreach efforts around the state, building on this pilot and the feedback from the participants. In addition, the coalition is interested in establishing further partnerships with interested organizations for the promotion of smart growth education and outreach, including the work being done by the Center for Land Use Planning.

Based on the outcomes from the initial workshop, a similar training is being planned for the Ashland-Bayfield-Douglas-Iron county area, led by UW-Extension staff.

Gathering Waters Conservancy has secured funding for two workshops in the Lake Michigan basin, through the Wisconsin Coastal Management Program. 1000 Friends of Wisconsin and Gathering Waters worked with the WI-DNR’s Land Use program on a two-day workshop to present various land-use decision modeling tools, and evaluate their usefulness in local and regional planning work.

Comprehensive planning can result in significant conservation of natural resources, but requires thoughtful, informed involvement by people and groups who care about those resources. The workshop described here is one means of providing the tools and information necessary for that kind of involvement.

For more information, contact one of the coalition members:

1000 Friends of Wisconsin

16 N. Carroll St., Suite 810
Madison, WI 53703
www.1kfriends.org
Rebecca Bearjar
(608) 259-1621
friends@1kfriends.org



Gathering Waters Conservancy (GWC)

211 S. Paterson St., Ste 270
Madison, WI 53703
www.gatheringwaters.org
Karen Bassler
(608) 251-9131
kbassler@gatheringwaters.org



River Alliance of Wisconsin (RAW)

306 E. Wilson St. 2W
Madison, WI 53703
www.wisconsinrivers.org
Lisa Goodman
(608) 257-2424
goodman@wisconsinrivers.org



The Nature Conservancy (TNC)

633 W. Main St.
Madison, WI 53703
www.nature.org/wisconsin
Nicole VanHelden
(608) 251-8140
nvanhelden@tnc.org



Wisconsin Association of Lakes (WAL)

One Point Place, Ste 101
Madison, WI 53719
www.wisconsinlakes.org
Donna Sefton
(608) 662-0923
info@wisconsinlakes.org



SUBMIT ARTICLES!

Please submit an article to our newsletter.

- ◆ It should be 1000 words or less,
- ◆ Be informative,
- ◆ Be of state-wide 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:
Anna Haines, Ph. D.*

(Gordie Boucher Continued from page 3)

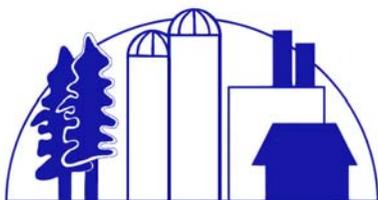
The concurring justices argue that concern for property rights demands that control of extraterritorial land use through the unilateral powers of extraterritorial subdivision review be bounded by a test of reasonableness. They see the majority as having given municipalities too much of a blank check to control use through plat review.

Neither the majority nor the concurrence seriously address the issue of "regulation without representation," a situation inherent in extraterritorial regulation. This issue had been raised in constitutional terms by the Wisconsin Realtors Association in an amicus brief, which argued that the Town's involvement was necessary to protect the due process rights of citizens and property owners in the Town. The justices directed substantial attention to this issue during oral argument in this case last October. However, while the main parties acknowledged the issue, they did not deal with it in their briefs. The Supreme Court may have determined that the issue was not sufficiently developed to allow a meaningful ruling. ■

Check out the calendar on the web at
www.uwsp.edu/cnr/landcenter/events.html

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