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BUILDING OUR FUTURE

A guide to community visioning

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Preface

Communities today face any number of pressing concerns, including requests for rezoning, demands for affordable housing or the loss of a major employer. Unfortunately, decisions about these issues are frequently made in the absence of a real vision of how residents want their communities to look in the future.

This manual provides community residents with a process for thinking about and planning for their mutual future. Visioning is a process by which a community envisions the future it wants and then plans how to achieve it. A key to the success of this process is that the goals and action plans are firmly rooted in the goals and values of the local community. The process also places a great deal of emphasis on public participation, not only at the beginning stages, but throughout the entire planning process.

Structure of the guide

This publication is divided into ten chapters. The first describes the visioning process which leads communities through a visioning workshop, gathering and analyzing data and developing action plans. The following chapters focus on substantive issues: downtown revitalization, economic development, housing, land use, natural resources, public works, transportation and workforce development.

Purpose

The manual has two aims. First, it can be used to design a community visioning process—either a general community vision or one on a specific issue. We provide guidelines on how to move from developing a community vision to an action plan and finally to implementation of projects. Second, local officials are asked increasingly to design public participation processes for various issues (for example, housing, workforce development, natural resources) affecting their communities. These mandates are frequently made by the federal and state governments as a condition for receiving grants or loans. This guide provides communities with a framework for organizing this public participation and will help identify a process that will be more meaningful than simply soliciting public input.

Who should use this guide?

We prepared this manual with the idea that many different users could take advantage of it. As an Extension publication, it is designed primarily for community, natural resource and economic development (CRD) agents and educators, particularly those new to extension or community development. We expect experienced CRD agents to use the guide as well, taking advantage of elements that mesh with their style, experience and knowledge. Other users might be community planners who can use the publication to start planning with a visioning approach. Community housing organizations and neighborhood associations might benefit from specific chapters, such as housing or downtown revitalization, as a way to energize their communities.

How to use this guide

We see the role of extension agents and educators as facilitating the visioning process, sharing the first chapter of this guide with coordinating committees and helping communities organize and prepare workshops. In some communities, agents may want to train coordinating committees to lead their communities through a visioning process.

Extension agents and community developers may also use this guide to provide technical assistance. It affords the coordinating committees and task forces basic information on how to gather and analyze data on the salient issues—which differ from community to community.

We chose to emphasize eight substantive areas here, but hope to provide additional modules in the future—including material on visioning for parks and recreation.

Access to parts of this guide are available on our web site at: http://www.drs.wisc.edu/vision/

Even the journey of a thousand miles must begin with a single step.

—*Chinese proverb*

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What is visioning?

If you don't know where you're going, you probably will end up somewhere else.

Laurence J. Peter

Planning for a community's future can be a difficult, time-consuming and costly job. Community residents often are more concerned with daily tasks than with thinking about a vision for their community's future. Residents want good schools, decent jobs and a safe and clean environment in which to live. Without a vision, however, communities limit their ability to make decisions about these issues—somewhat like driving across the country without a roadmap.

Who should determine a community's future, other than its residents? Should it be a consultant hired by the local government to develop a plan, a state or federal agency making decisions about highway bypasses or wetlands preservation, or a private developer constructing a shopping mall or a residential subdivision? All these could have a large impact on a community's future. A group of individuals in the community may be making decisions about the community's future without input from a broad range of residents. Residents need

to participate in and actively envision the future of their community—or other groups and individuals will determine it for them.

This manual's purpose is to provide community residents with a process for thinking about and planning for their shared future. It does not use a cookbook approach, but rather promotes development of a unique community vision. It guides a community through the process of arriving at a vision and an action plan that supports and leads the community toward its goal.

This manual is conceptually divided into three sections:

1. What is visioning?

2. The visioning process: two versions

3. Eight key areas:
   Downtown Revitalization
   Economic Development
   Housing
   Land Use
   Public Works
   Natural Resources
   Transportation
   Workforce Development

We begin with the premise that your community understands the need for community visioning and acting on the resulting vision. In the appendices you will find recommended readings, a list of communities around the country that have produced and acted on their visions, and a variety of worksheets related to specific steps in the process. Also, we provide sample sessions for a community workshop that details how to arrive at the general vision statement. We realize that you may want to tailor the worksheets to meet the specific needs of your community. These sessions reflect what we consider the "best practices" for developing a community vision.

A vision without a task is but a dream. A task without a vision is drudgery. But a vision and a task are the hope of the world.

Church in Sussex, England, 1730

> *A vision is like a lighthouse, which illuminates rather than limits, giving direction rather than destination.*
>
> James J. Mapes, Foresight First

The process

Visioning is a *process* by which a *community* envisions the *future* it wants, and *plans* how to achieve it. Through *public* involvement, communities identify their *purpose*, core *values* and *vision* of the future, which are then transformed into a manageable and feasible set of community *goals* and an *action plan*.

The roots of visioning

Comprehensive rational planning has been the most common form of planning for the future used by cities and villages. In the 1980s, many organizations adopted strategic planning (focusing on a few issues rather than all possible issues) as an alternative to comprehensive planning. Bryson (1995:4-5) offers the following general definition of strategic planning: It is a "disciplined effort to produce fundamental decisions and actions that shape what an organization is, what it does, and why it does it... [This effort] requires broad yet effective information gathering, development and exploration of strategic alternatives, and an emphasis on future implications of present deci-

sions." Most models of strategic planning emphasize data gathering and its systematic analysis during the initial steps of the process.

During the 1980s, the principles of strategic planning were extended to the field of community development. Typically, these planning programs involved assessing the major trends in the community, evaluating various development strategies and developing action plans to achieve their goals. Many strategic planning processes include a step where those involved considered their desired future outcomes. The desired future, or "vision," may be somewhat idealized and not fully realizable, but the formal consideration of this future serves to clarify what the community is actually working toward.

Community visioning appears to be used in different ways. First, it is an accepted step in many strategic planning processes. Community strategic planning efforts usually begin with a scan of where the community is headed, which may involve some assessment of the area's demographic, economic, social and fiscal trends. The next logical step is to develop a common view of where the community should be headed, which usually involves some form of visioning processes.

Second, the visioning process may be considered so important that it is given its own event. A community may convene a special meeting, or series of meetings, to develop a community vision. The primary result of such an event would be a guide for subsequent planning. Usually, the vision is followed by the development of specific strate-

gies and an action plan that may or may not involve data analysis.

Models of strategic visioning

Several states have developed visioning programs that have much in common but that also differ in some important respects.

The Oregon Model. Probably no state has been more involved in community visioning than the state of Oregon. The Oregon model has four basic steps: 1) a community profile ("where are we now?"); 2) a trend statement ("where are we going?"); 3) a vision statement (where do we want to be?"); and 4) an action plan ("how do we get there?"). This model suggests choosing a target year that is at least ten but no more than 25 years in the future (Ames 1993). A simplified version of this model can be completed in six months or less, while a comprehensive version can take a year or more.

The Pennsylvania Model. This model, developed by the Center for Rural Pennsylvania, is an example of a visioning process where quality of life is the object of visioning (Center for Rural Pennsylvania 1998). Some questions to stimulate forming a vision include: What five things would really improve the community? What are the community's principal values? What things in the community should be preserved? The process itself is broken down into five tasks: defining the community boundaries; inventorying and analyzing community resources; writing and adopting a vision statement; developing an action plan; and implementing the plan.

The Missouri Model. This model has an orientation toward visioning the future community as a whole in common with the Pennsylvania model (Leuci et al. 1997). The object is to focus on future possibilities rather than being limited by present or past problems. The centerpiece of the process is an "Action Planning Workshop" that takes three to five hours and is typically held over one or two days. The workshop is almost entirely about formulating a vision and developing action plans to carry it out; community strengths, weaknesses and relevant trends are not considered.

The Arkansas Model. This model is similar to most of the others in that it focuses on four basic questions: Where have you been? Where are you now? Where do you want to go? How will you get there? Participants are asked to identify what they would like to see in their community in the future, and they may be prompted in specific areas such as economic development, education, parks and recreation (Peterson, Mark. 1995.)

These models tend to vary with regard to how participation occurs in the visioning process, how and when data are used in the workshops, and the length of time prescribed for conducting the process. Most are geared toward developing a broad community vision and action plan in a relatively short time (1–2 days). In the following, we describe two versions: the first is similar to these other models and the second focuses on specific topi-

cal areas (land use, housing, etc.) and usually takes much longer to complete.

The visioning road map

Getting from where we are to where we want to be

The model we outline in this manual focuses on a community's possibilities rather than its problems. We offer two different versions of developing a community vision and action plan; your community can decide to use either one. The version your community chooses depends upon the amount of time, resources and community response to a visioning process and plan.

The first version, which we refer to as the *short-term version*, is to conduct a $1\frac{1}{2}$ day workshop to develop the community's vision and an action plan to accomplish it.

Variations on the short-term version are most widely used in other states around the country that are involved in community visioning. Facilitators are brought in to help a community develop its vision and action plan. There is usually very little follow-up on the part of the facilitator, other than possibly holding another workshop three to six months later to evaluate progress on the action plan.

The *long-term version* begins with the same process of identifying a community vision, but establishes task forces after that stage to develop a vision and action plan for each strategic area (such as housing, land

use, education and workforce development). The emphasis on substantive areas makes this version unique. This process may take much longer than the short-term version because the task forces gather data on the situations in their communities and may adopt particular strategies appropriate to the circumstances.

The long-term version requires a substantial commitment from local residents and an ongoing role for facilitation.[1] This ongoing facilitation could be provided by a group of individuals trained in facilitation processes rather than by outside expertise.

One more word should be said about the long-term version outlined here. The model describing the visioning process for each topical area assumes that communities will have developed a general vision of the community first. We recognize that many communities will be interested in developing an action plan only for a specific topic, such as land use or housing. We believe the substantive chapters will be useful because they identify a process that can be used to develop a vision in each area, specific issues to consider, and a list of resources. In some instances, communities may be asked by a federal or state agency to develop a public participation process to address specific needs, such as housing or economic development. The long-term version offers one method for satisfying these demands.

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[1]See UW Extension's Strategic Thinking Program, Facilitation Resources for assistance in this area. Glenn Kiser's book *Masterful Facilitation: Becoming a Catalyst for Meaningful Change* (1998) is useful as well.

The visioning process: two versions

Community development is an act of midwifery—of a community giving birth to its future.

—*Cooperative Extension Service, University of Arkansas*

We recommend the short-term version for those communities unwilling to take on a year-long process. The short-term version generates a general vision statement for the community as a whole and an accompanying action plan.

Communities willing to commit to a long-term version begin from the same place by developing a broad community vision. The next step is to develop key area vision statements; that is, visions for thematic areas, such as downtown revitalization, housing and transportation, and an action plan. The final step in the long-term version calls for the biggest commitment, since it involves data gathering and analysis, goal and strategy development, and action planning. Appendix 1: *Ingredients of Success* can help you understand factors that might make your community's visioning process and its outcomes more successful.

The difference between the two versions is in the community's commitment to the visioning process in time and resources. See Tables 1 and 2 for the steps involved in each version. The organization of this guide generally follows the steps found in Table 2.

For those communities that decide to follow the short-term version, steps 1 through 3 are the same as the long-term version. Steps 4 through 6 are the same as the last three (steps 9–11) in the long-term version.

Table 1: Short-term version of visioning		
Step	**Component**	**Component explanation**
1	Getting started	Coordinating committee forms and begins planning for the first workshop.
2	Community visioning workshop	Coordinating committee facilitates process of preparing a general vision statement and identifies key areas.
3	Establishing key area groups	At workshop, assemble key area groups and meet to set action plan.
4	Goal and strategy development	Key area groups should develop goals and strategies based on vision statements.
5	Developing action plans	The key area groups should prepare action plans based on agreed-upon strategies and goals.
6	Implement	Undertake action plans.
7	Monitor, evaluate and revise	The coordinating committee plans a meeting to review the activities and accomplishments to date and the activities to be implemented the following year.

Table 2: Long-term version of visioning		
Step	**Component**	**Component explanation**
1	Getting started	Coordinating committee forms and begins planning for the first workshop
2	Community visioning workshop	Coordinating committee facilitates process of preparing a general vision statement and identifies key areas.
3	Establishing task forces	At workshop, assemble task forces by key area and meet to set action plan.
4	Key area visioning workshops	Each key area task force convenes a community workshop to facilitate a process for preparing a key area vision statement and identifying key sub-areas.
5	Review plans and/or programs	Task forces review all relevant existing plans, zoning and subdivision regulations.
6	Data gathering and analysis	Each task force gathers and analyzes pertinent data and prepares strategies. Larger task force evaluates data and strategies against general and key area visions.
7	Goal and strategy development	Task forces develop goals and strategies based on data and vision statements.
8	Community feedback workshop	Coordinating committee plans a community-wide workshop to present the general and key area visions and broad strategies.
9	Developing action plans	Each task force should prepare action plans based on agreed-upon strategies and goals.
10	Implement	Undertake action plans.
11	Monitor, evaluate and revise	The coordinating committee plans a meeting to review the activities and accomplishments to date and activities to be implemented the following year.

The short-term version

Step 1: Getting started

The person, group or organization initiating this visioning process should consider several issues before moving forward.

Pre-vision

Before you start, try to answer the following questions:

▶ Why are we interested in community visioning?

▶ What do we hope to accomplish with the process?

▶ How can visioning improve existing community planning efforts?

▶ How can visioning complement other county, regional or state planning efforts?

(Source: Ames 1993 [rev. 1998], p. 13)

By answering these questions, you will gain a better understanding of the commitment necessary for the visioning process, as well as ensure that your efforts are not duplicated, and the visioning process is supported by the political process.

One of the issues communities may face is whether they are ready to take on such a process. Should they focus on developing new leaders in the community before engaging in this process? Or should they work on developing new and existing organizations that may be needed to implement the community's action plans? Timing and preparedness certainly should be considered before moving ahead with a community visioning process. At the same time, organizational and leadership development are frequent results of visioning efforts. By successfully completing projects identified in the process, communities can develop the capacity to address bigger and more complex issues. Participants may discover along the way that what they really need are more leaders in their community, and decide to invest in a leadership training program. Without initiating the process, this realization may not have occurred.

Getting organized

A successful community vision, whether it's a weekend event or a year-long process, requires a substantial investment in organizing. Organization is necessary to get the venture off the ground and is crucial to keeping things on track over the long haul. The key is a committed coordinating committee. In this section we discuss the steps the coordinating committee should take to prepare for the visioning process.

1. Form the coordinating committee. The original impetus to undertake a community visioning process will probably come from a very small group of individuals, either acting on their own or as representatives of local organizations, such as the chamber of commerce, the city council, the planning department, a local service organization, or a local educational institution or individual with influence, such as a mayor. This group will help form a coordinating committee with the responsibility of planning and overseeing all aspects of the entire visioning process. This coordinating committee, however, should be broader than the group that has initiated the process.

The committee should have about 8 to 12 members. *More important than the exact number of members, however, are their commitment and representativeness.* The committee sets the tone for the project, organizes the key events such as the community workshops, and is responsible for keeping the project rolling along. The committee's makeup will itself help to legitimate the process. For this reason it is important that it reflect a wide variety of community interests and organizations. Besides representing an array of interests and perspectives, committee members should be people who:

▶ Have the time to participate and work.

▶ Are good at getting things done.

▶ Know other people, are part of networks and are familiar with resources.

▶ Are truly committed to making their community a better place.

Source: Adapted from Leuci et al. 1997, p. 23

Table 3: Ten steps to getting organized	
1	Form a committee.
2	Find local sponsors.
3	Identify community boundaries.
4	Specify the planning period (e.g., the next 20 years).
5	Give the process a name.
6	Decide how to structure the process, whether short- or long-term.
7	Prepare a budget and raise funds.
8	Publicize the visioning process.
9	Identify and recruit participants.
10	Organize the initial event.

Source: Adapted from Okubo 1997

Appendix 2 contains useful information on the responsibilities of chairpersons, committee members, conducting and evaluating your meetings.

After the main coordinating committee has been established, set up subcommittees if needed. (If there is a formal organization involved, it may be able to help in many of these areas and some areas may not be necessary.) Possible subcommittees include:

▶ **Publicity:** Publicizes the search for workshop participants, the visioning process in general and each of the events.

▶ **Logistics:** Organizes and plans for the various events. Handles site arrangements, sets up for the workshops, plans meals and refreshments, arranges for day-care, etc. (See Appendix 5).

▶ **Budget**: Develops a budget and manages funds (See Appendix 3).

▶ **Fundraising:** Seeks funding and other forms of support.

▶ **Invitations and personal contacts:** Prepares invitations to all participants. Personally contacts all participants if possible to let them know their input and effort are appreciated.

▶ **Report writing:** Prepares reports as necessary.

▶ **History:** Records and documents the visioning process. Keeps a scrapbook of articles. Takes photographs of the workshops.

▶ **Youth involvement:** Ensures that youth are involved and supported throughout the process.

▶ **Thank you:** Arranges for "thank you's" and recognition for all contributions to the project, including non-financial contributions.

Source: Adapted from Leuci et al. 1997, p. 23- 24

2. Find local sponsors. One of the first tasks of the coordinating committee is to find sponsors. Initially sponsors are those organizations that will contribute financially or through in-kind goods and services to the visioning process. However, the coordinating committee should accept organizations as sponsors even if they cannot contribute financially or through in-kind goods and services. We recommend finding at least two or three sponsors, perhaps one each from the business sector, non-profit sector and local government. Communities that have undergone a visioning process have received sponsorship from a variety of local sources, such as:

▶ Chamber of commerce

▶ Banks or other financial institutions

▶ Government

▶ Economic development corporation

▶ Service organizations

▶ Utility company (may actually be a regional or statewide utility)

▶ Churches

Sponsors should be able to provide some of the needed financial support. Although finding local sponsors is not a prerequisite to a visioning process, it can help the process run more smoothly. Sponsors help legitimize the visioning process, publicize the undertaking, and potentially provide supplies or facilities for the workshop(s).

Sponsors will benefit from their involvement in several ways. They will be contributing to an important local event that will help determine the community's future. They will also gain local prestige and publicity by being associated with the process. Finally, participating will place them in a position to be intimately involved with the visioning process itself, which may directly benefit their organization.

Experience in other communities around the country has shown that it is important, if not crucial, to have the support of local government officials to create and implement a successful vision. There is, though, a caveat concerning local government's role. Officials, especially those in the executive branch (e.g., the mayor), should not dominate the process. If that occurs, the process loses a degree of legitimacy as it might appear that it is simply a forum for those in power to promote their own agendas.

3. Identify community boundaries. Before attempting to create a community vision it is essential to specify who and/or what constitutes the "community." In some cases this may be quite straightforward. The community may correspond to an existing municipality such as a city, town or township. In other cases, it may make more sense to describe the community in geographical terms, even though this may mean including people from more than one political jurisdiction. The vision for the Yachats area in Oregon, for

example, defines the "Yachats community" as:

> *that area where people regularly contribute to the economic, social and spiritual activities of the area. Generally this is the area from Big Creek at the north to 10 Mile Creek on the south, and as far inland from the Pacific Ocean and the coastal plains as full-time residents regularly live in the local creek and river valleys.*
>
> *(McKeever/Morris, Inc. 1996, p. 16)*

It may make sense for two or more towns to get together and create a common community vision. In the visioning that has been done around the country, the "community" has taken the form of neighborhoods, downtowns main streets, parks, small towns, big cities, counties, geographical regions and states.

It should be pointed out that this visioning manual is written primarily for "communities of place" rather than "communities of interest," such as nonprofit organizations. The motivations for individual action in the two are quite different.

4. Specify the planning period. The coordinating committee should decide how far into the future the vision will extend. Visioning, by its nature, involves long-term planning. We suggest that the community try to look at least 15 years into the future—preferably 20 or even 25. Anything beyond a 25-year time period may be difficult for participants to take very seriously. Ironically, looking at a shorter time span may result in examining issues with which the community has very little control. Taking the long-term version enables the group

to get beyond current issues and problems.

5. Give the process a name
Some examples from around the country are:

▶ Yachats 20/20 (Yachats, OR)

▶ Empowering the Vision (Charlotte, NC)

▶ Phoenix Futures Forum (Phoenix, AZ)

▶ Portland Future Focus (Portland, OR)

▶ Kingsport Tomorrow (Kingsport, TN)

▶ Vision for a Greater New Haven (New Haven, CT)

▶ Vision 2015 (Rogers, AR)

▶ The Roanoke Vision (Roanoke, VA)

▶ Envision EscaRosa (Escambia and Santa Rosa Counties, FL)

Be creative—choose a name that captures your community and your excitement about creating and implementing a vision.

6. Decide how to structure the process. In this publication we present two basic versions of the visioning process: a short- and a long-term version. In the short-term version the participants will create a community vision, identify key areas, form task forces for each key area, and devise action plans. These activities may all happen during a community workshop held over one weekend.

The long-term version uses three weekend workshops as a method to get broad community participation. These are only the first part of a

The town of Bradford, Illinois (population 678) had these seven sponsors for its strategic visioning program:

> *Bradford Community Development Foundation*
>
> *Bradford Banking Center*
>
> *Camp Grove State Park*
>
> *Beta Sigma Phi Sorority*
>
> *Lions Club*
>
> *American League*
>
> *Bradford High School*

Source: MAPPING the Future, 1998 Update, p. 10

structured series of activities extending over approximately one year in which each of the key areas will be studied carefully. This process entails collecting and analyzing data about the community, developing goals, strategies and action plans based on this information, and implementing, evaluating and monitoring actions.

Although we present the long-term version as part of a broad visioning effort in communities, the part of the process that focuses on specific areas such as housing or natural resources could be undertaken as a separate process. In many cases, federal or state agencies require citizen participation in local issues and this guideline may help structure those efforts. We believe, however, that it may be advantageous to develop a broad community vision before jumping into these substantive areas.

With the process presented here, it is possible for a community to undertake the short-term version and then decide at some point to use the long-term version. Whether the committee initially decides upon a short- or long-term version, draw up a schedule of meetings, deadlines and activities to keep the project on track.

7. Prepare a budget and raise funds. This is a local program and local financial support will be necessary to make it possible. The coordinating committee should prepare a budget based on the type of process (short- or long-term) that will be used. See Appendix 3 for a list of possible budget items. Seek funds from both the public and private sector. The coordinating committee could explore possibilities for grants. There may be a local foundation interested in funding this kind of process. Be sure to publicly acknowledge all sources of support. For many visioning efforts, this step may not be necessary, especially if a formal organization is leading the effort.

8. Publicize the process. The local media should help to market the program and keep the public informed. It is essential to publicize the process for two purposes: to build public support and attract participants. Here are some suggestions for publicizing the process:

▶ Write press releases. Try to get the local newspapers, radio and television stations interested in the visioning process. Ask the local newspaper if you can insert a flyer in their paper. Appendix 4 contains a sample press release.

▶ Prepare public service announcements for the local media (newspapers, radio and television). Be sure to have important dates included in the community calendar section.

▶ Use display boards at libraries, shopping centers, schools, community centers and other places with a lot of traffic. Create a special poster for the process.

▶ Prepare flyers and mail them to all residents and stakeholders. Ask a local utility to include the flyers in a monthly mailing.

▶ Create a newsletter for the project.

▶ Submit articles to local organizations which can then inform their members or print notices in their newsletter (a cheap way to help get the word out).

▶ Consider submitting an op-ed piece.

▶ Ask local school officials if you can send a flyer home with their students.

▶ Set up an information and display table at a community festival, farmers' market, or other well-attended event.

▶ Members of the coordinating committee or other interested persons, could offer to speak at schools, service clubs, and other organizations.

9. Identify and recruit participants. One of the keys to a successful community visioning workshop is to involve a representative group of participants. Broad community participation is desired but participants should have local contacts. Local networks and com-

munications will be effective in promoting the program.

Of course, the best option is to invite and have all residents participate in the visioning exercise. As the National Civic League notes (Okubo 1997, p. 10), it is particularly important to "avoid 'rounding up the usual suspects' or forming a 'blue ribbon panel' of the same community leaders and organizations" that are typically involved in community efforts. This point cannot be overemphasized. *Failure to include a broad cross-section of community interests will doom the project to failure.* Lack of representativeness will undermine the legitimacy of the project and thus will diminish potential support. If the whole process is perceived as a special interest scheme masquerading as a community project many people in the community will lose interest quickly. Furthermore, lack of representativeness will decrease the effectiveness of the vision because important information and resources will simply be inaccessible. It should be remembered that one of the primary goals of the selection process should be to bring together people with a diverse set of backgrounds and interests.

The coordinating committee should select the participants who are to receive invitations, but everyone in the community should be invited to participate. Make sure to target special interests such as environmental groups. However, do not neglect to include people who are not part of any organized group in your community, such as homemakers, retirees and youth. The publicity for the process should stress that the community vision will be the prod-

uct of input from a diverse cross-section of the community. Residents and stakeholders (including corporations with local facilities) should be invited to nominate themselves or others to be participants. It may not always be obvious what the various interests are in the community. Table 4 provides a list of the different types of organizations, interests, and individuals in a community that can be used to guide the selection of participants.

Another decision concerns the number of people who should be active participants. Balance representativeness on one hand, with resources and logistics on the other. With a large number of participants it is easier to ensure that all important community interests and points of view are represented. However, more people also means more expenses and more logistical problems. We recommend that you aim for a group of approximately 40–60 participants. Many cities, however, have conducted visioning sessions with much larger groups.

10. Organize the initial event. Local contacts generally arrange for a meeting place, equipment and refreshments. Consider the following:

▶ Choose a site carefully. It should be accessible and neutral. The local country club, for example, is probably not a good choice as it may send the signal that this event is by and for an elite group. You want a site where all the participants will feel comfortable. Choose one that is large enough to accommodate 40–60 people and comfortable enough

Table 4: Types of participants				
Economic sectors	**Organizations**	**Local government**	**Personal characteristics**	**Political views**
Agriculture, forestry, fishing Wholesaling, retailing Construction Manufacturing Transportation/ utilities Finance, insurance, real estate Services *business, personal, social, health care* Tourism Local media Business type *small/medium-sized/large business; locally owned/head-quartered out of the area*	Art and culture Education Churches Civic (e.g., Rotary) Unions Business (e.g., Chamber of Commerce) Youth (e.g. Boy Scouts, Girl Scouts) Neighborhood Social service agencies Health care Environmental Recreational	Elected officials Planning department Police, fire Natural resources/water Transportation Housing Economic development Workforce development	Age *youth/adults/retirees* Ethnicity/race Sex Income level Homeowners/renters Blue collar/white Have children/don't have children Geographic location *downtown, outskirts, etc.* Long-time resident/newer resident	Conservative/ liberal/moderate, etc. Pro-growth/ anti-growth

Source: Adapted from Ayres 1996; Okubo 1997

for people to spend an entire day there. Check to see if the site is accessible by both public and private transportation. See the logistics committee checklist in Appendix 5 for more details.

▶ Determine the exact date and time. For a weekend workshop it is sometimes better to schedule the events over Friday afternoon/evening and Saturday morning/afternoon rather than over Saturday and Sunday.

▶ Prepare an agenda. Decide who will facilitate. Many communities have found it most effective to use outside facilitators. This decision, however, is influenced by the resources available for the project. Decide who will make introductory remarks.

▶ Consider if day-care and/or transportation will be needed and make arrangements if necessary.

▶ Make provisions for meals or refreshments.

▶ Get together all the materials necessary for the sessions.

▶ Decide who will get there early to set up.

▶ Prepare and send out invitations for all the participants.

▶ You may want to designate someone to take notes and prepare a report on the proceedings.

▶ Let the local media know about the event. One way to do this is to issue a press release.

Source: Adapted from Center for Rural Pennsylvania n.d.; Okubo 1997

By this step, the coordinating committee will have the first community workshop organized. The next step is the workshop itself. The coordinating committee should try to plan for about a 12-hour period. If this is impossible, the coordinating committee with the facilitator will need to shorten the workshop by abbreviating many of the sessions.

This workshop can be split up into one evening and one full day, or some other combination. Many places opt for a Friday night session followed by a full Saturday to complete the workshop. Appendix 6 gives samples of sessions that the coordinating committee and the selected facilitators can follow.

Step 2: First community workshop

The first session begins with a round of introductions and leads the facilitator through getting the community to brainstorm and prepare a vision statement. The final part of the workshop is to identify key areas and form key area task forces. Remember that the agenda and sample sessions are simply recommendations and communities may need to adjust them to meet their specific needs. Experience with these workshops suggests that making changes in the process appears to have little effect on the outcomes.

Following are a list of questions to guide the process. Facilitators should keep these kinds of questions in mind as they proceed through the first workshop.

Questions to guide the process

Three questions drive the community workshop and should shape the way in which participants think about their community.

1. *What do people want to preserve in the community?*

2. *What do people want to create in the community?*

3. *What do people want to change in the community?*

Preparing a vision statement

By the end of the first community workshop, participants will prepare a vision statement. Appendix 6 contains sample sessions that will assist the facilitator in leading the community through the process of organizing, prioritizing and writing down statements about the community's future. Although this first

Ingredients of a vision statement:

▶ *Positive, present-tense language*

▶ *Qualities that provide the reader with a feeling for the region's uniqueness*

▶ *Inclusiveness of the region's diverse population*

▶ *A depiction of the highest standards of excellence and achievement*

▶ *A focus on people and quality of life*

▶ *Addresses a time period*

Source: The National Civic League Press

workshop results in a general vision statement, it is important to remember that the process is more important than the product. The statement can be revised and, in fact, should be revised over time. In Appendix 7 you will find examples of vision statements from communities around the U.S.

Perhaps the most direct way to help the community develop its vision is to ask: *In the year 20XX, in our community we would like to see:*

_____.

Again, it is useful to look beyond the immediate future and develop the vision for at least a 15-year period. To go beyond 25 years may be too difficult for the group to work with in such a session.

Step 3: Establish task forces

The final session in the first workshop is held to assemble key area task forces. During the two days of the workshop, community participants will have worked on identifying important themes. These themes will highlight key areas in which to continue the visioning process in more detail. Individuals will need to volunteer to work in these key areas. Each task force needs to be assigned a temporary leader. When key area task forces are assembled, each should begin to define an action plan. The worksheet in the appendix can help to clarify who is interested and what they want their roles to be. This action plan will define the task forces' next steps in preparing key area vision statements.

▶ Task force members should understand and strongly support the visioning project.

▶ Task force leaders should be able to direct and facilitate meetings.

▶ Task force leaders should avoid overly long meetings by using subcommittees, work groups and technical support to reduce task force workload.

▶ Task force members should begin to identify who is missing from the group. Is there an individual or organization with special expertise that the group needs?

▶ Task force members should select the next meeting date and begin meeting regularly after the workshop.

Each task force should include all the stakeholders that may be affected by future projects. Appendix 6 presents a worksheet that can help organizers to identify members of the task force and the aspects of the project in which they are interested.

The general vision and the sub-area visions represent the efforts of the people who were involved in the process. Some communities have sought to gain support for their vision by getting a local government to formally adopt it. Formal adoption has several benefits, such as broad dissemination of the vision, increased legitimacy in the community and a possible strategy for getting local government officials involved in the implementation stage.

After the community visioning workshop, the coordinating committee should concentrate on

preparing a report that could include the visioning process, the vision statement, goals, strategies, or action plans, and the workshop participants.

The long-term version

This version begins with the same steps involved in the short-term version. Where the short-term version ended with a vision statement and a broad action plan, the long-term version continues to articulate the vision and to develop strategies and action plans for each key area that is identified. To continue with the long-term version, the general process is outlined below, but it is recommended that you refer to the chapters that address an identified key area to consider the kinds of questions the community should ask of itself, the kinds of information and data necessary to understand the past, present and possible futures in those key areas, and to devise appropriate strategies and action plans.

Keeping on track

Keeping the process on track and moving forward can be a challenging task. It is also one of the chief criticisms of this kind of process. It is one of the chief responsibilities of the coordinating committee. There are some things that the coordinating committee can do to keep the process on track.

▶ Make sure all task forces report to the coordinating committee on a regular basis—or the coordinating committee should remain in contact with each task force on a regular basis. Find out

what problems they have and what they need. Address problems and resistance head-on.

▶ Nurture and provide support of all kinds—moral, emotional, physical, problem-solving and financial.

▶ Build momentum by scheduling meetings regularly and interconnecting their results.

▶ Emphasize communication and information flow within and between task forces, with key stakeholders and with the public, using every available means: newspaper, radio, telephone, meetings, newsletters and personal contact.

▶ Do not let the process stop; at the community workshops all the steps should be completed. The workshop should not end prior to completing an action plan; these are important parts of the overall process. Give participants short-term, doable goals.

▶ Those with a stake in the action plan should be involved in the visioning process.

▶ Recognize people every chance you get for their contributions, for the part they play, for their accomplishments and for their spirit. Use creative methods, and develop your own recognition program.

▶ Recommend realistic, measurable actions.

▶ Set a future date for revisiting the vision and action plan and updating them.

Adapted from: Ames (1993)

Step 4: Concurrent community workshops

Each key area task force convenes a community workshop to develop a process for preparing a key area vision statement and identifying key sub-areas.

After the first community workshop, the key area task forces are responsible for organizing the next workshops. This involves the last three steps that were carried out in planning and organizing the first workshop. Once again it is necessary to publicize the visioning process for the key areas with the goals of identifying and recruiting participants and organizing the event.

Three steps to the key area workshops

1. **Publicize the visioning process** — Local media should help to market the program and keep the public informed.

2. **Identify and recruit participants** — Broad community participation is desired but participants should have local contacts and expertise in the specified key areas. Local networks and communications will be effective in promoting the program.

3. **Organize the event** — Local contacts generally arrange for a meeting place, equipment and refreshments.

These three steps were discussed in the first workshop. The same process can be followed here. A suggested agenda for the second community workshop with one sample session can be found in Appendix 8. Many of the sessions can be repeated from the first community workshop since a vision statement is the purpose of both workshops.

▶ It is crucial for key area task forces to communicate with each other on the timing of their workshops and the processes they are using to identify and recruit participants. Here is where the coordinating committee can and should play a crucial role in keeping communication lines open.

Establishing sub-task forces

The second workshop assembles residents to discuss a specific theme or key area identified during the first workshop. The group goes through the process outlined for the first workshop to prepare a key area vision statement. When this is accomplished, sub-themes are generated. Participants also begin to think about actions—what to do about these various sub-themes. At this point, sub-task forces should be organized around the sub-themes. From there, each sub-task force can begin to define action plans and next steps for addressing the sub-themes.

In the first two workshops, various individuals probably have been reluctant to accept vision statements not based on detailed information and analysis. However, because these first two workshops focused on visions, information and analysis were not crucial to the process. If the task forces and coor-

dinating committee want to develop more detailed and realistic strategies and plans to make the vision into reality, data gathering and analysis assignments must be performed. The long-term method focuses on these aspects of visioning. The task force worksheet in Appendix 6 should be useful for organizing task force members. In Appendix 9, there are two exercises to help task force members when they get to the point of trying to establish goals and strategies based on the data they've gathered.

Step 5: Review plans and/or programs

Each key area task force should review all relevant existing plans, programs, projects, zoning, subdivision regulations and building codes. Look for these documents in government, for-profit, non-profit and voluntary organizations, as well as churches, social and youth groups and any other organizations that can affect development in your community.

Consider the following during your review:

▶ With the existing plans and regulations, can the general vision statement be achieved?

▶ If not, you need to think how to involve the relevant governmental bodies in your more extensive visioning, strategy making and action planning.

▶ Are there programs or projects aiming at parts of what the general vision statement is trying to achieve?

Step 6: Data gathering and analysis

Each sub-task force should gather and analyze pertinent data and prepare strategies and goals. The coordinating committee is crucial in this step; it should act as a data clearinghouse. Many of the task forces will need similar data. The coordinating committee can collect this common data and make it available to the task forces. The data to be collected and analyzed will be of two types: general data common to all or most task forces that will help you understand the overall situation in your area; and specific data needed for each task force to understand its specific area. Below is a list of some of the data that is probably common to all the groups.

Demographic and economic patterns and trends

Use the U.S. Census and County Business Patterns for your main sources of data. Although we recommend these sources, it is essential to remember that census data are collected only every ten years, so it is likely your community has changed since the last time information was gathered. You can get updated population figures from your community's local government, the *Wisconsin Blue Book* and the U.S. Census. However, much of the other data will not be updated until the next census. We recommend that you discuss the kinds of changes that have taken place in your community related to the bulleted items.

A couple of things to remember when putting together the data on your community: It is preferable to have data for more than one time period, if possible, to assess changes and trends. A poverty rate of 15% is more meaningful when you can see that the poverty rate was only 5% ten years ago. Similarly, comparative data allow residents to see how their communities are changing compared to similar communities or those in the region.

▶ Population and rate of population growth by age from 1980 through the latest census figures. Make projections for 2000, 2010 and 2020.

▶ Racial composition and percentage of total population

▶ Employment characteristics and trends

Appendix 10: Data Gathering and Analysis Worksheets should assist in gathering and organizing the data.

Step 7: Goals and strategy development

Each sub-task force collects and analyzes data on the issues it is examining. Many participants will want to jump immediately from the analysis to identifying specific projects that address the needs they have identified. We recommend that the sub-task forces identify broad goals and strategies before moving too quickly to identifying specific projects. These goals and strategies can be introduced to the group or developed within the group itself. This step in the process helps provide a tighter link between the vision and the action plan that will

be developed. Without a set of goals and strategies, communities may identify specific projects that are not related to the vision established earlier in the process.

Step 8: Community workshop

When each task force has developed its vision and related goals and strategies, the next step is for the coordinating committee to plan on a final workshop to present the general vision, key area visions and goals and strategies. The coordinating committee should open the meeting to all community residents. Prior to the workshop, the general vision, key area visions and goals and strategies could be published in the local newspaper to prepare residents for the meeting. The article could ask for written comments from those residents who cannot come to the meeting.

The coordinating committee should introduce the meeting and the general vision. Task force representatives can then introduce key area visions and their accompanying strategies. After the presentations

the coordinating committee should facilitate a process that elicits comments from everyone rather than from a few dominant voices. Breaking into small groups is a good way to have everyone participate. .

Step 9: Developing action plans

What is an action plan? An action plan is a description of the activities needed to move the community toward its vision. For each project that is identified, there should be a detailed plan of what needs to be done, who can do it, when it will be done, what information is needed, and what resources are necessary to implement the strategy. In Appendix 12, we provide a series of action planning worksheets that should assist the coordinating committee, the task forces and the sub-task forces as they begin to prepare action plans. Each sub-task force should prepare action plans based on agreed-upon strategies and goals.

Probably the most efficient way to develop the action plans is to have subgroups work on specific themes identified in the vision or by goals and strategies formulated earlier in the process. Most facilitators prefer to build the action plan by using flip charts. This allows participants to see how various parts of the plan fit together and encourages more participation in the process.

One of the most important products of the action planning process is the report that results from the workshop. Each task force should

have a recorder who keeps track of the many ideas that the workshops generate. A copy of the record should be available to all participants, especially those in other task forces who need to be apprised of the group's work. A condensed version of the report also may be available to the media to make public and government officials aware of the task force's work.

Step 10: Implement

Information identified in the action planning worksheets can provide the basic information necessary to move from an action plan to implementation. The group must identify who will be responsible for implementation, when it will be done, what resources are necessary, and who the stakeholders and others affected by this action are.

One of the major decisions to be made at this stage is who should manage the implementation process: should it be the sub-task force, some existing organizations

or groups in the community, or a newly established organization? This decision will be based on an assessment of the current situation and what is being done to address the issue.

The keys to implementing the action plan involve coordination among various participants, expanding the number of people involved in the process and communicating the project appropriately to the general public and government officials.

Step 11: Monitor, evaluate and revise

Monitoring is an assessment of the planning process itself. The purpose of monitoring is to provide indications of whether the action plan needs some adjustments. For each element of the action plan, communities should ask each of the following questions.

▶ *Are the time deadlines being met?*

▶ *Is the budget appropriate?*

▶ *Is the staffing appropriate?*

▶ *Is the amount of work realistic?*

▶ *Are priorities receiving the appropriate amount of attention?*

▶ *How are we working as a group? Are we learning something important to share? What else do we need?*

In Appendix 13 we provide a sample Gantt Chart for a housing project. This chart gives participants a schedule for completion of various tasks for a project. Monitoring should begin once the planning process has begun.

Evaluation focuses on the specific accomplishments of the process. A distinction should be made between measuring *outputs* and *outcomes*. Outputs that result from the action plan can usually be counted. Examples of outputs include number of jobs created, number of houses built, or the number of programs developed. Outcomes, however, are usually much more long term and more difficult to link to the specific elements of the action plan. Examples of outcomes are decreased levels of poverty or increased levels of personal income, more people accepting leadership roles, or improved social networks among residents. Specifically, participants in the strategic visioning process should ask how a community is better off as a result and then try to measure success in terms of goals stated in the development action plan.

An example of an outcome from a plan may be to expand citizen participation in the community. Measures of success might include such indicators as the number of regular members in voluntary organizations, the number of people who attend organization activities, number of volunteer hours in each organization, or the number of new members in the organization.

Ingredients of success

From other states' and communities' experiences, we have identified 11 important ingredients to consider in organizing a community visioning process and implementing the resulting general community vision and its key elements. Each ingredient is crucial to the overall process and to its ultimate success. Notice that many of these ingredients focus on community assets and how to build on them rather than focusing on problems.

Public participation

Part of the strength of a visioning process is public participation. Involving community residents in a process where they actively envision their community's future is crucial. Without active citizens in a visioning process, the community will end up with someone else's vision of their community. Another aspect of community participation is "ownership" of the visioning process by citizens or residents.

Local leadership

Every community has leaders in the form of mayors or other elected officials. Other leaders emerge from prominent business people and through civic and religious organizations, for example. A successful visioning process must allow leaders to emerge from its citizens. People who do not otherwise hold positions of power in their community *will* emerge as leaders in this

process. It is crucial that citizens lead a visioning effort so that everyone can trust in the vision's integrity and ultimate success.

Community responsibility

Community residents must go through the visioning process and come up with their own vision. The vision should not be prepared by people or organizations outside of the community. Although an outside facilitator may assist the community through the visioning process, s/he should not participate in it—the visioning process is for community residents only.

Community boundaries

It is crucial to define the community's boundaries. These can cover small areas, such as neighborhoods, or they can define large areas, such as counties. Boundaries are needed to define the community and the potential participants in the visioning process. The concept of boundaries may also apply to organizations going through a visioning process.

Regional perspective

For a successful visioning process, it is important to consider inter-governmental and inter-community cooperation. Community growth and development must occur with an understanding of your region and your neighbors.

Outcomes are not predetermined

The visioning process is a learning experience for the community. It is also a comprehensive process. Every community has unique qualities that should help to define and shape the community's vision. It is important that residents come to the visioning process with open minds; the process is designed to arrive at a vision on which all community residents can agree. The outcome of the process is not known at the beginning of the process.

Every community is unique

Identifying unique qualities of place during the visioning process can help citizens figure out what they want and do not want their community to be in the future.

Unimportance of wealth/poverty of place

It is important that a community not get hung up on whether it is wealthy or not. These labels are unimportant in the process of visioning and only serve to limit rather than open and enhance.

Visioning is not economic development

The visioning process presents an opportunity for citizens to consider all aspects of their community. A community vision is far broader than a vision of economic development. Perhaps one theme in a general vision statement would include economic development.

Community visioning is a challenging process

No one should come to this process thinking it will be easy. It can be difficult and frustrating, and many people may want to give up. But if residents come into the process knowing that at times the process will challenge them to think hard, to compromise and reach a decision, not only will the community achieve its goal, but it will emerge stronger than before.

Visioning should be fun

Despite the challenges, visioning should include celebratory events. These non-threatening and fun activities should be planned to get residents involved in the visioning process and to celebrate their participation and success in planning for their mutual future.

Adapted from: The Center for Rural Pennsylvania

Conducting effective meetings

The responsibilities and "rules" that are outlined below can be helpful to the coordinating committee, the task forces and sub-task forces. Reviewing these responsibilities and rules will help in running meetings more smoothly, cooperatively and effectively.

I. Responsibilities of a chairperson

1. Know your committee

▶ Clarify how long you will be chairperson.

2. Prepare for meetings

▶ Prepare an agenda. Notify all members well in advance. Find a meeting location and ensure that it is adequate and comfortable.

3. Facilitate the committee meetings

▶ Open the meeting and go over the agenda. Ask members to add any additional items. Know what you hope to accomplish at the meeting.

▶ Follow the agenda; when discussion gets off track, bring it back to the topic.

▶ Ensure free and open discussion–don't let some dominate. Encourage quiet members to participate.

▶ During the meetings, treat every member as an important part of the committee. Use their talents. Delegate responsibilities.

4. Establish a team.

▶ Be prepared to deal with disagreements and/or conflict situations. Know when to make decisions.

▶ Develop a process for making decisions, such as consensus, or voting on a majority or super majority basis. Then stick to that process.

▶ Summarize discussions and decisions made.

▶ At the end of the meeting, summarize the evening's major decisions. Set the next meeting date, when, where and its purpose. Summarize tasks to be done before the next meeting and who will do them.

5. Get your committee working

▶ Develop an orderly agenda or version to accomplish the goals.

▶ Identify the interests, skills, talents and expertise of each committee member and their unique contributions to the committee.

▶ Identify specific tasks to be done.

▶ Ask for volunteers or assign individual members tasks according to their interests, skills, knowledge or expertise.

▶ Identify resources needed to accomplish the task.

▶ Develop a time frame by which to accomplish the tasks.

6. Keep the committee going

▶ Follow through with members to assist, support and encourage.

▶ Communicate frequently with committee members to give them updates and get their input.

▶ Communicate with the larger organization to keep them informed of the committee's progress.

▶ Ensure that tasks are completed on time.

▶ Thank members for their contributions.

7. Completing your job

If the committee is ongoing, identify someone early in your tenure as chairperson to take your place. Work closely with that person.

Ensure tasks are accomplished in a timely manner and in the manner expected by the larger organization.

▶ Deliver a final report back to the larger organization.

▶ Thank members for their contributions to the committee. Point out the committee's accomplishments and how they were received by the larger organization and/or the community.

▶ If a new chairperson continues the committee, work with him/her to ensure an easy transition that does not disrupt the functioning of the committee.

II. Responsibilities of a committee member

1. Know the purpose of your committee

▶ What is the purpose of the larger organization?

▶ What is the task or purpose of this committee?

▶ How does this committee relate to the other committees of the organization?

▶ Who are the other members of the committee?

▶ How will a chairperson be chosen?

▶ How often will the committee meet?

▶ What is expected of me?

▶ How do we communicate with each other?

▶ What is the expected outcome of the committee? Written report? To whom? By when? An oral report? To whom? By when? Recommendations for policy? To whom? By when? Action?

▶ When is the committee expected to complete its task?

2. Participate in committee meetings

▶ Attend all possible meetings.

▶ Be prepared before you go to the meeting. Know the purpose of the meeting. If any assignment was given, have it completed. If known, give thought to the agenda and issues to be discussed.

▶ Participate actively (but don't dominate) at the meeting.

▶ Be on time.

▶ Be enthusiastic.

▶ Listen to others.

▶ Pay attention.

▶ Try to understand the topic.

▶ Express your ideas concisely.

▶ Encourage others to participate.

▶ Don't tell stories which take the meeting off track.

▶ Don't complain.

▶ Support committee decisions.

▶ Be willing to serve at times as a leader, other times as a supporter to others.

3. Follow through on your assignment

▶ If you have been asked to do something, or you volunteered, do it!

▶ Inform others of your actions.

III. Conducting effective meetings

One of the best ways to involve people in a community is to encourage them to participate in community meetings. Knowing how to set up and conduct meetings is an important tool. How *you* act before, during and after the meeting will determine how successful you are at maximizing citizen participation. Here are some points to keep in mind:

1. Before the meeting

▶ Establish a time, date and place which you feel would be most convenient to as many of the people as possible. Keep in mind such things as parking, air conditioning, other community activities scheduled for the same night, etc.

▶ Send out notices to everyone on the committee giving them details of the meeting and a meeting agenda at least ten days prior to the meeting. Follow up with a second notice two or three days before the meeting date.

▶ If outside resource people or speakers are involved, be sure to give them the vital statistics as to date, time, place and how to get there well in advance of the meeting.

2. At the meeting

▶ Be sure you come early enough to get the room set up the way you want it. Remember, people participate best when they can see each other! If possible, put the chairs in a circle rather than straight rows.

▶ If the participants don't know each other, provide name tags or make introductions.

▶ Start on time!

▶ State the purpose of the meeting as briefly as possible. Use a large sheet of paper or a blackboard to list some of the points to be covered in the meeting.

▶ Speak confidently, but don't be too formal; try to help others feel at ease.

▶ The best way to stimulate discussion is to ask questions, not make statements. Remember, people prefer to be asked, not told!

▶ Sometimes it's helpful to have a coffee break during the meeting. It gives people time to visit informally about what is being discussed. This is especially true before important decisions are going to be made. Five or ten minutes is usually enough.

▶ At the end of the meeting, try to summarize briefly what's been talked about. Get some ideas from the participants about what to do and where to go from here.

▶ Remember, the success of a community meeting is everybody's responsibility. If you are the discussion leader or chair, your job is to help create the environment for interaction and stimulate, rather than dominate, the discussion.

3. After the meeting

The follow-up that's done after a committee meeting is very important.

▶ Visit informally with some of the committee members a few days after the meeting. Get their impressions of what happened during the meeting.

▶ You might try sending out a follow-up report to those attending the meeting, simply putting to paper what was discussed during the meeting.

IV. Committee self-evaluation

This worksheet can be used by the coordinating committee, task force and sub-task force to assess how their committees are working and to keep them working effectively.

Committee self-evaluation

YES	NO	
___	___	Is the meeting place comfortable, accessible, attractive?
___	___	Does the committee understand its assignment?
___	___	Is the agenda carefully planned and thoughtfully worked out by the whole committee?
___	___	Do members transact their business efficiently?
___	___	Does the committee represent different viewpoints?
___	___	Do members feel they really *belong* and are a part of the committee?
___	___	Are members satisfied with the way decisions are made in the committee?
___	___	Is the committee willing to be accountable to the parent group?
___	___	Does the committee spread its work assignments to others?
___	___	Can the committee make constructive use of conflict, opposition, or criticism?
___	___	Is the committee flexible and adaptable?
___	___	Does the committee obtain facts, study and analyze them, make decisions as a result of full discussion—and then take appropriate action?
___	___	Do members feel that time is used wisely and have a sense of real achievement?
___	___	Do meetings start and stop on time?

Good committees have "yes" answers to most or all these points. A "no" indicates a point that needs improving. How much improvement does your committee need?

Budget items

The purpose of this table is to help the coordinating committee and task force estimate the cost of community workshops. By figuring out how much funding is necessary to conduct the community workshop, the coordinating committee and the task forces can more effectively request assistance from local organizations either through in-kind contributions (you should include the name of the organization and a contact person in the table) or through an organization's financial commitment.

Budget items	Estimated amount in $$	In-kind contributions
Publicity		
✔ printing and mailing flyers		
✔ producing a poster		
✔ placing announcement in local media		
Materials for the workshops		
✔ name tags		
✔ markers, pens, writing paper		
✔ flip charts		
✔ large paper to post on the wall		
✔ tape		
✔ food and refreshments		
Acquiring and analyzing data		
Other		
✔ preparation and dissemination of reports		
✔ staff time		
✔ computer time		
✔ telephone service		
✔ office supplies		
✔ facilities for meetings and workshops		
✔ cleanup		
Contingency	Estimate about 10%	
Total		

Appendix 4

Sample press release

This sample press release can be used as needed for either the short- or long-term version. All meetings should be advertised. As much as possible the visioning process should allow the public to voice its concerns and opinions. The wording will need to be changed depending on the type of meeting that your committee or task force is convening.

Sample press release

Date

Contact:

Community Workshop: Creating a Community Vision: Looking to the Future

Wisconsin's rural and small towns are changing. Change can mean increased economic and social opportunities. It can also mean urban sprawl, destruction of farm land, and an eroding quality of life. Every community in Wisconsin has the power to control change.

University-Extension, the Jefferson Chamber of Commerce and the City of Jefferson will conduct a workshop on how Jefferson can begin to develop a regional vision. Entitled, *Creating a Community Vision: Looking to the Future*, this workshop will be held March 7-8, 1998, at the Jefferson Community Center. It will start at 6:00 p.m. and last for about 3 hours. The following day at the same location will go from 9:00 a.m. to 3:00 p.m. with a lunch break.

It is not enough for a community to know what it doesn't want: A community needs know what it wants and to have a strategy for achieving it. To help achieve this, a vision is needed. Visioning is a process by which residents are given the opportunity to develop a shared vision of the future and develop strategies to arrived at that vision.

Anyone interested in being apart of this visioning process, please register at Jefferson Municipal Building at 287-983-0863.

Adapted from: The Center for Rural Pennsylvania

Checklist for workshop

Location

❏ Does the room have adequate seating?

❏ Can seating be arranged to maximize participation?

❏ Non-threatening to any potential participants?

❏ One room large enough for entire group to be seated at tables?

❏ Access to needed number of comfortable chairs and table (1 table/4–6 people)?

❏ Is the room suitable for the use of equipment?

❏ Will AV equipment and flipcharts be available?

❏ If equipment is needed, who will provide it?

❏ Are there breakout rooms, or areas available for small groups to meet?

❏ Is there a place to serve refreshments? A kitchen or place to store and prepare food/refreshments?

❏ Are there suitable restroom facilities?

❏ Is the room/building accessible to people with disabilities?

❏ Is there adequate parking?

❏ Is the building conveniently located and well known to residents?

❏ Is the building considered a "neutral" site?

❏ Is there a phone for emergency use?

❏ Is there a single contact person to make sure the building will be opened?

❏ Is the location convenient to everyone?

❏ Are the acoustics good (a microphone should be used if more than 30 people)?

❏ Adequate ventilation/heat?

❏ Adequate lighting?

❏ Are room(s) available for child care, if necessary?

Promotion

❏ Will a brochure be used to promote the workshop?

❏ Who will design and print it?

❏ How many will be printed and who will pay?

❏ Who will supply the names and addresses?

❏ Who will pay for postage?

❏ Who will keep track of the pre-registrants?

❏ How will the brochure be distributed?

❏ Will a media release be sent?

❏ Who will write it and send it to the media?

❏ Who will be the contact person?

❏ Who will do the follow-up to ensure the media attends the workshop?

❏ Will any contact be made to local officials to ensure their attendance?

Setting up for the workshop

❏ Put up signs directing people to site.

❏ Place registration table near door of meeting room.

❏ Place refreshment table close to or in meeting room.

❏ Arrange tables for small groups of 4–6 people (round tables work best).

❏ Set up child care room.

Equipment

❏ Flip chart pads and stands (at least 2, but may need more with larger group)

❏ Microphone with cord long enough to reach the back of the room, or a cordless microphone

❏ Overhead projector and wall or screen

Supplies

❏ Sign-in sheet for registration table

❏ Name tags (large letters for first name only; prepare ahead of time if possible)

❏ Colored markers (black, blue, green, brown, and purple are the most easily read; need 1 marker for every 2–3 participants)

❏ Several rolls of masking tape

❏ Four–five pieces of newsprint (flip chart paper) cut in half for each table

❏ Beverages/refreshments/food

❏ Plates, utensils, napkins, etc., as needed

At the workshop

❏ Will pre-printed name badges be used?

❏ Are directional signs needed to the meeting room and breakout rooms?

❏ Will someone be available to greet attendees as they arrive?

❏ Will there be a sign-in sheet for attendees?

❏ Will there be an information packet of attendees?

❏ What will be in the packet?

❏ Will there be worksheets for attendees?

❏ Will someone be available to oversee refreshments?

❏ Who will pay for the refreshments?

❏ Will participants be pre-assigned to breakout groups?

❏ Will the proceeding be recorded?

❏ If so, who will do the recording and how will it be distributed?

Follow-up

❏ Will any information be sent to attendees after the workshop?

❏ Who will prepare this information?

❏ Who will pay for the postage?

❏ Who will answer any follow-up questions?

Adapted from: The Center for Rural Pennsylvania and Leuci et al. 1997

Sample community workshop

Plan on about 1½ days for the weekend meeting .

Count on at least 30–40 participants/stakeholders or more for the workshop.

The table below outlines sample sessions for the community workshop. The facilitator may need to adjust the times based on the number of people and the sessions he/she chooses to incorporate. For a thorough review of various techniques see *UW–Extension Strategic Thinking Program: Appendix 4: Abstracts of Tools and Techniques.*

Sample sessions

Session	Title	Time
1	Welcome, overview, introductions	1–1½ hours
2	What do people want to preserve in the community?	1½ hours
3	What do people want to change or create in the community?	1 hour
4	Developing the vision statement	1½ hours
5	Recognizing themes	½–1 hour
6	SWOT analysis	1–2 hours
7	Key area vision action plan	1+ hours
Total	**7 sessions**	**7½–9+ hours**

Session 1: Welcome

Overview of the process
(These two sections should take only 5–10 minutes.)

Introductions
There are many ways for a large group of people to be introduced to each other. The following session illustrates one such technique.

Title: The pie

Purpose:
Everyone is given a chance to think about themselves before sharing with the group. Rather than brief introductions, participants can share more deeply.

Procedure:
Give each person a piece of paper and pencil if necessary. Form groups of sixes who do not know each other well. Ask each person to take 5–10 minutes to draw a pie and divide it into slices representing various parts of their lives: for example, a certain part of their life concerns family, work, recreation, outside work, interests, social activities, etc.

The facilitator (extension agent) should demonstrate the dividing of the pie on newsprint before having each person drawing their own.

When they have finished, each person introduces her/himself to the others in the group of 6. Facilitators should enter into these introductions, however one person should remain outside a group to help the timing of when the groups come back together.

If the whole group is not larger than 40 people, you can then instruct each person to take responsibility for introducing one other person from their small group to the whole group. When they come to the large group, each person has 1 minute to introduce that person to the whole group.

Time: About 1 to 1½ hours.

Materials: Overhead, blackboard or flip chart, paper, pencils.

This exercise may help to identify individuals whose interests will mesh later with the key areas identified in the course of the weekend.

Source: A. Hope. 1990. Training for Transformation.

Title: Community formation and change

Purpose:
For all the participants to learn what is worth preserving in their community while understanding some of the processes that made their community.

Procedure:
Divide the room in half. One half should discuss A and the other B.

A. Describe why your community was formed (its purpose), and how your community has changed since then.

   1. Divide into groups of 6 to discuss for about 15 minutes

B. Describe your community in the past and identify the significant, defining events and trends that took place either during the lifetime of the participants or up to the past four decades.

   1. Divide into groups of six to discuss for 15 minutes.

After 15 minutes, reconvene in the larger group and report out and for discussion.

The facilitator should make sure all these questions are covered in the discussions. The facilitator should direct the discussion or keep it on track when necessary. These questions may not be necessary at all, if the group remains focused on the key question.

▶ *What do people want to preserve in the community?*

▶ *What are the basic values of the community?*

▶ *What would be worth committing to during the next ten years?*

▶ *What words do you want your grandchildren to use to describe the community?*

▶ *What is unique to our community that is not found anywhere else?*

Time: About 1½ hours

Materials: paper, pens, flip chart, tape

Alternative session

Procedure:
Divide the room into small groups. Each group should answer the following questions.

▶ *What do you want your area to look like in the future?*

▶ *What areas should be developed?*

▶ *What areas should be protected?*

Below is a list of questions about the region's physical and cultural features. Please give specific answers to each question.

▶ *List three places you like to take out-of-town visitors.*

▶ *List three places you avoid taking out-of-town visitors.*

▶ *Name three sites you consider "public places"; that is, places where people can meet freely to discuss community issues.*

▶ *Name three natural and man-made features that make your community special and unique.*

Source: The Center for Rural Pennsylvania.

Title: Brainstorming

Purpose:
This is a technique to gather as many ideas as possible, before deciding which ones to discuss in depth. It avoids the frequent mistake of spending too much time discussing the first suggestion offered so that not enough time is left to discuss other, and perhaps, better suggestions.

Procedure:
It is necessary to give people a little time in 2's or 3's to bring their ideas to the top of their minds first. The brainstorming should then be done quickly, one facilitator drawing one point at a time from participants and another recording on newsprint. Comments and discussion on individual points should not be allowed until all the suggestions have been collected.

Brainstorming is only a starting technique. Afterwards, in-depth discussion of individual points is necessary, otherwise the group will feel that everything is dealt with superficially.

It should be emphasized that this is a non-judgmental exercise. All ideas generated are worthy of discussion.

Time: About 1 hour.

Materials: Paper, pens, flip chart

Source: A. Hope. 1990. Training for Transformation.

Alternative session

Ask the participants to imagine that they are reading an edition of their local newspaper ten years in the future.

▶ *What would the headline say about your community?*

Use small groups to elicit the initial discussion.

Use the questions in the previous session to guide their discussion. It is important that the facilitator gets the group to think about the community's values.

Session 4: Developing the vision statement

Purpose:
To prepare a general vision statement that reflects the two previous exercises.

Procedure:
Divide the participants into groups of about 5–7 people. You may have as many as 8 groups. Each small group should begin to write a vision statement. Using the responses from both of the previous exercises, each group should write a short 2–3 paragraph statement about the

community and its future. Each small group should develop its own statement. Because the statements will ultimately be combined, the groups should not get overly concerned about phraseology or grammatical issues. What is important is to flesh out ideas and dreams about the community's vision.

Each sentence should be written on newsprint/flip chart for sharing with the larger group.

After about 15 minutes, the large group should reconvene. In succession, each small group should present its vision.

Divide the group into four. Ask each group to consider the vision statements, and again to rewrite a vision. A facilitator should be assigned to each group to make sure that everyone has a chance to interact.

Reconvene the large group after about 15 minutes and share each of the visions.

Divide the group in half. Assign a facilitator to each group. The group should consider the previous statements and again prepare another vision.

After 15 minutes, reconvene into the larger group. The two groups should read their visions.

Considering both these visions, the large group should try to collapse the two visions into one. If there are sticking points, those issues should be included in the vision at this point.

If the vision statement cannot be resolved within 15 minutes, the individuals that oppose particular statements or areas should volunteer to resolve and prepare the

vision statement for a vote by the workshop participants prior to the end of the workshop.

Time: About 1½ hours

Materials: paper, pens, flip chart

Source: The Center for Rural Pennsylvania

Session 5: Recognizing themes

Title: Organization of vision into themes

Purpose:
To involve participants in synthesizing their vision for the future into thematic areas and to develop task forces around the themes expressed in the vision for the future of the community.

Procedures:
Guide participants in identifying themes/categories which emerge in the listing of the vision for the future of the community. Work to obtain general agreement on 5–8 themes. Be sure all aspects of the characteristics and visions are included and that participants generally understand which themes encompass which aspects of the visions that they have compiled.

List the themes on the flip chart in front of the group. Expect themes such as economic/business development, infrastructure/community services, housing, workforce development, transportation, land-use etc.

Time: 15 minutes

Materials: Flip chart, pens.

Source: Community Futures

2-27

Purpose:
To identify the strengths, weaknesses, opportunities and threats to your community. This means taking a macro view of your entire community, seeking to identify what has real potential to move your community forward and what is holding it back.

Procedure:
Divide into four smaller groups for about 15 minutes. Groups 1 and 3 should work on strengths and weaknesses. Groups 2 and 4 should work on opportunities and threats. Reconvene into larger group and report out. In large group add one point to each area. Discuss for as long as necessary. Know when to stop the discussion and move on.

An alternative analysis

Here is another version to asking some questions about external and internal forces, and opportunities and threats.

Over the last 10–15 years, what three changes to your community have been caused by external and internal forces? Examples of external forces may include federal/state policies and global competition. Internal forces may include the demand for housing and the change in demographics.

Although your area may be growing, it may not be growing evenly. Some places may be developing rapidly, while other areas may be experiencing little to no develop-ment at all. Using your knowledge of the area, list three places in your community that are growing, and three places that have remained rel-atively the same for the past 15–20 years.

Should there be areas in your com-munity that are off-limits to devel-opment? If so, please list three of these places.

Communities can shape their future. They can decide where change should occur and at what rate. In the next 10–15 years, what areas in your community should be developed? Please list three areas you think are appropriate for devel-opment and the type of develop-ment that should occur in these areas.

Time: 1–2 hours

Materials: Paper, pens, flip chart

Source: Harnessing the Power of Vision and The Center for Rural Pennsylvania

Example SWOT Analysis

Group 1	**Group 3**
Strength *(inside of community)*	**Weaknesses** *(inside of community)*
▶ Strong work ethic ▶ Beautiful countryside ▶ Strong community spirit	▶ Lack of coordination for economic development ▶ Lack of vision in our leadership ▶ Low skilled work force ▶ Our low-wage industry could move elsewhere ▶ Health care services are lacking ▶ Groundwater supply is vulnerable to pollution
Group 2	**Group 4**
Threats *(outside of community and affecting community)*	**Opportunities** *(outside of community and affecting community)*
▶ National forest trees cut affecting timber industry ▶ Low-skill work force vulnerable because of move to high technology	▶ High traffic count on state highway ▶ New state legislation/grants

Session 7: The key area vision: the next steps

Title: Task forces based on themes

Purpose:
To divide group into task forces and to begin working on an action plan for the next steps in defining each key are a vision.

Procedures:
Discussion with entire group to decide on key area task forces.

When that is accomplished, each theme group determines projects on which to begin an action plan. Two to three participants develop each of the plans. If 10 people are in the group, then 3–5 teams could develop selected project plans. Action plans include goal, time frame, names of group members who developed it, steps, who should carry out each step, time for completion of each, resources, and evaluation method. Ask each planning team to determine the following and to record on newsprint:

▶ *What is the project's 30-day goal?*

▶ *Who will chair the project?*

▶ *If not one of the persons present, how will the commitment from the intended chair be obtained?*

▶ *Who are the other people in the community to be included in the workshop? Who will contact them?*

▶ *How will they communicate the project's progress and needs to the rest of the community?*

▶ *When is the next meeting date for project planning and updating?*

Time: 1+ hour

Materials: Flip chart, pens.

Source: Community Futures

Notes: (After visioning workshop, write down what worked and didn't work)

Session 1:

Session 2:

Session 3:

Session 4:

Session 5:

Session 6:

Session 7:

Community workshop

Task force contact worksheet

Use this at the end of the workshop as the task forces are getting formed. These worksheets should be distributed by someone on the coordinating committee to each task force. Each member of the task force can fill out one row of the sheet. The task force chair can collect it at the end of the session

Name and contact information	Three things to preserve, change or create	What person would like to do to assist
Name: Address: Phone: E-mail:	1. 2. 3.	
Name: Address: Phone: E-mail:	1. 2. 3.	
Name: Address: Phone: E-mail:	1. 2. 3.	

Collector's name: _____

Address: _____

Phone: _____

E-mail: _____

Visioning examples

Lanark, WI

The Town of Lanark began a land use planning process in late 1997 by forming an advisory committee on land use. The Land Use Committee is comprised of two town board members and a number of citizens who live in the town—broadly representing differing interests prevalent in the town.

This committee conducted a town survey to gauge citizen interest on a number of issues within the town. The visioning process began in the fall of 1998 with a preliminary meeting of the Land Use Committee. As a result of this meeting, the visioning process was adopted.

The Town of Lanark held a community visioning session for citizens on November 11, 1998 to envision the future of the town. The first part of the session highlighted demographics and other "where are we now?" type data. From there we did some trend analysis ("where are we going?") of existing data sets in regard to population, transportation, development, economics, etc. The meat of the session focused on "where do we want to be?". We asked participants to identify things they valued in the town that they would like to see present in 20 years. We asked participants what

they saw as issues and concerns now and into the future.

Then, using the information gathered through the visioning session and the community survey, UW-Extension agent Mark Hilliker pulled together a draft vision statement. The draft was reviewed by the Land Use Committee, opened to public review, and ultimately directed to the town board for approval. Approval of the final vision statement was made early in 1999. The "how do we get there?" component of the process is underway with the land use planning process. Land Use Committee members, working with Portage County Planning and Zoning department staff and UW-Extension, are crafting goals and objectives in their land use plan that will assist them in reaching their vision of the future.

The Lanark Vision Statement

We envision that in 2018 Lanark will be...

▶ a distinctively rural community blending into a beautiful natural setting;

▶ home to productive family farms working large blocks of tillable land;

▶ an environmentally aware community with distinctive open space, natural features and protected habitats;

▶ a diverse and progressive community working together to address issues of local importance;

▶ a growing community, with growth concentrated in designated areas and occurring in ways that protect the rural character of the town.

This vision statement addresses new, emerging issues such as the challenge of a growing population base, growing demands on our natural resources, and a variety of forces acting to affect the "rural character" we all cherish. It explores creative ways to build on our sense of community, and looks at opportunities to grow and prosper without degrading the quality of life that we have grown accustomed to. It strives to capture the values and concerns of our community as we look to the future.

We believe that some of Lanark's most significant opportunities include the preservation of productive agricultural land, open space and environmental corridors. We also believe there is room for us to grow, but in ways that will maintain and enhance the values of rural living that we enjoy today. To do this, we must build upon our community's strengths and unique qualities; avoid complacency by promoting creativity, leadership and creative problem solving; and be willing to work together to address a variety of difficult problems we will surely face in a rapidly changing future.

Wausau, WI

Summary of the City of Wausau visioning focus group:

The City of Wausau held two community visioning sessions for its Community Visioning Focus Group on January 20, and February 2, 1999 to envision the future of the city. These sessions helped bring together citizens of the city to develop a shared image of what they want their community to become in the next 20 years. Visioning in the City of Wausau is being utilized to assist in the City's Comprehensive Planning process by developing a better understanding of the values of city residents and to identify trends and forces affecting the community. The Visioning project is a result of leadership provided by Wausau Mayor Linda Lawrence, City Planner Joe Pribanich, and Dennis Lawrence, Director of the North Central Wisconsin Regional Planning Commission. Group facilitation of the visioning process was provided by UW-Extension Community Resource Development Agents Connie Bodeen (Marathon County) and Mark Hilliker (Portage County).

This report summarizes the community visioning sessions and describes the values and ideas generated by the Community Visioning Focus Group. This information, along with data collected through a recent community survey, will be used to create a draft vision statement for the City of Wausau. The draft vision statement will be shared with the citizens of the City of Wausau through a series of neighborhood meetings. Input collected at these neighborhood meetings and at other public forums will be woven into the final vision statement for the city. The vision statement will ultimately help guide ongoing work on the city's comprehensive plan.

The first visioning session of the Community Visioning Focus Group was held on January 20, 1999. The Community Visioning Focus Group members participating in the January 20, 1999 discussion included Al Hahn, Steve Robinson, Tom Cane, Yee Yang, Dan Solomon, Maureen Mullen, Dave Olmsted, Irv Sumner, Deb Hadley, Evie Rosen, Brad Hoffmann, Bev Abbott, Donna Knapp, Mary Jane Hettinga, Gordon Backer, Terry Kittson, Glenda Walker, Phil Valitchka, Doris Carlson, Christie Terkelson, John Schilling, Dick Gehrt, Greg Michael, and Jay Faherty.

At the first visioning session, focus group members were exposed to a variety of images of the City of Wausau. They also learned about the city's demographics and recent and future trends affecting the city. They were asked to reflect on the things they value about the city and would like to preserve. They were also asked to reflect on the issues or concerns they had about the city. The following is a summary of information gathered during the first visioning session on two questions posed to the group of citizens in attendance. The responses are listed in no particular order.

Question 1:

What do you value about the City of Wausau that you would like to see still here in 20 years?

Question 2:

What are some problems, issues or concerns you perceive in the City of Wausau?

The City of Wausau held the second community visioning session for its Community Visioning Focus Group on February 2, 1999. The Community Visioning Focus Group members participating in this session included: Bev Abbott, Gordon Backer, Tom Cane, Jay Faherty, Dick Gehrt, Deb Hadley, Al Hahn, Mary Jane Hettinga, Brad Hoffmann, Terry Kittson, Donna Knapp, Maureen Mullen, Dave Olmsted, Karyn Powers, Steve Robinson, Evie Rosen, John Schilling, Dan Soloman, Irv Sumner, Phil Valitchka, and Glenda Walker.

At this session, participants reflected on the values and concerns that were generated during the first session and then turned their attention to the Community Mapping Exercise to show how those values and concerns could be represented in the physical development of the city.

The community mapping exercise was a tactile and interactive way of communicating ideas for the future development and improvement of the City of Wausau. The exercise gave participants an opportunity to discuss the types of places they would like to create and the activities they feel are important to include in the Wausau community.

The focus group was divided into four smaller working groups. Each group was responsible for creating a "plan" for one quadrant of the city. They were given one 36 x 50 map of their designated area and a variety

of photos and colored markers to use on the map. Then, each group was asked to carefully study its portion of the city and come to a consensus on a variety of ideas related to the development and redevelopment of the area. Participants were encouraged to "think beyond the box" and create "Big and Bold Ideas" for the future.

What follows are some of the "Big and Bold Ideas" the groups created for the City of Wausau.

Big and Bold Ideas

▶ Relocate heavy industry to a more appropriate Industrial Park area and redevelop central river corridor.

▶ Maintain owner-occupied central city residential.

▶ Develop downtown residential along with ancillary services.

▶ Development of bike trail (N-S along river, E-W connector).

▶ Completion of Arts block.

▶ Identify and develop Festival Grounds – River Drive.

▶ Annex northwest corner – possible development of an industrial park in this area as well.

▶ Enlarge and preserve the Andrew Warren Historical District.

▶ Traffic pattern around middle school is too congested. Roads are inadequate. Situation will worsen if a new East High School is constructed.

▶ Sidewalks are needed along 13th Street and vicinity for the safety of students walking to school.

▶ Develop apartments along the river south of Bridge Street. The river is a great place for residential apartments/condominiums. Further, this development/population will support the downtown.

▶ Develop Stewart Park. This would be a good site for an amphitheater and outdoor arts programs.

▶ Build a grocery store/supermarket on NE side. However, do not allow commercial strip development. Keep commercial development in or near the downtown.

▶ If the new high school is constructed, we would like to see a recreation/sports complex developed in the area. The city (first choice) or some other public/private group should own it.

▶ Clean up the Near East side. Force (?) property owners to improve the area.

▶ The city should annex property to the east of the city. The city should secure "growing room."

▶ Create park space, river walk, and bikeway along river.

▶ Create an East by-pass.

▶ Major recreational/nature area on Franklin.

▶ Public elementary school to serve the new residential district to the East.

▶ Clustered commercial development near Franklin and 91st intersection.

▶ Park/Conservancy in wetland/stream corridors.

▶ Redevelop airport-residential area, waterfront lots, level ground for building. (Add tax base).

▶ Trail development through new development.

▶ Maintain Industrial along Rail corridor.

▶ The University of Wisconsin-Marathon campus should be expanded into a four-year facility.

▶ The area presently occupied by the 3-M Corporation and formerly occupied by SNE (Crestline) Corporation should be redeveloped for residential use or as the site of the four-year university campus mentioned above.

▶ At the far South end, along Lake Wausau; redevelopment should be considered for river edge commercial uses such as a marina, shops, restaurants and other commercial establishments. The commercial uses which might locate there should be water-oriented and the area should also provide improved public access to Lake Wausau.

▶ Annex at least all of the territory that remains in the Town of Stettin or Town of Rib Mountain that lies east of 28th Avenue. This would include the Menards Plaza, the area in the vicinity of Marriott Courtyard motel, and the area around Rib Mountain Marine.

▶ Construct a pedestrian bridge, from Riverside Park to Isle of Ferns Park.

▶ Improve access to the City's public works facilities and waste-water treatment plant by widening and reconstructing McCleary Street.

- Enhance the appeal of Marathon Park by removing some of the fencing along Stewart Avenue and along 17th Avenue, repairing some of the fencing that is dilapidated, and planting various types of landscaping along the fence to enhance its visual impact.

- Establish a water facility in Marathon Park.

- Uniform curb and gutter ordinance throughout city. Maintain trees and neighborhood scale.

- The City should purchase land when becomes available. However, the City should not develop just to develop. It is OK to own land that is not immediately developed. Think about the quality of development and what fits. The right development will come in time.

- Downtown entrances look shabby—needs improvement and beautification.

- Bus service needs to be extended throughout the city.

Ashland, IL

Ashland continues to be the ideal small town offering an exceptional atmosphere for raising a family. Community pride is reflected in our clean streets, zero crime rate, and an aggressive economic development plan designed to carry us into the 21st century. With two park facilities, planned community events, and various school activities our children are exposed to quality year-round experiences which enhance their physical and mental abilities.

Located just west of the state capital of Illinois, residents take advantage of the many employment opportunities and retail outlets offered in the Springfield metropolitan area while enjoying Ashland's affordable family housing, superior school system, and friendly business district. Considered the "Gateway to Site M," Ashland offers many retail outlets geared specifically to the outdoor sports enthusiasts who enjoy the various recreational activities offered by the site. Ashland is truly the perfect small town to raise a family and retire while surrounded by loved ones.

Source: Mapping the Future of Your Community, 1998 Update

Florence, CO

A healthy, progressive and caring town that celebrates the past, with adequate facilities and services to support well-planned growth while maintaining rural life quality. A community where our people have a voice in leadership and are ready to meet the challenges of the future.

Source: Harnessing the Power of Vision

Rock Hill, SC

Rock Hill is the:

- Recognized Historic City of the metropolitan area with a distinctive physical identity based upon the historic structures and neighborhoods of its central core.

- Functional City of the metropolitan area with well-planned and efficient systems of transportation, utilities, and urban services.

- Garden City of the metropolitan area, distinctive for its extensive system of landscaped streets, greenways, and gardens.

- Premier Educational City of the metropolitan area, recognized for the excellence and breadth of its institutions and programs.

- Acknowledged Cultural City of the metropolitan area with nationally renowned programs in public art and arts education.

- Important Business City of the metropolitan area, recognized as a premier location for quality businesses.

Source: Harnessing the Power of Vision

Maquon, IL

A safe and friendly environment for all ages. Well-maintained streets and sidewalks and high quality water and sewer systems with sufficient capacity for the anticipated residential and commercial growth.

An expanded business district with more locally owned businesses offering increased services and products (e.g., gas station/convenience store/market, a laundromat, ...) to meet the needs of our growing community.

Active community involvement in improving and maintaining Maquon's commercial and public areas through landscaping and other beautification projects.

A range of quality recreational opportunities to benefit residents and attract tourism. Supported and managed through a new park district, these opportunities include a popular well-equipped playground and park, a Spoon River bike trail, and a boat dock.

A high quality and well-maintained retirement community featuring independent/assisted living apartments, social activities, and regional transportation service.

An increased number of available housing units providing more opportunities for existing residents and further ensuring Maquon's future by attracting young community families.

Source: Mapping the Future of Your Community, 1998 Update

Chehalem Valley, OR

In 2015 the Chehalem Valley is:

Economy—A diverse economy provides balanced economic options. Downtown is vibrant; the natural beauty of the area provides an environment for tourism and the wine industry. The Riverfront is a focus of economic and recreational activity; an airport facility is available.

Land use—Plenty of open space with larger lots in the outlying areas; livable neighborhoods in the cities. Transportation choices include walking, biking, or driving. The Riverfront is linked to the cities' core areas. Diverse housing opportunities of high quality including historic homes, rentals, condominiums and homes for the elderly and disadvantaged are available.

Transportation—A route provides safe and efficient access to and through the community. Downtown traffic is much less and is routed to enhance business; state highways have been removed from downtown. There are adequate bikeways and pathways. Residents are actively involved in planning transportation.

Environment—Natural areas and habitat have been preserved. Agricultural land and open space preserve the view from surrounding hillsides. Automobiles are used less, preserving air quality; a greenway system links pedestrian paths along clean rivers and streams. Residents are actively involved in planning transportation.

Public facilities, services, and safety—Community centers for public offices in Newberg and Dundee. Volunteers share with professionals the responsibility for providing economic public services. A uniform district addresses the fair payment for urban and rural services. Planning efforts and support for the vision focuses the community's future. Residents are actively involved in safety programs.

Parks, recreation, community creation and celebrations—Parks have adequate bikeways and walking paths. Neighborhood parks provide a focus for recreation; a range of recreation options is available. Cultural diversity enhances community festivals and events. Champoeg Park is linked to the Valley. Neighborhood and community ownership and involvement are promoted and encouraged.

Health, social services, and well-being—Health care is provided locally through a one-stop health care facility. Community members may change their sedentary lifestyles. Social services are available locally. Cultural diversity creates challenges and local residents meet the challenge. General happiness, personal, spiritual growth, and families are encouraged and promoted.

Education and needs of youth—All levels of education are available; there is a strong business/school partnership. Parents are involved; citizenship training is important. Classes are culturally diverse; individual needs are addressed. Technological changes provide easy access to information

and education for all Valley residents. Nurturing our youth is a priority and youth are encouraged to be involved in all aspects of our community.

Arts, culture and heritage—Public art, cultural events and activities, and museums are displayed and supported by the community. A living history museum focuses community and tourist attention on the local heritage, and, is supported by several museums which showcase the Valley's local history. George Fox College provides a focus for cultural events which promote the values of the area. Public art provides a sense of pride and serve as reminders of the timeliness of the Valley.

Communication linkages—Computers serve all of the residents by providing access to information about the community. Data linkages between households create opportunities for working people. The Valley is a part of the global village through the worldwide data linkages. Public places are available for residents to meet in person. Issues are explored and discusses publicly in ways that work toward common ground to benefit the Valley.

Key area visioning workshop

Plan for the weekend meeting to last about a half day to a whole day.

Count on at least 10-20 participants/stakeholders or more for the workshop.

The table below outlines sample sessions for the key area visioning workshop. Some of the sessions are the same as the community workshop and you should refer back to those sessions. The facilitator may need to adjust the times based on the number of people and the sessions he/she chooses to incorporate.

Sessions	Title	Time
1	Welcome, overview, introductions	$^{1}/_{2}$–1 hour
2	Developing the vision statement	1–2 hours
3	Identifying particular themes	1–1$^{1}/_{2}$ hours
4	Recognizing themes	$^{1}/_{2}$–1 hour
5	SWOT analysis	1–2 hours
6	Next steps	$^{1}/_{2}$ hour
Total	**6 sessions**	**4$^{1}/_{2}$–8 hours**

Session 3: Identifying particular themes

Procedure:
Index cards are given to each individual. Participants work as individuals, then in small groups. Participants self-select the key area task force in which to participate.

Individuals in each group write on an index card three activities and projects which will go towards defining the key area vision. Then each individual shares in the group. These are shared round robin in the group and all are recorded on newsprint. Time permitting, each group shares its list with the whole group.

Time: 1-1$^{1}/_{2}$ hours

Materials: Flip chart, pens.

Source: Community futures

Session 4: Recognizing themes

This is a continuation of the previous session. The facilitator helps the group to recognize themes through the activities and projects identified. It would help if the facilitator is an individual familiar with the key area, such as housing, transportation or economic development.

Session 6: Next steps

This session should allow the task force and sub-task force to begin to outline what it wants to do, how to do it, who the responsible parties are, and to establish a time frame. At this point the task force and sub-task forces should not be identifying goals, strategies or projects, but should be thinking about the next steps in the long-term version which includes reviewing plans, projects and programs, and data gathering and analysis.

Next steps planning worksheet

Program/ Action Item	Responsibility	Timeline	Resources	Obstacles
Item 1				
Item 2				
Item 3				
Item 4				
Item 5				

Sub-task force meeting

Title: Seven steps of planning

Possible outline for task force to follow.

a. Diagnosis
- ▶ What are the problems?
- ▶ What are the needs?
- ▶ What are the assets?

b. What do we want to achieve (objective) in a particular period? This week, this month, this year?

c. What are the possible ways of achieving this objective?

Brainstorm for proposals.

d. What are the advantages and disadvantages of each proposal?

How much time, money and personal effort will be needed for each proposal?

e. Which proposal (plan) do we accept?

This may include several suggestions.

f. Who will do what, when, where, and how?

g. At what point do we need to evaluate?

Who should be involved in the evaluation?

Note: Force Field analysis can be one way to work through steps b, c and d of the steps above.

A. Hope. 1990. Training for Transformation. p.103.

Title: Force field analysis

Purpose:
This model should be used with groups that have already analyzed their situation and decided on a major goal. Often this goal is very ambitious and not immediately attainable. Force Field Analysis can help them to find useful intermediate goals which will help move the situation towards the major goal.

It is helpful to look at the forces which are helping to reach the goal, and those which are hindering (or pushing in the opposite direction). The work on the diagrams stimulates a process of intense communication in the group and helps them to work out a strategy involving one or more clear sub-goals which will be concrete steps toward the major goal.

Procedure:
It is best to work with this model in groups of 3-5 people who share a common goal and work in the same situation.

Ask the group to draw the following diagram on paper, defining briefly *the present situation* and *the major goal*. They should write one summary statement about each of these along the vertical lines.

Helping forces	Present situation	Hindering forces	Goal
⟶		⟵	
⟶		⟵	
⟶		⟵	
⟶		⟵	

Then ask the group to list the strength of the forces which are pushing the present situation towards the goal.

On the right hand side, list the hindering forces which prevent change or reduce its power. Again use longer or shorter arrows to indicate the strength of these forces.

Explain that one can move towards the goal either by increasing the helping force or by weakening the hindering force.

Sometimes the more pressure that comes from the helping forces, the more resistance develops in the hindering forces. In such cases, it is often best to start by reducing the hindering forces.

Now ask the group to choose either one of the helping forces which they could strengthen, or one of the hindering forces which they could reduce or weaken.

Taking this 'force' as the new situation, ask them to identify their goal in regard to working with this force.

Once again, draw a new diagram listing the helping and hindering forces related to this new sub-goal. This process can be done 2 or 3 times.

Time: 2 or more hours.

Materials: Flip chart, paper, markers and tape.

A. Hope. 1990. Training for
Transformation. p.107

Data gathering and analysis worksheets

How to fill in this table

Use the 1980 and 1990 U.S. Census to fill in the population for each age group. From these numbers you can figure out the difference from 1980 to 1990 and the percent change between those decades. The next step is to project the population for each age group. The easiest way is to assume the same growth or decline over the period 1980-1990. If more current estimates are available from the State, these can give you a more accurate assessment of the population.

Population and rate of population growth by age						
Age	1980	1990	Change		2000 (Projected)	2010 (Projected)
			#	%		
0 to 4						
5 to 9						
10 to 19						
20 to 29						
30 to 39						
40 to 54						
55 to 64						
65 to 74						
> 75						
Total						
Total percentage change						

How to fill in this table
Filling in this table is similar to the above table.

Racial composition and percentage of total population													
Year	White		Black		Native American		Asian/ Pacific Islander		Other		Hispanic Origin		Total
	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.	%	Pop.
1980													
1990													
2000													
2010													

How to fill in this table

Use the Census or County Business Patterns for a data source. You might need to contact the Chamber of Commerce or a County Planning agency to fill in data. Employment data is generally only available at the county and metropolitan level. If your community is very small you will need to discuss employment data either with the Chamber of Commerce or the major employers in the area.

Employment characteristics and trend							
	1980	1990		2000		2010	
By industry	#	#	% change	#	% change	#	% change
Retail trade							
Agriculture/forestry/fishing/mining							
Construction							
Finance, insurance & real estate							
Wholesale trade							
Services							
Government							
Manufacturing							
Transportation/communication/utilities							
Total							
By occupation							
Managerial/professional specialty							
Technical/sales/administrative support							
Service occupations							
Farming/forestry							
Precision production/craft/repairs							
Operator/fabricator/laborer							
Total							

Source: State of Washington. 1992. Assessing Your Community's Housing Needs: A Practical Guide to Preparing Housing Needs Assessments Under the GMA and CHAS Requirements. Department of Community Development, Housing Division, Growth Management Division, pp.62–63, 69.

Community feedback workshop agenda

1. Coordinating committee introduces purpose and goal of workshop.

2. Coordinating committee presents general vision statement.

3. Representatives from each key area task force present their key area vision statement and their goals and strategies.

4. Ask the participants in the workshop to count off and break into small groups. Have them discuss whether the key area vision statements and their goals and strategies are consistent with each other and the general vision statement. From the goals and strategies presented, can the visions be achieved?

5. The next step is to have the participants prioritize all the goals and strategies presented. Are there some goals that the group believes are more important than other goals? Are some goals easier to achieve than others?

6. Reconvene in large group; each small group should present its feedback. The recorder and facilitator should note any common themes. When all presentations are completed, the facilitator should address those common themes and the coordinating committee and each task force will address them.

Developing an action plan

This worksheet should be used by each sub-task force for each identified project. That is, one worksheet for each project. The purpose of this worksheet is to help the sub-task force to thoroughly analyze and assess how it can get any particular project begun and completed. An important facet of this analysis is a political assessment. A formal acknowledgment and assessment of the local political situation can make projects move forward. This will help the sub-task force to decide whether or not it is feasible to move forward on any particular project.

Action planning worksheets

1. Assessing fit of vision and project

What is your vision theme?

_____

_____

_____

_____

What is your project?

_____

_____

_____

_____

Why are you doing this project? (purpose or desired outcome)

_____

_____

_____

_____

Who will potentially benefit from this project?

_____

_____

_____

_____

Who will potentially be harmed by this project?

_____

_____

_____

2. Analyze the situation

Where does this project fit into current community priorities?

_____

_____

_____

Are there any groups working on related projects?

_____

_____

_____

Have there been past attempts on this or similar projects?

_____

_____

_____

Who does it affect positively (individuals and groups)?

_____

_____

_____

Who does it affect negatively (individuals and groups)?

_____

_____

_____

3. Assess helping and hindering forces

▶ **Who are the decision makers** (formal and informal, individuals and organizations, internal and external) who can help or hinder this project?

Decision makers	Who makes the contact?
What strategies will we use to influence the decision makers?	

▶ **Who is likely to support the project in the community? Who should contact these groups?** When contacting them, ask what they think of the vision and project; what they would like to see as an outcome and how they would carry out the project.

Likely supporters	How do we enlist their support?

▶ **Who is likely to oppose the project? Who should contact these groups?** When contacting them, ask what they think of the vision and project. What are their specific objections? What would they like to see as an outcome and how they would carry out the project?

Likely opponent	Contacted by
Objection	**Strategy to overcome objection**
Likely opponent	**Contacted by**
Objection	**Strategy to overcome objection**
Likely opponent	**Contacted by**
Objection	**Strategy to overcome objection**

4. Who is going to do it and how?

Were there any new individuals identified who would be valuable resources for your task force?

_____

_____

_____

Are some task force members ready to move on to other projects or feel they have made their contribution?

_____

_____

_____

Who will coordinate the task force?

_____

How often will the task force meet?

_____

What sub-groups, if any, are needed?

_____

_____

_____

How do we keep each other informed?

Task force members	Communication technique	Person responsible	Frequency of communication

How will we keep the community informed?

Inside community	Communication technique	Person responsible	Frequency of communication
Organizations			
Key Individuals			

How will we keep people outside the community informed?

Outside community	Communication technique	Person responsible	Frequency of communication
State/federal agencies			
Other organizations			
Key individuals			

What skills, knowledge, linkages (networks), representation, or resources are needed for the task force at this action planning stage? Conduct a Community Resource Inventory. Below is a worksheet to help with this task.

Community Resource Inventory

Resource	Resource needed	Who has it?	How will we get it?
People			
Skills, expertise			
Person - power			
Influence			
Physical			
Facilities			
Supplies			
Equipment			
Other			
Information			
Financial			
Other			

Evaluation and monitoring worksheets

Sample Gantt Chart for Community Visioning Project for Housing

	Jan. 99	Mar. 99	May 99	July 99	Sept. 99
Conduct a housing assessment	▓				
Analyze housing data		▓			
Meet with housing authority			▓		
Conduct meetings with banks				▓	
Begin construction					▓

Worksheet for measuring success

Project: Housing—expanding availability and affordability

I. Accomplishments

	Year 1	Year 2	Year 3
Collecting data & obtain financing	X		
Razing old homes	5	10	15
Building rental units		12	24

II. Project outputs

Select benchmark indicators to reveal the impact of this project on our community and chart them on a bar chart, including what they have been in the past and our targets of what we want these benchmark indicators to be 2, 5, and 10 years from now.

Benchmark Indicators and Targets							
Benchmark Indicator	1970	1980	1990	1995	2000	2005	2010

Recommended reading list

Ames, Steven C. 1993. *A guide to community visioning: Hands-on information for local communities* (rev. 1998). Portland, OR: Oregon Visions Project.

This book offers a general introduction to community visioning and an overview of the entire process, based on the author's involvement as a consultant to communities engaged in visioning.

Aspen Institute. 1996. *Measuring Community Capacity Building.* Washington, DC: Aspen Institute/Rural Economic Policy Program.

An excellent workbook on monitoring and evaluating community development projects. Many of the indicators could be used to evaluate visioning projects.

Ayres, Janet, et al. 1990. *Take Charge: Economic Development in Small Communities.* Ames, IA: North Central Regional Center for Rural Development.

This is a comprehensive hands-on manual for involving the community in economic development. Thirteen strategies for economic development are presented. Includes worksheets, overheads, etc.

Carlson, Chris. 1990. "Creating a Strategic Vision." *Western City* 66(5): 10, 12-3, 44.

Carlson explains why visioning, which he terms strategic visioning, is an improvement over the more traditional strategic planning. The basic advantage of strategic visioning is that it promotes an expansive, innovative and proactive future orientation; it "forces ... creativity into the organization by purposefully leaving the means to the end challenging and undefined."

Center for Rural Pennsylvania. 1998. *Planning for the Future: A Handbook on Community Visioning.* Harrisburg, PA: The Center for Rural Pennsylvania.

This handbook provides an introduction to community visioning and also specifies the steps in the visioning process developed by the Center for Rural Pennsylvania. Includes case studies and helpful "elements for success."

Domack, Dennis R. 1995. *Creating a Vision for Your Community: More on the Art of Community Development* (G3617). Madison, WI: University of Wisconsin–Extension, Cooperative Extension.

Kinsley, Michael J. 1997. *Economic Renewal Guide: A Collaborative Process for Sustainable Community Development.* Snowmass, CO: Rocky Mountain Institute.

This is a hands-on guide to organizing for sustainable economic development, which Kinsley describes as the effort to have prosperity without necessarily having growth. Kinsley presents an eight-step program to mobilize the community and start developing action plans. Includes detailed instructions on setting agendas, leading discussions, etc.

Kiser, A. Glenn. 1998. *Masterful Facilitation: Becoming a Catalyst for Meaningful Change.* New York: AMACOM.

This is a thorough guide to all aspects of facilitating. Although geared towards organizational change, there is much that could be applied to community visioning projects.

Okubo, Derek. 1997. *The Community Visioning and Strategic Planning Handbook.* Denver, CO: National Civic League.

This is a guide to the entire visioning and strategic planning process, although the actual process of developing a vision is not discussed in detail.

Peterson, Mark. 1995. *Harnessing the Power of Vision: Ten Steps to Creating a Strategic Vision and Action Plan for Your Community.* Little Rock, AR: University of Arkansas Cooperative Extension Service.

This is a guide to strategic visioning, with more emphasis on visioning than on strategy. Peterson outlines a 10-step process that takes about 18 months.

Rohse, Mitch and Kim Ross. 1992. *Putting the People into Planning: A Primer on Public Participation in Planning.* Salem, OR: State of Orgon, Department of Land Conservation and Development.

This is a how-to manual about public participation in land-use planning. Much of the information, however, can be used for any citizen involvement program.

Walzer, Norman, editor. 1996. *Community Strategic Visioning Programs.* Westport, Ct: Praeger.

This volume contains a variety of articles on community strategic visioning programs, with an emphasis on rural areas.

Weisbord, Marvin R. and Janoff Sandra. 1995. *Future Search: An Action Guide to Finding Common Ground in Organizations and Communities.* San Francisco, CA: Berrett-Koehler.

This is a step-by-step guide to running future search conferences. A future search is "a large group planning meeting that brings a 'whole system' into the room to work on a task—focused agenda." Many of their examples involve community planning of various kinds.

Other communities' visioning experiences

These communities have successfully used community visioning. Many have web sites and literature available.

Wisconsin
Portage County
Town of Lanark
Contact: Mark Hilliker, CRD agent,
715-346-1319
http://uwex.edu/ces/cty/portage/
Find the Future Focus newsletter online. The March 1999 issue has a story on Lanark's vision.

Sawyer County
Conversations about Our Future: Building Stone Lake Community Vision, 1998.
Contact: Dave Berard, UW-Extension, Sawyer County,
715-634-4839.
http://www.uwex.edu/ces/cced/stone lke.html

Alabama
Envision Mobile-Baldwin
(vision for the the Mobile-Baldwin Counties region)
http://www.mobcham.org/final. html

Arizona
Flagstaff 2020
Flagstaff, AZ
http://www.flagstaff.az.us/Flagstaff_ 2020/

Illinois
MAPPING the Future: Strategic Visioning for Community and Economic Development, 1997 Directory of Programs. Vision statements, goals and accomplishments for 47 Illinois communities, assembled by the Illinois Institute for Rural Affairs.
http://cait.wiu.edu/iira/pubs/pubs. html

North Carolina
Forsyth County Tomorrow
http://www.county.forsyth.nc.us/ccp b/l_vision.htm#top

Ohio
Vision for the 21st Century
City of Dublin
Department of Development
5800 Shier Rings Road
Dublin, OH 43016-1236
Contact: Lisa Fierce, (614) 761-6550

Hamilton 2020
City of Hamilton
http://hamilton2020.com/

Oregon
Chehalem Future Focus
(a visioning process by residents of the Chehalem Valley, OR)
City of Newberg
414 E. First Street
Newberg, OR 97132
(503) 538-9421

Corvallis 2020 Vision
City of Corvallis
Community Development Department
PO Box 1083
Corvallis, OR 97339-1083
Contact: Lisa Sarnoff,
(541) 766-6908
http://www.ci.corvallis.or.us/cd/202 0vis.html

Community Visioning Project
Forest Grove Chamber of Commerce
2417 Pacific Avenue
Forest Grove, OR 97116
Contact: Ray Giansante,
(503) 357-3006
http://www.grovenet.org/ ForestGrove /vision.html

Vision 2020
City of Gresham Community Development Department
1333 NW Eastman Parkway
Gresham, OR 97030
Contact: Brian Shetterly,
(503) 618-2529
http://www.ci.gresham.or.us/ greshamarea/future.htm

Stayton 2020
City Administrator
City of Stayton
362 North Third Avenue
Stayton, OR 97383
Contact: Tom Barthel,
(503) 769-3425

Tennessee
Vision 2017
Kingsport Tomorrow, Inc.
Kingsport, TN
http://kingsporttomorrow.org/ vis2017/vis2017.htm

Virginia
Portsmouth 2005
Portsmouth, VA
http://www.ci.portsmouth.va.us/eco ndev/2005/2005.htm

Other
Sustainable Communities Network. Case studies from half a dozen communities of various sizes, including Lander, WY; Red Lodge, MT; New Haven, CT; Chattanooga, TN; and Wrangell, AL.
http://www.sustainable.org/ creating/vision.html

Glossary

Comprehensive plans present long-range goals and objectives for all activities that affect growth and development in the community, usually in the following areas: economic development, housing, land use, community facilities, the environment and transportation. The time range for the comprehensive plan varies from 10 to 20 years with suggested updating at 3- to 5-year intervals. The comprehensive plan serves as a guide for public rulings on public and private development proposals and for the budgeting of public money (Daniels, Keller, and Lapping. 1995. *The Small Town Planning Handbook.* Chicago, IL: American Planning Association, p. 12.).

Comprehensive planning is a planning model that evolved from physical planning in the 1920s and 1930s. It recognizes the complexity of factors affecting and affected by what were previously perceived as purely physical or land-use decisions. Comprehensive planning aims to take all these factors into account in a rational, analytic, planning process (Alexander, Ernest. 1992. *Approaches to Planning: Introducing Current Planning Theories, Concepts and Issues.* 2nd ed. Philadelphia, PA: Gordon and Breach Publishers. p. 102.).

Goals are the objectives you are trying to accomplish as a result of your community's actions.

Strategies are the general methods used to reach your community's goals.

Strategic thinking takes place when you think hard and clearly about your particular setting and your anticipated future:

▶ your community's unique strengths, weaknesses, capabilities and potentials;

▶ the forces and trends in your region, the nation and the world that impinge on your community; and

▶ how you can take advantage of your unique position in the world through selected and focused efforts.

Strategic planning applies strategic thinking to a systematic process of planning for the future, anticipating changes in the environment and setting out appropriate goals and action steps. Some strategic planning processes are limited by merely extending the present into the future, by focusing on problems, or by limiting plans to current resources.

Strategic visioning is a strategic planning process that includes a compelling description of your desired future (a vision), and generates a plan and resources to realize this vision.

Action project is an action that has been planned in detail. This includes what needs to be done, who can do it, when it will be done, and how it can be accomplished such that it is now a project ready for work. More simply, it is work ready to be done (Leuci et al. 1996).

References

Alexander, Ernest. 1992. *Approaches to Planning: Introducing Current Planning Theories, Concepts and Issues.* 2nd ed. Gordon and Breach Publishers.

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Ayres, Janet. 1996. "Essential Elements of Strategic Visioning," pp. 21–36 in Norman Walzer, editor, *Community Strategic Visioning Programs.* Westport, CT: Praeger.

Bredouw, Pam and Robin McClelland. 1991. *A "Bottom Up" Primer: A Guide to Citizen Participation.* Olympia, WA: State of Washington, Department of Community Development.

Bryson, John M. 1995. *Strategic Planning for Public and Nonprofit Organizations.* San Francisco: Jossey-Bass.

Carlson, Chris. 1990. "Creating a Strategic Vision." *Western City* 66(5): 10, 12-13, 44.

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Daniels, Thomas L., John W. Keller, and Mark B. Lapping. 1995. *The Small Town Planning Handbook.* Chicago: IL, American Planning Association.

Hanna, Robin. 1998. *MAPPING the Future of Your Community: Strategic Visioning for Community and Economic Development. 1998 Update of Programs and Activities.* Macomb, IL: Illinois Institute for Rural Affairs

Hanna, Robin, and Steve Kline. 1997. *MAPPING the Future of Your Community: Strategic Visioning for Community and Economic Development. 1997 Directory of Programs and Activities.* Macomb, IL: Illinois Institute for Rural Affairs.

Hope, A., S. Timmel, and C. Hodzi. 1984. *Training for Transformation: A Handbook for Community Workers.* Gweru, Zimbabwe: Mambo Press. Volumes 1 and 2.

Kretzmann, John P., and John L. McKnight. 1993. *Building Communities From the Inside Out: A Path Toward Finding and Mobilizing a Community's Assets.* Evanston, IL: Center for Urban Affairs and Policy Research.

Leuci, Mary Simon, Jerry L. Wade, Deanne Hackman, Jack McCall, and Don Littrell. 1997. *Community Futures: The Action Planning Process as a Means of Developing a Community Plan of Work.* Columbia, MO: University of Missouri.

Lewis, John A. 1996. "Visioning for Tangible Results," pp. 163-180 in *Planners on Planning,* edited by Bruce McLendon and Anthony Catanese. San Francisco, CA: Jossey-Bass.

McKeever/Morris, Inc. 1996. *Yachats Area: An Active Vision to Create Community.* Portland, OR: McKeever/Morris, Inc.

Okubo, Derek. 1997. *The Community Visioning and Strategic Planning Handbook.* Denver, CO: National Civic League.

Peterson, Mark. n.d. *Harnessing the Power of Vision: Ten Steps to Creating a Strategic Vision and Action Plan for Your Community.* Little Rock, AR: University of Arkansas Cooperative Extension Service.

Rohse, Mitch, and Kim Ross. 1992. *Putting the People Into Planning: A Primer on Public Participation in Planning.* Salem, OR: State of Oregon, Department of Land Conservation and Development.

Tatarko, Beth et al. 1991. *Strategic Planning Guidebook.* Manhattan, Kansas: Kansas Center for Rural Initiatives, KCRI 91/3.

UW-Extension—Community Resource Development. 1998. *Strategic Thinking Program.* Madison, WI: UW–Extension.

Downtown revitalization

Restoring the community's center

Your community has identified downtown revitalization as part of its vision. The desire to revitalize a town or city's downtown area is a common part of many community vision statements as more and more Americans express an interest in restoring what was once the commercial, social and administrative center of their community.

Fortunately, there is a considerable amount of accumulated experience and expertise available to communities that want to undertake the sometimes daunting task of restoring the vibrancy of their downtowns. This experience is available from several different sources: the National Main Street Center (NMSC) and its state affiliates, such as the Wisconsin Main Street Program; the University of Wisconsin–Extension (UW–Extension); the Wisconsin Regional Planning Commissions (RPCs); and private consultants.

The mission of the NMSC, which is part of the National Trust for Historic Preservation, a federally chartered organization, is to help communities around the country revitalize their "Main Streets" and ensure the continued health of those that have been brought back to life. The NMSC produces a wide assortment of guides, manuals and videos aimed directly at community organizations engaged in downtown revitalization. Any community interested in working on its downtown should familiarize itself with these resources (see Appendix 2).

The NMSC has a four-part approach to downtown revitalization, which we draw on in parts of this chapter. The NMSC does not, however, have a well-developed concept of visioning, for either downtown or the community as a whole. One of the primary aims of this chapter is to assist you in creating a vision for your downtown that can provide inspiration and guide you in setting goals, developing strategies and devising action plans.

Much of the work supported by the NMSC is done by state programs such as the Wisconsin Main Street Program. Each year the Wisconsin program selects two to three communities to become Main Street communities. Communities must apply to be selected. Those that are selected receive training, technical advice and written materials. A community does not, however, have to be selected to make use of the

various materials developed by the NMSC. The Wisconsin Main Street Program also tries to provide assistance, although at a much lower level, for communities that have not been chosen to participate in their program.

In Wisconsin, the UW–Extension has also been very active in assisting communities with downtown revitalization projects. In addition to the efforts of local agents, UW–Extension provides specialized assistance through the Local Government Center (LGC) and the Center for Community Economic Development (see Appendix 2).

The nine Wisconsin RPCs are another organizational resource. They can provide many of the services that might otherwise be provided by a local planning department.

And finally, there are private consultants who specialize in downtown revitalization. In keeping with the concepts promoted in this manual, we encourage you to put your time, money and effort into maximizing local involvement. Regardless of the agencies, institutions or practitioners participating, local involvement is a critical element of any downtown visioning process. In the final analysis, nobody knows your community as well as you do, or has the same motivation to work for change.

Although we do not recommend using a consultant to lead your program, some consultants publish guides to downtown revitalization that you may find useful. Also, many communities have found private firms to be a good source for some of the data that you will need, especially demographic data and data for market analysis (discussed later in this chapter).

There are a large number of possible issues that your community may face as it contemplates revitalizing its downtown. These issues will differ—perhaps significantly—from one community to another. In particular, the issues for small towns may be different from those of larger cities. We list some possible issues below; this list should not be considered comprehensive. Its purpose is to suggest issues you may not have considered, and to begin orienting you to thinking about the kinds of changes you might like to make and the information you will need to evaluate proposed changes.

Physical appearance

Downtowns in Wisconsin often contain many of the most impressive and interesting buildings in the local area. Unfortunately, as downtowns have ceased to be the all-round city centers they once were, these fine old buildings, as well as many other downtown structures and facilities, have become run-down and deteriorated. For many communities, improving the physical appearance and general attractiveness of downtown is often an important concern.

▶ Is the downtown area attractive, interesting and inviting?

▶ Is it clean and safe?

▶ What is the general condition of the downtown building stock?

▶ Are there historic buildings that could contribute to downtown's appeal but that are in poor condition?

▶ What is the condition of public facilities such as streetlights, sidewalks and benches?

Level of retail activity and merchandising skills

Downtowns were traditionally the commercial centers of town. While the proliferation of malls and shopping strips may temper the possibility of re-establishing the supremacy of downtown as the central shopping district, many Main Streets have unrealized retailing potential.

▶ How much retail activity takes place downtown?

▶ How many retailers are located downtown?

▶ Are there ways to increase the number of retailers?

▶ How can downtown retain existing retailers?

▶ How can existing stores improve their merchandising skills so that they are more competitive?

▶ Are there retail promotions and other events that make downtown an exciting place to shop?

▶ Are existing retailers attracting all the segments of the population that could be attracted to downtown?

▶ Do retailing niches exist that might be appropriate for your Main Street?

Mix of uses

Many downtowns originally supported a wide variety of uses, including housing, government offices, professional offices, eating establishments, entertainment, cultural venues and industry, in addition to a variety of stores and shops. This diversity helped make the downtown a lively and interesting place; activities took place during the evening and on weekends, as well as during the week. Recreating this diversity, at least to some degree, is a goal for many communities.

▶ What activities, in addition to retailing, take place downtown?

▶ What sorts of businesses and activities, besides shopping, draw people downtown and keep them downtown?

▶ Are there possibilities for other types of businesses, such as professional offices or light industrial operations?

▶ Are there possibilities for non-retail niches, such as office space, professional services or eating establishments?

▶ How many people live downtown?

▶ What is the condition of downtown housing?

▶ Is it a desirable place to live? If not, what can be done to make it desirable?

▶ How can a diversity of uses be recreated?

Traffic, parking and access

As our towns and cities have spread outward and become ever more accommodating to the automobile, the real or perceived deficiencies of downtown access—especially parking—have become uppermost in the minds of many potential downtown visitors. Making downtown more accessible is a common concern for many communities.

▶ Is it difficult to park downtown?

▶ If so, what can be done to improve the parking situation?

▶ Is downtown easily accessible for pedestrians? For bicyclists? For persons arriving by public transportation?

▶ Is downtown conveniently connected to adjacent parts of town and to nearby amenities, such as parks, tourist attractions, and scenic areas?

▶ Is there too much or too little automobile traffic downtown?

▶ Is there sufficient sidewalk traffic to support current and potential downtown retailers?

▶ Is signage helpful and attractive?

Downtown as a community center and site for activities

Downtown was traditionally the center of a community's social and civic life, as well as its commercial hub. Many communities would like to revitalize or enhance this aspect of the downtown.

▶ Does downtown function as a community center?

▶ Do important community events take place downtown?

▶ Are there events (festivals, street fairs, celebrations, concerts, etc.) that could take place downtown?

▶ Does downtown have an appropriate space, or spaces, for community events?

▶ Are important government offices located downtown?

Source: Adapted from Hyett Palma 1992

The process

Pre-vision

The downtown revitalization task force is responsible for organizing a workshop devoted to creating a vision for downtown. The general procedures for organizing, publicizing and facilitating this workshop are the same as for the initial community visioning workshop (see Chapter 1). Before beginning the organizing, however, the task force should take some time to consider the following questions and clarify what it hopes to accomplish:

▶ Why are we interested in downtown revitalization?

▶ What do we hope to accomplish with a vision of downtown revitalization?

▶ How will a vision of downtown revitalization improve existing community planning efforts?

▶ How will the vision of downtown revitalization complement the community vision?

▶ How will the vision of downtown revitalization complement the other key areas?

Source: Adapted from Ames 1993 (rev. 1998)

Workshop on downtown revitalization

The workshop should: 1) create a vision statement for downtown; 2) identify key sub-areas; and 3) form sub-area task forces.

To ensure the success of your downtown revitalization effort, it is crucial to involve as many stakeholders as possible. A high level of public participation will help ensure that the vision truly reflects the interests of the community and will promote real ownership of the goals and strategies that are developed. A wide variety of stakeholders should participate in the first important step: the creation of the downtown vision. Appendix 3 contains a list of potential stakeholders. This is a comprehensive list; not every town or city will have all these stakeholders.

Creating a vision statement for downtown

The group techniques used to create the downtown vision statement are the same as those used in the community visioning process (see Chapter 1). To get people oriented to the future focus that visioning requires, you could use the following exercise during an early phase of the visioning process:

Divide people into small groups (6–8 persons). Each group should be given these directions: It is the year ____ (15–20 years into the future). You (the community) have successfully revitalized your downtown. Describe it.

Here are some questions to guide the visioning process. These questions are aimed at getting people to think creatively about the future of their downtown.

▶ *What was your downtown like in its heyday and what aspects of that time would you like to bring back?*

▶ *What is special about your downtown?*

▶ *What do you want to preserve about your current downtown?*

▶ *What do you want to create in your downtown?*

▶ *What do you want people to think about when they hear a reference to your downtown?*

▶ *What kinds of activities do you want to take place in your downtown?*

▶ *What kind of atmosphere do you want to find downtown?*

▶ *Does this vision for downtown mesh with the community vision?*

▶ *How will those elements you want to create and those you want to preserve help to achieve the future vision of your community?*

Following are some examples of downtown vision statements. See the appendix for more statements. These examples are intended only to give you a general idea of what a downtown vision statement might look like. Remember, every community is different: your vision statement should reflect the uniqueness of your community.

West Bend, WI

[We envision] an active and vibrant downtown area that serves as the focus of community life in West Bend. Downtown activity is concentrated within the commercial core area of the downtown. Other sub-districts within the greater downtown area support and reinforce this core area as the primary focal point. The downtown contains significant places and events that draw both local residents and out-of-town visitors. It is the keeping place of community heritage, maintaining the downtown's identity and linkage with industrial, cultural, retail and civic uses of the past and present. The downtown is a very attractive, pedestrian-friendly place, with ample green spaces and a strong link to the Milwaukee River. It is also a diverse place, with a wide variety of uses. ...

(See the appendix for the entire West Bend downtown vision statement.)

Sioux City, IA

Maintain a dense downtown environment of commercial, office, retail and public uses and activities within the city's core. Enhance the pedestrian environment and prohibit low-intensity development. Keep and encourage one-of-a-kind uses and activities within the downtown area, including City Hall and the Sioux City Arts Center. Encourage ... construction and redevelopment that continues to identify the downtown core as the unique focal point of the community. ...

Mt. Morris, IL

Multistory office buildings, off street parking, and scheduled bus service to Rockford transforms the old downtown district in Mt. Morris into a major focal point for development by concentrating on growth for retail, service, and tourism. This "live-work" community provides a comfortable setting while placing residents close to major arterials and transit stations that provide easy access to larger cities.

Corvallis, OR

Downtown Corvallis is the primary shopping area, community gathering place and governmental hub. People live, work, shop and play downtown, making it a lively and inviting place. A continued public safety commitment makes downtown a safe place at any time of day or night.

A stable business core in the downtown offers a wide selection of quality goods and services. The business complement includes retail and specialty stores, restaurants and services. The downtown is pedestrian and bicycle friendly, with easy access to mass transit. Shoppers can also find plenty of free parking (including a parking

structure) and such attractive amenities as awnings and covered walkways at street level and above. Historic buildings have been preserved, while less distinctive structures have been replaced or remodeled in keeping with Central City's character. Professional offices are also located on the upper floor of many buildings. ... Downtown Corvallis offers attractive residential options for many residents. ... City, county, state and regional government offices are clustered downtown. ... Downtown is also the city's cultural heart .... the site of numerous concerts, festivals, and other events. ...

Establish sub-area task forces

After creating the overall downtown vision, participants should identify the three or four most important sub-areas. Sub-area task forces should then be formed. If necessary, the sub-area task forces should seek additional members who can provide needed expertise. Each sub-area task force will study its particular issue or theme, gather and analyze relevant data, develop goals and strategies, and devise the action plans that will get the vision off the ground.

Reviewing plans, programs and projects

Before beginning its own data collection the task force should locate and review all existing plans and programs related to downtown revitalization, including any previous vision statements. The task force should familiarize itself with efforts that are currently underway as well as with previous efforts—to under-

stand what succeeded (and why) and what failed (and why). The task force may find that there are existing initiatives or organizations actively engaged in aspects of downtown revitalization, in which case some sub-area task forces may want to pursue the possibility of getting involved with them.

Collecting and analyzing data

Before attempting to formulate strategies, the sub-area forces should collect and analyze data that will help them better understand their downtown and the opportunities for revitalization. The data to be collected will be used to answer such questions as: what, exactly, is located downtown currently? What is the condition of downtown real estate? Who goes downtown, and why? Who are potential downtown shoppers and visitors; what do people like and dislike about downtown? What trends are affecting downtown?

Some of the data to be collected and analyzed will be used primarily for market analysis, an essential part of the process of improving the performance of existing downtown businesses. Downtown market analysis can be defined as research that provides the following: an understanding of the purchasing power of current and potential customers; an understanding of their shopping habits and preferences; information about where they live, work, and shop; an analysis of relevant demographic and market trends; and informed recommendations about new retail and service opportunities.

Market analysis is a well-developed field that employs many procedures that are too complicated to be presented here in their entirety. In this section we mention briefly some of these procedures and refer the reader to some of the published guides to market analysis for small towns and cities. For many communities, however, it may make sense to seek professional help with collecting and/or analyzing some of the data. An increasing number of communities use private data providers to collect and/or analyze demographic and other data for market analysis. Also, it may be worthwhile to use a private firm to conduct certain surveys (e.g., trade area surveys). In Wisconsin, the Center for Community Economic Development is available to assist communities with market analysis (see Appendix 2).

Take a walk downtown

An important part of downtown revitalization for many communities involves improving the way people experience downtown. For example, when people come downtown do they feel safe? Is it easy to get downtown? Is parking available and convenient? Is the area clean? What is it like to walk around downtown? Are popular destinations easy to find? Are there places to sit outside? Are there racks for bicyclists to park and lock their bikes? Do eyesores exist that detract from the overall physical appearance? Are there buildings that are good candidates for rehabilitation or adaptive reuse?

To assess the "downtown experience" you can organize a downtown walk for the members of the task force. The purpose of this is to get a

composite street-level view of downtown from the various downtown stakeholders. During the walk the participants should be aware of existing problems, but they should also keep in mind their vision for a renewed downtown. They should try to observe with a fresh eye and envision what could be done as well as what simply needs attention. See Appendix 5 for a guide to planning the downtown walk.

Visual assessment

To assess the appearance of downtown, and to gain a better understanding of the relative importance of particular places, the task force might want to use visual assessment tools such as First Impressions and Participatory Photography (these are the names given to these techniques by the Local Government Center; Wisconsin communities wanting more information on these techniques should contact the LGC).

First Impressions: Community members organize reciprocating visits to other communities. This has several functions: it gives participants a chance to look at other communities' downtowns, it provides an opportunity to observe carefully what other communities have done, and it encourages participants to think about what they like and dislike. Also, since the visits are reciprocal, each visiting delegation is able to give the host community their "first impressions." They are able to see the community with the kind of fresh look that is often unavailable to longtime residents who have become accustomed to their surroundings.

Participatory Photography: Community members use Instamatic or disposable cameras to take pictures of their communities. One method is to ask participants to take pictures of spaces and places that they value. The results are sometimes surprising. A place that some consider of little interest, or perhaps even an eyesore, may be a valued location for others. Participants can also be directed to take pictures of those parts of downtown that they consider attractive and unattractive.

Data about downtown real estate

One of the first steps could be an inventory of the downtown building stock. The inventory will provide a picture of the physical condition of downtown and will help identify the buildings that are the best candidates for rehabilitation or adaptive reuse. It can also serve as the basis for a portfolio of real estate that can be used to attract future tenants. See Appendix 6 for a worksheet that can be used for this inventory. It would also be helpful to have a current photo and, if possible, a historical photo for each building.

Data about existing downtown businesses

To get an accurate picture of the businesses currently located downtown, you can conduct an inventory of existing businesses. This information can be used to assess the current mix and suggest the need for diversification or highlight niches that might be developed. This information may be gathered by phone, through a written survey, or

by in-person interviews. It is important to be as thorough here as possible. Appendix G contains a worksheet to help you with this task.

Identifying the trade area

Another important step is to identify the downtown's trade area, the geographical area (or areas) from which downtown draws customers. Downtowns often have several different trade areas corresponding to the different types of goods and services offered. There are several ways to do this:

▶ Ask merchants if they have customer lists.

▶ Survey business owners about where their customers live and work.

▶ Ask the local newspaper about its circulation area. This will give you a rough estimate of the area reached by local print advertising.

▶ Use Reilly's Law. See *Community Economic Analysis: A How To Manual* for directions on using this method.

▶ Conduct a customer survey. In addition to helping delineate the trade area, customer surveys can provide valuable information about where people shop, what they purchase, what they like/dislike about downtown, and what they travel elsewhere to buy.

Surveying customers

There are several general types of customer surveys:

Intercept surveys: People on the street downtown are randomly "intercepted" and asked about where they live and work, their reasons for being downtown, the types of downtown businesses they patronize regularly, and their attitudes about downtown. See Appendix 8 for a sample intercept survey.

Telephone surveys: A random sample of people in an area large enough to include the presumed trade area are telephoned and asked the same questions as in the intercept survey.

Internet surveys: Two newer methods of finding out what people think are surveys that are part of a web site (see Idaho Falls, www.downtownif.com/survey.htm, for an example) and listservs. Both of these methods require a computer and a modem.

A NMSC publication, *Market Analysis for Main Street*, contains sample survey forms for surveys of businesses, intercept surveys and customer telephone surveys.

Focus groups

A focus group is a group interview, conducted by a moderator, with roughly 8–12 individuals who have something in common that is of interest to the organization doing the research. Focus groups could be conducted with various types of downtown shoppers, for example: different age groups, different income groups, people who work downtown, etc. It could also be informative to conduct focus groups with individuals who live in the trade area but who do *not* tend to shop downtown. Focus groups should not take the place of surveys, but they can help you get "inside the head" of your customers—current and potential—in a way that surveys cannot. During the focus group the moderator asks questions and stimulates discussion to find out what the participants like and dislike about downtown, what kinds of businesses or amenities they would like to find downtown, and why they shop elsewhere (e.g., at a nearby mall or shopping strip).

Collecting demographic data

Demographic data could be collected on the persons living within the downtown trade area(s). This data can help you understand the market for downtown businesses by giving you a picture of downtown's potential customers. Data should be collected for various points during the last 10–20 years to reveal trends. Among the most important demographic characteristics are the following:

▶ Ages of individuals within the trade area

▶ Incomes of individuals and households

▶ Race/ethnicity

▶ How many people own or rent their homes

▶ Numbers of people per household

▶ Numbers of people in different occupations (industrial, agricultural, professional, etc.)

▶ Residence of people who work within the trade area, and length of commuting time

▶ Number of people and households receiving some type of public assistance

See Appendix 9 for a worksheet to help you with this step.

Source: Smith 1990

Sales leakage analysis

When people within your downtown's trade area make purchases outside the trade area it is known as sales leakage or sales gap. A systematic analysis of sales leakage can help identify the kinds of businesses that could be a useful addition to the current mix of businesses located downtown. For a guide to conducting a sales leakage analysis see *Market Analysis for Main Street* or *Community Economic Analysis: A How To Manual*. Wisconsin communities can contact the Center for Community Economic Development for more information.

GIS (Geographic Information Systems)

GIS, a sophisticated computerized mapping technique, can be used to assist downtown planning and market analysis by providing visual displays of commercial space, trade areas, customer origins, drive time, consumer expenditures and the location of existing businesses.

Secondary data sources

See Appendix 10 for a list of secondary sources from the U.S. Census and other organizations. These sources can provide a lot of basic information. However, for a more complete analysis or for help in interpreting all the numbers, you may wish to get expert advice. Communities in Wisconsin can contact the Center for Community Economic Development or their local Extension agent.

Developing goals and strategies

After data have been collected and analyzed, the sub-area task forces can begin to identify appropriate goals and strategies to achieve their vision. The four goals given below are based on the NMSC's four-point approach to downtown revitalization (see Smith et al. 1996; we have used slightly different terminology). These goals and the accompanying strategies are only suggestions and should not limit you in any way. It is important that your goals and strategies be directly related to your downtown vision and to your overall community vision.

While a community could choose to work on just one or two of these goals, the NMSC strongly advises that groups try to work on all four, since they are closely linked and complement each other. The LGC also emphasizes the importance of a balanced approach, noting that neither business recruitment campaigns nor improvements in appearance are a panacea for revitalization.

Goal: Improve the appearance and design of downtown

This goal involves improving downtown's image by enhancing its physical appearance—not just the appearance of buildings, but also that of streetlights, window displays, parking areas, signs, sidewalks, public areas and all the other elements that contribute to making downtown a safe, comfortable, accessible, interesting and unique destination. Efforts to improve the appearance of downtown have visible results and thus can help build confidence in your overall revitalization program.

The NMSC stresses that the condition of downtown real estate is tied closely to economic restructuring. With low sales a property owner may not be able to afford the necessary building upkeep or may hesitate to undertake needed rehabilitation projects. As a result, buildings become drab, rundown and uninviting, which tends to make particular buildings, as well as the downtown area in general, less appealing to potential investors, tenants, residents and customers. And when downtown has a poor physical image, people are less likely to shop downtown. Increasing commercial activity downtown and increasing the value and attractiveness of downtown real estate, depend on each other and both must be addressed.

When considering rehabilitation and property improvement projects, it is best to begin small. The idea is to create public interest in downtown, which will lead to increased downtown traffic and sales, which in turn will encourage larger, more expensive improvement projects. In general, sales and rents should grow at an even pace. An expensive rehabilitation project could lead to higher rents that drive out existing businesses and make property difficult to rent.

Strategies:

▶ Enhance the attractiveness and uniqueness of downtown by restoring old buildings.

▶ Convert unused or underused buildings to uses more in keeping with your vision (adaptive reuse).

▶ Increase the "comfort level" of downtown by providing or improving public amenities such as benches, fountains, and lighting.

▶ Install or improve landscaping.

▶ Improve signage by making it more attractive, helpful and consistent.

▶ Improve downtown's accessibility to public transportation.

▶ Improve downtown's accessibility to pedestrians and bicyclists.

▶ Improve the connections between downtown and other nearby areas or attractions.

▶ Create a gateway or gateways to downtown.

▶ Work with shopkeepers to improve window displays.

▶ Develop and implement design guidelines.

Goal: Create a special organization (or organizations) dedicated to revitalizing downtown

Strategy: Create a downtown organization

Many communities find that the downtown revitalization effort calls for a more formal and more "official" organization than the task force that originated with the community vision. The two general organizational alternatives are to house the downtown revitalization program within an existing organization (local government, chamber of commerce, downtown merchants' association, etc.) or to form a completely new organization. The NMSC recommends the latter approach. The advantages of a separate new organization are that it can

▶ Establish a clear focus, unhindered by past history.

▶ Develop a consistent program, unhampered by the constraints of local politics (to the extent possible!).

► Serve as a visible symbol of renewal, new activity and a new future for the downtown.

Source: Smith et al. 1996

These advantages are in keeping with the general thrust of community visioning, which is to avoid getting mired in past conflicts and to promote the widest possible degree of participation. For detailed information on how to set up an independent program see the NMSC catalog.

The possible disadvantages of housing the program with other groups can be briefly noted (this analysis is based on Smith et al. 1996). If housed with local government, private initiative may be constrained and the program may become politicized. If housed with the chamber of commerce, there may be conflicts between the chamber's citywide interests and the specific needs of downtown. If housed within a downtown merchants association the program may become too closely associated with retail promotion and a small group of merchants. If housed with a downtown development authority (DDA) the program's success may be closely tied to the DDA's past performance and the perception of its effectiveness in the eyes of the public, downtown business and local government.

Strategy: Create a business improvement district

As part of their revitalization efforts many towns and cities have formed business improvement districts, known as BIDs. A BID is a means for businesses and property owners in a well-defined area (e.g., downtown) to raise funds to pay for serv-

ices they deem important for their collective well-being, but which are not provided by the government. The property owners in the district agree to tax themselves using the local government's tax collecting apparatus. The BID tax is usually based on a proportion of assessed property value. The money that is collected, however, is not controlled by the local government but is under the control of the BID's board of directors, which is made up primarily of businesses and property owners located in the BID. A BID is primarily a tool for raising funds, but it also entails the formation of an organization that is concerned exclusively with revitalizing and maintaining the area specified in the BID agreement.

BIDs have proven to be a popular means for businesses and property owners to revitalize downtown commercial districts. The specific procedures for setting up a BID vary from state to state. Each state has specific procedures that must be followed when setting up a BID. These procedures are designed to make sure that the majority of property owners in the area agree to the BID, because once it has been established they will all be taxed to support it. In Wisconsin BIDs have been set up in over 50 communities. Some typical functions of a BID include the following:

► Maintenance: collecting rubbish, removing graffiti, washing sidewalks, etc.

► Security: hiring supplemental security.

► Marketing: producing festivals and events; marketing the downtown; coordinating sales promotions, etc.

► Business recruitment and retention

► Public space regulation: managing sidewalk vending, street performances, etc.

► Parking and transportation management.

► Urban design: developing and managing design guidelines

► Social services: creating or aiding help-the-homeless, job training and youth services programs.

► Creating a vision for downtown.

► Capital improvements: installing or improving street lighting, street furniture, trees, etc.

*Source:
Adapted from Houston 1997: 13-14*

The above list is based on experience with BIDs in cities across the country; all of the functions may not apply to smaller cities and towns, where BIDs "tend to focus on retail, offering services such as promotions, special events, joint advertising, seasonal lighting and business attraction and retention programs" (Houston 1997: 11). A recent survey shows that typical expenditures of Wisconsin BIDs include promotional efforts, job training programs, advertising and marketing, streetscape development, and physical improvements (Local Government Center 1997).

As the above list of functions illustrates, there are significant overlaps between BIDs and the activities suggested by the NMSC approach. BIDs and the NMSC approach, however, are not exclusive; some communities in Wisconsin partici-

pate in the Main Street program and also have a BID. We suggest that a BID be viewed as one tool that can be used as part of a downtown revitalization program. The LGC's web site (see Appendix B) contains a directory of all BIDs in Wisconsin, including the names of contacts.

Goal: Promote downtown to shoppers, investors, new businesses, tourists, potential residents and others

Efforts to improve downtown's appearance and strengthen its economy will be incomplete unless the rest of the community, as well as people in the surrounding region, know how downtown has improved and what it has to offer. For many communities part of the challenge in revitalizing downtown is to reverse the negative views that the public and potential investors hold, and to get more people to come downtown. While promotional activities cannot make up for actual improvement in such areas as design, appearance, mix of stores, and merchandising, they can be an important part of the overall revitalization effort.

Strategies:

▶ **Organize retail promotions.** Retail promotions are usually based on sales events, but may also feature other aspects of shopping downtown, such as convenience and service.

▶ **Organize special events.** Special events should be designed to bring people downtown and provide them with a positive experience. Common themes of special events are traditional holidays, community heritage (including various types of festivals), and social occasions such as sporting events, concerts, and health fairs.

▶ **Organize image-building promotions.** Image-building promotions involve marketing the downtown to the shoppers in your trade area, to potential investors, and to the rest of the community.

Source: Smith et al. 1996

Goal: Strengthen the downtown economy

This goal involves strengthening and perhaps diversifying the economic base of downtown. Activities include helping existing businesses expand, recruiting new businesses, converting unused space into productive property, and sharpening the competitiveness of downtown merchants.

Strategies:

▶ **Help existing businesses expand by**
- identifying new sales opportunities.
- providing needed market information.
- providing funds for expansion, through loans, grants, etc.
- helping owners locate and secure access to more advantageous sites.
- helping prepare financial feasibility studies and business plans.
- providing job training.

▶ **Promote the downtown as a cohesive shopping area (see also section on niches).**

▶ **Recruit new businesses by**
- making a list of types of businesses to be recruited.
- assembling recruitment information.
- putting together a business recruitment team.
- keeping track of prospective businesses.

▶ **Improve and promote the quality of downtown businesses by**
- improving retailing skills.
- changing business hours to better meet customers' needs.
- improving window and in-store displays.
- changing return policies.

Source: Smith et al. 1996

▶ **Pursue niche strategies.**

A niche is a special market segment. It can be based on a particular group of customers, such as the elderly, students, tourists or Latinos; a specific kind of good or service, such as food, furniture or clothing; or a specific type of shopping environment, such as a "festival market" or farmers' market. The object of a niche strategy is to dominate a particular market by offering a concentrated group of businesses that serves the targeted niche.

For a niche strategy to be most effective, the businesses involved need to function as an organized group. Your downtown may already have an agglomeration of businesses in a particular niche that have not organized themselves to jointly promote the niche, in which case it might be worthwhile to develop a promotional campaign. There may

be a potential niche, based on a few businesses that could become a niche with the addition of several more complementary businesses. Even if there does not seem to be any natural niches in your area, careful market analysis can reveal opportunities. For example, there may be an unmet need for gourmet restaurants in your trade area, which your downtown could fill by attracting enough appropriate eating places. For detailed instructions on identifying and developing downtown niches see *Niche Strategies for Downtown Revitalization.*

▶ **Increase the market for downtown businesses (and enliven the area in general) by increasing the number of people who live downtown.**

Getting community feedback

After the sub-area task forces have developed possible strategies, it is time to solicit feedback from the community. The purpose of getting community feedback is to ensure that the downtown vision, and the goals and strategies derived from that vision, coincide with the overall community vision and with the key areas that the other task forces have been working on. This step is outlined more thoroughly in Chapter 1.

At the community feedback workshop a representative of the task force should be prepared to read the downtown vision statement and briefly present the accompanying goals and strategies. Some important questions for discussion are:

▶ *Does the vision for downtown agree with the community vision statement? Are there any contradictions?*

▶ *Does the vision for downtown agree with the vision statements from the other key areas? Are there any contradictions?*

▶ *Does the community support the goals for downtown revitalization?*

▶ *Does the community support the strategies for downtown revitalization?*

After receiving feedback the downtown task force may need to revise some of its goals and strategies.

Devising action plans

When the vision, goals and strategies for downtown have been accepted by the community, and any revisions have been made, it is time to start devising the action plans that will begin turning the vision into a reality. Each sub-area task force should develop action plans appropriate to its strategy. An appendix to Chapter 1 has two exercises that can aid with this step.

An action plan specifies what needs to be done, who will do it, and when it will be done. It may also indicate what resources are necessary and what individuals or groups can be expected to support or hinder the plan. A work schedule should be used that shows who is responsible for each task and when it will be done. The Action Planning Worksheets in the appendix to Chapter 1 can help you with your action plans.

When the sub-area task forces have devised their action plans, you may want to have all the sub-area task forces come together and present their plans to each other, as a means of keeping everyone informed and avoiding possible replication.

Implementation

After the action plans and work schedules have been finalized the task forces should proceed to implementation.

The sources and mechanisms for funding will vary considerably from place to place, so our comments on how to fund your projects are rather general. One of the most frequently used funding tools, the BID, has already been discussed. Other funding possibilities include

▶ Low-interest loan pools. These can be capitalized by private and/or public sources and are often used as a means of stimulating further investment. (See Smith et al. 1991).

▶ Grants.

▶ Contributions from local individuals, organizations (profit and nonprofit), merchants and property owners.

▶ Income generated by special events.

▶ Income earned through the performance of services.

▶ Public sector funding (local, county, state, and federal). These funds could come from a wide range of sources: general tax revenue, hotel/room taxes, fees, licenses, special assessments, community development block grants, arts grants, historic preservation grants, etc.

To illustrate some of the projects successfully carried out by downtown revitalization programs see Appendix 12, which has short descriptions of about two dozen projects. For the story of how one city in Wisconsin revitalized its downtown, see Appendix 13, which describes the Chippewa Falls Main Street program.

Recommended reading

Ayres, Janet, et al. 1990. *Take Charge: Economic Development in Small Communities.* Ames, IA: North Central Regional Center for Rural Development.

A very useful publication. Includes a detailed guide to gathering and analyzing economic data.

Dane, Suzanne G. 1997. *Main Street Success Stories.* Washington, DC: National Main Street.

Includes addresses and telephone numbers for the Main Street organization in each case.

Houstoun, Lawrence O., Jr. 1997. *BIDs: Business Improvement Districts.* Washington, DC: Urban Land Institute in cooperation with the International Downtown Association.

Hustedde, Ronald J., Ron Shaffer, and Glen Pulver. 1996. *Community Economic Analysis: A How To Manual.* Ames, IA: North Central Regional Center for Rural Development.

Hyett Palma Publications. 1992. *Downtown Visions: Taking Charge of Your Future.* Alexandria, VA: Hyett Palma Publications.

Illinois Retail Merchants Association, with Arthur Andersen & Co. *Small Store Survival: Success Strategies for Illinois Retailers* (available from the National Retail Federation; see web site listings).

Let's Talk Business. Center for Community Economic Development newsletter with "ideas for expanding retail and services in your community."

Main Street News. Monthly publication of the National Main Street Center.

McCall, Jack. 1988. *Small Town Survival Manual.* Columbia, MO: University of Missouri Extension

Contains a chapter on downtown revitalization.

Milder, N. David. 1997. *Niche Strategies for Downtown Revitalization: A Hands-On Guide to Developing, Strengthening, and Marketing Niches.* New York: Downtown Research and Development Center.

A comprehensive guide to niche strategies and a good general guide to market research.

Kuses, Matt, Bill Pinkovitz, and Bill Ryan. (forthcoming) *Business District Market Analysis.*

Smith, Kennedy, Kate Joncas, and Bill Parrish. 1996. *Revitalizing Downtown.* Washington, DC: National Main Street Center.

A comprehensive guide to revitalizing your town's Main Street.

Smith, Kennedy. 1990. *Market Analysis for Main Street.* Washington, DC: National Main Street Center.

Stitt, Bert. 1996. "The Lies of Downtown: A Look at the Myths That Keep Downtowns from Engaging in Effective Revitalization." *Small Town* July/August 1996: 18-25.

Stone, Kenneth E. 1995. *Competing with the Retail Giants: How to Survive in the New Retail Landscape.* New York: John Wiley.

Taylor, Don, and Jeanne Smalling Archer. 1996. *Up Against the Wal-Marts: How Your Business Can Prosper in the Shadow of the Retail Giants.* New York: AMACOM.

Techniques for Market Analysis. Center for Community Economic Development newsletter designed to assist communities with market analysis.

Wisconsin Main Street News. Newsletter of the Wisconsin Main Street Program.

Organizations and web sites

National Main Street Center (NMSC)
http://www.mainst.org/

The most important source for information about downtown revitalization. You can order their catalog by calling (202) 588-6219. Their web site includes links to over a dozen Main Street associations.

Wisconsin Main Street Program
http://www.commerce.state.wi/us/MT-FAX-0959.html

Located in the Bureau of Downtown Development (in the Wisconsin Department of Commerce), the Wisconsin Main Street Program publishes a quarterly newsletter, an annual report on the progress of Wisconsin Main Street communities, and a guide, with contacts, to more than 100 revitalization projects. Communities interested in applying to be a Main Street community or wanting more information can contact the program at (608) 266-7531.

National Trust for Historic Preservation
http://www.nthp.org

Small Business Administration
http://www.sba.online.gov/

Wisconsin Small Business Administration
http://www.sbaonline.sba.gov/regions/states/wi/

Small Business Development Center
http://www.uwex.edu/sbdc/

Local Government Center (LGC), University of Wisconsin–Extension (Madison)
http://www.uwex.edu/lgc

The LGC's web site includes information about BIDs, including a list of all communities in Wisconsin with BIDs.

Center for Community Economic Development (CCED), University of Wisconsin–Extension
610 Langdon Street, Madison, WI, 53703.
(608) 265-8136.
http://www.uwex.edu/ces/cced

The CCED offers various services and publications to communities engaged in downtown revitalization. A new program, Market Analysis for Business Districts, links Extension staff with local study groups interested in performing a market analysis. Education and technical assistance are provided for

▶ *Trade area analysis.*

▶ *Analysis of trends.*

▶ *Demographic and lifestyle analysis.*

▶ *Conducting surveys and focus groups.*

▶ *GIS (geographic information systems).*

▶ *Inter-community comparisons.*

▶ *Development of recommendations.*

▶ *Report preparation.*

Wisconsin communities undertaking a market analysis are advised to contact the CCED. Their web site contains links to other organizations and on-line data sources.

National Retail Federation
http://www.nrf.com

United States Census
http://www.census.gov/

Rural Information Center, National Agricultural Library, US Department of Agriculture
http://www.nal.usda.gov/ric/ricbpubs/down-town.html

An annotated list of materials about downtown revitalization, including books, periodicals, articles, videos, and organizations.

International Downtown Association
http://ida-downtown.org/

Downtown Magazine
http://www.downtown.org

An on-line magazine about downtowns. Includes links to downtown organizations around the country.

Main Street Menomonie
http://www.cvtn.com/MainStreetMenomonie/

An example of a Wisconsin Main Street community with its own web site.

Mineral Point Main Street
http://www.mineralpoint.com/

Another Wisconsin Main Street community with a web site.

Norwich, New York, Business Improvement District
http://www.norwich.net/downtown/bidindex.htm

Web site describes downtown vision and use of a BID.

Encinitas, California MainStreet Association
http://encinitas101.com/

Includes links to a dozen other Main Street and downtown organizations, mainly in California.

Hyett Palma, Inc.
A consulting firm specializing in the economic revitalization of downtowns. Publishes guides to various aspects of downtown revitalization. 1600 Prince Street, Suite 110, Alexandria, VA, 22314. (703) 683-5126.

Downtown Research & Development Corporation
http://www.alexcommgrp.com/drdc/drd-chome.html

An independent organization that analyzes and reports on downtown issues. Its newsletter, "Downtown Idea Exchange," comes out twice a month.

American Demographics
http://www.demographics.com/

Publisher of American Demographics *magazine. Web site has the full text for all articles and contains useful links to various marketing resources, including private data providers.*

Downtown stakeholders

Property owners

Real estate interests commercial realtors, brokers and developers

Chamber of commerce
Remember that most chambers are interested in business development community-wide and not just downtown.

Downtown merchants

Downtown merchants' association

Main Street association

Downtown (re)development authority

Community/economic development organization

Business improvement district (BID) board

Tourism council

Major local employers

Financial institutions

Residents

Local historical society

Local historic preservation organization

Senior citizens organization

Local community foundations

Other civic clubs and organizations

Current downtown customers (downtown shoppers)

Potential downtown customers

Downtown employees

Visitors

Mayor

City administrator

City Council

Planning commission

Parking board or committee

Other city agencies or commissions

County representative

Youth/schools
By involving the schools young people can be made aware of downtown. Also, students can be productive volunteers in revitalization efforts

Colleges and universities

Local media
Downtown revitalization can benefit greatly from media interest. Also, the media may help to provide assistance in understanding the local market

Potential funders

Special issue groups

Source: Adapted from Smith 1990; Hyett Palma Publications 1992

Sample downtown vision statements

West Bend, WI

Vision overview

An active and vibrant downtown area that serves as the focus of community life in West Bend. Downtown activity is concentrated within the commercial core area of the downtown. Other sub-districts within the greater downtown area support and reinforce this core area as the primary focal point. The downtown contains significant places and events that draw both local residents and out-of-town visitors. It is the keeping place of community heritage, maintaining the downtown's identity and linkage with industrial, cultural, retail and civic uses of the past and present. The downtown is a very attractive, pedestrian-friendly place, with ample green spaces and a strong link to the Milwaukee River. It is also a diverse place, with a wide variety of uses.

Land use

The types and proportions of uses within the downtown will continue to evolve, resulting in increased interest and diversity of uses. A diverse range of uses are present including retail, office, service, industrial, residential, public and cultural uses, all of which are set amid an attractive environment with ample green spaces. The downtown's environment and synergy will attract unique uses that will add to its overall character.

New development

The market for new development and investment in existing buildings is strong, having strengthened incrementally over time. Development activity that was once unfeasible is now occurring. The presence of a strong residential market, consisting of a wide variety of housing types, has created potential for other uses.

Adaptive reuse

Older obsolete industrial and commercial buildings that are architecturally significant have been the subject of successful residential and adaptive reuse projects, where such projects are consistent with this plan. This has resulted in increased vitality within buildings that were formerly underutilized, and has served to preserve the downtown's heritage and character.

Special events

Downtown West Bend is known for its civic and cultural events and festivals. These events bring the community together and support a significant local tourism industry. The new festival square is the primary location for these events. Its setting and design is ideal for these events and serves to acquaint attendees ... [with] what the downtown has to offer. Other events are stages within the cultural district, which has been designed to promote a wider range of cultural activities and reflect a distinctive image. The festival square and related indoor gathering place provides facilities to support civic and cultural events during all seasons.

Residential use

The characteristics of residential use within the downtown are unique and found nowhere else in West Bend. A wide variety of residential dwelling types exists. This includes sites of higher density residential, which are suitable because they are cases of adaptive reuse of older buildings or reflect unique circumstances that merit higher density. Smaller lot single family and townhouse dwelling forms also exist. In all cases, these residential areas blend seamlessly with the character of the downtown and reflect good design and quality construction.

Aesthetics

The greater downtown area is a visually rich environment that incorporates natural features, historically significant buildings and well-designed, newer development in [a] way that promotes activity and interaction. The character of the downtown is authentic, not contrived, and reflects the enduring heritage of the community.

(West Bend Greater Downtown Strategic Plan 1998)

Forest Grove, OR

The focus of the community, downtown, is exciting both for its active mix of retail, entertainment and office uses and the well-maintained facades of its historic buildings. The downtown and Pacific University have grown together, a close relationship of campus beauty, pedestrian shopping opportunities and cultural amenities. (*Forest Grove Vision Statement* 1991)

Stayton, OR

We envision a thriving downtown district that serves as the focal point for our community. A downtown master plan guides the renovation of older structures and development of new structures to be compatible with a small town atmosphere. The redeveloped Paris Woolen Mills and waterways are two features that help unify and enhance downtown as the City's center. The downtown district will be a wonderful mix of retail, professional offices, government, innovative housing, and parks ... . Stayton has used its three waterways to full advantage. New buildings and remodeling of existing buildings orient to the waterways. Access to all buildings is pedestrian friendly, and conflicts between vehicles and pedestrians are minimized. Adequate parking exists. The downtown is the core of Stayton and is a happy, busy place where people meet, work, play, and live. (*Stayton 2020: Road to the Future* 1994)

Toledo, OH

Downtown Toledo is the heart of Northwest Ohio, a destination for education, entertainment, business and recreation. The Downtown area is unique within the region and contains activities which themselves are unique. It is the center of decisions regarding community and economy; it is busy, vital, and attractive. Downtown Toledo is interesting and exciting to work in, fun to be at and live in—the pride of Northwest Ohio. (*A Strategic Plan for Downtown Toledo* 1992)

Downtown walking tour

The walk should take no more than two hours and cover as much of downtown as possible. It should begin slightly outside of downtown to help participants get a feel for what it's like to approach downtown. All the various approaches should be included on the tour. This form can help participants evaluate downtown.

During this walk you want to observe carefully, but you also want to imagine. Looking at a vacant lot, imagine what could go in that space. Noticing a dilapidated building, think what it might look like if remodeled.

	Rating				
	Excellent	Good	Fair	Needs some improvement	Needs a lot of improvement
Is downtown clearly marked?					
How easy is it to get downtown?					
Availability of parking?					
Location of parking clearly indicated?					
Accessibility for pedestrians?					
Accessibility for bicyclists?					
Accessibility by public transportation?					
Attractiveness of public transportation facilities?					
Safety of public transportation facilities?					
Convenience of public transportation facilities?					
Does downtown feel safe?					
Does downtown feel friendly and welcoming?					
Adequate signage?					
Cleanliness of the downtown area?					
Attractiveness of landscaping?					
Level of sidewalk traffic?					
Places to sit outside?					
General condition of buildings?					
Uniqueness and attractiveness of facades and buildings?					

Other questions to consider:

Are there parts of your downtown that could be developed and promoted as distinct areas, such as a retail district, a restaurant row or an entertainment center?

_____

_____

_____

Which buildings, public facilities or areas detract from the general attractiveness of downtown?

_____

_____

_____

What special attractions, sites and landmarks are located downtown?

_____

_____

_____

Are there suitable places for public gatherings?

_____

_____

_____

What, if anything, makes you feel like staying downtown for a while?

_____

_____

_____

Inventory of downtown real estate

Purpose: To accurately inventory all downtown real estate.

Sources of data: On-site inspection, telephone or in-person interviews with owners/managers, written survey, local tax collector's office, planning department, city directories, title insurance companies and local archives.

Inventory of downtown real estate

Address

Owner

Size (sq. ft.)

Current use, by floor

Condition[1]

Facade

Sale/rental cost

Historical/other data[2]

Address

Owner

Size (sq. ft.)

Current use, by floor

Condition[1]

Facade

Sale/rental cost

Historical/other data[2]

Source: Adapted from Smith et al. 1996

[1] Include any significant alterations and structural or mechanical problems.

[2] Original or previous uses, and any information that might be important to a potential tenant or investor.

Appendix 7

Inventory of downtown businesses

Purpose: To get an accurate picture of the current mix of businesses located downtown.

Sources of data: On-site inspection, telephone or in-person interviews with owners/managers, written survey.

Example: General type of product or service: bookstore. Range of products or services: standard selection of new books, with emphasis on bestsellers, cookbooks, children's books and books about business and careers. Targeted market segment: somewhat upscale professional households with kids.

Inventory of downtown businesses

Name of business
_____

Address
_____

Owner/Manager
_____

How long in business at present location
_____

Affiliation with other businesses (e.g., retail chain)
_____

General type of product or service
_____

Range of products or services
_____

Targeted market segment(s)
_____

Number of employees
_____

Days & hours open: Mon. _____to _____

Tues. _____to _____

Wed _____to _____

Thur. _____to _____

Fri. _____to _____

Sat. _____to _____

Sun. _____to _____

Other information:
_____

_____

Source: Adapted from Smith et al. 1996

Sample intercept survey

We are conducting this survey to learn how downtown (name of community) can serve you better in the future. Your answers will help us develop a plan for improving downtown. Your ideas and opinions are important to the future of downtown (name of community). **Note:** you may prefer to use "Main Street" instead of "downtown."

1. What is the purpose of the trip you're making downtown right now? (please circle one)

1 Going to work   **4** Eating in a restaurant   **7** Going home

2 Shopping   **5** Exercising   **8** Other: _____

3 Doing errands   **6** Browsing

2. How often do you come downtown for the following?

	3 or more times a week	1-2 times a week	3 or more times a month	Once a a month	Less than once a month	Never
Shopping						
Errands						
Visiting an office						
Eating out						

3. How did you get here today? (please circle one)

1 I drove my own car here.   **3** I walked.   **5** I took a bus.

2 Someone else drove me here.   **4** I biked.   **6** Other: _____

4. How would you rate downtown (community) on each of these characteristics?

Characteristic	Excellent	Good	Fair	Poor
Selection of goods & services	4	3	2	1
Quality of goods & services	4	3	2	1
Prices of goods & services	4	3	2	1
Merchant friendliness	4	3	2	1
Business hours	4	3	2	1
Parking convenience	4	3	2	1
Traffic	4	3	2	1

5.How would you rate downtown (community) on each of these characteristics? (cont.)

Characteristic	Excellent	Good	Fair	Poor
Access by public transportation	4	3	2	1
Cleanliness	4	3	2	1
Safety	4	3	2	1
Special events and festivals	4	3	2	1
Overall impression	4	3	2	1

6. Where does your household usually shop for the following? (check only one place for each item. You may want to add or delete items from this list.)

Item/Service	Downtown (community)	Siphon Mall	Big Box	Mail order	Never buy this item
Men's clothing					
Boys' clothing					
Women's clothing					
Girls' clothing					
Baby clothes/supplies					
Prescription drugs					
Hardware					
Fast food restaurants					
Other restaurants					
Bars					
Groceries					
Bakery					
Furniture					
Gifts					
Movies					
CDs					
Books & magazines					
TVs, radios, stereos					
Physicians					
Dentists					
Barber/hair salon					

7. What do you _like_ about downtown (community)?

_____

8. What do you _dislike_ about downtown (community)?

_____

9. What do you like about the downtown area in _other cities_ you have visited?

_____

10. What types of businesses would you like to see more of in downtown (community)?

_____

11. When you think of downtown (community), what businesses, buildings, or landmarks come to mind?

_____

_____

12. What could be done to make downtown better? (circle all that apply)

1 Cleaner

2 More police presence

3 Less vehicular traffic

4 More signage/directional guides

5 More greenery and flowers

6 Longer store hours

7 Entertainment for youth

8 Historic building restoration

9 More public art

10 More public parking

11 More benches

12 More conversation areas

13 A town square or park

14 More speciality shops & restaurants

15 Better access by public transportation

16 More/better street lighting

17 Entertainment for adults

18 Other:_____

19 Other:_____

20 Other:_____

12. In what community do you . . .

Live? _____

Work? _____

13 What is your sex? ❑ Male   ❑ Female

14. What is your age?

1 Under 18
2 18–24
3 25–34
4 35–49
5 50–64
6 65 or over

15. What is the total yearly income of your household?

1 Under $5,000
2 $5,000–$9,999
3 $10,000 –$14,999
4 $15,000–$19,999
5 $20,000 – $29,999
6 $30,000–$39,999
7 $40,000 –$49,999
8 $50,000 –$70,000
9 Over $70,000

16. How many people are in your household?

1 one
2 two
3 three
4 four
5 five
6 six or more

17. Which newspaper(s) do you regularly read? (circle all that apply)

1   _____

2   _____

3   _____

18. Which radio station(s) do you usually listen to? (circle all that apply)

1 _____   4 _____   7 _____

2 _____   5 _____   8 _____

3 _____   6 _____   other _____

19. What language do you usually speak at home?

1 English   2 Spanish   3 Chinese   4 Other: _____

Source: Adapted from Smith 1990; Smith 1997; Idaho Falls Downtown Development Corporation n.d.

Demographic data for trade area analysis

Purpose: To understand the characteristics of current and potential customers for your downtown.

Sources of data: Local planning department, regional planning commission (in Wisconsin), private data providers, U.S. Census.

Population

	number		% change
2010 (projected)	_____	**2000-2010**	_____
2000	_____	**1990-2000**	_____
1990	_____	**1980-1990**	_____
1980	_____		

Households (HHs)

	number		% change	Average HH Size
2010 (projected)	_____	**2000-2010**	_____	_____
2000	_____	**1990-2000**	_____	_____
1990	_____	**1990-2000**	_____	_____
1980	_____			_____

Household Income Distribution

	number	%		
Less than $5,000	_____	_____	**Average HH income**	_____
$5,000-$9,999	_____	_____	**Median HH income**	_____
$10,000-$14,999	_____	_____		
$15,000-$19,999	_____	_____		
$20,000-$29,999	_____	_____		
$30,000-$39,999	_____	_____		
$40,000-$49,999	_____	_____		
$50,000 & over	_____	_____		

Population by age

	number	%
Under 18	_____	____
18-24	_____	____
25-34	_____	____
35-44	_____	____
45-54	_____	____
55-64	_____	____
54-74	_____	____
75 and over	_____	____

median age _____

mean age _____

Race/ethnicity

	number	%
White (not Hispanic)	_____	____
Black (not Hispanic)	_____	____
Asian (not Hispanic)	_____	____
Hispanic	_____	____
All other	_____	____

Housing tenure

	number	%
Owners	_____	____
Renters	_____	____

Educational attainment (for pop. 25+ years)

	number	%
Less than 12th grade	_____	____
High school graduate	_____	____
Some college	_____	____
Associate degree	_____	____
Bachelor's degree	_____	____
Grad/Prof. degree	_____	____

Occupational Distribution

	number	%
Managerial/prof.	_____	____
Exec/admin/mgr	_____	____
Prof. specialty	_____	____
Tech/sales/ admin support	_____	____
Technician	_____	____
Sales	_____	____
Admin support	_____	____
Service	_____	____
Private household	_____	____
Protective service	_____	____
Other service	_____	____
Farming/forestry/fishing	_____	____
Precision/craft/repair	_____	____
Operator/fabricator/laborer	_____	____
Mach op/assemblers/ Inspectors	_____	____
Trans. & material moving	_____	____
Handlers/he lpers/laborers	_____	____

Source: Adapted from Claritas, Inc. 1999; Smith 1990; Marketek, Inc. 1992

Appendix 10

Secondary data sources

These data sources can be found in various places: your local library, the state extension service, the local chamber of commerce, the local planning department, the regional planning commission, and the Internet. Also, US Census publications and other similar material may be obtained directly from the federal government.

US Bureau of the Census

The *Census of Population: Social and Economic Characteristics and Census of Population: General Population Characteristics* provide information about household size, age of members, income, education levels, occupation, race, sex and other consumer characteristics.

The *Census of Population and Housing: Social, Economic, and Housing Characteristics* provides data on housing (owners vs. renters, average rent, etc.) as well as on various aspects of employment, education, and income.

The *Census of Retail Trade* contains information on retail activity, including sales, payroll, and number of establishments of various types (the data are in aggregate form and do not identify individual businesses).

US Bureau of Labor Statistics

The *Consumer Expenditure Survey* reports on how much households typically spend on various types of consumer items.

State Department of Transportation

The state DOT undertakes periodic traffic counts on major roads. These may reveal the volume of traffic moving through downtown at various times of days and on various days of the week.

State Department of Revenue

Provides aggregate sales data that can help in understanding retail activity. Different states provide this data at different levels. In Wisconsin it is provided only at the county level; in some other states it is available at the local level as well.

Utility companies

The local utility may have demographic data they have collected to predict future energy demand.

Previous market studies

Recent market studies, done for local developers, franchises, financial institutions, or planning departments, may have useful information. When looking at such studies the NMSC advises: "Take a good look at the reasons for the study, when it was conducted, by whom and for whom. These factors may help explain why certain types of data were collected and, to an extent, why certain conclusions were reached" (*Revitalizing Downtown*, p. 104)

Professional market research companies and private data providers

It may be possible to get useful information from private firms at a reasonable price. Possible advantages include: access to non-public sources of data, more up-to-date information than the census, analyses tailored to particular geographical areas or industries, sophisticated lifestyle segmentation analysis and assistance with interpreting all the numbers.

Wisconsin Main Street communities

Numbers in parentheses indicate year accepted into Wisconsin Main Street Program.

Antigo (1989)
Antigo Main Street Inc.
Ms. Terri Hunter
(715) 623-3595

Beloit (1988)
Downtown Beloit Association
Mr. Andrew Janke
(608) 365-0150

Black River Falls (1997)
Black River Falls
Downtown Association
Mr. Chad Helgeson
(715) 284-2503

Blanchardville (1997)
Blanchardville CommunityPride
   Inc.
Ms. Amy Charles
(608) 523-2274

Chippewa Falls (1989)
Chippewa Falls Main Street
Mr. Jim Schuh
(715) 723-6661

Columbus (1992)
Columbus Main Street
Ms. Judy Goodson
(920) 623-5325

Darlington (1996)
Darlington Main Street Program
Mr. Todd Barman
(608) 776-3067

De Pere (1990)
Main Street DePere
Mr. Gene Hackbarth Associated Kellogg
Bank
(920) 433-7767

Dodgeville (1991)
Dodgeville Revitalization
Ms. Joni Herren
(608) 935-9200

Eau CLaire (1988)
Eau Claire City Center Corporation
Ms. Kirsten Means
(715) 839-0011

Green Bay (1995)
On Broadway
Ms. Stephanie Hawkinson
(920) 437-2531

Marshfield (1990)
Main Street Marshfield
Ms. Sheila Ashbeck-Nyberg
(715) 387-3299

Mineral Point (1993)
Mineral Point Main Street
Mr. Jon Weiss
(608) 987-2580

Osceola (1997)
Osceola Main Street
Ms. Pat Kytola
(715) 755-3300

Pewaukee (1996)
Positively Pewaukee
Mr. Patrick Nehring
(414) 695-9735

Phillips (1995)
Phillips Main Street
Ms. Zelda Anderson
(715) 339-6570

Rice Lake (1991)
Rice Lake Main Street
Ms. Kathy Wellsandt
(715) 234-5117

Richland Center (1992)
Richland Main Street Center
Mr. Todd Allbaugh
(608) 647-8418

Ripon (1988)
Ripon Main Street
Mr. Craig Tebon
(920) 748-7466

River Falls (1988)
River Falls Main Street
Janet Olson Halaas
(715) 425-8901

Sharon (1994)
Sharon Main Street Project
Ms. Sandra Jantz
(414) 736-6246

Sheboygan Falls (1988)
Sheboygan Falls Main Street
Ms. Lisa Wegener
(920) 467-6206

Sturgeon Bay (1994)
Sturgeon Bay Community Development
Corp.
Ms. Becky McKee
(920) 743-6246

Tigerton (1993)
Tigerton Main Street
Ms. Virginia Kauffman
(715) 535-2110

Two Rivers (1996)
Two Rivers Main Street, Inc.
Mr. Mike Ascher
(920) 794-1482

Viroqua (1989)
Viroqua Chamber - Main Street
Ms. Ingrid Mahan
(608) 637-2666

Waupaca (1996)
Waupaca Main Street
Ms. Lori Dehlinger
(715) 258-9009

Wautoma (1993)
Wautoma Main Street
Ms. Joyce Wessley
(920) 787-4733

last revised 3-31-99
Source: Wisconsin Main Street Program

Examples of achievements by Main Street communities

by Suzanne Dane

Sheboygan Falls, WI
(pop. 6,000)

▶ **Redeveloped woolen mill into apartments:** Using low-income and historic preservation tax credits, Main Street worked with a developer to convert an abandoned 1879 mill into affordable housing.

▶ **Clustered home furnishings businesses downtown**: Main Street expanded an existing home furnishing market niche by recruiting complementary businesses, even convincing one manufacturer to open an outlet store.

▶ **Gained city support to direct community development:** The city has contracted with Main Street to perform economic development services and consult on such issues as sign ordinances, zoning policies, and business issues outside the downtown.

▶ **Collaborated with other organizations:** Main Street has partnered with the school district to give preservation talks to students, with the chamber on business seminars, and with the Jaycees on a riverwalk trail.

▶ **Established effective design incentive program**: Main Street assists building owners by providing design assistance for building rehabs as well as low-interest loan pools and sign grants.

Dodgeville, WI
(pop. 4,000)

▶ Offers comprehensive design assistance: The downtown program encourages quality building improvements by offering financial incentives and free technical assistance.

▶ **Transformed downtown's appearance**: With improvements ranging from repairs and new paint jobs to complete restorations, an impressive 90 percent of Main Street's buildings have undergone some form of fix-up.

▶ **Minimized business disruption during highway construction:** Downtown program persuaded state DOT to work in stages, encouraged merchants to upgrade back entrances, and provided signs and detour maps for businesses and customers.

▶ **Revamped downtown's image:** Working with the city and local service groups, the revitalization program has improved downtown's image through welcome signs at entry points, new street furniture, a historic walking tour brochure, and a citywide cleanup day.

Rice Lake, WI
(pop. 8,000)

▶ **Developed home furnishings market niche**: Main Street built a strong home improvements cluster by recruiting businesses to complement eight existing home furnishings stores.

▶ **Improved downtown's appearance:** Through an image campaign, loan and grant programs, and free design assistance, Main Street has encouraged property owners to jettison ugly slipcovers and rehab their buildings.

▶ **Built partnerships with community and city**: From working with high school students on downtown beautification projects to partnering with the city on policies that pertain to the central business district, Main Street has integrated participation from the community into the revitalization process.

▶ **Changed attitudes about downtown**: A year-long image campaign, consisting of print and radio ads, created an awareness of downtown's importance to the community.

Chippewa Falls, WI

(pop. 13,036)

▶ **Converted empty factory to apartments:** Using CDBG funding, Main Street low-interest loans and preservation tax credits, a private developer created 32 apartments in abandoned factory.

▶ **Created business plan contest:** Main Street inspired sound planning among new businesses by offering a $5,000 grant and $20,000 low-interest loan to the aspiring entrepreneur with the best plan.

▶ **Inspires outstanding volunteer commitment:** More than 400 volunteers work with Main Street, and there is a waiting list of prospective board members.

▶ **Encouraged investment downtown:** Over $42 million has been invested downtown, with rehabilitations and new construction encouraged by low-interest loan pools and assistance.

Corning, Iowa

(pop. 1,800)

▶ **Bounced back after major business left town:** Main Street's business recruiting committee went into action, assessing the damage, strategizing recruitment and eventually filling six adjoining buildings.

▶ **Retained movie theater:** By networking with other small towns, Main Street found a buyer for downtown's only movie theater, which was closing because the owners were retiring.

▶ **Created effective facade incentive program:** Through grants and low-interest loans from local banks, combined with design review by Main Street, this incentive program has spurred 60 rehab projects.

▶ **Formed effective business visitation teams:** Contact teams visit and interview owners about the nature and depth of their businesses and any plans to expand, relocate or close.

▶ **Launched successful French heritage festival:** Le Festival de L'Heritage Francais honors the town's founding by a group of French freethinkers. It led to a $12,500 archeological grant to study and preserve the remains of the French community.

Burlington, IA

(pop. 29,000)

▶ **Creatively saved old mill from demolition:** Main Street organization worked with area development corporation to save the building by stabilizing and reselling the structure—resulting in monies for the Main Street Building Fund.

▶ **Launched major cycling race, the Snake Alley Criterium:** This sanctioned event draws riders from around the country, bringing retail and business sales to downtown and area.

▶ **Crafted historic building protections:** A new Conservation Building Code ensures sensitive treatment by city building inspectors, and a Dangerous Buildings Ordinance calls for the least destructive action regarding building repair, with demolition the last resort.

▶ **Tapped downtown employee market:** Through targeted marketing, this appreciation event tapped into a captive market of more than 4,500 downtown employees.

▶ **Stabilized centerpiece Union Hotel:** Main Street provided the needed repairs and the management to stabilize this landmark building.

Pontiac, IL

(pop. 11,428)

▶ **Led volunteer effort to rehabilitate landmark:** Volunteers, coordinated by PROUD (Pontiac Redeveloping Our United Downtown), renovated interior of the old city hall, transforming it into a small business incubator.

▶ **Retooled local market:** When the opening of a giant discount store threatened to damage downtown retail, PROUD developed strategy to identify special market niches for local and tourist shopping and recruited businesses to fill those slots.

▶ **Stimulated volunteer interest in program:** With a full-fledged recruitment effort and outstanding awards program, PROUD has raised an army of volunteers.

▶ **Encouraged building improvements:** A 50% facade grant and design guidelines have convinced many owners to restore their buildings.

Libertyville, IL

(pop. 19,200)

▶ **Organized entrepreneurial consulting network:** Network of professionals volunteer their time to assist struggling and start-up businesses.

▶ **Tapped into corporate coffers for event sponsorships:** Corporations fund specific features of special events in return for free advertising, a partnership that improves events and helps promotions turn a profit.

▶ **Pooled loan funds from seven banks:** The Main Street Area Loan Pool offers loans ranging from $15,000 to $100,000 at a fixed rate of 3.85% for a seven-year term to finance qualified building rehabs.

▶ **Produces seasonal variety of promotions:** Retail and special events, ranging from a series of Out-to-Lunch cookouts to a Farmer's Market and HarvestFest, attract up to 40,000 people.

Source: Dane 1997

Case Study: Chippewa Falls, Wisconsin

by Suzanne G. Dane

Not Content to Let the Chips Fall Where They May

At an entrance to town, a lively mural depicts the evolution of Chippewa Falls, from its reliance on logging and dairy production to computer manufacturing—from wood chips to cow chips to microchips. Along with its sense of humor, this town of 13,000 has a sense of pride and ownership of its revitalized downtown, a condition that has developed rapidly since 1989.

Chippewa Falls was settled in 1836 by French Canadians, who found the location along the Chippewa River ideal for logging. At one time the city was home to the world's largest sawmill under one roof. Located downtown, the mill ceased operation in 1911. Yet, Chippewa Falls continued to grow due to a nice diversity of industries (Mason Shoe has been in business since 1904), brewing (Leinenkugel Brewery was established in 1867), and a relative newcomer to the local economy, Cray Research, producers of the fastest computers in the world.

Although its home-grown economy was sound, downtown Chippewa Falls suffered in the 1980s, due to regional malls, numerous national discounters, and a "small" menace known as the Mall of America in Minneapolis-St. Paul, an easy day-

trip away. Downtown's two department stores defected to local malls, and dozens of smaller businesses also chased that dream over the years. By 1988, the chamber of commerce's retail committee had disbanded, leaving the merchants to fend for themselves.

A city-appointed committee studied the downtown, searching for a means to reestablish it as the heart of the community. The committee recommended the Main Street Approach. From its inception in 1989, following acceptance into the Wisconsin Main Street Program, nonprofit Chippewa Falls Main Street (CFMS) has been heartily endorsed and supported by the city, business owners, citizens, and local industries and agencies.

Funded by an amalgam of revenues from a business improvement district, an annual city allotment, fund-raising events, and generous contributions from local industries, financial institutions, and individuals, CFMS has the largest budget in the state. "The budget is a clear reflection of the support Main Street has here," states its former executive director, Kathy La Plante.

The program's supporters are also intimately involved in all aspects of its operation. Conducting an annual training session for its board, Main Street ensures that the members are well-versed in the intricacies of the four-point approach. Main Street also works with some 400 volun-

teers who serve on 18 committees and subcommittees. So great is the community's interest in Main Street that there is a waiting list of people who want to serve on the board. Everyone wants to be part of Main Street's accomplishments.

Some of the program's most eye-catching achievements are the many preservation projects completed downtown. CFMS coordinated a low-interest loan pool among downtown's five banks for property owners who want to renovate their buildings. Projects have ranged from basic facade improvements to full-fledged restoration efforts, such as the Chippewa Shoe Factory Apartments. Since 1989, the downtown has benefitted from more than $42 million in public and private investments, and the reemerging commercial district has been placed in the National Register of Historic Places.

As downtown's handsome brick buildings flung off decades of abuse, they began to welcome new tenants. Even though its department and drug stores had moved to the suburbs, the district still remained a fairly strong retail base. CFMS focused on filling market gaps with specialty shops, selling everything from antiques to pet reptiles. Yet even with a net gain of 45 new businesses, "we feel we need to work more closely with businesses in writing business plans [and helping them] become more vibrant," explains La Plante.

Main Street's business plan contest does just that. The winner receives a $5,000 grant and a $20,000 low-interest loan to get his or her business up and running. Applications are graded on the quality of the plan and whether the proposed business will fill a niche in the downtown market. The contest draws on Main Street's partnership resources: a specialist from the Wisconsin Department of Development helps applicants develop their plans; six judges volunteer from local industry, business, and the technical colleges; a local accounting firm reviews each plan before the contestant submits it to Main Street; and the award money is donated by downtown's five banks.

Only two years old, the contest has helped establish a computer systems firm and a book store in prime downtown locations. Dan Dahl, the contest's first winner, says "I love being downtown and enjoy the visibility for my business . . . . I applaud Main Street for sponsoring this innovative program because there's not much financial help out there for small businesses."

Innovation and creativity abound in the staff, board, and volunteers of Chippewa Falls Main Street. Retail promotions, special events, and image and marketing campaigns run throughout the year to attract shoppers, visitors, and merry-makers. In a downtown that had no special events before Main Street came to town, there are now six. The biggest is the Bridge to Wonderland holiday parade, which draws up to 12,000 spectators for a nighttime parade led by live reindeer. Main Street and its many collaborators throughout the community also sponsor events such as Pure Water Days, a Boat and Fishing Swap and the Farmers Market. Retailers benefit from cooperative print and tv ads, as well as specific retail events, and the entire district is boosted by CFMS's image campaign that blankets the region with television commercials.

No small part of Main Street's efforts, its beautification plan receives constant kudos. Working with a horticulturist, CFMS coordinates the hanging of 130 flower baskets along downtown street from June through September. Main Street contributes $3,000 of the $10,000 it costs annually to display the baskets. Under CFMS guidance, welcoming murals and signs have been erected to greet visitors to town. Says Todd Peterson, president of Chippewa Springs, Ltd., Main Street has given us "a picturesque avenue that would turn the head of Norman Rockwell."

Chippewa Falls is a community that has rallied to the cause and belief that a vibrant, effective downtown benefits the whole city. The keys to CFMS's success are the volunteer efforts and financial commitments of a broad spectrum of stakeholders. "Our community support is superior, not just monetarily, but with real volunteer hours," says La Plante. Those commitments, together with a board of directors, La Plante deems visionary, have led many citizens to believe as restaurant owner Richard Horstman does that "our Main Street association has done more for our town in the last six years than all our other groups over the last 25 years."

There are plenty of tasks to grapple with as CFMS proceeds with downtown's revitalization. Maintaining a stable funding base is paramount, as is the need to keep downtown's retail mix strong and diversified. CFMS must continue to help property owners make acceptable changes to historic structures, even though building codes can make the costs of rehabilitation prohibitive.

The influence Chippewa Falls Main Street has had on downtown thus far has been so exceedingly positive that it is with confidence that the Main Street players face their challenges. Kathy La Plante delights in the fact that retailers are working together to promote each other, that residents throughout the county are proud of the downtown and want to be part of the progress, and that "the city now understands that Main Street means economic development, pure and simple."

Source: Dane 1997, pp. 36-39

Case Study: Black Earth, Wisconsin

by Charles S. Law, Ph.D

Community Planning and Design Program Summary

Project: Commercial District Blockscape Visioning Exercise

Location: Black Earth, Wisconsin

Coordinator: Dennis Domack, Dane County UWEX Agent/Educator

Project Dates: 1995

Collaborators: Village officials and downtown property owners

Background: In small towns across Wisconsin, University of Wisconsin–Extension agents working with campus-based specialists and university students are using a broad array of computer skills and technology to help community officials and local residents evaluate both the aesthetic and functional aspects of various downtown planning and design alternatives. This work typically examines two areas of the downtown setting: streetscapes (i.e., sidewalk areas) improvement and/or the redevelopment of existing building facades in a manner that provides a more coordinated and attractive shopping district.

Brief outline of the project: In the early 1990s, a number of steps were taken to help the community of Black Earth visualize and determine how their downtown streetscapes could be improved. This work was prompted by the upgrading and reconstruction of the highway running through the downtown by Wisconsin Department of Transportation. The steps from this work resulted in several products that ultimately assisted the Village Engineer in finalizing working drawings for the downtown streetscapes. These plans called for new pedestrian-scale lighting, new street trees, benches, planters and exposed aggregate paving areas. All of these improvements were installed at the same time that the downtown roadwork was being completed.

Once completed, a decision was made to develop a series of facade redevelopment proposals for improving the overall look and appeal of the downtown buildings. Under the leadership of the Dane County Extension Agent, Denny Domack, university students developed proposals for over fifteen major buildings in the downtown area. Many of the owners of these properties have since made improvements to their buildings.

Because of the historical interaction with the community, it was not surprising when in 1995, local officials contacted UW-Extension to again work with them. In this effort, a series of drawings were developed which could hopefully encourage and focus discussion between several adjacent property owners in the downtown area. The affected owners were having a difficult time deciding exactly how their properties should be developed and how new construction could be built in such a way to match some of the existing architectural character of the community.

The need for this type of visioning exercise was being prompted by the Village who had Tax Incremental Financing (TIF) monies available to help prepare the area for redevelopment. Local officials were concerned however that without some type of overall plan the final development might appear to look uncoordinated and be implemented in a haphazard fashion.

(Source: Law n.d. Community Planning and Design Program Summaries)

Appendix 15

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Economic development

A thing is right when it supports the stability, integrity, and beauty of the community of life.

Aldo Leopold

Your community has identified economic development as part of its vision or you have decided to develop a vision of the local economy as a separate project.

Local economic development has become one of the major issues facing communities. The primary concerns, however, vary considerably. For some, the goal is to create more jobs for unemployed or underemployed workers in the community. For others, the objectives are to improve the incomes of workers and to increase social and economic mobility within the community. And for still others, the purpose of an economic development effort may be to diversify the local economy to reduce its vulnerability to sudden changes in markets (such as plant closings).

There are a variety of ways in which communities may decide to promote local economic development. Unfortunately, many communities today are adopting economic development policies and tools because neighboring communities have adopted them. There is very little assessment of what is most appropriate for each community. As we have argued, these decisions should be based on local values, the assets available in the community, and the overall community vision.

Many communities traditionally have focused on industrial recruitment as their primary economic development strategy. But an increasing number of communities have emphasized business retention/expansion or small business creation. Local economic development is much more than either industrial recruitment or business retention. Local economic development can involve a variety of activities such as retail development, technology transfer, job training or even development of the physical and social infrastructure. Blakely (1994:50) defines local economic development this way:

> *It is a process involving the formation of new institutions, the development of alternative industries, the improvement of the capacity of existing employers to produce better products, the identification of new markets, the transfer of knowledge and the nurturing of new firms and enterprises.*

Citizens also recognize the links between the local economy, natural environment and social aspects of their community. Some analysts have referred to this as sustainable development, while others consider it comprehensive community development. Whatever label one uses, there is a growing understanding that economic development does not occur in a vacuum, but has important effects on other sectors of the community.

To identify the most appropriate goals and strategy, and develop an action plan, communities need to begin by identifying their vision of the local economy and then educating themselves on trends and situations in the region. The authors believe that it is preferable to begin with the vision and then move into the data analysis. The vision is a broad statement of the preferred outcome of the process. This analysis is introduced at this stage of the community visioning process to ensure that the community allows the visioning process to be driven by community values rather than facts or figures.

Communities face several issues regarding economic development. Among the issues that could be considered by an economic development task force are:[1]

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[1] See Hustedde, Shaffer, and Pulver (1984) for a review of analytical techniques that may be useful to assess the performance of the local economy.

1. What is the economic base of the community? What are the factors affecting employment in this business sector in the community?

2. Is the physical infrastructure in the community sufficient to support additional community growth?

3. What is the potential for increasing the size of the service sector in the community? What are some of the major constraints to increasing the size of the service sector?

4. What types of new businesses are needed in the community? What are the major obstacles to forming new businesses to meet these needs?

5. What businesses are most likely to expand in your community? What can be done to help these businesses expand?

6. What role does recreation and tourism play in the community? How can these sectors of the economy be expanded?

7. How much income in the community is leaked out due to consumer expenditures elsewhere and businesses purchasing goods and services outside the community? What can be done to capture this potential market?

8. What types of skills are available in the community and is there a sufficient supply of skilled workers to meet the demands of employers?

9. What can be done to promote entrepreneurship and new business development in the community? Are the sources of capital adequate to meet the needs of new businesses? What types of business services are available to new businesses in the community?

The process

Pre-visioning

An economic development task force should include all the major stakeholders that may be affected by local economic development projects. Individuals representing the major businesses and the retail/services sector should be represented, as well as real estate interests and developers. Representatives from key government or non-profit institutions, such as the school district and training institutions, should participate. Finally, it is important to consider the viewpoint of workers through organizations such as labor unions.

The guide to identifying stakeholders presented in Chapter 2 should help identify potential members of the task force. It is often difficult to get citizen participation in economic development issues because most communities are already well organized in this area with local development organizations and agencies devoted solely to this purpose. It may be more difficult to structure full participation in this area than in some others that are less institutionalized.

Also, recognize that it is usually much easier to mobilize communities to act on economic development issues when a problem emerges, such as a plant closing or sudden increase in unemployment, than it is when unemployment is low and the local economy is growing. In fact, there may be substantial opposition to developing a vision of economic development when there is rapid economic and population growth. But it will be more difficult for participants to engage in a discussion of their long-term goals when they are primarily concerned with addressing immediate problems. Thus, while an economic crisis may be a good "hook" to engage residents, it may not be the best mechanism to initiate a visioning process on economic development.

The task force should take some time in the planning stage and consider the following questions to clarify the objectives of the process.

▶ *Why are we interested in local economic development?*

▶ *What do we hope to accomplish with a vision of local economic development?*

▶ *How will a vision of the local economy improve existing economic development plans?*

▶ *How will the vision of the local economy complement the community vision?*

▶ *How will the vision of the local economy complement other key area visions in the process?*

Economic development community workshop

We recommend that the economic development task force convene a workshop to prepare a vision statement of the local economy and to identify key areas within which it plans to work. It may be useful to establish sub-area task forces on themes identified in the economic development vision. A primary concern of the task force is to identify elements of the local economy to preserve, create and change. For example, a small rural community may identify its natural resources as a key asset it wants to preserve through the development process. The community may consider promoting industry that can build on these resources, such as recreation or tourism.

Preparing an economic development vision statement

Developing a vision of the local economy for the community is the economic development task force's first job. One approach is to use the following question to help participants identify what they would consider the ideal local economy.

It is the year _____ (20–25 years in the future). Your community has successfully created the ideal and desired local economy in your community. Describe it.

The primary objective of the economic development vision should be to answer the following three questions:

▶ *What do you want to preserve in your local economy?*

▶ *What do you want to change in your local economy?*

▶ *What do you want to create in your local economy?*

Example: Flagstaff, Arizona

A good example of a community vision on local economic development is that developed by Flagstaff, Arizona.

In 2020, greater Flagstaff enjoys a healthy, thriving economy. It recognizes that economic vitality is the foundation for continued community progress and livability. The community has justifiably developed a reputation as a highly desirable place to work and do business because of its well-educated workforce and high quality of life. The community is selective in targeting companies that offer good employment prospects, draw from the local labor pool and are good corporate citizens. It is equally concerned with supporting and nurturing homegrown companies and small businesses. A balance of large and small companies as well as a diverse industrial base give community members a healthy mix of job opportunities from which to choose. Residents have many options to earn livable wages and enjoy rewarding work.

Several specific areas receive additional discussion in the vision statement, including:

▶ *Quality employment.*

▶ *Quality employers.*

▶ *Small and locally owned businesses.*

▶ *Keeping dollars in the community.*

▶ *Developing local resources.*

▶ *Opportunities for youth.*

▶ *Regional airport.*

Key visioning statements under some of these items include:

Quality employment—*a good job is the means to a productive satisfying life. People in Flagstaff have ample access to good jobs with good wages in good companies.*

Key vision ideas:

▶ *The economy is diversified and not dependent on any one sector.*

▶ *New "basic sector" jobs include medical firms, high technology and clean industries.*

▶ *Employees for new jobs are drawn largely from the local labor pool.*

Quality employers—*Flagstaff is blessed with high quality employers who treat their employees well and make positive contributions to the community and the economy. The presence of good companies is no accident: the community attracts and actively seeks them out.*

Key vision ideas:

▶ *Economic development guidelines ensure that business contributes to quality of life*

▶ *"Win/win" solutions are sought to issues involving the economy and environment*

▶ *Master-planned industrial zones are promoted at Airport and Bellemont*

One goal of the task force is to develop the broad strategic framework for local economic development and the specific action plan for accomplishing those objectives. Both the strategies and action plan should be firmly embedded in the broader vision that had been developed earlier.

Establishing sub-area task forces

After identifying the economic development vision, the group needs to identify themes or issues that can drive the action plan. These should emerge from the issues outlined in the vision statement.

It may be useful to establish sub-task forces that are responsible for working on the issues that are identified in the workshop. Examples of these issues might be improving the retail sector or increasing the number of new businesses in the community. The economic development task force should identify a coordinating committee that would be responsible for monitoring the activities of the sub-groups, much in the way that the coordinating committee is monitoring the activities of the larger group. These sub-groups or teams will be responsible

for reviewing the community activities and assessing the situation. Coordination is an important aspect of this work because so many of the issues tend to overlap. It may be useful for more than one sub-group to meet periodically to address issues of common concern.

Reviewing plans, programs, projects

Before collecting any data on the local economy, the task force should evaluate what is currently being done by various organizations and institutions involved in community economic development. For example, the task force might want to review the activities of the local government, local development organizations, chambers of commerce or other private organizations. It is important to remember that several non-local organizations and institutions may be involved in activities, such as the regional planning commission or the Department of Commerce.

Similarly, it is useful to assess any reports or studies on the local economy. The chamber of commerce or local personnel organizations regularly conduct surveys on wages and benefits in most communities. The local and county planning offices may have economic development plans that have been prepared in the past. It also may be useful to obtain similar documents from neighboring communities just to provide some understanding of how their actions might affect the local economy.

One tool that may help the task force at this stage is the Community Economic Preparedness Index, produced jointly by the Department of Development and University of Wisconsin-Extension (available through the Center for Community Economic Development, UW-Extension). The preparedness index helps citizens assess a variety of activities and conditions that can by controlled by the community. For example, the community is asked to evaluate available sites for industry, marketing efforts, availability and cost of credit, and the local physical infrastructure for development. This tool is very useful in providing the task force with a set of issues it may want to consider as it begins the planning process.

Preparing the local economic development action plan

To develop an action plan for the community's economy requires an understanding of the forces that shape a local economy. Data might be collected on how the demand for local products is changing and affecting local businesses. The task force may want to evaluate the links between local businesses. An important piece of information that it may want to consider is the role of the local government in promoting economic development. What types of policies (zoning, land use regulations, etc.) exist? What types of incentives is the local government offering to businesses?

Communities need to create a set of economic development strategies based on this data analysis. When a set of strategies is identified, the

task force should target specific projects/activities and assess project viability. Finally, communities will need to build the specific action plan for their economic development projects by identifying necessary resources, the organizational structure and the expected outcomes and impacts of the projects.

The model proposed here assumes that the general community vision has been developed in previous workshops. If so, the plan should reflect the basic purpose and values that were identified in this process. If the task force members of the workforce development team did not participate in the earlier workshops, they should be provided with information on the process and the outcomes of the workshop.

We recognize that some communities may choose to develop only an economic development action, and not a general vision or other sub-area plan. The process that is described here will provide a process for public participation in developing the economic development plan.

Data gathering and analysis

Data gathering and analysis should focus on the primary forces for change in the community. Among the most important are employment, income, labor, population and related characteristics. The purpose of this is to provide a good picture of "where we are now."

There are several issues to consider when pulling together these data for a community.

1. It is useful to provide data over time, if it is available. Looking at historical trends provides insight into how basic elements of the community's economy are changing.

2 It is important to provide data on other similar communities.

3. Communities also should consider using data from several different sources rather than relying on data from a single source.

4. It is important for the community to analyze broader regional, state and national trends that may be affecting their local economy. Appendices 1 and 2 provide lists of organizations and Internet resources that may be useful at this stage.

It is very easy for the community to get bogged down at this stage of the planning process. Participants frequently disagree over the validity or reliability of the data they are using. This is most common when you use secondary data to describe various components of the local economy. It is important for participants to keep in mind why they are conducting the data analysis and what they want to find out. The data gathering stage probably will not yield any answers for the group but will raise more questions and issues. This stage is useful for educating the group on its local economy, but the group members will need to move on.

The types of analysis used to explore the local economy largely depend on the sophistication and backgrounds of the group. There are several excellent manuals that help communities understand basic tools to assess their local economy

(see Hustedde, Shaffer and Pulver [1984] and Ayres et al. [1990]). You may want to consult Appendix 10 in Chapter 1 for a guideline. For smaller communities, access to detailed data on occupational and industrial trends may not be available from federal or state sources. These communities may find it useful to collect their own data on the local economy.

The data collection effort needs to be focused; the questions in Appendix 1 may help organize that effort.

Identifying goals and strategies for building the local economy

Facilitators should explain various strategies open to communities and provide concrete examples of communities that have pursued these strategies. The following section describes five basic goals and specific strategies that communities can adopt (groups may identify others, as well). For some brief examples of Wisconsin communities that have used strategic planning programs, such as Community Economic Analysis (CEA) to develop economic development strategies and action plans, see Smith (1989).

1. Attract new basic or export employers

New businesses bring employment opportunities and income to the community. Some analysts distinguish between businesses in the export sectors and those that rely on providing local goods and services. Businesses that make the majority of their sales to firms and consumers outside the community may produce more benefits to the

local community. Examples of specific things a community can do to attract new basic employers include:

▶ Develop local industrial sites, public services and potential employee information.

▶ Develop facilities to attract new employers, such as:

a. Transportation (airports, railways, highways)

b. Recreation facilities (parks, hunting grounds, restaurants)

c. Communications (telephone, cable, internet services)

d. Services (banking, computers, legal assistance, accounting)

▶ Establish a formal economic development or industrial development corporation.

▶ Identify and organize local capital resources to assist in attracting new industry.

▶ Identify industry that will have the greatest impact on the local economy and focus recruitment effort on these firms.

2. Capture existing markets

By capturing dollars that are spent locally, communities are adding income and jobs to their community. Communities may want to focus on consumer goods and services or commercial inputs as part of this strategy to keep the spending at the local level. Several tactics may be used to capture existing markets:

▶ Identify market potential of retail outlets through surveys of consumer needs and buying habits.

▶ Improve share of retail market captured through downtown by providing convenient parking or public transit or by reviewing store hours and merchandising.

▶ Encourage citizens to buy locally through information programs.

▶ Aid businesses in developing employee training programs to improve quality of service.

3. Encourage the creation of new firms

Many communities have focused their economic development strategies on helping new businesses meet the changing needs of communities. These communities' needs will likely differ from the existing business sector or firms that are recruited to the community. Among the specific tactics that can be used to help create new businesses are:

▶ Organizing to provide individual counsel and intensive education for those interested in forming a new business.

▶ Identifying potential for new retail, wholesale and input providing businesses.

▶ Helping to organize sources of capital for assisting new business formation.

4. Help existing firms become more efficient

Several studies have suggested that most communities gain more jobs by helping existing businesses expand rather than by attracting new businesses to the community. Among the tactics to consider are:

▶ Strengthen management capacities through educational programs (personnel, finance, organizational skills).

▶ Increase knowledge of new technology through educational programs in science and engineering.

▶ Help employers improve workforce quality through educational programs, employment counseling and social services (daycare, health services).

5. Obtain resources from broader levels of government

A community may attempt to re-acquire dollars taxed away by broader governments units. Examples of such tactics include:

▶ Ensuring that local residents have information about the availability of public assistance programs for elderly, handicapped and others who cannot work.

▶ Maintaining a record of available aids from broader government for such projects as streets, parks or lake improvements.

6. Organize for community economic development

Many communities have created formal economic development organizations as a way to facilitate their activities. There are three general types of development organizations: 1) government agencies; 2) private development associations; and 3) local development organizations (usually responsible for coordinating projects for or with local governments). Each type of organization has advantages and disadvantages. If you do not have a local development organization, you may want to check with some of those that exist in your region (See Appendix 4 for a list of economic development corporations in Wisconsin). If you already have an economic development organization in your community, consult Appendix 5 for a self-assessment tool for development organizations.

Community feedback workshop

After the task force has identified specific strategies and goals, hold a community workshop that has two purposes:

1. To report on the major findings of the data gathering stage

2. To obtain feedback on proposed strategic decisions.

To facilitate discussion, post the goals and strategies on large sheets of paper and provide some time for participants to review them. Participants can vote on which strategies and goals they consider the most important. The other task forces also should be invited to this session. Given the long-term perspective of the visioning process, remind participants to think about their priorities beyond the immediate future.

Identifying projects and action plan

After building an economic development strategy, the next step is to establish an action plan for each project. Ideally, the basic components of the action plan should match the economic development strategies. Blakely (1994:143) recommends that the primary purpose of the action plan is to "provide sufficient information to test the project's viability—that is, to determine whether the necessary economic, technical, management, and other support systems will indeed be adequate to support the proposed project."

There are three basic components to the economic development action plan:

1. The necessary inputs (materials, manpower, management, markets, money).

2. The institutions that will be involved (their roles and duties).

3. The expected outcomes of the proposed projects (effects on employment, linkages, community development). All of these are couched within an analysis of the changing external markets and what that means to the community and its businesses and workers.

The decision about which project a community pursues can be a difficult one. Some projects may potentially have a big impact, but there is not sufficient demand or local resources to carry them out.

Communities need to ensure that the projects they identify will yield benefits for local residents and contribute to local economic development. In Appendix 6 we provide a description of the community action plan that was developed in Grantsburg, Wisconsin.

Communities are often interested in examining what others have done to promote economic development. This type of learning has both advantages and disadvantages. It opens up the task force to new ideas and different approaches. On the downside, however, many times communities adopt these activities without carefully evaluating their appropriateness. Several good publications exist that provide in-depth case studies of communities that have adopted innovative approaches to promoting local economic development (see Ayres et al. 1996; Flora et al. 1991; National Association of Towns and Townships 1990; and Community Information Exchange 1993).

Implementation

As the task force moves toward implementing its plan, obtaining resources for the projects becomes more important. An excellent resource for locating funding is *Funding Sources for Community and Economic Development: A Guide to Current Sources for Local Programs and Projects*, published annually by Oryx Publishers. The *Guide to Proposal Planning and Writing*, included in this publication, is especially useful for organizations that have little experience with grant writing.

Twenty questions about your community

1. What firm/sector is the largest employer? Now? Five years ago?

2. How has the number of jobs changed in the last year? Five years ago?

3. What firm/sector has experienced the greatest turmoil (lay-offs) in the last five years?

4. What wage and fringe benefits are associated with most of the new jobs in the community?

5. Which firm/sector pays the highest annual average wages?

6. What sector is the largest source of earnings?

7. What proportion of county total personal income is from passive income (dividends, interest, rent, plus transfers)?

8. What proportion of county employment is from farming, manufacturing, retail, services, health and government?

9. What proportion of county income is from farming, manufacturing, retail, services, health, government?

10. If a person was getting a first job, where might they look in your county? As a teenager? As a middle-aged first time worker?

11. What share of local employment is contained in non-farm businesses of less than 20 employees?

12 Name the businesses that started in the last year? Last two years?

13. Name the businesses that closed in the last year? Last two years?

14. Where do people in the community shop for most their goods and services? Has this changed in the last five years? Why?

15. How has population changed in the last five years?

16. What age group has grown the most?

17. What type or in what sector do most of the women hold jobs?

18. Is adequate housing (including affordable) available in the county?

19. What was the most recent development project undertaken? Was it successful? Why?

20. What do you see as the biggest obstacle for the county and its residents in achieving their desired future?

Source: Ron Shaffer, Center for Community Economic Development, University of Wisconsin-Extension.

Internet resources for community and economic development

EconData.Net
http://www.econdata.net

This web site summarizes several different data sources available online. The site provides links to over 125 public, university and private sources of regional socioeconomic data.

ACCRA
http://www.accra.org/

A non-profit organization promoting excellence in research for economic and community development.

Center for Regional Analysis
http://policy.gmu.edu/

The Center undertakes research on regional economic development policy focusing primarily on technologically intense regions.

Community development banking

http://www.scn.org/IP/cds/afcu.htm

Rural development
http://www.rurdev.usda.gov/

The U.S. Department of Agriculture offers a wide range on economic development assistance to communities, regions, and states.

Center for Community Economic Development
http://www.uwex.edu/ces/cced

Provides several government sources of data and other information for conducting Community Economic Analysis.

Community Economic Development Center
http://www.sfu.ca/cedc/gateway/index.htm

National Civic League—community stories
http://www.ncl.org/anr/ced.htm

Organizational resources for local economic development

Institute for Policy Studies
Sustainable Communities Program
Suite 1020
733 15th Street, N.W.
Washington, DC 20005
202-234-9382
E-mail: shuman@igc.org
http://www.igc.apc.org/ifps

Rocky Mountain Institute/Economic Renewal Program
1739 Old Snowmass Creek Road
Snowmass, CO 81654-9199
970-927-3851
Fax: 970-927-4178
E-mail: Kinsley@rmi.org
http://www.rmi.org

Wisconsin Policy Research Institute
P.O. Box 487
Thiensville, WI 53092
414-241-0514
Fax: 414-241-0774
E-mail: wpri@pitnet.net

National Congress for Community Economic Development
Suite 325
11 Dupont Circle
Washington, DC 20036
202-234-5009
Fax: 202-234-4510

Clearinghouse for Community Economic Development
225 Century Hall
University of Missouri-Columbia
Columbia, MO 65211
573-882-2937
Fax: 573-882-5127

National Council for Community Economic Development
Suite 700
1730 K Street, NW
Washington, DC 20006
202-223-4735
E-mail:
mail@urbandevelopment.com
http:///ww.cued.org

Institute for Community Economics
57 School Street
Springfield, MA 01105-1331
413-746-8660
Fax: 413-746-8862
E-mail: iceconomics@aol.com

Center for Community Change
1000 Wisconsin Ave., NW
Washington, DC 20007
202-342-0567

Federation for Industrial Retention and Renewal
3411 W. Diversey St.
Chicago, IL 60647
773-278-5418
Fax: 773-278-5918

Corporation for Enterprise Development
Suite 701A
1211 Connecticut Ave., NW Room
Washington DC 20036
http://www.cfed.org

Institute for Local Self-Reliance
2425 18th Street NW
Washington, DC 20009

National Congress for Community Economic Development
2025 Eye St. NW
Washington DC 20006
202-979-2375

Center for Community Economic Development
University of Wisconsin-Extension
610 Langdon St.
Madison, WI
608-265-8136
http://www.uwex.edu/ces.cced

Wisconsin Economic Development Association
10 East Doty Street
Suite 500
Madison, WI 53707
800-581-4941
Fax: 608-283-2589
http://www.weda.org/

Wisconsin local economic development corporations

Barron County Economic Development Corporation

Clark County Economic Development Corporation

Columbia County Economic Development Corporation

Eau Claire Area Industrial Development Corporation

Fond du Lac County Economic Development Corporation

Metro Marketing of the Fox Cities

Gilman Industrial Foundation

Grant County Economic Development Corporation

Green County Economic Development Corporation

Hartford Area Development Corporation

Iron County Development Zone Council

Jefferson County Economic Development Corporation

Juneau County Economic Development Corporation

La Crosse Area Development Corporation

Marathon County Development Corporation

Milwaukee Economic Development Corporation

Oconto County Economic Development Corporation

Pierce County Economic Development Corporation

Racine County Economic Development Corporation

Richland County Economic Development Corporation

Regional Economic Partnership [SE WI]

Rock County Planning and Development Agency

Sauk County Development Corporation

St. Croix Economic Development Corporation

Superior/Douglas County Economic Development Corporation

Forward Tomah Corporation

Waukesha County Economic Development Corporation

Wauwatosa Economic Development Corporation

Self-assessment tool for local development organizations

You can use this tool to assess the performance of your local development organization (LDO). It may help identify needs and organizational strengths in the local economic development action plan. Use the following rating system to help identify areas in your organization that need attention.

5 We do an excellent job in this area.

4 We do a good, respectable job in this area.

3 We do an OK job in this area, but still need improvement.

2 We don't do this well, and our performance holds us back as an organization.

1 We've done nothing in this area.

N/A More information on our work in this area is needed before assigning a rating.

Part I. Organizational mission	Rating	Priority	Notes
A. The LDO serves its target constituency.			
B. The LDO's program includes a wide range of economic development activities appropriate for the area.			
C. The LDO has a plan that is used and was developed with input from a wide range of local residents			
Part II. Organizational structure			
A. The LDO has clearly defined by-laws that are reviewed and updated every two years.			
B. The LDO actively engages members as active participants in the organization.			
C. The Board of Directors is trained and is actively involved evaluating its policies.			
D. The LDO's committee structure is well-defined and effectively delegates responsibility to members.			

Part II. Organizational structure (cont.)	Rating	Priority	Notes
E. The LDO has a clear mission statement and economic development strategies that are directly linked to it.			
F. The LDO has clear expectations of the staff that are defined by personnel policies and job descriptions consistent with the organization's mission.			
G. The organization has a fund raising plan that adequately takes into consideration both operating and capital support.			
H. The LDO involves the key sectors of the community in its activities.			
Part III. Project development practices			
A. The LDO regularly assesses community needs and assets in the area of economic development.			
B. The scope and focus of the LDO's economic development activities are appropriate.			
C. The organization has a well-developed set of criteria for determining which specific projects it should participate in.			
D. The LDO has an effective method of monitoring and evaluating its projects.			
Part IV. Community interaction			
A. The LDO is adequately communicating with other organizations involved in local economic development.			
B. The LDO maintains strong ties with legislators and public officials regarding issues of local economic development.			

Grantsburg's community economic analysis program: goals and action plan

The Community Economic Analysis Program uses two steps to develop community plans. The first step relies on nominal group technique to establish a community's top concerns and goals. Nominal group technique uses a series of voting rounds to generate a group's top concerns. The emphasis is on one-person one-vote, so each member of the group's input is equally valued, and a few do not dominate the process. Weighted voting by each person is used to establish priorities.

For the second step sub-groups establish action plans that attempt to partially or fully address an identified goal. More than one action plan may be developed per goal. Force Field Analysis is used as part of action planning and identifies the helping and hindering forces to change. The "what, who, when, where, and how" for each action is then identified in the action plans.

For the first step, two sub-groups brainstormed on the question:

What are the top issues facing Grantsburg over the next five years?

After generating a list, each group combined highly similar issues and then voted for its top three priorities using three points for the top choice, two points for the second and one point for the third choice. Then, the two sub-groups joined their lists together and repeated the process. Because housing needs was an overwhelming concern, the group opted to leave that out of the voting and instead focused on establishing priorities for the rest of the issues.

Total concerns—total group	
1. Housing of all kinds–elderly, young, etc., rental	Top issue
2. Taking care of what we have	28
3. Finish Village land use plan	25
4. Security issues	14
5. Labor supply—quality and quantity	13
10. Maintain viability of downtown	13
11. Community center, library, village hall issues	8
12. School issues (campuses, technology, school capacity)	4

Force field analysis

Goal: Provide increased affordable housing for independent living options for the elderly

Helping forces	Hindering forces
Three units now working with elderly	Lack of available land
Waiting lists	Not much shopping available
Nearby medical facilities	Too few senior activities
Small town	Business reluctant to locate here
Many seniors in area	Security concerns
Facility could be close to shopping	
Volunteer drivers available	
Meals on Wheels and nutrition programs available	

Action Plan

What: Apply for grant and acquire land

Who: Consultant

When: July 7, 1998

Where: HUD

How: Have Courtyard Square sponsor the grant and the Burnett Medical Center and the Village co-sponsor it through splitting the cost for the application.

[The same process was used to develop an action plan for housing for low to moderate income individuals and to finish the Village land use plan. Contact John Preissing (john.preissing@ces.uwex.edu) for a copy of the report.

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Housing

According to Daniels et al. (1995),

"Adequate housing is essential in supporting economic growth. To attract new businesses or industries, a community should be able to house new workers moving into the community" (p. 96).

How housing can define a community

Your community has identified housing as part of its vision. Why do communities need to be concerned about housing? Housing is an important feature of any community and in many ways, defines it. Housing quality—its physical appearance—matters. Good housing quality gives a community a positive image; poor housing quality can have the reverse effect.

In most communities, types of housing range from apartments and manufactured homes to townhomes, duplexes and single-family dwellings that include the modest and the luxurious. In most communities, a variety of housing options is available for a diverse range of incomes, tastes and values.

What are some of the problems associated with housing? In many communities it presents an excessive cost burden approaching 40%–50% (often as high as 70%) of individual or family income. Sometimes housing is overcrowded or physically inadequate, lacking indoor plumbing and heating. First-time home buyers experience difficulties in making a transition to homeownership. Sprawl is another problem that adds to the cost of providing services, and often the price of a home. Other issues include homelessness, housing for farm workers, availability of a variety of housing options as people move from one life phase to another, and the effects of recreational or seasonal homeownership on housing prices. While many of these issues are not addressed specifically in this chapter, we hope that this visioning process, will help communities identify and examine their most important issues and concerns. (See Appendix 4 for a list of references and web sites that discuss these issues in greater detail.)

What shapes the type, mix and range of housing in a community? Many forces play a role, among them an interaction of demand and supply forces including the number and characteristics of households and their purchasing power, the composition of the existing housing stock, the costs of building and maintaining housing units, the cost of land and the regulatory environment. In this chapter, we will discuss many of these factors as the community attempts to create a housing vision and action plans to achieve it.

In considering a housing vision and strategic action plan, the connections between housing and employment, transportation, land use, natural resources and education are important. Some of the housing issues that communities face follow.

Housing availability

This issue relates to a community's housing inventory, specifically the quantity of the housing stock and its distribution by type (for example, single or multi-family).

▶ What is the current range of housing types?

▶ Are there enough housing units in the stock to meet current needs?

▶ Is the stock growing fast enough to keep pace with increases in the number of new households?

▶ If our economic development strategy is to attract new manufacturing firms, have we considered whether there is enough housing to accommodate these new arrivals?

▶ Is the stock of available housing units well matched to the mix of households in the community?

▶ How much land is earmarked for residential uses to accommodate future growth? Is there enough land?

▶ Are services available to accommodate future growth? Is there enough capacity?

▶ Is seasonal homeownership making it hard for full-time residents to find housing?

Housing adequacy

This issue refers to a community's housing inventory, specifically the physical condition of the housing stock and its age.

▶ What is the age of the housing stock? What is its condition?

▶ Is the existing stock of housing in adequate physical condition?

▶ Are units falling into disrepair?

▶ How many units are at risk of abandonment or removal from use?

Housing affordability

This refers to the median housing costs within a community in relation to household income. It means that very low and low-income households may pay excessive rents (for example, 30%–50% of their income) and that homeownership is out of reach for even moderate income families. Thus, housing costs may be out of reach for households at or near the bottom of the income distribution.

▶ Are rents and house values out of reach for some segments of the local population?

▶ Is there enough affordable housing?

▶ How do we make affordable housing available?

▶ Is affordable housing concentrated in a few neighborhoods?

▶ If our strategy is to attract new firms, is available housing compatible with expected wage rates?

▶ Is seasonal homeownership taking affordable housing out of the reach of full-time residents?

Housing accessibility

This issue refers to institutional barriers or other problems that impede access to particular types of housing.

▶ Do households of all types have access to the available units in their budget range?

▶ Are minority households at a disadvantage relative to whites due to discrimination?

▶ Are some neighborhoods inaccessible to some segments of the population because of transportation, information, attitudinal or physical barriers?

▶ Are current zoning and sub-division regulations constraining residential development or limiting the types of residential development, excluding certain types?

Other housing concerns

This refers to any other concern a community might identify related to housing—from financing to regulatory to historic preservation to specific groups of people that need housing, such as the homeless or migrant laborers.

▶ Are financing institutions (banks, savings and loans, credit unions, etc.) available in your community?

▶ Are local regulations (zoning, subdivision regulations, building codes, etc.) exclusionary or prohibitively increasing housing costs?

▶ Are people aware of federal Fair Housing laws?

▶ Are people aware of federal and state programs to help them finance a house, restore a house, etc.?

▶ Is the community aware of federal and state historic preservation programs?

Source: U.S. Department of Housing and Urban Development. national Analysis of Housing Affordability, Adequacy and Availability: A Framework for Local Housing Strategies.

The process

Having reached this point, we assume that the community has completed the general visioning process and come up with a general vision statement, identified themes (such as housing), and divided into task forces based on those themes.

Pre-vision

The housing task force that was organized at the end of the general visioning workshop should coordinate the next community workshop. Before organizing this event, the housing task force should consider the following questions.

▶ Why are we interested in housing?

▶ What do we hope to accomplish with a vision of housing?

▶ How will a housing vision improve existing community planning efforts?

▶ How will a housing vision complement the community vision?

▶ How will the housing vision complement other identified key areas?

Housing workshop

The housing task force should convene a housing workshop to facilitate a process for preparing a key area vision statement and identify key sub-areas. Housing professionals should be invited to participate in the workshop and encouraged to participate in future activities. Housing professionals include realtors, developers, appraisers, lenders, low-income housing advocates, property managers, representatives of tenant and landlord organizations, and providers of social services for special needs groups and the homeless. The facilitator should keep the following questions in mind during the housing workshop. (For help in organizing this event, see the material on community workshops in Chapter 1.)

To start the workshop, the facilitator may need to prompt the audience to think about what it needs to do. It is always useful to divide people into small groups (6–8 people) to discuss a particular issue or question. One way to start is with a phrase that prompts everyone to focus on the future. For example:

> *It is the year _____ (20–25 years in the future). You (the community) have successfully created the desired housing stock in your community. Describe it.*

Below are more questions to guide the process. These should be used if people get stuck and don't know how to proceed. These questions should get them thinking creatively.

Questions to guide the process

▶ What type of housing do you want to preserve?

▶ Are there special buildings and special neighborhoods?

▶ What kind of housing and neighborhoods do you want in your community?

▶ What neighborhoods or areas could be improved?

▶ In the next 10 to 20 years, what do you want your residential community to look like? Does the community vision mesh with this housing vision?

▶ How will those elements you want to preserve and those you want to create achieve the future vision of your community?

Preparing a housing vision statement

Refer to the ingredients of a vision statement in Chapter 1. (This chapter outlines sessions that can assist in guiding a stakeholder group in defining a housing vision.)

Below are some examples of housing visions.

Chehalem Future Focus-II—City of Newberg, OR

In 2015 the Chehalem Valley:

Diverse housing opportunities of high quality including historic homes, affordable homes, rentals, condominiums and homes for the elderly and disadvantaged are available.

Greenville, IL

Greenville is a city with a range of housing types and a range of housing costs. New moderate and upper value single family homes are being constructed. Apartments, row houses, duplexes, and innovative housing styles are constructed to house younger families, seniors, and adults without children. Apartments in the downtown area have been renovated and accepted. Code enforcement is pursued to eliminate or upgrade substandard housing.

Table Grove, IL

The 21st Century transition finds the Table Grove area to be a thriving residential and business community. Housing opportunities for new families and senior citizens are located within walking distance of the public square, cultural sites, health care services, and numerous recreational amenities. Table Grove is truly a community for all ages.

Stayton 2020: Road to the Future, Stayton, OR

We envision sufficient quality housing to accommodate the needs of a more elderly and diverse population. Housing in our community is affordable and creative in its use of different locations, designs, and amenities. Newer types of housing include residential units located above downtown storefronts, riverfront condominiums, and housing developed in conjunction with the redeveloped Paris Woolen Mills site. Citizens take personal responsibility for maintenance of homes. Restoration of structures is encouraged and supported as a means to recognize and honor Stayton's heritage. Neighborhoods are noted for well-kept lawns, flowers, and gardens.

Establish sub-area task forces

At the end of this housing visioning workshop, the housing task force should assemble sub-area task forces based on the themes identified in the vision statement. Each sub-area task force should begin to define an action plan for preparing strategies and plans. For example, housing affordability may be one important theme for which a group of people would be asked to form a sub-area task force. This group would study the issue, or theme, gather data, analyze it, develop goals, strategies, action plans or projects for that issue.

Review plans and programs

One of the first steps each of the sub-area task forces of the housing task force is to collect or get a good grasp of the plans, programs or projects currently in use or underway in the community. It is also useful to find out what was tried in the past—to understand what succeeded, what failed and why. The housing task force and its sub-units may find initiatives underway that are trying to address the same issues they want to study. If so, there may be ways for sub-area task force members to get involved in other organizations to help them achieve these goals.

Preparing the strategic housing plan

As each sub-area task force begins the next phase of the visioning process, it is imperative that as individuals and groups gather specific bits of data, everyone reconvene to

share the information. Specify a location where data can be stored so that everyone can have access to it as needed.

Data gathering and analysis

Communities should consider three main areas when gathering and analyzing housing data: 1) supply; 2) demand; and 3) institutions. While specific problems may have been identified, it is useful to look at each area.

▶ What is the current demand for housing in the community and region and how is it likely to change in the future?

▶ What is the current supply of housing and how is it likely to change in the future?

▶ How are the private and public sectors meeting the supply and demand for housing? Does unmet demand exist?

▶ Are there alternative development models, such as cluster development, that make sense for our community?

Supply of housing

To understand the supply of housing, the sub-area task force will need to collect data. Descriptive housing data is the first step. A visual inspection is often useful here. The local property assessor or appraiser can sometimes help with this information or you can do it by walking around residential neighborhoods with appraisal sheets. The task force can get a good idea of the physical condition of the housing units by this method. (See Appendix 2 for housing conditions assessment worksheet and a step-

by-step guide to conducting a windshield survey.)

Along with the visual inspection, data should be gathered from the Census of Population and Housing. Data can be obtained for the age of the housing stock, age of the housing as a percent of the total housing stock, and type of dwelling unit (multi-family, duplex, single-family). The sub-task force should make a note of specialty housing: group housing, elderly housing, manufactured home parks and historically significant homes.

If you are gathering Census data at or near the end of a decade, the data is almost ten years old. More than likely, there have been a number of changes that have taken place in the community. Use these data as a way to discuss how the housing environment has changed in your community. (Appendix 1 contains a series of worksheets to help you organize the data).

▶ How has residential development changed in your community since the most recent Census? Has it stayed relatively the same? Has it increased? Is there a problem with abandoned and/or dilapidated housing?

▶ Are there more single family homes? More multi-family units?

Another important element of housing supply is affordability. The group will need the following kinds of information to assess affordability: median household income, monthly cost of owner-occupied housing, value of owner-occupied housing, monthly gross rent, tenure of owners and renters, vacancy rates and housing occupancy by status and unit type. The Census contains

much of this information, but local real estate agents and brokers, as well as the local paper, can help with this assessment.

Another aspect of affordability is the actual cost of housing construction for many different kinds of housing units—single-family, duplex, multi-family and manufactured homes. Local land and housing developers should be able to help with this kind of information. Utility costs are an important aspect of affordability and should be assessed as well. Local utility companies, energy, water and sewer departments should help to give you the average costs of utilities.

▶ Has the cost of housing changed since the data was last obtained? Has it increased? Decreased? Stayed the same?

▶ Has housing become more or less affordable for people in the community?

Demand for housing

What is housing demand? Housing demand "involves interactions of population growth, household size, household income, and housing costs, also housing discrimination, the location of employment and local amenities" (U.S. HUD

1993:34). To determine future demand for housing the task force needs to calculate housing projections for the community. First, this requires an analysis of the population and demographics. The group will need to collect: population changes over the past 20 years, the source of population changes, projected population changes, age distribution of population, household size and income range of households. Much of this information is available from the Census.

The next step is to conduct an analysis of projected housing needs by type and cost. For this, the group will need to establish the rate of new household formation, vacancy rate, and the need for replacement and/or rehabilitation of the current housing stock. Much of this information can be calculated based on the data gathered through the visual inspection and the Census.

Another important area is the analysis of land availability. Without available land, very little housing or anything else can be built. The group will need to find out where and how much residential land is available, its build-out potential (how many units per acre?), the land costs and the current residential housing patterns. This informa-

tion can be gathered from the local or county planning office or the regional planning commission.

Institutions affecting the housing market

The supply of housing is largely in the hands of the private sector. However, regulations on zoning, subdivisions, and building codes are an important source of information. Most local jurisdictions have some regulations in place that are necessary to ensure the welfare and safety of the public. It is important to understand how these tools affect housing. Do they allow for alternative development models, such as cluster housing, for example? Regulations can also lead to patterns of segregation or exclusion (large lot zoning, zoning insufficient land for multifamily) by race or income.

Financing a house is one of the primary stumbling blocks for many individuals and families in owning a home. It is useful to assess the housing finance situation in your community. Also, consider the range of state and federal programs that can assist communities and individuals.

Examine the range of organizations in your community that are interested in housing issues.

Develop goals and strategies

Based on the data, the sub-area task force can begin to identify the most appropriate goals and strategies to achieving its housing vision. The following section describes various goals and strategies arranged under the four headings of: 1) availability; 2) affordability; 3) adequacy; and 4) accessibility. We have included a fifth category that deals with broader institutional issues. However, we recommend that each community come up with its own goals and strategies. The important aspect of creating goals and strategies is to ensure that they apply to your vision. Another important aspect to this process, which we will come to next, is breaking down each strategy into an action plan. (Appendix 3 offers examples from plans that outline the kinds of goals and strategies chosen by three different communities.)

Following is a list of goals and strategies under the five broad headings. They are examples of the range of strategies and types of goals to consider. The analysis of your community's housing situation should point you in certain directions. That is, the housing analysis will point to some key issues that

need addressing. What are those key issues? The next assignment for our task force is to figure out how to address them. How can the community address these issues? Are they long-term? Are there solutions that can resolve some issues in a relatively short time? These are some of the questions the task force needs to think about as it begins to move toward identifying goals and strategies.

Housing availability

Goals:

▶ Provide an adequate supply and distribution of housing to meet the needs of the present and projected population and contribute to a sense of community.

▶ Provide an adequate supply of owner and rental housing units in an amount and location consistent with the future land use plan.

Strategies:

Rehabilitate existing substandard housing in the downtown for a range of household incomes and for owner and rental households.

▶ Concentrate new housing units within identified growth boundaries.

▶ Direct housing development within rural areas to rural centers and encourage cluster development that retains the overall rural character.

▶ Locate housing convenient to jobs to reduce commuting distances, provide opportunities for alternative means of travel, improve productivity and ensure an adequate labor force for employers.

▶ Mix housing with commercial and institutional uses to improve accessibility for all segments of the population.

▶ Mix housing types and prices within communities to contribute to diverse communities.

Housing affordability

Goals:

▶ Encourage non-profit organizations to get involved in building affordable housing.

▶ Provide a variety of owner and rental housing affordable for all income levels throughout the area.

▶ Encourage the development and preservation of rental properties for low and moderate income households.

▶ Encourage land use regulations that allow for development of affordable housing.

Strategies:

▶ Integrate housing opportunities for households at all income levels to create diverse communities.

▶ Attract established organizations such as Habitat for Humanity to assist in your housing needs.

▶ Promote efficiency in the development review process to avoid adding unnecessary costs to housing.

▶ Create opportunities for public/private partnerships to develop affordable housing.

▶ Support the development of manufactured housing as an important type of affordable housing.

▶ Distribute subsidized housing units throughout the community.

Housing adequacy

Goals:

▶ Maintain and, where necessary, improve the quality of the housing stock.

▶ Encourage uniform housing and building codes to protect public health and safety, reduce conflicts among municipalities and not adversely affect housing costs.

Strategies:

▶ Rehabilitate substandard housing units throughout the area.

▶ Develop new housing units and upgrade existing ones to be energy efficient and conserve water.

▶ Address environmental hazards, such as lead-based paint, asbestos and radon.

▶ Develop homeownership opportunities and maintain existing owner-occupied housing by providing homeownership counseling services.

▶ Improve the physical infrastructure and landscaping to make housing developments more attractive.

Housing accessibility

Goals:

▶ Provide a full range of housing opportunities.

▶ Provide accessible units, opportunities for alternative units and supportive programs to meet the housing needs of the elderly.

▶ Provide accessible housing, convenient to transportation, shopping and jobs, and supportive programs for all people with disabilities.

Strategies:

▶ Maintain and support accessible emergency housing for the homeless.

▶ Create and maintain accessible transitional housing for special needs populations to help them prepare for permanent independent housing.

▶ Enforce fair housing laws, which prohibit discrimination in the sale or rental of housing.

Other housing concerns

Goals:

▶ Increase the community's understanding of the regulatory environment.

▶ Increase the community's use of existing state and federal programs.

Strategies:

▶ Match local land use, zoning, subdivision and building code regulations with your housing vision.

▶ Figure out ways to reduce purchase and operating costs of housing through finance, tax, and energy conservation, maintenance and other issues.

▶ Assist the community in making greater use of existing programs for historic preservation.

▶ Make landlords, tenants, home buyers and sellers aware of the Fair Housing Laws.

Community feedback

Getting community feedback is the responsibility of the coordinating committee. The purpose of getting community feedback is to make sure that the housing vision that is articulated and the goals and strategies outlined coincide with or make sense given the general community vision and the other key area visions developed by each task force. This step is outlined more thoroughly in Chapter 1. We assume that this will be a large workshop since all the task forces and the coordinating committee will be present in addition to members of the community. A volunteer from the housing task force should be ready to read the housing vision statement, goals and strategies to the entire group. Discuss the questions below in small groups. It is important to make sure that members of each task force are spread among the small groups. Some questions to ask the group might be:

▶ Does the housing vision statement agree with the community vision statement? Are there any contradictions?

▶ Does the housing vision statement contradict or agree with any of the other thematic vision statements?

After receiving feedback for the housing vision and strategies, there may be a need for the task force committee to revise them.

Developing action plans

Now that the housing vision and strategies are prepared and accepted by the community, it is time to prepare detailed action plans on how to achieve the housing vision and implement the strategies. The housing task force should ask each sub-task force to review the strategies that pertain to their area and develop a detailed action plan. In the appendix in the first chapter are two exercises that can aid in identifying the steps. Often there are many intervening steps before the final strategy can be realized.

After each sub-area task force has developed action plans based on the strategies that pertain to its specific area, the task force should convene a workshop with the full housing group. Each action plan should be discussed in front of the whole group to avoid replication.

Action plans should accomplish several tasks. They should be specific enough to see results in a reasonable amount of time (whatever your task force deems reasonable). Action plans need to specify the task, the steps to accomplish it, who is involved and the steps for which they are responsible, as well as the timeline for steps.

The appendix contains an example of a housing strategy and action plan for Superior, Wisconsin. It was prepared as a requirement to get federal funds. This plan, however, is not driven by a vision, like yours will be. It is very important to continue to refer to both the general vision and the key area vision when creating strategies and action plans. Other examples in Appendix 3 outline strategies and action plans.

Data gathering and analysis worksheets

Table 1: Households and rate of household growth

How to fill it out: For 1980 and 1990 fill in the boxes for each variable from U.S. Census data, the Annual Housing Survey, local building permit records, and a possible windshield survey. Calculate the percent of change between 1980 and 1990 for these variables. For 2000 and 2010, you will need to assume that the same change will occur between 1990 and 2000 and between 2000 and 2010. If the area is growing rapidly, this will not yield reasonable projections. In that kind of scenario, we recommend you talk to your local, county or regional planner about what some reasonable assumptions might be. The local or county planning department may already have estimates for these variables.

Households and rate of household growth					
	1980	**1990**		**2000**[1]	**2010**[1]
Number of households	#	#	% change	#	#
Population					
Group quarters					
Household population					
Average household size					
Total households					
Household types					
Elderly					
Small family					
Large					
Single person					

(1) projected

Table 2: Housing units by type and tenure

How to fill it in: For 1980 and 1990 fill in the boxes for each variable based on local building permit records for housing types. Calculate the percent of change between 1980 and 1990 for these variables. For 2000 and 2010, you will need to assume that the same change will occur between 1990 and 2000 and between 2000 and 2010. If the area is rapidly growing, this will not yield reasonable projections. In that kind of scenario we recommend you talk to your local, county or regional planner about what some reasonable assumptions

might be. The local or county planning department may already have estimates for these variables.

For housing tenure calculate the ratio of single family to multifamily units. Also look at the owner/renter ratio from the U.S. Census.

Sources of data: Local building permits, U.S. Census Annual Housing Survey, windshield surveys, and local or county planning agency.

Vacancy rate data you can usually get from home-builders, realtor associations and rental management groups.

Housing units by type and tenure								
	1980		**1990**		**2000**		**2010**	
Type	#	% of total	#	% of total	#	% of total	#	% of total
Single-family								
Multifamily								
Manufactured								
Total units								
Tenure								
Owner-occupied								
Rental								
Vacancy rate								
Owner-occupied								
Rental								

Table 3: Average housing costs

Sources of data: Real estate and homebuilders associations for home prices. Assessors' records can give an idea, but they may be out-of-date or not reflect current prices. Apartment owner associations for rental costs. Also look at the newspaper for house and rental listings.

Average housing costs							
	1980	**1990**		**2000** (projected)		**2010** (projected)	
	$	**$**	**% change**	**$**	**% change**	**$**	**% change**
House price[1]							
Rental rate[2]							

[1] Average sales price for 3-bedroom, 2-bath unit
[2] Average monthly rate for 2-bedroom, 2-bath unit

Table 4: Household income characteristics

Sources of data: U.S. Census divides the number of households by various income categories, arranged by the size of the household, tenure and by age.

Household income characteristics		
	Households	
Income level[1]	**#**	**% of total**
< 50%		
<80%		
<95%		
<110%		

[1] Based on HUD median income for a family of four

Table 5: Demand for additional housing units

How to fill it in: Subtract group quarters from total population to obtain total household population.

Divide the total household population by the average household size projections for the same period.

Determine the increase in the number of households over the previous period. The results represent the number of new households that need housing.

Demand for additional housing units				
	1990	**2000**	**2010**	**Total**
Total housing demand[1]				
Demand for additional units				

[1]Equivalent to number of households

Table 6: Unmet housing needs

How to fill it in: Multiply the total number of housing units by the vacancy rate to obtain the total number of available units.

Compute the number of additional available units for each ten-year period based on historic and projected rates of new construction and replacement loss of existing housing stock.

Subtract the number of additional available units from the demand for additional housing.

Unmet housing needs				
	1990	**2000**	**2010**	**Total**
Total housing units				
Vacancy rates				
Total available units				
Change in available units				
Total demand				
Demand for additional units				
Unmet demand for additional housing				

Table 7: Home ownership affordability

Determine total housing costs; and compare total costs against income levels.

How to fill it in: Estimate the median selling price of a home in your jurisdiction.

Home ownership affordability							
	Income level	Affordable housing cost	Less utilities	Less tax and insurance	Affordable mortgage PV	Down payment	Affordable selling price
50%-80%							
80%-95%							
95%-110%							

Table 8: Average rents

Sources of data: Realtor associations, apartment associations, newspapers

Average rents			
Rental unit	High	Low	Average
One bedroom			
Two bedroom			
Three bedroom			
Overall average			

Table 9: Affordability estimates

This is a summary table of some previously gathered data and calculations.

How to fill it in: You should be able to gather this data from the other tables that you have completed.

Affordability estimates			
Family of four	**<50%**	**<80%**	**<95%**
Maximum price of affordable housing unit			
Maximum affordable monthly payment			
Estimated percentage of all owner units that are affordable*			
Estimated percentage of all rental units that are affordable*			
*These estimates are made without regard to unit size (number of bedrooms and are based on 1990 Census value and rent distributions).			

Table 10: Unmet needs

How to fill it in: Determine the number of house-holds by household type (single, family, elderly) with housing needs.

Determine the number of these households in assisted housing; and calculate unmet needs by subtracting those in assisted housing from those in need.

Sources of data: The local HUD office may be able to assist you or have the data accessible. Also local housing authorities, and the Rural Housing Service are sources.

Unmet needs							
Household Type	**Very low income[1]**				**Low Income in need**	**Moderate Income in need**	**Total Unmet needs**
	In need	**In assisted housing[2]**	**Unmet need**	**% served**			
Elderly							
Family							
Single							
Total							
[1]Homeless households are not included in these estimates.							
[2]Disabled low-income, single-person households are eligible for assisted housing. They are counted in this table in the figures for family and elderly households in assisted housing.							

Table 11: Assisted Housing (number of households)

How to fill it in: This is a difficult table to fill out, because data is hard to get. Other housing organizations in your area may have collected some of this data. Other sources are case management persons in your area and the state and local social services agencies that deal with these programs and people.

Assisted housing (number of households)				
	Total	**Elderly**	**Small family units** 2 or less bedrooms	**Large family households**
Public housing				
Section 8:				
New construction				
Certificates				
Vouchers				
Moderate rehabilitation				
Section 236				
Rural Housing Service				
All programs				

Table 12: Unmet needs by special population

How to fill it in: The process is similar to the above table on unmet housing needs

Unmet needs by special population				
Special need group	**Number in need**	**Served by available resources[1]**	**unmet need**	**Percentage served**
Homeless				
Families				
Single adults				
Youth				
Domestic violence				
Prevention-emergency rent assistance				
Physically disabled (disabled in need)				
Frail elderly				
Non-elderly				
Developmentally disabled (in need)				
Chronically mentally ill (in need)				
AIDS				
Farm workers				
Total[2]				

[1]If 0, the community has no resources available.
[2]Excludes homeless prevention-emergency rent assistance.

All the tables here and the instructions are based on the following source: State of Washington, Department of Community Development, Housing Division, Growth Management Division, Assessing Your Community Housing Needs, June 1992.

Housing conditions assessment worksheet

You should collect data for the age of the housing stock, units needing repair, substandard or unsuitable for repair, and overcrowded units and concentrations of overcrowding.

For age and condition, the local assessor's office is a useful place.

Another way to get information is to do a windshield survey.

Housing conditions											
		Indicators of substandard conditions									
Area	Number of units	Lacking complete plumbing		Lacking complete kitchen facilities		Lacking insulation		Sub-standard external conditions[1]		Over-crowded[2]	
		#	%	#	%	#	%	#	%	#	%
North											
South											
West											
East											
Downtown											

[1]Examples: roof and gutter replacement needed; structural problems; sagging roof, windows/doors out of line; foundation problems; peeling paint

[2]More than one person/room

Source: State of Washington, Department of Community Development, Housing Division, Growth Management Division, Assessing Your Community's Housing Needs, June 1992.

Windshield survey techniques

The housing task force must clearly define its objective for the windshield survey, then select from the following items the specific elements to meet that objective.

Getting started

In planning for the windshield survey, obtain and check the following valuable resources, as appropriate.

▶ Recent state highway map and local street map. Size and distances have a direct influence on the community's housing market. Check the following items to map out the survey or tour itinerary:

▶ Proximity of town to major roads and interstate highways

▶ Distances to other communities within a 50-mile radius (note comparative size)

▶ Other notable features: geographic (major rivers, reservoirs), nearby state parks, (regional) airports, special institutions (e.g., Job Corps site, etc.)

▶ Study the street pattern/layout: Identify local vs. collector vs. arterial streets. The layout should control the amount and speed of traffic in residential neighborhoods.

Phone book

▶ Study the white pages for clues to the ethnic makeup of the community

▶ Study the Yellow Pages—an inventory of local housing providers (developers, builders, lenders, apartment complexes, etc.), housing-related businesses and government agencies, churches, transportation resources. Note their addresses on the local street map.

Local newspaper

▶ Study the housing classified advertisements, real estate listings and "open houses," plus public notice of zoning hearings, etc.

Windshield survey process

As each of the sections is completed, note the presence or absence of the items listed. If present, note and record their location, type, number or amount, size, age, condition or use as appropriate.

Location/access/circulation: Drive into and around town, noticing the approaches to the community, including:

▶ Type of highway(s) entering/leaving town

▶ Outlying housing (e.g., housing sprawl, suburbs)

▶ Streets: surface (paved vs. gravel, etc.), level of maintenance, curbs and gutters; designed for both pedestrian and auto safety

▶ Signs for local housing developments, businesses, churches, and service clubs can reveal community identity (e.g., "The home of the.....")

▶ Do railroad tracks divide the community? Is housing on "other side of the tracks" different?

▶ Evidence of public transportation—bus depot, taxi, senior citizen mini-bus?

Residential areas/neighborhoods

As you drive around, notice:

▶ Various neighborhoods and their character: numbers of mailboxes on houses; cars parked on the street; evident racial/ethnic concentration

▶ Variety of housing types: single-family, multifamily, townhouses, manufactured housing, nursing homes, mobile home parks, (identifiable) subsidized housing

▶ Residents' apparent ages (e.g., toys in yards) and income levels (indicated by housing size and amenities, cars, boats, etc.)

▶ Compatibility of mixed/different housing types and densities

▶ Housing conditions, fire and safety hazards, and zoning violations

▶ Short walking distances to shopping; sidewalks in good condition; off-street parking available (streets don't become evening "parking lots")

▶ Neighborhoods are all-residential or include "life stage facilities" (e.g., child care and youth centers, senior centers, etc.)

Educational, cultural and religious facilities

Look for the following:

▶ Elementary, middle and secondary schools. The school bus parking lot may reveal approximate size of the school district

▶ Age and condition of educational facilities may indicate community pride, values, and/or level of local government indebtedness

▶ Public library, museum or cultural center(s), community theatre, band shell, etc.

▶ A parochial or private school may show strength of one religious group

▶ Location and denomination of churches

Downtown and other business districts

▶ Commercial/service district all in one central area, on the outskirts of town, integrated with residences, or all of the above

▶ Types of businesses include chain stores and franchises

▶ Local and nearby community license numbers on cars parked at businesses

Municipal facilities/ services

Find the following:

▶ City Hall and county court house.

▶ Health/safety: Police and fire stations, hospitals, clinics, mental health facilities

▶ Water/sewer facilities: Water tower and treatment plant, sewage treatment plant or lagoons

▶ Parks/recreation: Adult vs. children's vs. mixed-age facilities; swimming pool, ballfields, and overnight camping facilities available

▶ Parking facilities adequate to sustain businesses and on-street residential parking.

Evaluation of neighborhood housing

In addressing community objectives related to housing preservation or rehabilitation, the housing task force may wish to use the following checklist to perform an exterior evaluation of each block or neighborhood. In addition to the items below, the local housing code may list other exterior features and conditions that may affect the health, safety and general welfare of housing occupants.

Judge housing condition and level of maintenance and repair in specific, measurable terms that can provide a basis for determining suitability for rehabilitation. Separate major from minor repair needs, and try to avoid evaluations based primarily on aesthetic values or preferences.

❑ Are sidewalks in good condition?

❑ Entry steps should be sound, with handrails if more than four steps are present.

❑ Porch floor should be even and sound, without decayed wood, holes, or loose boards.

❑ Entry/stairs should have an exterior light.

❑ Storm doors and windows, plus (insect) screens should be in place.

❑ Door/window frames should be in good condition and weathertight; no cracked, broken, or missing glass.

❑ Chimney should be structurally safe with no missing mortar or bricks.

❑ Roof: no missing shingles or other defects that might admit rain or snow.

❑ Structural lines (roof ridge, walls) should be straight, level and plumb, with no sags, bulges or bows.

❑ Exterior walls/siding should be without holes, breaks or loose/rotting timbers that might admit rain or dampness.

❑ Gutters and downspouts should carry water and snowmelt to the ground without touching the house or creating puddles or icy patches next to the foundation.

❑ Exterior paint should not be peeling, chipped or flaked.

❑ Foundation walls should have no cracks wider than 1/4-inch.

❑ Accessory structures (garages, sheds) should be structurally sound and in good repair.

❑ Garbage and trash should be kept in closed containers; no accumulation of rubbish or other sanitary hazards.

❑ Landscaping: well maintained, with no excessive weeds or tall grass.

❑ Is off-street parking available in places other than lawns?

After the windshield survey

To complement the windshield survey, review housing/health/fire code inspection reports, check on utility disconnections, or possibly conduct a door-to-door survey in the neighborhoods of concern.

Appendix 3

Examples from plans

Below is an example of a housing plan prepared by the City of Superior, Wisconsin. It is specifically part of a process to receive funds from the U.S. Department of Housing and Urban Development. A community profile, housing and development needs, and development strategies are outlined. A brief one-year action plan is also described.

Superior, Wisconsin— Consolidated Plan

Citizen's summary

The city of Superior is located at the western end of Lake Superior in Douglas County, Wisconsin. Promoted to eastern interests as the "Chicago of the North" in the 1800s, Superior quickly developed as a port, first handling lumber, then grain from the Red River Valley, and by the late 1800s, iron ore from the Missabe Range. Growth was rapid during this time, and housing was built inexpensively, often employing less than desirable construction methods. Much of that pre-1900 housing still stands today.

Action plan

For the first year of the Consolidated Plan, housing needs predominate in the planned use of $1.4 million in Community Development Block Grant (CDBG) funds.

Citizen participation

The city of Superior's Common Council designated its Department of Planning and Development as the lead agency for preparing this Consolidated Plan. Department staff worked closely with the mayor's office and with several public and private organizations, including: the Common Council and city administration, Superior Housing Authority, Douglas County, Northwest Community Services Agency, Salvation Army, Catholic Charities Bureau, Solid Rock Mission, and dozens of other local housing and service providers.

The city met with citizens and agencies to gain information and insight into Superior's housing and community development needs. In August 1994 the city held a public hearing on housing and community development issues and concerns; a second hearing on the draft Consolidated Plan was held 2 months later. Notice of each public hearing was published in the official newspaper, and notices were distributed to other regional media.

Community profile

Superior's motto— "Where Sail Meets Rail"—underscores the community's economic foundation. Shipping and railroad operations continue to be important to the local economy. However, changes in world markets, technology, and products have greatly reduced the number of people employed in these enterprises. The government, retail, and service sectors have

become major local employers. In many ways Superior has become a bedroom community to Duluth, its larger sister across the bay.

One result of the shifts in the regional and city economies has been a gradual erosion of higher paying jobs and their replacement by generally lower paying retail and service sector jobs. Between 1980 and 1990, Superior experienced a 13 percent decline in total employment. When Superior's increase in median income from $20,505 to $31,800 during the 1980s is adjusted to account for inflation, city residents actually lost ground in comparison to the rest of Wisconsin.

The general slide in the regional and local economies was mirrored by a decline in population. From 1970 to 1990, Superior lost about 5,100 people, although recent estimates suggest that the population has stabilized at just over 27,000 people. Much of this loss can be attributed to the out-migration of older workers who could not take early retirement or find new employment locally. Superior's population also underwent a slight change in composition. From 1980 to 1990, the percentage of elderly residents increased from 16 to 18 percent, and the proportion of children under age 18 decreased slightly. National and regional trends suggest that the number of elderly will continue to rise (with significant increases in those over age 75) and the number of children will decrease.

Over one-fourth of Superior's households have very low incomes, earning less than 50 percent of the city's median family income (MFI). Another 18 percent are considered low-income households (51-80 percent of MFI). Just under 13 percent of all Superior families were in poverty in 1990. However, the effects of poverty were felt disproportionately by certain demographic groups: as many as 41 percent of female-headed, single-parent households lived in poverty in 1990. Superior's small minority community has also been uniquely vulnerable: 72 percent of Asian Americans are in poverty, as are 39 percent of Native Americans, 33 percent of Hispanics, and 21 percent of African Americans.

Poverty has exploded among local youth. Between 1980 and 1990, the number of children living in poverty increased by 66 percent to 1,837. In 1990, 27 percent of children under age 18 lived in poverty, compared to only 10 percent of elderly persons.

Housing and community development needs

Conditions

The gradual shift in the local economy to lower paying jobs is expected to continue. Higher paying manufacturing and transportation employment is slowly disappearing and being replaced by lower paying positions in other economic sectors. If unchecked, this process will restrict the amount of private resources available for the purchase or rental of housing or for investment in its rehabilitation by landlords or homeowners.

Housing needs

Low-income households have a difficult time finding affordable housing when all housing costs are considered. While many units have low rents, their poor condition can lead to utility bills that easily double or even quadruple monthly housing costs. According to 1993 estimates, approximately one in seven owner-occupied homes and one in four rental units in Superior were substandard.

Apart from the fundamental economic shift noted above, there are no major changes anticipated in the local economy or in specific neighborhoods that would create pronounced effects on Superior's housing situation. No large redevelopment or transportation projects are foreseen that would necessitate the loss of units, nor are there any major economic actions that would generate demand for new homes or depress the market.

Housing market conditions

Superior's housing stock totals nearly 12,000 units, of which more than one-third are rental. The rental stock is well balanced, with 42 percent of these being two-bedroom units, 36 percent being studio or one-bedroom units, and 22 percent being three-bedroom units. According to the 1990 census, Superior's rental market had a healthy vacancy rate of 5.3 percent. Since then, however, informal indicators suggest that the rental market has softened.

Affordable housing needs

There are many people living in undesirable conditions, doubled or tripled up with friends and relatives or living in substandard housing. Many are temporarily living out of town because there is no affordable housing for them in Superior. Superior's housing conditions contribute to affordability problems and perhaps even homelessness. Many people rent a home or unit in the summer, but once the heating season begins, find fuel costs to be excessive. These costs, which can be several thousand dollars, eventually force them to move out.

Homeless needs

There are no firm counts of Superior's homeless population, although one recent estimate places the number at 50. Nearly half of these individuals are served by emergency shelter and 13 are served by transitional shelter. There are about 11 unsheltered homeless persons. However, both stringent residency requirements for the provision of welfare benefits and the availability of more homeless services in nearby Duluth tend to divert transient homeless or near-homeless persons away from the community. Superior has many individuals who may not be technically homeless but are living in overcrowded conditions with friends or relatives or in exceptionally substandard housing. If better quarters were available and affordable, these individuals would move.

Superior has several good facilities and services in place for homeless and near-homeless persons. The primary contact point for this population is the Salvation Army, which

helps to provide or coordinate emergency shelter, temporary housing, emergency financial support, and other housing-related assistance. Two other facilities are the Center Against Sexual and Domestic Abuse (CASDA) and Solid Rock Mission. CASDA provides emergency shelter and short-term transitional housing for women and their children, as well as legal support, crisis counseling, and community education. Solid Rock Mission provides transitional housing for men and operates a soup kitchen that serves 50 to 70 people daily.

Various homeless service providers reported, however, that there are several categories of homeless persons not adequately served in Superior. These include: single women and single women with children in nonabusive situations, single men with children, and intact families that have lost jobs or have other personal issues. In times of excess demand on Superior facilities, agencies will refer clients to programs in Duluth, Ashland, and Ladysmith.

Public and assisted housing needs

The Superior Housing Authority (SHA) directly provides public housing in two forms — large public housing developments and scattered-site housing. SHA's current public housing stock totals 464 units, of which 19 percent are one-bedroom elderly households.

SHA's units are typically full with a vacancy rate of 3 percent or less. More recently, however, because of vigorous campaigns by management and residents to get rid of

undesirable residents (for example, drug users or those affiliated with gangs), higher vacancy rates have occurred. As of September 1994, SHA's vacancy rate was 11 percent, and the waiting list was empty. SHA is attempting to reduce this figure through marketing efforts and by seeking changes in regulations to permit remodeling of units to make them more attractive to prospective tenants.

In addition, SHA operates a self-sufficiency program that establishes an escrow account on behalf of participants who gain increased employment income. After 5 years, if successful completion of the program occurs, the money can be obtained by the participant for any personal use. SHA also supports self-employment opportunities for residents, including training, hiring of residents to conduct SHA work, and internships.

SHA also administers the Section 8 program for housing certificates and vouchers. As of September 1994, SHA had 106 certificates and 64 vouchers. Nearly half of the certificates were for two-bedroom units, and an equal percentage of one- and three-bedroom units were used (about one-fourth). There were 80 households on the waiting lists for certificates and vouchers, as compared to 160 households the previous year.

Other assisted housing is provided in Superior through numerous privately sponsored communities, which provide subsidized housing for the elderly, physically disabled, and low- and moderate-income households. The privately developed family communities are pro-

vided by Bartley Manor, Woodland Way, and Superior Townhouse, which collectively provide 190 two- and three-bedroom units. The four communities that provide the elderly with subsidized housing are Lund and Hill Apartments, Phoenix Villa Superior, Royalton Manor, and Superior Golden. Of these 506 units, almost all of them are one-bedroom units.

Barriers to affordable housing

There is a shortage of multifamily housing sites. Some undeveloped land zoned for this purpose is restricted by the presence of wetlands. Other sites are in neighborhoods where prevailing rents are not high enough to financially support a new development. In other areas small lots prevent placement of a multifamily structure and the required off-street parking. Another barrier to affordable housing is the reluctance displayed by most neighborhoods to accept public housing. This includes neighborhoods that feel they already have too many such units and those with few or no public housing units.

Fair housing

The city promotes fair housing through its Community Housing Resource Board, enforcement of the city's fair housing ordinance, and promotion of the toll-free housing discrimination/conditions hotline operated by the Consumer Affairs Division of the Wisconsin Department of Agriculture.

Lead-based paint

Using census figures and national findings, it is estimated that 66–84 percent of Superior's housing units

have lead-based paint. This range is broad but clearly defines the potential enormity of this problem. SHA eliminated all lead-based paint hazards in its units by 1986.The Douglas County Health Department has received funds from the Wisconsin Division of Health to conduct screening of children for elevated blood-lead levels, and the county will test any home upon request. In the past year, the county tested 45–50 units, most of which were in Superior, and all but one had lead sources. The county is currently meeting with state and U.S. Department of Housing and Urban Development officials to examine expansion of the program, with the possible inclusion of funding assistance for remedial actions.

Other issues

Special housing problems exist in Superior for individuals with chemical dependencies, especially alcoholics. To help this population, the county subcontracts with the Duluth Detoxification Center to provide initial emergency housing and programming. From there these individuals enter residential and outpatient treatment provided by the Recovery Center, Inc., which is under contract to the county.

Mental health professionals have reported that persons with mental illness experience housing discrimination. They report the following: a lack of affordable housing exists for this population; most housing available to these persons is substandard; there is insufficient compliance with the updated housing rules and regulations under the Americans with Disabilities Act; and there are gaps in the support services delivery system for these individuals.

There are no dedicated facilities or services in Superior for persons with HIV/AIDS. Although the AIDS epidemic has not fully struck in Superior, trends indicate that the number of cases will rise. County officials use national estimates that the number of persons who are HIV positive may be 10 times the number of reported AIDS cases; this means that 40 to 50 more AIDS cases could develop in Superior during the next decade.

A growing challenge to public housing programs is to maintain the livability of existing elderly housing units while actively offering alternative living arrangements. This can include in-home support services to help maintain the elderly household's current home. It may mean establishing adult day-care services to provide more social contact for elderly residents and to allow family caregivers to work, shop, or attend to other household business.

Community development needs

Priority community development needs exist in the areas of youth services, energy efficiency improvements, and lead-based paint hazards. With regard to youth services, emphasis is needed on services that connect youth to the community, encourage responsible living, deter crime, and assist youth in resolving crises in their lives.

Housing and community development strategy

Housing and community development objectives and priorities

Over the next 5 years, the city of Superior will focus on three main goals for its housing and community development activities:

▶ An adequate supply of quality housing so that safe, affordable, and appropriate housing opportunities are available for all residents.

▶ Residential neighborhoods of desirable quality and stability, with each neighborhood comprised of a representative mix of Superior's citizens in terms of race, income group, and household type.

▶ Creation and preservation of citywide employment opportunities across the entire spectrum of job skills, with special emphasis on the creation of jobs. These jobs should be appropriately compensated and likely to remain in strong demand in the economy for the foreseeable future.

Housing priorities

The city of Superior has assigned high priority to assisting cost-burdened extremely low-income renter households, very low-income elderly and small-family renters, and low- to extremely low-income homeowners living in substandard houses.

Nonhousing community development priorities

Nonhousing community development priorities established in the planning process are:

▶ The support of youth services focused on providing opportunities for recreation, job and skills training, access to services, and counseling.

▶ The improvement of energy efficiency to reduce heating costs in the city's older housing stock.

▶ The reduction of residential lead-based paint hazards.

Antipoverty strategy

Superior's antipoverty strategy is contained within a multilevel approach to overall economic development. In coordination with the Superior-Douglas County Development Association, the city will continue its overall economic development efforts to attract new businesses, encourage the expansion of existing ones, and support the development of indigenous businesses.

Housing and community development resources

To carry out its plan, the city of Superior will use CDBG funds, and the city's Department of Planning and Development will coordinate the activities of numerous public and private resources to address the needs of this Consolidated Plan. In addition to these financial resources, the city also has access to undeveloped city-owned land and other public lands that may be available for housing and community development activities. The city has used this land in the past for homeownership, new construction,

and economic development. These options remain available and will be exercised by the city for appropriate projects.

Coordination of strategic plan

Superior's Department of Planning and Development will coordinate delivery of housing and community development activities by working closely with the city, public and private housing providers, social service agencies, other housing service providers, and those interested in community development. In addition, the city plans to formally establish a Citizens Advisory Committee to provide direction and community input, assist in the annual planning process, and prepare recommendations to the Common Council for the annual action plan.

One-year action plan

Description of key projects

For Fiscal Year 1995, the main CDBG activities will consist of housing rehabilitation and public facility construction/rehabilitation. Key programs planned for the first year of the Consolidated Plan include:

▶ Establishing a multipurpose job center, or business incubation center, at 1505 North 8th Street. Rehabilitation activities at this location will include building alterations and an addition to the structure ($150,000).

▶ Constructing a hydroponic greenhouse at 39 North 25th Street. The greenhouse will employ recipients of Aid to Families With Dependent

Children and developmentally disabled individuals ($150,000).

▶ Building an addition to the Deetz Center at 6th and Catlin to provide a Boys and Girls Club to area youth ($50,000).

▶ Rehabilitating 18 single-family homes citywide ($200,000).

Source: Consolidated Plans—HUD

For the complete list of Wisconsin's communities' consolidated plans, visit
http://www.hud.gov/states. html

For only the executive summaries, see:
http://www.hud.gov/cpes/wi/ wisconsi.html

Denver Comprehensive Plan, 1988

Strategy 1: Stimulate housing development.

Action 1: Streamline permitting processes, implementing one stop permitting.

Action 2: Centralize decision-making on site review and approval of development.

Action 3: Evaluate gaps in the Denver housing market and develop strategies that address how and where these gaps can be addressed.

Action 4: Update the City's Unified Housing Plan and biannual Skyline expenditure program

Strategy 2: Develop more housing in and around Downtown.

Action 1: Develop a demonstration housing project in the core area, consisting of moderate density

rentals which are targeted to a segment of the market which is unserved at present.

Action 2: Amend the Zoning Code to encourage the construction of moderate density housing in transition areas around Downtown.

Strategy 3: Assure affordable, acceptable housing.

Action 1: Expand code enforcement on a targeted basis as identified through the neighborhood planning process and requests of Council members. Target four neighborhoods per year.

Action 2: Create financing mechanisms for non-profits to take advantage of opportunities presented by the current poor housing market by buying bargain-priced apartment buildings to assure their affordability into the future.

Action 3: Assist as needed the efforts of the Housing Authority to buy FHA, VA and other repossessed houses on a scattered site basis in order to provide affordable housing in all neighborhoods and to return abandoned housing to the condition required for reoccupation.

Source: 1988 City of Denver Comprehensive Plan. December 1988. Denver, CO: Office of Planning and Development.

1993 Housing policies

▶ Promote fair housing.

▶ Discourage high concentrations of low- and modest-cost housing in any portion of the City.

▶ Encourage the appropriate use of Federal, State, local, and other financial resources in order to obtain funds and other incentives that will promote the accomplishment of an appropriate amount of affordable housing and opportunities for rehabilitation of the existing housing supply.

▶ Adopt and enforce the necessary codes and inspection procedures, including a Truth-In-Housing Program, to insure the continued maintenance of Hudson area housing.

▶ Continue to provide a balance in the City's housing stock in order to provide a variety of housing types to serve all stages of the life cycle. Investigate Federal, State, local, and other financial resources in order to obtain funds and other incentives that will assist in promoting this variety of housing.

▶ Allow the integration of varying types and sizes of housing units within the City when appropriate buffering and compatibility issues have been addressed.

Housing implementation program

The purpose of this section is to identify the specific actions that the City will undertake to ensure the desired results of the previously stated Housing Policies.

The City of Hudson has two distinct housing styles. Housing in the older part of town is typical of homes built before World War II. Narrow lots, short (20 feet or less) setbacks, and two-story porched homes exemplify housing in the older parts of Hudson. In the newly developed areas of Hudson and in the Townships, a more rural-suburban style home is prevalent. These homes are usually two-story ramblers that touch a variety of architectural styles and are placed on large lots, setback 30 feet or more from the lot line.

As the transition area between old Hudson and the unsewered rural subdivisions develop, the City has a great opportunity to combine both the traditional and rural aspects of its housing stock. By doing so, new subdivisions could reflect the more traditional approach of the older parts of town while providing the type of housing that new home owners demand and want. Basically this would mean a traditional neighborhood look along the street with porched houses, garages in the back, narrow streets with sidewalks and boulevard trees. An open country setting would be maintained in the rear yards.

This can be accomplished in a variety of ways. New subdivisions could be required to have narrow, long lots with short front yard setbacks.

Back yards would consist of connecting open space. Roads would be narrow with sidewalks and boulevards. These boulevards would be heavily landscaped and would include native trees and frequent streetlights. In areas near heavy traffic or industrial areas, berming would be required, as well as open space suitable for separating dissimilar land uses.

By incorporating these elements into new subdivisions, the City will ensure that there would be a positive transition from the traditional "home town" feel of the central core of Hudson to the curvilinear suburban tracts in the Township. In the end this will help maintain the values of Hudson's older homes, preserve the charm and small town attraction of Hudson, more efficiently use existing streets and utilities, and provide open space for recreation, wildlife habitat, wetland preservation and country aesthetics.

Following are the actions the City will take to provide for this transition and to ensure the availability of the quality housing for present and future residents.

Maintenance and rehabilitation

Since many of the City of Hudson's housing units are relatively old, it is important that the City have in place a series of actions designed to maintain and preserve housing for its residents. Thus, the City of Hudson will take the following actions to encourage the maintenance and rehabilitation of its housing stock.

▶ Utilize regional, state, and federal maintenance and rehabilitation loan and grant programs.

▶ Pursue loan and grant programs to increase the energy efficiency of the Hudson area housing stock.

▶ Continue to monitor the condition of its housing stock by conducting a housing survey every five years and adopting programs as necessary to maintain the quality of existing housing.

▶ Strictly enforce housing codes and inspection procedures to ensure that the Hudson area's housing stock remains in good condition.

▶ Adopt additional housing codes, including a Truth-In-Housing program.

▶ Examine the possibility of expanding the 3rd Street/Vine Street Historical District into more residential areas of the City, where appropriate.

▶ Create a new zoning ordinance to support traditional housing developments.

Housing affordability

In order to provide affordable housing for all those who chose to reside in the Hudson area, the City will take the following actions.

▶ The City will encourage the use of regional, state, and federal housing subsidy programs for low and moderate income households.

▶ The City will encourage scattered site development of low and moderate income housing units.

▶ The City will encourage innovative clustering and zero lot line approaches.

▶ The City may consider increases in densities of up to 25 percent with guaranteed affordable purchase plans.

Aesthetics, woodland preservation and open space

▶ Where new subdivisions occur, the City will encourage the following actions to maintain and preserve these areas and to provide open space for City residents.

▶ Require aesthetic easements to preserve wooded areas.

▶ Require reforestation of graded areas.

▶ Maintain trees and retaining walls near the right-of-way.

▶ Control construction, including utilities, to minimize soil compaction and root damage.

▶ Require narrower streets in new subdivisions and provide sidewalks whenever possible.

▶ Examine the ideal ratio of developed area versus preserved area in wooded subdivision. Adopt a tree preservation ordinance and master tree plan.

▶ Promote landscape requirements, including landscaping for energy conservation.

▶ Require the linkage of parks and open spaces, schools and other recreational areas with walking and bicycle trails.

▶ Encourage the development of resident-owned open space areas.

- Encourage narrow lots and shorter setbacks with connecting open space in new subdivisions.

- Encourage parallel parking on most streets. House lots, if less than 50 feet wide, should provide alleys so that garage doors do not overwhelm the street facades.

- Require that buildings and trees be aligned along streets and squares in a disciplined manner. At local street intersections, the radius at the curb should not exceed 15 feet to maintain a viable pedestrian crossing distance and to reduce the speed of automobiles making the turn.

- High capacity streets within urbanized areas should have the geometry of avenues and not of highways. Highways should be reserved for the countryside and in most cases built free of strip development.

- New subdivisions should adhere to ponding as set forth in the stormwater section of this plan.

Diversity of housing stock

In order to provide housing to all who want to reside in the Hudson area, the City will implement the following actions.

- Pursue a strategy of providing a variety of housing styles and types for residents of all income levels and housing needs.

- Diversify neighborhood areas so that one housing style, density, or value does not dominate the area. Pursue strategies to increase homeownership in the Hudson area.

- At the same time continue to provide adequate rental housing for those who are not able or do not want to purchase a home.

Elderly housing

As the Hudson area population ages, there will be an increased demand on the City to provide a variety of housing types to seniors. In order to meet this demand, the City should take the following actions.

- Encourage the development of housing for residents of all life cycles.

- Locate elderly housing in downtown areas so that residents are in close proximity to services and shopping opportunities.

- Provide a diversity of housing types for elderly residents, including single-family attached homes and high density residential units.

Source: City of Hudson, Comprehensive Plan, 1993.Hudson, WI.

Appendix 4

References

Belden, J. and Weiner, R. eds. 1999. *Housing in Rural America: Building Affordable and Inclusive Communities*, Thousand Oaks, CA: Sage Publications.

This book covers a wide range of topics from the conditions and context of rural housing to the range of people and places that are lack affordable housing to the role of private and public money to creative solutions. There are chapters on homelessness, housing for farmworkers, and housing for the elderly.

Belden, J. and Weiner, R.1995. *A Home in the Country: The Housing Challenges Facing Rural America.* Washington, D.C.: Fannie Mae Office of Housing Research.

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Dolbeare, Cushing. 1990. *Out of reach: Why everyday people can't find affordable housing.* Washington, D.C.: Low Income Housing Information Service.

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Moore, Brenda. 1992. "Not in My Backyard: Removing the Barriers to Affordable Housing—A Review and Critique." *Planning And Zoning.* April: 12–17.

Municipal Research & Services Center. 1992. *Affordable Housing Techniques: A Primer for Local Government Officials*, Kirkland, Washington. Report No.22, April.

This report lists 18 land use techniques that can assist a community in providing more affordable housing.

Ohm, Brian.1999. *Guide to Community Planning* (G3697). Madison, WI: UW Extension Publications.

This guide outlines planning resources and tools available to local communities. One chapter focuses on housing.

Roleff, Tamara, ed.1996. *The Homeless: Opposing Viewpoints.* San Diego, CA: Greenhaven Press.

Discusses such questions as: Is homelessness a serious problem? What are the causes of homelessness? What housing options would benefit the homeless?

Sherblom, Becky. c.1992. *A New Approach to Homelessness: a Guide for Local Governments.* The ICMA Consortium on Homelessness, Washington, D.C.: ICMA.

State of Washington. June 1992. *Housing Your Community: A Housing Element Guide.* Department of Community Development, Housing Division and Growth Management Division.

This report focuses on a process that Washington State counties can use to prepare a housing strategy. It is useful to see how other states are looking at this question.

State of Washington. June 1993. *Assessing Your Community's Housing Needs.* Department of Community Development, Housing Division and Growth Management Division.

As an extension of the previous report, this one is a step-by-step guide in how to conduct a housing needs assessment.

State of Washington. June 1993. *Small Communities Guide to Comprehensive Planning.* Department of Community Development, Housing Division and Growth Management Division.

Yet another report from Washington State which outlines what a housing element within a comprehensive plan might look like. It includes goals, policies and objectives for each element of the plan.

U.S. Department of Housing and Urban Development. 1993. *National Analysis of Housing Affordability, Adequacy, and Availability: A Framework for Local Housing Strategies.* Washington, D.C., November.

This report explains the federal government's framework for local housing strategies which is based on the passage of federal legislation, the National Affordable Housing Act of 1990. This act required states and localities to prepare a Comprehensive Housing Affordability Strategy (CHAS). This report allows for states and localities to compare their situation with regional and national housing trends.

U.S. Department of Housing and Urban Development. 1991. "Not In My Backyard: Removing Barriers to Affordable Housing" Washington, D.C. Weisberg, Barbara. 1993.

"One City's Approach to NIMBY: How New York City Developed a Fair Share Siting Process." The Journal of American Planning Association 59,1: 93-100.

Web sites

American Planning Association

http://www.planning.org/

This site offers a variety of information about the association. It has a large publications list that is very useful to all kinds of planning related issues.

Also see APA policies by going to APA; select legislative and policy issues.

http://www.planning.org/govt/govtaffr.html

Another useful spot is the Planning Advisory Service. PAS reports can be accessed at

http://www.planning.org/pas/pas.html#REPORTS

When you go to the housing section of this site, it has a list of data, report links, and related sites links.

U. S. Census

http://www.census.gov

The housing section of this site lists data, report links and related sites.

Cornell University: Department of Urban and Regional Planning

http://inet.crp.cornell.edu/home

This site has useful links to data sources and other links. Choose Links for Planners to get there.

The Co-Housing Network

http://www.cohousing.org

This is a coalition of people working to promote cohousing and help people start cohousing communities.

Internet Resources for the Built Environment

http://www.cyburbia.org

This site has a list of over 7,500 links in its resource directory. There is a planning resource directory which has a list of housing related sites. Also, an architectural resource directory that focuses on buildings, construction, historic preservation and green architecture.

U.S. HUD

http://www.hud.gov

This site lists all the available programs from HUD. It also has information on mortgages, best practices, etc.

HUD's Wisconsin Office

http://www.hud.gov/local/mil/

This site is focused on Wisconsin's housing and community needs.

Consolidated Plans—HUD

http://www.hud.gov/states.html

For the complete list of Wisconsin's communities' consolidated plans.

For only the executive summaries, see

http://www.hud.gov/cpes/wi/wisconsi.html

HUD user

http://www.huduser.org/

This is an information site—the primary source for Federal Government reports and information on housing policy and programs, building technology, economic development, urban planning and other topics.

USDA—Rural Development

Development ideas that work

http://www.rurdev.usda.gov/ideas/idea_menu.html

This site highlights case studies that effectively demonstrated aspects of rural development.

Developing Community Housing Needs Assessments and Strategies: A Self-help Guidebook for Nonmetropolitan Communities, Marjorie Jensen and Christine Cook, September 1992.

http://www.exnet.iastate.edu/Pages/housing/data-assess.html

Next, select American Association of Housing Educators to reach the guidebook.

This is a thorough and easy to reach and use guidebook. It covers lots of aspects of housing, although it focuses on housing affordability.

Department of Administration, Division of Housing, State of Wisconsin

http://www.doa.state.wi.us

From select a page, choose Housing

This site includes data on fair market rents for Wisconsin counties and program information for a wide variety of programs such as HUD's consolidated plans, Housing Information

Service, homeless programs, energy assistance, CDBG Small Cities housing program and housing cost reduction initiative.

Housing Assistance Council

http://www.ruralhome.org/

The Housing Assistance Council is a national nonprofit corporation created to increase the availability of decent housing for rural low-income people. Established in 1971, HAC provides seed money loans, technical assistance, program and policy analysis, research and demonstration projects, training and information services to public, nonprofit and private organizations. Contact HAC for information on local resources.

Migrant Farmworks: HUD Resources on Farmworkers and Colonias

http://www.hud.gov/migrant.html

This section of the U.S. Department of Housing and Urban Development home page contains listings and links to a wide variety of resources for individuals and organizations interested in farmworker housing.

State of the Nation's Housing 1998 (a report)

http://www.gsd.harvard.edu/jcenter/sonh1998

This site is a report that can be downloaded and printed.

Affordable housing

http://www.planningcenter.com/Ahousing.htm

National Association of Home Builders

http://www.nahb.com

National Housing Institute

http://www.nhi.org

This non-profit organization focuses on affordable housing in a community context. It publishes Shelterforce which is available by subscription either on-line or in hard copy.

National Low Income Housing Coalition

http://www.nlihc.org

This site focuses on affordable housing issues.

The Very Best Housing Statistics

http://www.housingusa.com

This site is subscriber based, but some data is available, mostly at a metropolitan level and only some metro areas are selected.

Congress for the New Urbanism

http://www.cnu.org

This organization "advocates for the restructuring of public policy and development practices t o support the restoration of existing urban centers and towns within coherent metropolitan regions."

Fannie Mae Foundation

http://www.fanniemaefoundation.org

The mission of the foundation is to "Transform communities through innovative partnerships and initiatives that revitalize neighborhoods and create affordable homeownership and housing opportunities across America."

The Cohousing Company

http://www.cohousingco.com

An architectural and consulting firm.

Land use

Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans, aim high in hope and work. Remember that our sons and grandsons are going to do things that would stagger us.

—Daniel H. Burnham, American architect and planner

Your community has identified land use as part of its vision. Why do communities need to be concerned about this topic? Because land use defines a community and can create a community image.

Land use planning considers both the current and future use of land in the community. The plan and tools to implement it shape development and form the basis for zoning evaluations and other kinds of development decisions. See the glossary in Appendix 1 for a definition of terms involved in land use planning.

The land use task force's job is to evaluate the need for a land use plan and to define its direction, scope and scale. In addition, the task force can evaluate the current regulatory framework (zoning and subdivision ordinances) and the public participation process. It can also conduct a survey to understand the community's views on growth and development.

In this chapter we recommend that the task force focus on two areas: 1) developing a land use vision; and 2) the pre-planning work necessary to create or update the community's land use plan. We do not recommend that the task force prepare an actual land use plan. We recognize that some communities may choose to develop a vision only for land use and not the overall community. The process described here will suggest a process for public participation in developing the vision and a plan for enacting it.

In considering a land use vision and a plan for planning, keep in mind the connections between land use and the other key areas in this manual and areas that could be affected by land use decisions. Some of the land use questions that communities face are:

▶ Is there enough land in the community's stock to meet all land use needs in the next 20 years?

▶ How much land is earmarked to accommodate future residential growth?

▶ Is there enough land? How about for all other kinds of land uses — commercial, open space, recreation, institutional, etc.?

▶ What is the current range of land use in the community?

▶ Is the amount of available land increasing, (for example, through extending urban service areas or annexations) with the pace of growth in the community? Or is the amount of available land decreasing in your community?

▶ If our economic development strategy is to attract new manufacturing firms, is there enough industrial land to accommodate new firms or expansions in our community?

▶ Is the land use distribution well-matched to the future land use needs in the community?

▶ Are some areas blighted? Abandoned? Polluted?

The process

Pre-vision

The land use task force that was organized at the end of the general visioning workshop should coordinate the land use workshop. Before organizing this event, the land use task force should consider the following:

▶ Why are we interested in examining land use?

▶ What do we hope to accomplish with a vision of land use?

▶ How will a land use vision improve existing community planning efforts?

▶ How will a land use vision complement the community vision?

▶ How will the land use vision complement other identified key areas?

Land use workshop

The land use task force should convene a land use workshop to prepare a key area vision statement and identify key sub-areas. To organize this event, refer to the first chapter on conducting the community workshop.

The kinds of people that should be invited to this event include:

▶ Regional, county, city planners.

▶ Real estate developers.

▶ Real estate agents/brokers.

▶ Engineering/planning firms in the area.

▶ Land trust organizations.

▶ Conservation/environmental/ outdoor groups.

▶ Business and industry.

▶ Transportation officials and bicycle/pedestrian advocates.

▶ Elected officials, such as mayor, town, village, county board, and city council.

▶ Plan commission.

▶ Local utilities.

Note: Do not forget to invite the general public.

One approach to developing a vision is to use the following question to help participants identify what they consider desirable land uses for the future:

It is the year 20xx (20–25 years in the future). Your community has successfully created the desired local land uses in your community. Describe your community in terms of those land uses.

The facilitator should keep the following questions in mind during the land use workshop.

Questions to guide the process

▶ *Does our community vision address land use issues?*

▶ *What is our current development pattern?*

▶ *What are the implications of this pattern?*

▶ *What is the link between planning and land use? Environment/natural resources and land use? Housing? Transportation? Etc.?*

▶ *What are the land use issues that need to be addressed?*

▶ *What distribution of land uses do we want in our community?*

▶ *In the next 10 to 20 years, what do we want our community to look like?*

Alternatively, see Appendix 2 for a sample visioning workshop.

Preparing a land use vision statement

Refer to the ingredients of a vision statement in Chapter 1. Appendix 2 provides sessions that can assist the facilitator in guiding the stakeholder group to define a land use vision. The vision statement prepared in this workshop will be critical when a land use plan is formulated. The land use plan will need to conform to the land use vision to be acceptable to the community.

Below are examples of land use vision statements. Appendix 3 contains a sample of a vision statement from the town of Lanark, Wisconsin. Although the following

visions are from Oregon, they represent good examples of land use visions.

The Corvallis, OR 2020 vision statement

Corvallis in 2020 offers balanced and diverse neighborhoods, incorporating mixed-use, that is accessible to residents without driving, which form the building blocks that support a healthy social, economic, and civic life. Neighborhoods can be defined by the characteristics of neighborhood identity, pedestrian scale, diversity, and the public realm. These characteristics are protected and enhanced in exiting neighborhoods and are included in the design of new neighborhoods.

Forest Grove, OR vision statement

Small Town Atmosphere Maintained – Forest Grove remained a unique community, a town with a friendly, relaxed personality and turn-of-the century charm. The focus of the community, downtown, is exciting both for its active mix of retail, entertainment and office uses and the well-maintained facades of its historic buildings. The downtown and Pacific University have grown together, a close relationship of campus beauty, pedestrian shopping opportunities and cultural amenities. Through protection of open space areas, a defined green belt around the community and agricultural land, Forest Grove has also maintained its rural heritage and character.

Newberg, OR Chehalem Future Focus - II

Plenty of open space with larger lots in the outlying areas; livable neighborhoods in the cities. Transportation choices include walking, biking, or driving. The Riverfront is linked to the cities' core areas.

Stayton, OR—Road to the Future

Balanced Development – We envision a community that balances and coordinates development to make for a more livable whole. "Mixed-use" development combines residential and commercial uses with open space and natural areas in a manner that enhances these individual elements. Pedestrian and bicycle paths link neighborhoods and the downtown district, reducing traffic congestion and promoting alternative modes of transportation.

Although each of these visions is similar in many respects, their uniqueness shines through so that a vision of place becomes possible.

First steps for a land use plan

Now that the community has completed its land use vision, the task force can move forward with figuring out how to make the vision a reality. This section is intended for the land use task force as it formulates the initial stages of a land use plan. It is not intended that the task force actually prepare a land use plan, but rather that it conduct the necessary pre-planning. The task force can then recommend to the local government whether a new or updated land use plan is needed. If

a new plan is deemed necessary, the task force can further recommend the elements it should contain, the process to use and the areas that need particular attention.

As the task force begins the next phase of the visioning process, it is imperative that individuals and groups reconvene to share the information they have gathered. Store the data in one spot where everyone in the sub-area task force can have access to it as they gather and analyze information.

Analyzing land use in your community

What can your community do to affect land use policies? How can the public become more involved in land use decisions, planning and policy making? This section will help the land use task force become more knowledgeable on local land use issues, the plans and regulations that govern how land use decisions are made and the kind of effort that is needed to create or update a land use plan.

This section is also intended to assist the task force in creating a set of recommendations for the local government. It focuses on making decisions about whether to recommend creating or updating a land use plan. Zoning codes, subdivision and other regulations are the enforcement tools or mechanisms that ensure the implementation of a land use plan. Although it is not a requirement in Wisconsin to prepare a plan, enforcement tools are only as effective as the plan they are created to implement. Note that the state's definition of comprehensive planning has changed under the new Smart Growth Law.

Many existing community plans are out of date (more than 20 years old) and do not represent current land use patterns or community goals. In some instances, because of the rapid pace of growth, plans may become outdated quickly. In addition, many places do not have a land use plan. According to a recent survey in Wisconsin, "as of the summer of 1998, 25 of 71 counties (35%) have land use plans; 152 of 189 cities (80%) have land use plans; 145 of 395 villages (37%) have land use plans; and 231 of 1266 towns (18%) have land use plans." (Ohm and Schmidke 1998).

It is important to recognize that for a land use plan to be effective and meaningful in the long run, it should be endorsed and approved by the local government—the community's elected representatives (the county, town or village board or city council). Because the local government regulates development, it must not only support the community's desire to pursue land use planning, but be prepared to endorse, approve and implement the plan. Procuring the local government's willingness to participate in a land use planning exercise is part of the task force's and coordinating committee's responsibility.

To learn more about community planning in Wisconsin see *The Guide to Community Planning in Wisconsin* (G3697) by Brian Ohm. This guide will help your task force understand the importance of a plan, how it provides the basis for regulations in your community which governs how and where development occurs.

Review plans and programs

One of the first tasks is to collect the various land use plans, zoning codes, subdivision regulations, and other implementation tools that guide development in your community. It is useful to gather plans from your local government, your county zoning or planning office, the regional planning commission and state agencies, such as the Departments of Transportation and Natural Resources.

It is also useful to find out what was tried in the past—to understand what succeeded, what failed and why. The land use task force may find initiatives underway that are addressing the issues they want to study. If that is the case, there may be ways for sub-area task force members to get involved in other organizations to help them achieve their goals.

Establish sub-area task forces

At the visioning workshop, sub-area task forces need to assemble to gather the necessary data and address the issues that follow. Set up a sub-area task force for each data-gathering exercise. You may want to reassemble your land use task force after completing the data-gathering section to relay the information that was obtained. The task force can then take on the next step which is considering recommendations. Here again you should divide the task force into sub-area task forces.

Data gathering and analysis

There are several areas that a community should focus on in gathering and analyzing data on its land use: 1) the supply of land; 2) the demand for land; 3) organizations involved in land use; 4) understanding your community's current regulations and other tools; 5) examining the public participation process; and 6) understanding the community's values in regard to growth and development. While a specific problem may have been identified, consider each land use issue. To help in this step of the process, Appendix 4 contains a worksheet to help your task force summarize information and keep you organized and focused.

The supply of land

To understand the supply of land, your group needs to identify the various land uses in your community. You will need a base map, the most current one available, that depicts your community's official boundaries, blocks, lot, public streets, etc. Get an accurate tax map from the assessor. A recent aerial photo of your community, if available, is also good. Make copies of all these maps and photos so that you can change what you see in any number of ways.

The first step is to conduct a reconnaissance survey. This can be coordinated with the housing group which also needs to conduct a reconnaissance survey of housing conditions, and the natural resource group which will conduct an inventory of soil types and topography. On the map mark the type of land use on each parcel. The tax asses-

sor's map is useful, since you may find houses on double lots, for example. During the reconnaissance, mark where you find problems, such as poorly signed streets or railroad crossings, lack of sidewalks and gutters, etc. When the survey is complete, add up the number of acres in each land use. You will need to categorize the kinds of land uses you are looking for prior to conducting your survey.

You will also need to talk to local government officials to understand their expectations about the growth of your community. Do they expect any annexations in the next five to ten years? If your community is an unincorporated area, a town, are adjacent communities growing rapidly? Do you have any cooperative boundary agreements with adjacent jurisdictions that you should consider? It is recommended that you inventory the land uses adjacent to your community's boundaries to anticipate the availability and uses of land in the future.

You will need to talk to your public works department to know where the water and sewer lines are in your community and what the capacity of both systems are in terms of future growth. You need to know which areas in your community (and outside of it) are easy or difficult to service. There should also be some discussion of costs involved in extending water and sewer lines and increasing the capacity of these systems. The community will need to anticipate the future costs of extensions and capacity building. For more guidance on assessing your water and sewer systems, see the chapter on city services.

The demand for land

The future demand for land is based on population growth from both internal and external sources. Like the housing group, you will need to make some population projections based on past population growth and what is happening in your region. Is the region growing fast or slow? Does it experience booms and busts based on the economic climate? Once you have a reasonable figure for future population, you can estimate the number of households and from there, the number of housing units you will need in the future. Refer to the first chapter on the general visioning process and Chapter 5 on housing to find several worksheets on gathering and organizing this kind of data.

You will need to work closely with the housing group for the next step. This group will have figured out the number of housing units in your community that need replacement. This figure plus the new number of housing units yields the total number of housing units needed. From this figure, your group can calculate how much land is required for future housing. Remember to not only add in how much land is needed for one house, but the land required for easements, rights-of-way and parks, schools and any other public facility that requires land, such as a landfill.

Like the demand for housing, a similar analysis is necessary for commercial and industrial land. There are several alternative ways of calculating the demand for commercial land.

1. Estimate the current amount of space in square feet used by non-industrial firms in your community. Calculate the square footage per person. Assume that the need for new space per person will increase at the same ratio throughout the planning period. If the population is expected to increase by 100 people and the ratio is 400 square feet per person, then the need for new commercial space is 100 x 400: about 40,000 square feet.

2. Estimate the amount of new commercial space built or converted outside the central business district during the past 20 years.

3. Ask the experts. Survey all firms about expansion plans within the next 5 to 10 years.

4. If your community has accurate records of building permits, you can construct a trend line or a bar chart showing the amount of new commercial space added over the past 20 years.

The same kinds of techniques can be used in calculating industrial land.

Source: Daniels et al. 1995: 112.

Organizations involved in land use

In a community, any number of things can affect land and how it is used. Always talk to some of the major players. The local government, through its planning office and/or planning commission, regulates land use through zoning and other regulatory instruments. Many local governments are too small to have a planning office and development decisions are made by the town board.

Whether the location is a town, village or city, it is a good idea to discuss land use issues with local government officials. Attend planning commission and town, village, or city council or board meetings to get an idea of how decisions are made. Most of these decisions affect land in some way. Developers play a major role in how land is used, but unless there are local developers in your community, it will be difficult to talk with them about local land issues or concerns. The county and/or regional planning commission also play a role in land use issues. It is useful to discuss local land use issues with these bodies as well. (See Appendix 5 for a worksheet to help the sub-area task force assess interest in this land use vision and the outcomes of this pre-planning exercise.)

It might be useful to find out about non-profit agencies that are involved in land use issues. One such agency is a community land trust. If there are any in your community, find out what they do. If there are no community land trusts in your community you can find the one nearest you by accessing the *Gathering Waters* web site (see Appendix 10).

These various actors should be made aware of your community's visioning process and asked to participate. Their plans for the region or area could affect land use in your community.

Understanding your community's current regulations

To help the task force understand how zoning and subdivision regulations affect development, the following exercise can be useful and thought provoking. While there are other tools to examine, we will concentrate on these two. See *Guide to Community Planning in Wisconsin* (G3697) for more information on the other kinds of tools that your task force might want to examine.

1. The task force needs a base map from your local government, the county zoning or planning department, or the regional planning commission.

2. Through an analysis of your zoning and subdivision regulations draw on the map the kind of development that is allowed. For example, if there is a 5-acre minimum lot size draw this size lot on your map (to the extent of the current boundaries). Then draw where a house or building would be placed on this lot. There are, of course, multiple variations, but by drawing out one simple case (the minimum lot size), your task force can decide whether the kind of resulting development is complementary to the land use vision.

Other visual exercises

Because land use maps and zoning and subdivision regulations are difficult to visualize, Appendix 6 lists a number of exercises that can assist the task force in picturing the kind of development it likes and dislikes.

Examining the public participation process

The best way to analyze the public participation process is to participate in it. Members of the task force or a sub-area task force should attend meetings of the plan commission and the county, town, village board or city council. Try to follow one particular project or development from start to finish, or at least for three to four meetings. (You should ask the clerk, or a planner about a project that can give you a good idea of the process).

Ask the clerk to send the sub-area task force an agenda. It is often posted at the town, village or city hall. The sub-area task force will get a good sense of how much public participation occurs. Most decisions require some form of public participation; the sub-area task force can determine how much is required by law and how much takes place. If the sub-area task force is dissatisfied with the amount or kind of public participation, it should begin to think about ways to increase public participation or to change the kind of public participation that is occurring. This issue will be revisited in the section on Recommendations.

Understanding the community's values on growth and development

To understand your community's views on growth and development, we suggest sending a survey to all community residents in the geographic area which you identified when the general community vision was prepared. Appendix 7 contains an Extension article on using surveys and a sample community survey. Along with the other data collected, this survey will give you a better idea of how residents view the rate of growth, and the kind of development (residential, commercial, industrial, etc.) they are likely to support. You can use the survey to test support for particular facilities and regulations.

To plan or not to plan?

Now that the task force has completed its data gathering and analysis, it can begin to focus on the next steps. The following checklist is a useful guide to determine if your community needs a new plan or a plan update.[1]

1. Does your community have a land use plan?

❏ Yes   ❏ No

If you answered no, the next steps in the process will help you decide how serious your community wants to get about preparing a land use plan.

2. Is your community's land use plan less than seven years old?

❏ Yes   ❏ No

If you answered no, then your community should examine whether the plan is achieving current needs and projected future ones, and whether it coincides with your land use vision statement. If the plan does not coincide with your land use vision, then the community should consider either updating or preparing a new land use plan based on your vision. If you answered yes, make sure the land use plan remains up to date. Sometimes plans can go out of date quickly, because of the rapid pace of growth.

3. Is your map of existing land uses up to date?

❏ Yes   ❏ No

If you answered no, your land use map should be updated to reflect current land uses in your community.

4. Do you have a zoning map?

❏ Yes   ❏ No

If you answered no, it would be useful to have one prepared so that in the future different kinds of development can take place in an efficient and orderly manner.

5. Does your map of future desired land uses agree with your zoning map?

❏ Yes   ❏ No

If you answered no, then the zoning code and map need to be updated. Since both of these documents are legally binding on the community, they should be prepared by professionals. However, the land use task force, if deemed part of your recommendations, should work with professionals to make sure the community's vision is reflected in the zoning code and map.

6. Do your zoning ordinance and subdivision regulations further the vision of your community plan?

❏ Yes   ❏ No

As mentioned previously, if you answered no, the zoning ordinance needs to be updated to reflect your vision.

7. Does your current land use plan accurately represent the land use vision?

❏ Yes   ❏ No

If you answered "yes" to all the questions, your community's current land use plan should serve your land use vision. You may want to consider recommendations for the public participation process and further examine the community land trust option.

If your task force answered "no" to any of these questions, you have some work to do. Question 7 is critical in terms of the land use vision you arrived at earlier. If you answered "no" to question 7, but "yes" to all the others, your task force needs to work on recommending how the *land use plan* and its *supporting regulatory framework* might be updated to reflect your land use vision. Appendix 8 gives a series of questions about land use issues that will help your task force to systematically analyze land use in your community and aid in refining both your land use vision and the necessary ingredients of a land use plan. With the data gathered from the previous exercises, the land use task force will be well on its way to identifying the direction, scope and scale of the planning process and the plan itself

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[1] Questions 1–6 are adapted from: Daniels, T., J. Keller, M. Lapping. 1995. *The Small Town Planning Handbook*, p. 7.

At this point, revisit your land use vision. If the land use task force is still pleased with it, don't do anything more. On the other hand, if the land use task force agrees that the information learned from the past exercises and questions has made the vision seem too vague, too prescriptive, too cutting edge or too status quo, your task force may want to think about going through another visioning exercise that reflects everyone's newfound knowledge.

Creating recommendations

The land use task force has reached a point where it has finished gathering and analyzing data and has answered the questions in Appendix 8 to the best of its ability. The next step is to put all that information into a form that addresses the kinds of issues that the task force has examined. The previous questions should have helped the task force to translate its vision into what it might mean in reality in terms of future land use and development regulations. Appendix 9 provides a table of contents for a request for proposal (RFP), if your task force with the local government decides to prepare a land use plan.

Land use plan

The task force needs to come to a decision about whether a new land use plan or an update is necessary or whether the current land use plan can achieve the land use vision. If a new plan or an update is necessary, the land use task force will need to set out the preferred process it sees the community

engaging in to achieve a land use plan that reflects its vision.

The land use task force also will need to set out the direction the land use plan should take; that is, the planning process and the final plan should strongly and consistently reflect the land use vision identified by the community.

The land use task force should recommend the scope of the land use plan, that is the broad strategies that can achieve the land use vision. Scope is meant to imply the breadth of possibilities for achieving the land use vision. This means that a number of alternative strategies and actions might be possible. Refer to books such as *Rural by Design* by Randall Arendt to consider such elements as cluster housing and mixed use development.

The land use task force also needs to discuss the scale of the land use plan; the depth of detail is necessary to achieve the vision. Scale refers to the degree to which the land use plan specifies actions. The data gathering exercises and the extensive questions should help the task force identify a list of recommendations for the land use plan.

The regulatory framework

Having analyzed the zoning and subdivision ordinances, the task force can consider making a series of recommendations to change these documents to reflect the land use vision. If the vision includes preservation of rural character, for example, cluster subdivisions might be a recommendation. If the land use vision indicates a return to

mixed uses in downtown areas, the task force could recommend including a new zone into the zoning ordinance.

Public participation

Another area the task force can consider is the decision-making process by which land use plans and development occur in general. One area to pursue is how to increase the amount and quality of public participation. One recommendation that many communities pursue is to establish a Citizen's Advisory Board. You should refer to the *Small Town Planning Handbook* by Daniels et al. for more information on this type of board. Other references, such as the University of Wisconsin-Extension or the American Planning Association's web site (under citizen participation) will help you to get a further handle on the types of recommendations your task force can make to increase participation and its quality in the development process.

Organizing a community land trust

Another recommendation the task force might want to consider is to try and organize a community land trust. Such trusts are usually set up to foster more open space in communities, often with an emphasis on conserving particular natural areas. However, emphasis or focus on open space should not preclude another focus. Appendix 11 provides references to land trust organizations. These organizations can help the task force think about how to pursue organizing a community land trust.

Community feedback

Getting community feedback is the responsibility of the coordinating committee. The purpose of getting community feedback is to make sure that the land use vision that is articulated and the recommendations outlined make sense given the general community vision and the other key area visions that each task force has worked on over the past several months. We assume that this workshop will be large, since all the task forces and the coordinating committee in addition to community members will be present. A volunteer from the land use task force should be ready to read the land use vision statement and outline the recommendations for a land use plan, and/or any other recommendations your task force might have concerning public participation in the process, revising the regulatory framework, and organizing a land trust. To discuss the questions below, divide everyone into small groups. It is important to make sure that members of each task force are spread among the small groups. Some questions to ask the group might be:

▶ Does the land use vision statement agree with the community vision statement? Are there any contradictions?

▶ Does the land use vision statement contradict or agree with any of the other thematic vision statements?

After receiving feedback for the land use vision and recommendations, there may be a need for the task force committee to revise them.

A final exercise

Appendix 10 contains a worksheet to help you assess support for your recommendations. It asks you to dissect each recommendation and assess the helping and hindering forces associated with each. Although a force field analysis was done at an early stage to assess the acceptance of the process you have undertaken, this analysis is now more precise since each recommendation is examined individually.

Glossary

Comprehensive plan — This type of plan "presents long range goals and objectives for all activities that affect growth and development in the community. The comprehensive plan serves as a guide for public rulings on public and private development proposals and for the budgeting of public money" (Daniels et al. 1995: 12).

Land use map — This type of map "show[s] the current and future land use patterns of the community. The first map depicts the existing land use patterns of the community, and the second indicates the desired location and density for future development. Both land use maps should indicate the town limits and include any developed areas just outside the town limits" (Daniels et al. 1995: 44).

Zoning map — This type of map "provides an important illustration of the location and size of different land use zones and districts. Each zone and district listed in the zoning districts must be identified on the zoning map. The zoning map must be consistent with the future land use plan map, but may contain more detail. The zoning map must be kept up to date to reflect the changes in the zoning ordinance" (Daniels et al. 1995: 170, 172, 173).

Zoning ordinance — "A set of land use regulations enacted by the local governing body to create districts which permit certain land uses and prohibit others. Land uses in each district are regulated according to type, density, height and the coverage of buildings" (Daniels et al. 1995: 294).

Subdivision regulations — "Subdivision is the legal process of dividing land into smaller units called lots for future sale and development. Subdivision regulations help to ensure that new buildings are properly placed on lots, traffic patterns are not hampered, and new areas of development have sufficient access to necessary utilities. The subdivision ordinance establishes standards for the division of lots and spells out what services and amenities the subdivider must provide before any lots can be sold or construction can commence (Daniels et al. 1995: 194).

Planning commission — There are five main purposes of a planning commission: "1) to establish a planning process; 2) to draft a community plan for future public and private development within the town or county; 3) to draft regulations on land use zones and the subdivision of land into new lots; 4) to draft a land use map showing the location, permitted uses, and densities of land uses within the community; and 5) to rule on new development proposals according to the community plan, the land use map, and the zoning and subdivision regulations" (Daniels et al. 1995: 9).

Planning department — "the planning professional, the person who delves into data collection and research, comes up with analyses, and makes recommendation to the planning commission and the policymakers. A local government staff is employed by the city and responsible to the planning commission (or responsible to the chief administrative officer, [such as the town clerk,] but working with the commission" (Smith 1993: 147, 151).

For more detailed information, see *Guide to Community Planning* (G3697) by Brian Ohm.

Land use vision workshop

Plan for the weekend meeting to last about a half day to a whole day. Count on at least 10–20 participants/stakeholders or more for the workshop.

The table below outlines sample sessions. Some of the sessions are the same as the community workshop; refer back to those sessions. The facilitator may need to adjust the times based on the number of people and the sessions that are incorporated.

Sessions	Title	Time
1	Welcome, overview, introductions	1–1^1/$_2$ hours
2	Creating ideas	^{1}/$_2$–1 hours
3	Developing the vision statement	1–2 hours
4	Identifying particular themes	1–1^1/$_2$ hours
5	Recognizing themes	^{1}/$_2$–1 hour
6	Next steps	^{1}/$_2$ hour
Total	**6 sessions**	**4^1/$_2$–8 hours**

Session 1: Welcome, overview, introductions

Choose a simple and quick method for the introductions. Possibly show a video or slide presentation (see UW-Extension's video *Managing Growth and Change in Wisconsin*; another video is offered by Citizens for a Better Environment (see web references). This kind of presentation will help to get the participants thinking about the possibilities, and alternatives, rather than focusing only on what they know. When the video or slide presentation is finished, begin the following type of session:.

Procedure: Divide the room into small groups. Each group should answer the following questions.

▶ *What do you want your area to look like in the future?*

▶ *What areas should be developed?*

▶ *What areas should be protected?*

List three places you like to take out-of-town visitors.

List three places you avoid taking out-of-town visitors.

Name three sites you consider "public places." These are places where people can meet freely to discuss community issues.

Name three natural and man-made features that make your community special and unique.

Source: The Center for Rural Pennsylvania.

Session 2: Creating ideas

Brainstorming rules:

▶ All evaluation and criticism of ideas is forbidden.

▶ Wild and crazy ideas are encouraged.

▶ Quantity, not quality of ideas is the goal.

▶ New combinations of ideas are sought.

Source: Tatarko et al. 1991: 16.

Title: Brainstorming

Purpose:
This is a technique to gather as many ideas as possible, before deciding which ones to discuss in depth. It avoids the frequent mistake of spending too much time discussing the first suggestion offered so that not enough time is left to discuss other, and perhaps, better suggestions.

Procedure:

It is necessary to give people a little time in 2's or 3's to bring their ideas to the top of their minds first. The brainstorming should then be done quickly, one facilitator drawing one point at a time from participants and another recording on newsprint. Comments and discussion on individual points should not be allowed until all the suggestions have been collected.

Brainstorming is only a starting technique. Afterwards, in-depth discussion of individual points is necessary, otherwise the group will feel that everything is dealt with superficially.

It should be emphasized that this is a non-judgmental exercise. All ideas generated are worthy of discussion.

Time: About 1 hour.

Materials: Paper, pens, flip chart

A. Hope. 1990. Training for Transformation.

Alternative session

Ask the participants to imagine that they are reading an edition of their local newspaper ten years from the date of the session. What would the headline say about your community?

Use small groups to elicit the initial discussion.

Use the questions in the previous session to guide the discussion. It is important that the facilitator get the group to think about the community's values.

Session 3: Developing the vision statement

Purpose:

To prepare a general vision statement that reflects the two previous exercises.

Procedure:

Divide the whole group into groups of about 5–7 people. You may have as many as 8 groups. Each small group should begin to write a vision statement. Using the responses from both of the previous exercises, each group should write a short 2–3 paragraph statement about the community and its future. Each small group should develop its own statement. Because the statements will ultimately be combined, the groups should not get overly concerned about wording or grammatical issues. What is important is to flesh out ideas and dreams about the community's vision.

Each sentence should be written on newsprint/flip chart for sharing with the larger group.

After about 15 minutes, the large group should reconvene. In succession, each small group should present its vision.

Divide the group into four. Ask each group to consider the vision statements, and again to rewrite a vision. A facilitator should be assigned to each group to make sure that everyone has a chance to interact.

Reconvene the large group after about 15 minutes and share each of the visions.

Divide the group in half. Assign a facilitator to each group. The group should consider the previous statements and again prepare another vision.

After 15 minutes, reconvene into the larger group. The two groups should read their visions.

Considering both these visions, the large group should try to collapse the two visions into one. If there are sticking points, those issues should be included in the vision at this point.

If the vision statement cannot be resolved within 15 minutes, the individuals that oppose particular statements or areas should volunteer to resolve and prepare the vision statement for a vote by the workshop participants prior to the end of the workshop.

Time: about 1½ hours

Materials: paper, pens, flip chart

Source: The Center for Rural Pennsylvania

Session 4: Identify particular themes

Procedure:

Give index cards to each person. Participants first work alone; then in small groups. Participants self-select the sub-area task force in which to participate.

Individuals in each group list three activities and projects that will go towards defining the key area vision. Then each individual shares in the group. These are shared round robin in the group and all are

recorded on newsprint. Time permitting, each group shares its list with the whole group.

Time: 1–1½ hours

Materials: Flip chart, pens.

Source: Community Futures

Session 5: Recognizing themes

This is a continuation of the previous session. The facilitator helps the group to recognize themes through the activities and projects identified.

Session 6: Next steps

The following worksheet can be used for this session. It should allow the task force and sub-task force to begin to outline what they want to do, how they need to do it, who the responsible parties are, and to establish a time frame. At this point the task force and sub-task forces should not be identifying goals, strategies or projects, but should be thinking about the next steps in the long-term version which includes reviewing plans, projects and programs, and data gathering and analysis.

Next steps planning worksheet

Program/ Action Item	Responsibility	Timeline	Resources	Obstacles
Item 1				
Item 2				
Item 3				
Item 4				
Item 5				

A vision statement about the town of Lanark, WI

We envision that in 2018 Lanark will be...

▶ a distinctively rural community blending into a beautiful natural setting;

▶ home to productive family farms working large blocks of tillable land;

▶ an environmentally aware community with distinctive open space, natural features and protected habitats;

▶ a diverse and progressive community working together to address issues of local importance;

▶ a growing community, with growth concentrated in designated areas and occurring in ways that protect the rural character of the town.

What do you think the future holds? The document that you are holding describes a vision for the Town of Lanark in 20 years. This document is a result of an open discussion with the residents of the Town of Lanark about the future. You've had an opportunity to comment on this Vision Statement. This Vision Statement leads Lanark into the future. It is based on your ideas, strategies and suggestions, and answers the question, "How do you see Lanark in 20 years?"

What Lanark Could Become.....

This Vision Statement addresses new, emerging issues such as the challenge of a growing population base, growing demands on our natural resources, and a variety of forces acting to affect the "rural character" we all cherish. It explores creative ways to build on our sense of community, and looks at opportunities to grow and prosper without degrading the quality of life that we have grown accustomed to. It strives to capture the values and concerns of our community as we look to the future.

We believe that some of Lanark's most significant opportunities include the preservation of productive agricultural land, open space and environmental corridors. We also believe there is room for us to grow, but in ways that will maintain and enhance the values of rural living that we enjoy today. To do this we must build upon our community's strengths and unique qualities; avoid complacency by promoting creativity, leadership and creative problem solving; and be willing to work together to address a variety of difficult problems we will surely face in a rapidly changing future.

Help ensure that this vision becomes reality. Work with your Land Use Committee.

Summary worksheet:
Land use classification and areas

This worksheet can be filled in as you go through the data gathering phase. Although you will have a map, it may be useful to summarize some of the information on a work-sheet. Once you have completed the supply and demand sections of the data gathering section, your task force should be able to fill in this worksheet fairly easily.

Land use classification and areas				
		Additional acres of land needed		
Land use types	Current acres	2010	2020	**Total**
Residential				
Commercial				
Industrial				
Public Buildings Parks Other				
Institutional Private Schools				
Unclassified				
Total developed land				
Vacant land				
Incorporated area				

Adapted from: Daniels et al. *The Small Town Planning Handbook.*

Appendix 5

Force field analysis

This exercise can be carried out by the sub-area task forces after they have discussed/interviewed the major land use players. This kind of analysis helps the sub-area task force decide whether hindering forces in particular can be persuaded to support the visioning process and its resulting recommendations.

Force field analysis

Purpose:
This model should be used with groups that have already analyzed their situations and decided on a major goal. Often this goal is very ambitious and not immediately attainable. Force field analysis can help find useful intermediate goals that will help move the situation towards the major goal.

It is helpful to look at the forces helping to reach the goal, and those which are hindering (or pushing in the opposite direction). The work on the diagrams stimulates a process of intense communication in the group and helps them to work out a strategy involving one or more clear sub-goals which will be concrete steps toward the major goal.

Procedure:
It is best to work with this model in groups of 3–5 people who share a common goal and work in the same situation.

Ask the group to draw the following diagram on paper, defining briefly the **present situation** and the **major goal.** Group members should write one summary statement about each of these along the vertical lines.

Then ask the group to list the strength of the forces that are pushing the present situation towards the goal.

On the right hand side, list the hindering forces that prevent change or reduce its power. Again use longer or shorter arrows to indicate the strength of these forces.

Explain that one can move towards the goal either by increasing the helping forces or by weakening the hindering forces.

Sometimes the more pressure that comes from the helping forces, the more resistance develops in the hindering forces. In such cases, it is often best to start by reducing the hindering forces.

Now ask group members to choose either one of the helping forces that they could strengthen, or one of the hindering forces they could reduce or weaken.

Taking this 'force' as the new situation, ask to identify the goal in regard to working with this force.

Once again, draw a new diagram listing the helping and hindering forces related to this new sub-goal. This process can be done 2 or 3 times.

Time: 2 or more hours.

Materials: Flip chart, paper, markers and tape.

A. Hope. 1990. Training for Transformation. p.107

Helping forces	Present situation	Hindering forces	Goal
⟶		⟵	
⟶		⟵	
⟶		⟵	
⟶		⟵	

Visualization exercises

First impressions

Community members organize reciprocating visits to other communities. This activity has several functions: it gives participants a chance to look at other communities; provides an opportunity to observe carefully what other communities have done; and encourages participants to think about what they like and dislike. Also, since the visits are reciprocal, each visiting delegation is able to give the host community its "first impressions," the kind of fresh look often unavailable to longtime residents accustomed to their surroundings.

Participatory photography

Community members use Instamatic or disposable cameras to take pictures of their communities. One method is to ask participants to take pictures of spaces and places that they value and that represent different types of land uses. The results are sometimes surprising. A place that some consider of little interest, or perhaps even an eyesore, may be a valued place for others. Participants can also be directed to take pictures of land uses, such as particular developments (residential, office, commercial or industrial) that they consider attractive and unattractive. The photographs, when developed, can be used during the creation of the vision for land use.

Community or visual preference survey

Citizens for a Better Environment has a prepared slide show that can be used to conduct a community preference survey. It is a particular process to help communities decide on the kind of development they want.

Community surveys:
When to conduct them and how to choose the appropriate technique

Gary Paul Green
Gary Korb
University of Wisconsin-Extension

Wisconsin communities are increasingly interested in conducting surveys on a variety of local issues, such as land use, economic development, government services and natural resource preservation. Too often communities initiate a survey without knowing what type of information they are seeking, how they will use the information and which technique is most appropriate to obtain the information they need. This fact sheet briefly discusses when a survey is most appropriate and how to choose the most appropriate technique for a community survey.

When is a survey appropriate?

Community surveys are frequently used for a variety of purposes. Among the most common reasons for conducting a community survey are the need to obtain citizen participation and to collect information on the attitudes, opinions, values and behavior of local residents. Citizen participation may be obtained through a variety of other venues, such as open meetings and public hearings. If the goal is to improve citizen participation in

local issues, surveys have a fairly limited impact and communities should consider using them along with some of the other strategies. The sequencing of these various forms of citizen participation also should be considered. In many cases it may be more useful to conduct a survey after a series of opening meetings have been held to identify the issues for the community.

If the primary goal of conducting a community survey is to collect information, communities should consider whether other approaches would be more efficient and appropriate. There are a variety of ways to collect information on the community, such as conducting focus groups, analyzing indicators (based on information available through the census or other published sources), key informant interviews and analyses of administrative and managerial records.

Focus groups, for example, are used to obtain in-depth information about residents' attitudes on various issues. Focus groups are useful when you are uncertain as to what the real issues are in a community or to understand why residents feel they way they do. It often makes sense to consider conducting focus groups prior to investing in a community survey.

A large volume of statistical data already exist on a variety of topics, including economic and income levels; spending patterns; employment; health conditions; and housing conditions. These data are systematically collected over time and are available for other communities as well. Community surveys are usually collected in only one community at one point in time.

Key informant interviews or surveys are usually conducted with recognized leaders or representatives within the community. This approach has the advantage of providing insight into who is likely to support or oppose proposed changes and an assessment of what issues are likely to emerge as community problems. The results are obviously not generalizeable, but they do provide useful and valid information on community needs and issues.

In many cases, communities can obtain important information through a review of managerial and administrative records. This approach is especially useful if the community wishes to obtain information on use of services.

To evaluate whether communities need or should conduct a survey they need to first identify exactly what information they need and

how they will use the information. Next, they need to assess whether the information is available through other sources. Communities need to consider all the alternatives to examine whether a community survey is the best way to obtain the type of information they need.

Choosing the techniques

There is no single "best" technique for conducting surveys. Most are familiar with mail surveys, but face-to-face and telephone surveys are used increasingly in many areas. Depending on the resources available and the type of information that is being obtained, usually one technique will be more appropriate than the others. Below we briefly discuss the chief advantages and disadvantages of each survey technique.

1. Face-to-face

Face-to-face interviews have several important advantages over the other techniques. They provide the best response rate, usually over 70%, and allow the interviewer to use visual aids or fairly complex questions. This technique also assures the community that the desired respondent is answering the questionnaire. Finally, communities can use relatively long questionnaires with this technique—many interviews can take as long as an hour to complete.

Face-to-face interviews, however, are usually the most expensive of the three techniques (unless volunteers are conducting the interviews). Even when you have volunteers, this technique can be very time-inten-

sive, requiring someone to train the interviewers and to ensure that the interviewers complete the surveys in a timely fashion.

2. Mail

Mail surveys are probably the most frequently used technique for conducting community surveys today. Among the three techniques considered here, mail surveys are probably the cheapest method for conducting surveys. The cost, however, depends largely on the number of mailings sent. It is possible to use maps and other visual aids in mail surveys, but the instructions have to be very concise and understandable.

Mail surveys generally have the lowest response rate among the three community survey techniques. Many communities will send only one wave of questionnaires, with a response rate in the range of 30 to 50 percent. A follow-up postcard usually yields another 10 percent and a replacement questionnaire will produce another 10 to 20 percent to the response rate. Of course, the response rate will regard to the population that is being surveyed and the topic that the questionnaire is addressing (the more specific and the more controversial, the greater the response rate).

There are several disadvantages to using mail surveys. It is very difficult to assure that the desired respondent completes the questionnaire. The length of mail surveys should be relatively short compared to other techniques so communities are limited in how much information they can expect to obtain through this method. Similarly, it is very difficult to ask complex questions through mail surveys.

3. Telephone

Telephone surveys are used increasingly by communities to obtain information from residents. The cost of conducting a telephone survey is generally higher than mail surveys but lower than face-to-face interviews. The cost may vary, however, based on how decisions about how many calls will be made to households and whether individuals will be sampled in each household.

The chief advantages of telephone surveys are that they can be done relatively fast, the response rate is almost as good as face-to-face interviews, and the interviewer does have the ability to probe for additional comments from the respondent. One of the major disadvantages is that you cannot use any visual materials in a telephone survey.

Conclusions

Conducting a survey requires a time and financial commitment from communities. Communities need to ask themselves several questions before embarking on such a project: What do we want to know? Who is the information intended to inform or influence? How will this information be used? Is a community survey the best way to obtain the information that we need? What is the time and financial commitment of the community to conducting a survey? If a community survey is warranted, which technique should be used?

Sample Community Survey, Sauk County, WI

VILLAGE OF SAUKVILLE LAND USE PLAN
COMMUNITY SURVEY

Village Residents and Business Operators,

The Village Plan Commission, with the assistance of the Southeastern Wisconsin Regional Planning Commission (SEWRPC), is preparing a new land use plan to help guide the growth and development of the Village through the year 2010. The land use plan will provide a basis for the Village Board and Plan Commission to make informed land use and zoning decisions well into the next decade. This attitudinal survey is being conducted jointly with the University of Wisconsin-Extension and SEWRPC to obtain your opinions prior to the completion of the plan. Your comments will help to shape the development of the plan.

Please take a few minutes to answer and return the survey. Reviewing the survey before filling it out may make it easier to complete. Responses from individual surveys will remain confidential. Written comments are encouraged where space provides. Please fill only one survey per household or business. When you have completed the survey, refold and seal the form so that the return address and prepaid postage are showing.

In order for your comments to be incorporated into the planning process, the survey form must be returned by August 1st, 1997.

The Village of Saukville Plan Commission thanks you for your cooperation and assistance in this very important matter.

Sandy Garbarek, Village President

PART A: QUALITY OF LIFE

1. What has happened to the quality of life in the Village over the past five years? (Check only one)

    ___ Improved ___ Remained the same
    ___ Declined ___ Have been in Village less than 5 years

2. If you live in the Village, why? (Check all that apply)

    ___ Born/raised in the Village
    ___ Small-town atmosphere
    ___ Proximity to employment
    ___ Proximity to metro area
    ___ Affordability
    ___ Quality schools
    ___ Safe community/feeling of security
    ___ Found a suitable residence here
    ___ Other: _____

3. Which items have the greatest influence on the quality of life in the Village? (Check only four)

    ___ Public services (i.e., fire and police protection, etc.)
    ___ Utilities (i.e., water, sewer, etc.)
    ___ Traffic
    ___ Community Events/Activities
    ___ Condition of roads
    ___ Availability of shopping/retail services
    ___ Parks and open spaces
    ___ Other: _____

PART B: VILLAGE GROWTH

1. From 1980 to 1995 the Village's population grew from 3,494 residents to 4,007 residents, or about 15 percent. The population of the Village should increase at what rate through the year 2010? (Check only one)

    ___ Present rate ___ Slower rate
    ___ Faster rate ___ No growth

2. From 1980 to 1995, total housing units in the Village increased from 1,119 units to 1,391 units, or about 24 percent. Housing units in the Village should increase at what rate through the year 2010? (Check only one)

    ___ Present rate ___ Slower rate
    ___ Faster rate ___ No growth

3. Should the expansion of business and industry be encouraged as a way of bringing more jobs to the Village?

    ___ Yes ___ No

4. As of January 1, 1997, single-family housing units made up approximately 53 percent of all housing units in the Village. What percent of total housing units in the Village should be single-family? (Check only one)

    ___ 40 percent ___ 60 percent
    ___ 50 percent ___ 70 percent

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Part C: LAND USE IN THE VILLAGE

Please place an "x" in the box after each statement which best represents your opinion.

STATEMENT	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGREE
1. The development of single-family housing units should be encouraged.					
2. The development of two-family housing units should be encouraged.					
3. The development of multi-family housing units should be encouraged.					
4. The development of elderly housing should be encouraged.					
5. The development of single-family housing units affordable to moderate-income families should be encouraged.					
6. Regionally oriented commercial and retail establishments should be located adjacent to the intersection of STH 33 and I-43.					
7. Commercial and retail establishments serving local residents should be developed on the west side of the Village.					
8. The Village should encourage compatible small businesses and shops to locate in the Triangle Park area.					
9. The Village should encourage/promote light industrial development in the business park.					
10. A parkway along the Milwaukee River should be developed through the Village.					
11. Parks within the Village should be linked to one another with a system of bike paths and walkways.					
12. Residential areas within the Village should be linked to one another with a system of bike paths and walkways.					
13. Agricultural land use on lands immediately adjacent to the Village should continue.					
14. There is already enough industrial development in the Village.					
15. The Village should strive to become a regional employment center.					

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PART D: VILLAGE FACILITIES AND REGULATIONS

Please place an "x" in the box after each statement which best represents your opinion.

TRANSPORTATION SYSTEM IMPROVEMENTS/ LAND USE REGULATIONS AND ZONING	STRONGLY FAVOR	FAVOR	NEUTRAL	OPPOSE	STRONGLY OPPOSE
1. Construct a second bridge across the Milwaukee River at Cold Spring Road.					
2. Construct a second bridge across the Milwaukee River at Mink Ranch Road in the Town of Saukville.					
3. Bypass STH 33 around Triangle Park area.					
4. Upgrade STH 33 from two to four lanes.					
5. Maintain STH 33 as two lanes through the Triangle Park area.					
6. Provide additional traffic controls along STH 33 through the Triangle park area.					
7. Provide a park and ride lot at the intersection of STH 33 and I-43.					
8. Greenspace requirements should be increased for all new non-residential development.					
9. Comprehensive landscape and design standards should be established for all new non-residential development.					
10. Current zoning standards allow for a maximum lot size of 20,000 square feet for single-family residences. Residential lots larger than 20,000 square feet should be allowed.					
11. The Triangle Park area should be designated as an historic district.					
12. The existing bridge over the Milwaukee River should be designated as an historic landmark.					

PART E: RESPONDENT PROFILE

1. What best describes your situation in the Village? (Check only one)

    ___ Resident of the Village
    ___ Own and/or operate a business in the Village
    ___ Both

2. If you live in the Village, what best describes your place of residence? (Check only one)

    ___ Single-family residence: owner-occupied
    ___ Single-family residence: rented
    ___ Two-family residence: owner occupies one unit
    ___ Two-family residence: both units rented
    ___ Multi-family residence
    ___ Other: _____

3. What is the occupation of your main household income earners? (Write in 1 for primary, 2 for secondary)

    ___ Professional/Admin. ___ Clerical/Office
    ___ Skilled Trade/Craft ___ Services
    ___ Sales ___ Education/Gov.
    ___ General Labor ___ Other: _____

4. Where do your main household income earners work? (Write in 1 for primary, 2 for secondary)

    ___ At home
    ___ In the Saukville Business Park
    ___ Other locations in Saukville
    ___ Other locations in Ozaukee County Specify: ____/____
    ___ Locations outside Ozaukee county Specify: ____/____

Village of Saukville

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VILLAGE OF SAUKVILLE LAND USE PLAN COMMUNITY SURVEY
SOUTHEASTERN WISCONSIN REGIONAL PLANNING COMMISSION
PO BOX 1607
WAUKESHA WI 53187-1607

VILLAGE OF SAUKVILLE LAND USE SURVEY

HELP SHAPE THE FUTURE OF THE VILLAGE

PARTICIPATE IN THE LAND USE PLANNING PROCESS

FILL OUT AND RETURN THIS SURVEY BY AUGUST 1ST

AND YOUR VOICE WILL BE HEARD

Village of Saukville
639 E. Green Bay Avenue
Saukville, Wisconsin 53080

POSTAL PATRON
SAUKVILLE, WI 53080

COMMUNITY SURVEY

Please Respond

Land use questions

General directions

If you have decided to create or update the land use plan and its supporting regulatory framework, the following questions may help to clarify the elements you can recommend to the local government.

The data gathering exercises should help you answer the questions below. It may help to answer the questions and gather data simultaneously. The risk in doing this is that if different groups or individuals are answering different sets of questions, they may duplicate data gathering efforts.

In answering these questions, your task force will be faced with whether or not these questions are important to your community or your vision. All the questions are written in a yes/no format. If you answer "no" to any of the questions, you need to delve deeply into each one. The first question provides a list of additional questions that can be adapted as you go through this process. The questions can get very specific and by answering them, you will end up with a list of elements that are important to a future land use plan.

▶ **Rule of thumb:** If you answer no to more than half of these questions, you will need to recommend to the local government that a new land use plan and planning effort is necessary. If you answered less than half of the questions with a "no," you may only want to recommend an update of the current land use plan. However, this is only a rule of thumb. You will need to decide, based on your land use vision and the list of elements that you identify, whether an update is sufficient or a new land use plan is called for.

Promote orderly and efficient land use

1. If your community has a land use plan, is it consistent with the community's ability to service existing and new development?

    Why is the plan inconsistent?

    What can make the land use plan consistent with servicing new and existing development?

2. Does the current land use plan address how much industrial and commercial land your community can afford to service with roads and sewer and water lines? In other words, the plan should be able to respond to reasonable demand rather than unrealistic expectations. Many communities have zoned land for industrial and commercial uses without the means to provide the necessary services; most of these sites are still vacant.

3. Does your community promote compact development patterns, especially for new residential development? Compact development is easier and cheaper to service, is more energy efficient, helps to preserve open space, and encourages a greater sense of community. A review of zoning and building codes and subdivision regulations is a good step in discovering if compact development is allowed under current regulations.

4. Does your community have any intergovernmental agreements or an annexation policy?

5. Are your community's land use strategies and actions consistent with the strategies and action initiatives of the other functional areas of the vision? Be sure to check the other key areas.

    Adapted from: Daniels, p.114.

Encourage environmentally sensitive, pedestrian-friendly residential areas and a mix of compatible uses.

Protect, and where necessary, improve the quality of life in all residential areas.

1. Do current land use plans and regulations stress the need to maintain the quality of existing and residential neighborhoods?

2. Is it the policy of the local government to encourage the demolition of vacant, dilapidated houses?

3. Is it the policy of the local government to encourage the removal of incompatible, illegal and nonconforming uses within residential areas?

4. To develop land in your community, are development criteria applied that maintain the quality and character of future residential areas?

5. Do current regulations provide for or require an effective transition between residential uses and adjoining nonresidential uses through the imaginative use of urban design and the development of effective buffering techniques and standards?

6. Do current regulations recognize the special environmental, historic and cultural character of residential areas?

7. Do the current plan or any regulations provide guidance on residential area densities?

8. Does your land use plan delineate a circulation network in a manner that diverts through traffic from local streets and provides adequate buffering of major traffic from residential development?

9. Does your land use plan delineate a pedestrian circulation system that encourages walking and biking?

10. Do regulations contain standards to minimize various forms of noise, water and air pollution?

11. Do the current regulations or the land use plan encourage the design of land uses so that adequate preventative stormwater management measures are applied concurrently with development?

12. Are your subdivision and land development regulations flexible enough to allow design innovation?

13. Does your local government encourage historic preservation?

14. Does your local government through its policies maintain the character of existing residential areas?

15. Do current regulations encourage open space development that clusters housing and preserves open space?

16. Does the land use plan orient residential areas to adequate, appropriate community facilities such as availability and capacity of facilities?

17. Is it the policy of your local government to develop residential areas in conjunction with scheduled public facility improvements?

18. Does your community provide a range of housing to meet the needs of different household ages, sizes and income levels?

19. Are your residential areas designed to minimize vehicular through traffic?

20. Does your local government through its land use plan link residential areas to community facilities, transportation facilities, employment areas and other living areas by a continuous system of pedestrian walkways?

21. For new developments, is buffering in the form of landscaping, open space, attractive fencing, and/or other creative site planning techniques utilized to protect residential areas from commercial, industrial and other incompatible uses?

22. Is housing prohibited in unsafe areas such as wetlands, floodplains and unstable soils?

Create more diversity in job opportunities and enhance the economic base of the community.

1. Does your local government encourage increased employment opportunities for community residents by encouraging new and high quality retail, office and industrial development in appropriate locations?

2. Does your local government maintain existing employment areas where appropriate, while avoiding their expansion into areas inappropriate for such uses?

3. Does your local government limit industrial activities to sites that produce minimal adverse effects on adjacent land uses and traffic circulation?

4. Does your local government locate employment centers in areas that minimize land use incompatibilities and minimize the impact on public facilities?

5. Does your local government discourage creation of additional small, scattered industrial sites?

6. Does your land use plan identify existing and future locations for industrial/commercial development?

7. In conjunction with the land use plan, has the local government considered future transportation improvements and sewer and water expansion and improvements?

8. Does the local government utilize infill development and redevelopment where possible?

9. Does your local government identify and promote utilization of brownfield sites?

10. Does the local government discourage the use of greenfield sites and instead consider some of them for preservation as open space?

11. Does the land use plan and the policy of the local government protect existing and proposed employment areas from encroachment by other permanent land uses?

12. When employment area proposals are made, do they include an analysis of anticipated internal traffic circulation, as well as any potential impact of the development on the local and regional transportation systems?

13. When employment activities that will generate substantial vehicular traffic are approved, are they located and designed to minimize disruptive effects on traffic circulation and adjacent land uses?

14. Do current regulations encourage on-site separation of employment area traffic (automobile parking and truck loading and standing areas)?

15. Is it the policy of the local government to site access roads to employment areas to border or pass around, not through, residential neighborhoods?

16. Do the land use plan and implementation tools aim to separate employment areas from living areas by the use of appropriate buffering, designed and placed to minimize sight, sound, and dust?

17. Do current regulations encourage industrial land developers to preserve natural amenities and to incorporate natural features and environmentally beneficial landscaping into their development proposals?

Protect prime farmland from development.

1. Through your local government and available regulations, are the lifestyles of rural communities preserved?

2. Have land use conflicts in agricultural areas been minimized in your community through the actions of local governments, and through planning and implementation?

3. Has your local government considered protecting farmland so there is a sufficient market for agricultural support services?

4. Are agricultural production and marketing targeted to large nearby metropolitan markets?

5. Are there any programs that encourage donations of farmland easements to land trusts and government agencies? Do these kinds of donations occur in your community or area?

6. Has your local government adopted agricultural protection zoning?

7. Do current regulations reflect setbacks and other requirements on adjacent residentially zoned land to avoid conflicts between residences and agricultural activities?

8. Are prime agricultural soils mapped in your area?[1]

9. Has your local government considered or investigated the use of transfer of development rights for farmland preservation?

Adapted from: EPA, Green Communities

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[1] You should find out what the definition of prime agricultural soils is in your area. Look to the Department of Natural Resources or your county or regional planning commission for a definition.

Appendix 9

Request for Proposal (RFP)

The purpose of a Request for Proposal is to solicit proposals from interested vendors to provide professional services to a County Board of Supervisors, a Town Board or a City Council and its Plan Steering Committee for the purpose of developing a comprehensive plan. For those communities that decide to move ahead with preparing a comprehensive plan, you will probably decide to hire a consulting firm to carry out the bulk of the work. An RFP defines the scope of work that is expected from a consulting firm. Below is a table of contents from an RFP for the Jefferson County Comprehensive Plan.

Section 1. Overview and scope

A. Purpose
B. Description of County
C. Reference to supporting documentation
    Preplanning packet
    Proceedings report
    Economic profile
    Resolution No. 95-35
D. Scope
E. Contact

Section 2. Instructions

A. Proposal due date
B. Proposal format
C. Oral presentation
D. Proprietary information
E. Incurring costs
F. Prime vendor responsibilities
G. Acceptance of proposal content
H. Nondiscrimination
I. Insurance and hold harmless
J. Evaluation of proposals
K. Acceptance/rejection
L. Contract negotiation
M. Estimated schedule of events

Section 3. Proposal requirements

A. Management summary
B. Approach
C. Background information on firm
D. References
E. Vendor terms
F. Costs
G. Assurance of deliverables

Attachment A - Suggested Insurance and Hold Harmless Agreement

Source: Steve Grabow, Jefferson Plan 2020...preserving the quality of life in Jefferson County, Request for Proposal, Jefferson County Comprehensive Plan, January 1996.

For more information and to get a copy of Jefferson County's RFP, contact:

Steve Grabow, University of Wisconsin–Extension, Jefferson County Office, 920-674-7295.

Assessing support for your recommendations

This worksheet should be used by the sub-task force to assess the land use vision with the recommendations. Make a separate worksheet for each recommendation. The purpose of this worksheet is to help the sub-task force to thoroughly analyze and assess how it can get support for its recommendations. An important facet of this analysis is a political assessment. A formal acknowledgment and assessment of the local political situation can provide you with more information about whether to move ahead with the next phase of the process.

1. Assessing fit of vision and recommendations

What is your vision theme?

_____

_____

_____

_____

What is your recommendation?

_____

_____

_____

_____

Why are you making this recommendation? (purpose or desired outcome)

_____

_____

_____

_____

Who will potentially benefit from this recommendation?

_____

_____

_____

Who will potentially be harmed by this recommendation?

_____

_____

_____

2. Analyze the situation

Where does this recommendation fit into current community priorities?

_____

_____

_____

Are there any groups working on related recommendations?

_____

_____

_____

Have there been past attempts on this or similar recommendations?

_____

_____

_____

Who does it affect positively (individuals and groups)?

_____

_____

_____

Who does it affect negatively (individuals and groups)?

_____

_____

_____

3. Assess helping and hindering forces

▶ **Who are the decision makers** (formal and informal, individuals and organizations, internal and external) **who can help or hinder this recommendation?**

Decision makers	Who makes the contact?
What strategies will we use to influence the decision makers?	

▶ **Who is likely to support the recommendations in the community and who should contact them?** When contacting supporters, ask what they think of the vision and recommendations, what they would like to see as an outcome and how they would carry out the recommendations.

Likely supporters	How do we enlist their support?

▶ **Who is likely to oppose the recommendations and who should contact them?** When contacting opponents, ask what they think of the vision and recommendations; what are their specific objections? What would they like to see as an outcome and how would they carry out the recommendations?

Likely opponent	
Contacted by	**Objection**
Strategy to overcome objection	
Likely opponent	
Contacted by	**Objection**
Strategy to overcome objection	
Likely opponent	
Contacted by	**Objection**
Strategy to overcome objection	

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The report provides a comprehensive inventory of land use plans in the State. Every county is included except for Menominee County. The report is organized by regional planning commission. Those counties not in an RPC, are listed separately as the last chapter. The appendix provides a series of maps based on each RPC that shows the adoption of county and town zoning.

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Web sites

American Farmland Trust
www.farmland.org

This site's mission is to work to stop the loss of productive farmland and to promote farming practices that lead to a healthy environment. The site includes a current legislative agenda, conferences, tools and resources, an on-line store with a publications section.

American Planning Association
www.planning.org

Contains land use planning, regulatory, legislative information along with an extensive hands-on publications list. For the Wisconsin chapter of this organization contact:

www.uwm.edu/~frankn/wapa.html

Center of Excellence for Sustainable Development— Success Stories: Community Projects that Work
www.sustainable.doe.gov/management/sstoc.htm

Success stories on a variety of topics of which land use is one. It is useful for the range of case studies it provides.

Citizens for a Better Environment
152 W. Wisconsin Ave., #510, Milwaukee, WI 53203
http://www.cbemw.org

This site contains a community preference survey. It is a particular process for which CBE helps communities. A video looking at the differences between sprawl development and pedestrian friendly design is also available. These are both available to buy.

Commonground
www.oncommonground.org/

On Common Ground Foundation is a 501(c) 3 non-profit organization established in 1997 dedicated to public involvement in the development of rational land-use policy. On Common Ground's mission is to enhance the "level of thinking" about land use in Wisconsin by improving public access to and participation in the land-use discussions which affect them. They publish On Common Ground magazine.

Congress of the New Urbanism
www.cnu.org

This site provides lots of information on restoring and revitalizing and creating urban places.

Cyburbia.org
www.cyburbia.org/

Internet resources for planning and architectural resources; over 1,000 Internet connections. Links to many sites related to land use issues.

EPA – Green Communities Assistance Kit
www.epa.gov/region03/greenkit/4landuse.htm

Provides a step-by-step guide for planning and implementing sustainable actions. It provides a multitude of information on tools, resources (financial, data and other) and case studies.

Gathering Waters
www.gatheringwaters.org/

This organization focuses on land conservation. It was formed in 1995 to assist land trusts, landowners and communities in their efforts to protect Wisconsin's land and water resources.

Land Trust Alliance
www.lta.org/

The Land Trust Alliance promotes voluntary land conservation and strengthens the land trust movement by providing the leadership, information, skills and resources land trusts need to conserve land for the benefit of communities and natural systems.

Local Government Center
www.uwex.edu/lgc/

Contains numerous links under Growth Management. Also offers smart growth law information. Videos, publications, and workshops available.

Oregon Land Use Information Center
www.uoregon.edu/~pppm/landuse/land_use.html

This site provides a wealth of information about Oregon's land use policies with connections to local land use plans and departments.

Sensible Land Use Coalition
www.SensibleLand.org/

This is an organization devoted to land use. While they focus on Minnesota and the Twin Cities in particular they offer a series of interesting workshops and have a variety of useful materials available.

Smart Growth Network
(growth management)
www.smartgrowth.org

As its title suggests, this site is dedicated to smart growth. It offers tools, case studies, funding options and information. Mission: to help create national, regional and local coalitions to encourage metropolitan development that is environmentally smart by protecting air and water quality, enhancing access to nature and encouraging brownfields redevelopment. It is fiscally smart: by paying for itself and providing high quality municipal services without constantly rising property taxes. Economically and socially smart: by promoting community economic vitality, livability, resource efficiency, equity and sense of place.

Urban Land Institute
www.uli.org

This organization's primary interest is in land use policy and real estate development. It publishes many useful publications, such as Urban Land *and* Smart Growth. *It conducts many useful workshops and conferences on a variety of land use and real estate issues.*

Wisconsin Land Use Council
http://www.doa.state.wi.us/olis/

The Wisconsin Land Council plays an instrumental role in identifying critical land use issues, problems, opportunities and solutions. It is a successor to the State Interagency Land Use Council (ILUC), which produced "Planning Wisconsin," a report to Governor Tommy G. Thompson, published on July 1, 1996.

Wisconsin Land Information Program
http://badger.state.wi.us/agencies/wlib/

This site is dedicated to regularizing Wisconsin's land use information.

State Agencies and other sources of land information for Wisconsin
http://badger.state.wi.us/agencies/wlib/sco/pages/lidir.html

A series of web sites related to land information.

Natural resources

The role of natural resources in the community

Think globally, act locally. This is a simple concept, but one that can be challenging to implement. This chapter will discuss how to act on the natural resources vision created by your community.

Why do communities need to be concerned about natural resources? Air, water, land, flora and fauna are part of our everyday life. For the most part we accept their existence without thinking about them. In a city or village it is more obvious to notice what is going on in the downtown area or with new housing developments. We generally do not take note or care when a wetland is filled in or a few trees are felled for a new industrial or residential development. Many communities, however, are beginning to recognize that wisely managed natural resources play a major role in community satisfaction and economic development.

Communities have changing relationships with their local natural resources. More than likely during their early history, economic development was based on the extraction of natural resources. Wausau grew because the logging industry was able to use nearby forests. Sheboygan, Green Bay, Fond du Lac and other communities were locat-ed on lakes that allowed them to become distribution points for trade prior to rail service. Wisconsin Dells originally promoted the beauty of the Wisconsin River to foster tourism.

Depending on where your community is located, the natural environment may play a role in local image and quality of life. Many communities rely on local natural resources for beauty, as an economic resource, and/or for recreational opportunities. In Wisconsin there are many natural resource-based businesses; for example, logging, paper manufacturing, agriculture, gravel and sand pits, and increasingly, tourism. Your community probably has some connection with local natural resources, whether for tourism, industry or recreation. Communities located by the Great Lakes, national forests, rivers, wetlands and prairies are often defined by those resources.

Local natural resources provide important functions to communities. Much of our undeveloped lands act as a water storage system slowly seeping water into lakes and wells. Tree and plant roots hold valuable soils in place. Used nutrients are never lost, but recycled. Best of all, natural areas act as nature's purifiers gradually renewing polluted air and water. Natural areas provide aesthetically pleasing environments (Andrews 1980).

More specifically, an area's natural systems include:

▶ Plant and animal diversity.

▶ Aesthetic qualities.

▶ Surface water quality protection.

▶ Structural flood control.

▶ Maintenance of the groundwater system.

▶ Economic development and recreational opportunities.

▶ Education and spiritual enrichment. (Town of Dunn 1979)

In addition to the functions of natural resources, communities should be aware of the condition of local natural resources. Change is a part of natural ecosystem dynamics, but air, water, land or an ecosystem can become degraded through human activities. Surface water (lakes, rivers or streams) may degrade over time; water can become murkier, algae blooms may appear regularly or the water may become too acidic — clear and lifeless.

Closely allied with degradation is the reduction of natural resources. There are fewer trees, prairies and wetlands, as well as decreasing numbers of birds, animals and plants associated with these kinds of ecosystems. Eventually some of these natural resources—plants and animals—may disappear completely.

Pollution often degrades natural resources. Pollution comes from

point and non-point sources. Non-point source pollution is the most difficult to address. Urban streets and agricultural fields are common sources. Point sources in contrast, are specific. Some examples of point source pollution are manufacturing firms, such as paper plants, or utilities, such as coal-fired power plants. Point sources are outputs from a production process. Clean water and air are used as part of the production process, but the output of water or air is "dirtier" than it was when it was used as an input. Reduction, degradation or loss of natural resources also translates to loss of beauty and loss of ecosystem functions, such as air and water purification, sediment filtration and water flow control.

Few communities have considered the complicated needs of the natural systems included within their political boundaries. Laws, strategies or programs such as the following address parts of our ecological support system: sewage treatment districts, shoreland preservation regulation, priority watershed plans, lake management districts, farmland preservation zoning, and wellhead protection zones. But no zoning law or planning system requires that communities understand how all the parts interact to maintain the integrity of natural systems. It is up to the community, county or regional planning system to understand local natural resources and incorporate potential management needs into a documented planning system.

Natural resource issues

Trying to understand natural systems is like trying to understand how the human brain works. The physical and biological conditions that enable natural systems to function are very complex. Humans have learned through accidents and intentional tinkering that we do not understand all the requirements.

While we continue to improve our understanding of the components of natural systems and their potential benefits to global health, we must still proceed with caution in management decisions. We now know, for example, that wetlands serve important functions.[1] In the past, soils present in wetland areas were valued primarily for their agricultural potential. Wetlands were often drained for the perceived economic benefit of crop sales. The loss of potential long term economic and environmental benefits from water quality/quantity protection, aesthetic appeal and recreational uses was ignored.

The following is a list of environmental resources that are important to communities. Their management may have economic impacts.

▶ Aesthetic qualities/scenic resources

▶ Agricultural land resources

▶ Cultural features

▶ Food systems

▶ Geographic setting and soils

▶ Human health/environmental hazards

▶ Plant communities

▶ Wildlife and wildlife habitat

▶ Surface water resources/water supply

▶ Groundwater/water supply

▶ Waste reduction practices

See Appendix 1 for a description of each issue.

The process

Pre-visioning

The natural resource task force organized at the end of the general visioning workshop should coordinate the next sub-community workshop. Before organizing this event, the task force should consider the following questions.

▶ *Why are we interested in natural resources?*

▶ *What do we hope to accomplish with a vision of natural resources?*

▶ *How will a natural resources vision improve existing community planning efforts?*

▶ *How will a natural resources vision complement the community vision?*

▶ *How will the natural resources vision complement other identified key areas?*

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[1] Wetlands help to maintain water quality, reduce the chances of flooding, offer habitat for numerous species and provide a source of water in dry years.

Natural resources workshop

The task force should convene a natural resources workshop to facilitate a process for preparing a key area vision statement and identify key sub-areas. To organize this event, refer to the chapter describing the community workshop.

The people to invite to this event, aside from the general public include:

▶ Regional, county, city planners.

▶ Land trust organizations.

▶ Conservation groups.

▶ Outdoor recreation groups (hunters, fishermen, snowmobilers, skiers, etc.).

▶ Federal and state agencies (EPA, DNR, Department of Interior, USDA, etc.).

▶ County and other sub-state level agencies (related to natural resources).

The facilitator could begin to develop a vision by using the following questions to help participants identify what they would consider for local natural resources in the future:

It is the year 20XX (20–25 years in the future). Your community has successfully conserved the ideal and desired local natural resources in your community. Describe your community in terms of those natural resources.

Questions to guide the process

The facilitator should keep the following questions in mind during the natural resources workshop.

▶ *What do you want conserved in terms of natural resources?*

▶ *Are there special areas, wetlands, bird watching areas, hiking trails that the community wants to preserve?*

▶ *What do you want created in terms of natural resources? (hiking trails, bird watching areas?)*

▶ *What does your community want to change in terms of how natural resources are used?*

Preparing a natural resources vision statement

Refer to the ingredients of a vision statement in the first chapter. See Chapter 1 for examples that can assist the facilitator in guiding the stakeholder group to define a natural resources vision.

Below are examples of a natural resources visions.

Weyauwega, WI

In the 21st Century, the City of Weyauwega and the surrounding Towns of Weyauwega and Royalton will have developed a spirit of cooperation focused on the protection of the area's most precious natural resources: recreational water, wildlife, forest and agricultural lands.

Sun River Terrace, IL

Parks and recreational areas will be complete with pavilions, playgrounds and shelters accessible by all age groups. The riverfront will be designed for boating, fishing, and camping. Wooded areas will be preserved for nature study and a historical visitors center, located near the Kankakee River shore, will tell the Sun River Terrace story.

Yachats, OR

We value the natural environment and beauty of our surroundings — the ocean, forests, rivers, hills and beaches. We strive to protect and restore our physical environment and the natural and human habitat it provides.

Stayton, OR

The natural environment is the basis of all life and livelihood. A community that does not respect its environment ultimately does not respect itself. Respect for, and stewardship of, our natural environment is the responsibility of all community members and an integral part of our vision for the future.

Newberg, OR

Natural areas and habitat have been preserved. Agricultural land and open space preserve the view from surrounding hillsides. Automobiles are used less, preserving air quality; a greenway system links pedestrian paths along clean rivers and streams. Residents are actively involved in protecting and conserving the natural areas. Plenty of space is provided for enjoying animals and the earth.

Preparing the strategic natural resources plan

As the natural resources task force begins the next phase of the visioning process, it is essential that all involved reconvene to share the information they have gathered. Store collected data so that everyone in the sub-area task force can have access to it as they gather and analyze data. One useful way to collect information is to have a map illustrating where natural resources are located and how they are used. If available, data can be compared using a geographic information system (GIS).

Review plans, programs, projects

One of the first tasks is to collect the various plans, regulations, program and project documents that guide the use, conservation and preservation of natural resources in your community. Gather plans from your local government, your county zoning or planning office, the regional planning commission, and state agencies, such as the Department of Natural Resources.

Also try to find out what was tried in the past—to understand what succeeded, what failed and why. The natural resources task force may find that there are initiatives underway that are addressing the issues it wants to study. If that is the case, sub-area task force members may desire to get involved in the other organizations.

Establish sub-area task forces

At the visioning workshop, sub-area task forces need to be assembled that will gather the necessary data and address the questions that follow. Set up a sub-area task force for each data gathering exercise. You may want to reassemble your natural resources task force after gathering the data to inform all members about what was found. The task force can then take on the next step which is to consider recommendations. Here again you should divide the task force into sub-area groups.

Data gathering and analysis

There are three main areas that a community should consider when it gathers and analyzes data on its natural resources. While the focus may be on a specific problem, consider each natural resource issue identified.

▶ What kinds of local natural resources do we have and how is each likely to change in the future?

▶ How do we value different resources? (Is our groundwater supply more important to our community than human health/environmental hazards?)

▶ Do different segments of the community have different values (ethnic, user and age groups; stage in the life cycle, such as families vs. singles)?

▶ How do we use our local natural resources in the community and region and how is our use likely to change in the future?

▶ What are the institutions (organizations and laws and regulations), both inside and outside our community, that affect our local natural resources?

Based on the above questions the task force will want to collect and analyze resource data to get a more accurate picture of natural resources needs.

Natural resources inventory

The first step is to conduct a natural resources inventory. Use the Environmental Resource Planning Checklist in Appendix 2 as a first step. Appendix 3 provides a series of worksheets and more detailed explanations. For a more sophisticated inventory, take a look at soils, water, forests, minerals, geologic formations, plant and animal species that are inside your planning area. Base maps and other kinds of maps can assist you in figuring out your natural resources inventory (see Wisconsin State Cartographer's office in Appendix 7).

After you have completed an inventory of natural resource and related organizations, your task force should be ready to develop a set of strategies.

Develop goals and strategies

The goals and strategies that follow correspond with the issues outlined previously. However, it is recommended that each community come up with its own strategies. Refer to Appendix 4 to understand how goals can link to later monitoring activities. In Appendix 5 there are three examples of natural resource goals, strategies and policies.

Aesthetic qualities/ scenic resources

Goal: Enhance the quality of life through the preservation of scenic resources.

Strategies:

▶ Protect lakes, rivers and streams and their buffers and preserve them for public access.

▶ Promote conservation buffers.

▶ Increase the number of bikeways and pedestrian pathways.

▶ Work to preserve rural landscapes through agricultural land preservation, conservation development and other sensitive land use measures.

▶ Support the protection of designated scenic rivers and designation of additional stream segments.

▶ Preserve visible ridgelines that contribute to the community's scenic character.

▶ Preserve and enhance scenic qualities along major roadways, especially gateways to the region.

▶ Encourage the design of new development to complement a community's scenic and historic character.

▶ Utilize scenic easements to protect the settings of historic resources.

Agricultural land resources

Goal: Protect prime agricultural soils from development.

Strategies:

▶ Map prime agricultural soils.

▶ Propose comprehensive planning and growth management programs in rural areas under development pressure.

▶ Encourage donations of farmland easements to land trusts and government agencies.

▶ Adopt agricultural protection zoning.

▶ Discourage division of agricultural trusts into parcels that are smaller than a typical core farm.

▶ Establish setback requirements on adjacent residentially zoned land to avoid conflicts between residences and agricultural activities.

▶ Investigate the use of transfer of development rights for farmland preservation.

▶ Implement farming conservation measures such as diversion, terraces and grassed waterways in conjunction with contour strip cropping and crop rotations.

Cultural features

Goal: Enhance the quality of life through the preservation of historic resources that are significant for their historical, architectural, archaeological and cultural value.

Strategies:

▶ Promote an understanding of and appreciation for the area's historic and cultural landscape resources.

▶ Promote and encourage a cultural landscape approach to the area's historic resources.

▶ Use the area's historic resources and cultural landscape as a basis for revitalizing and creating strong urban, suburban and rural landscapes.

▶ Encourage compatible development within and adjacent to historic districts and significant cultural landscapes.

▶ Promote the area's historic and cultural heritage in tourism and economic development programs.

▶ Encourage the preservation, rehabilitation and adaptive reuse of historic buildings.

▶ Support the identification and designation of eligible national, state and local historic properties.

▶ Coordinate closely with and support state and federal agencies working to protect historic resources.

▶ Allow property tax credits for the restoration of historic sites.

- Provide financial assistance options for the preservation of historic sites.

- Provide density credits, tax credits or other incentives for the retention of open space around historic sites.

- Consider historic preservation overlay zoning.

- Designate local historic districts as a tool for citizens to have greater control over change in their area.

Food systems

Goal: Decrease reliance on non-local food.

Strategies:

- Increase food security.

- Preserve and manage large areas of prime agricultural soils to support a sustainable food supply.

- Target agricultural production and marketing to nearby metropolitan markets.

- Promote community gardens.

- Establish relationships with community supported agriculture.

- Create food cooperatives.

- Initiate food-related micro-enterprises.

- Establish a food policy council.

Geographic settings and soils

Goal: Decrease development in problematic settings and soils.

Strategies:

- Preserve steep slopes.

- Promote erosion and sediment control.

- Promote soil conservation practices to reduce erosion and sedimentation.

- Encourage development that is compatible with the area's underlying geology.

Human health/ environmental hazards

Goal: Promote pollution prevention practices to achieve sustainable use of natural resources and protect the environment and human health.

Strategies:

- Promote clean industry.

- Improve the community's air quality by linking land use and transportation planning to reduce vehicular miles traveled and by reducing energy use at home and in business and industry.

- Ensure businesses comply with state and federal air quality emission standards.

- Target and prioritize efforts by geographic area or resource, type of generator (residents, stores, offices, industry), type of pollutant and cost to society.

Plant communities

Goal: Protect the physical environment and enhance the character, quality and livability of the community by preserving natural plant communities.

Strategies:

- Restore and improve natural plant communities.

- Reinforce the value of existing forest, prairie, wetland and riparian areas and implement appropriate measures to protect them.

- Increase planting of natural plant communities (trees, prairie, etc.).

- Protect existing natural plant communities and encourage restoration.

- Explore opportunities such as private land trusts, wetlands or woodlands banking, and purchase of easements or development rights to protect important natural features.

- Develop strategies to preserve and manage forested lands.

Wildlife and wildlife habitat

Goal: Protect the physical environment and enhance the character, quality and livability of the community by preserving the natural environment as an integral part of the development process.

Strategies:

▶ Increase or maintain wildlife habitats.

▶ Protect rare and endangered species and maintain habitat through the promotion of wildlife corridors.

▶ Preserve and manage large natural environments for wildlife habitat and scenic values and their contributions to groundwater recharge, improved air quality and erosion control.

▶ Preserve and manage habitats necessary for survival of existing rare, threatened and endangered species identified by DNR.

▶ Conserve large contiguous tracts of woodland to reduce forest fragmentation, maximize woodland interiors and reduce the edge/area ratio.

Surface water resources/water supply

Goals: Increase or maintain quality and quantity of surface water.

Strategies:

▶ Implement regional lake, river and stream water quality standards.

▶ Reinforce waterways as a regional natural resource.

▶ Protect a safe, long-term supply of water that is adequate for all uses.

▶ Support water conservation and encourage measures to reduce water supply demands.

▶ Preserve and enhance the existing network of lake, river and stream watersheds and their aquatic habitats.

▶ Prevent development in floodplains to protect public safety and water quality, and reduce public costs from flood damage.

▶ Preserve wetlands for their ecological and hydrological functions.

▶ Preserve and enhance buffer areas around water bodies to mitigate environmental and visual impacts from adjacent uses and activities.

▶ Encourage a sustainable water cycle balance within watersheds as development occurs.

Groundwater/ Water supply

Goal: Increase or maintain quality and quantity of groundwater supplies.

Strategies:

▶ Protect and enhance the quality and quantity of groundwater.

▶ Support water conservation and encourage measures to reduce water supply demands.

Waste reduction

Goal: Improve local waste reduction practices.

Strategies:

▶ Promote a waste reduction and recycling program.

▶ Prepare and distribute a guide to locally available energy-smart products and services.

▶ Identify state and federal legislation that supports and provides incentives for pollution prevention and recycling; consider adopting local legislation.

▶ Develop a pollution prevention and recycling strategy that includes businesses, industries and government agencies in the community.

▶ Establish targets for waste reduction that can be used by the community's private and public sectors.

Community feedback

Getting community feedback is the responsibility of the coordinating committee. This step is outlined more thoroughly in Chapter 1. The purpose of getting community feedback is to make sure that the natural resources vision that is articulated and the strategies outlined coincide with the general community vision as well as the other key area visions. After receiving feedback for the natural resources vision and strategies, the task force committee may need to revise them.

▶ Does the community vision mesh with this natural resources vision?

▶ Will those elements you want to preserve and those you want to create achieve the future vision of your community?

Developing action plans

Now that the natural resources vision and strategies are prepared and accepted by the community, it is time to prepare detailed action plans on how to achieve the vision and implement the strategies. The natural resources task force should ask each sub-task force to review the strategies that pertain to its area and develop a detailed action plan. In Chapter 1 there are two exercises that can aid in identifying the steps. Often there are many intervening steps before the final strategy can be realized. See Appendix 6 for a series of strategies for immediately realizing some of your action plans.

After each sub-task force has developed action plans based on the strategies that pertain to its specific area, the task force should convene a workshop with the full natural resources group. Each action plan should be discussed in front of the whole group to avoid duplication.

Environmental resource descriptions

Aesthetic qualities

Resource review considerations

This is one of the hardest categories to review objectively, yet may be among the most important for the local quality of life. The aesthetic qualities of the community also serve to attract tourists, an important component of Wisconsin's economy.

This section focuses on the aesthetic qualities of the **natural** resource, but these qualities in the built community are important as well. Aesthetic qualities of the built environment can be enhanced by emphasizing certain natural features, such as a scenic waterway or prairie plants, native trees and native shrubs in community plantings. The built community can enhance the natural beauty of surrounding resources by emphasizing building materials and colors that blend with local scenery.

Aerial photography is recommended as an ideal way to review aesthetic resources. Variety and unique features are important components. Categories for evaluation include:

▶ Topography: slope, variation in relief and feature relief (for example, a cliff or bluff face).

▶ Land use: diversity; percent of possible uses such as forests, farmland, wetlands, prairie, small communities, urban communities, utilities and highways.

▶ Water related areas: stream—orientation, width, gradient, shoreline, vegetation, unique features; lakes—size and shoreline geology, vegetation and topography.

▶ Landforms: characteristics of hills, plains, valleys, glacial and other geological features.

▶ View potential: view elevation; vistas or panoramic views; landscape views from close, medium and distance perspectives; feature landscapes such as a waterfall; and screening.

▶ Impacts on potential views.

Other factors to consider include:

▶ Roadside views of hedgerows, woods, lakes, streams, wetlands, shores and farmland.

▶ Roadside vegetation.

▶ Views from within a natural area that maintain the integrity of the natural experience.

▶ Views of attractive urban skylines.

▶ Placement of night lights in rural areas.

▶ Maintenance of acoustic isolation of natural areas.

Agricultural land resources

Resource review considerations

Agriculture is a significant economic component of most Wisconsin communities. When evaluating the agricultural resource, the two most important aspects to consider are productivity and size. Start by inventorying all local agricultural activities including forest crops. Determine the major form of income at each agricultural site. Consider whether current agricultural activities are suited to the potential productivity of the land. Are there any changes or trends in local agricultural practices that should be explained?

Potential productivity for traditional agricultural activities can be determined through a review of agricultural land, looking at the following characteristics:

▶ Slope.

▶ Soil particle size.

▶ Depth of root zone.

▶ Depth to groundwater table.

▶ Available water.

▶ Amount of organic matter.

▶ Permeability of soils.

▶ Length of growing season.

Productivity can be judged by comparison to an indicator crop or use of an agricultural lands rating system. Corn is used as the indicator crop for the southern part of Wisconsin, oats for the northern part of the state. A systematic procedure designed to allow comparison of production capacity of farmland parcels is available from the Natural Resource and Conservation Service. The rating system is known as the Land Evaluation and Site Assessment Procedure, (LESA). LESA users combine a numeric rating from a land evaluation component based on soil types with the numeric rating from the site assessment factors identified by the local community to develop an agricultural use importance rating for each parcel.

Size of the land may also be important for best use as agricultural purposes. Some crops and farming practices require the use of large equipment or other management practices that can govern optimal size for a farm unit. Cost of transportation to markets is another factor that influences use of land for any particular crop. Economic efficiencies factor into this land use decision.

Communities may wish to classify their agricultural lands for decision-making purposes. One classification scheme suggests four categories:

1. Best suited to row or field crop agriculture (alternative - dairy, fruit trees, sod, etc.)

2. Moderately suited to row or field crop agriculture

3. Poorly suited to row or field crop agriculture

4. Unsuited to row or field crop agriculture

Potential agricultural activity types for each community will dictate the choice of classification scheme.

Cultural features

Resource review considerations

Cultural features include historical, architectural and archeological structures and sites. They may also include sites that have no historical importance, but have local interest. Cultural features and sites may include a building, a group of buildings, natural features (such as an Indian mound), trails, gardens, cemeteries, old farms, stage coach routes and many other sites. The Wisconsin State Historical Society or local clubs can help identify sites for review.

Review of cultural features and sites usually leads to a decision about preservation, but may also be useful in decisions about whether to adapt a significant site for recreational, educational or economic objectives. Determining the relative significance of cultural features should partly depend on the community's vision of itself. Interest or concern from the Wisconsin State Historical Society or other professional group's might also help in the consideration.

Pay special attention to sites that may be significant for more than one reason. Keep all aspects of a

site's significance in mind for community planning purposes. Significant aspects may be missed when: multiple resource uses exists, (for example, wetland vs. historical site); multiple cultural considerations exist, (archeological vs. historical); units are not significant on their own, but are significant as part of a district, (e.g., a group of Cornish miners' houses).

Some qualities to review at suspected sites of interest include:

Historical significance

▶ level of connection of site to historic idea, event, person, etc.

▶ number of historic themes related to site

▶ representation of period type or style

▶ level of importance to locality, region, state, nation

▶ recognition of authorized organization

Scarcity

Condition

Environment

▶ relationship between the site and the environment

▶ presence of detracting human made feature

▶ development pressures

Social value

▶ adaptability to current use

▶ research potential

▶ educational value

▶ recreational value

Public access

Food systems

Resource review considerations

Life depends on food. In fact, the history of the development of human civilizations is very much the history of an ever more complex system of procuring or producing, processing and distributing food.

The web of relationships that make up the food system now stretch around the globe affecting people and their environments in disparate and inequitable ways. The system is highly dependent upon non-renewable resources, and affects environmental quality, land tenure patterns and social justice in every corner of the world.

The economy, or food system, that delivers these goods is at the pinnacle of its historical complexity. The way food is produced, processed, distributed and consumed affects the physical, economic and environmental health of communities. If diet related diseases plague our residents, if people in the community are hungry, if our farmland disappears, if chemicals and biotic wastes collect in our drinking water, we are not healthy. For these reasons, the state of the food system can act as a barometer of a community's well-being.

Another part of the food system is composed of the organizations that influence its operation. The government has programs to ensure food security, i.e., emergency food assistance and nutrition education, for those families and individuals that qualify. Another aspect to examine is the use of community gardens and community supported agriculture in your community.

To examine a community's food system, you can conduct a food asset mapping exercise that can tell your community where food is accessible and to whom in relation to transportation corridors and household incomes. This kind of study looks at all food related organizations from supermarkets to convenience stores to food pantries and soup kitchens, to restaurants and fast food. Also, you can estimate the environmental impacts, such as energy consumption, water contamination and food transportation. You can examine the economy in terms of the number of employees in the food sector and its growth over time and estimate food expenditures by income. One aspect of an economic study is to look at food pricing to determine if inexpensive food for all household incomes is equally accessible.

Source: Fertile Ground: Planning for the Madison/Dane County Food System

Geographic settings/soil and mineral resources

Resource review considerations

The topography, drainage patterns, soil characteristics, mineral deposits and other geological features of the study area can influence and be influenced by a variety of activities within the community. Geological and geographical considerations affect community aesthetics, wildlife habitat, economic resources, location of roads, soil erosion, surface water runoff and many other land use factors. Geology also affects the community water supply. Water supply is treated in more detail in a different section.

A first step to understanding the geographic setting is to map watersheds and their drainage patterns. Subsurface geology governs land formations including drainage patterns. Understanding local rock types and deposits allows predictions of potential impact from proposed development.

Subsurface geology also provides information about potential economic resources such as gravel or minerals. Communities will want to compare surface uses, such as residential, agricultural or wildlife habitat, with subsurface resources to analyze potential conflicts. Maintaining the possibility of production of metallic or non-metallic resources may be as significant to the community as the potential environmental impacts. Factors that contribute to evaluation of the significance of the mineral resource include:

▶ Supply (abundant or scarce).

▶ Quality.

▶ Deposit size.

▶ Ease of extraction.

▶ Water supply.

▶ Demand for the resource.

▶ Land use conflicts.

▶ Threats to the accessibility of the deposit.

Geological phenomena such as outcrops, bluffs, cliffs, glacial features, sand dunes and caves are significant from both aesthetic and wildlife habitat perspectives. These features need to be mapped and their significance evaluated. Beauty, ecological significance, frequency of occurrence, fragility, significance as a sci-

entific area and recreation potential should be considered. Geological phenomena can have an important human impact which should not be overlooked. Geological features serve as a component of quality of life and a component of tourist interest in the locality.

Human health/environmental hazards

Resource review considerations

Air and water quality, climate and noise issues are not normally considered when assessing natural resources. Unfortunately, we cannot take clean air and water and a quiet environment for granted. Air, water and noise need to be one of our land use planning considerations. We have less control over the local climate, but climate factors affect air quality and noise and should be considered part of community economic decisions.

Air quality concerns are part of the landscape no matter where you live in Wisconsin. Urban conditions next to Lake Michigan, Lake Superior and the Twin Cities—St. Paul and Minneapolis—are at greatest risk of non-compliance with air standard regulations. However, pesticide use and other agricultural activities in rural areas, construction, non-metallic mining and vehicle exhaust all contribute contaminated dust and fumes.

Gathering baseline data on air, water and noise in the study area becomes particularly important when making development decisions. While a site may be ideal for a business, factory or highway in eco-

nomic terms, a change in local air, water or noise may affect the health of surrounding human, plant or animal communities. Recent air and water regulations also limit permitted discharges of pollutants. When community facilities reach permissible levels, no new discharges can be added without reducing current discharges.

Finally, recent studies have shown that community populations with lower political or economic strength are more likely to have their local environments impacted by development decisions rejected by other parts of the community. Careful monitoring of community human health categories is needed to ensure fair distribution of community businesses or services that affect local air, water or noise levels.

Plant communities

Resource review considerations

Natural vegetation provides local scenery, contributes to the quality of life in the community and provides a destination for recreational activities. Vegetation is also significant for the role it plays in the ecology of the area and in maintaining adequate water supply. Ecological interactions include soil quality, wildlife habitat, nutrient cycling and climate impacts. Presence or absence of vegetation and the type of vegetation affects the ability of the land to absorb water and to conserve soil and nutrients. Vegetation affects commercial decisions when native communities are eliminated or restored as part of agriculture or wood crop management decisions.

Every land use decision that changes the current vegetation results in a variety of trade-offs. Identifying current plant communities and evaluating their aesthetic, recreational, ecological and conservation impacts will help communities discover where change should be encouraged and where it should be avoided.

Determine the location of existing plant communities and their general types through interviews with local residents and advice from regional and state agencies that monitor natural resource features. The Wisconsin Department of Natural Resources has already mapped wetlands and ecologically unique plant communities around the state. After plant communities have been identified, summarize their character through qualities such as:

▶ Size.

▶ Frequency of occurrence.

▶ Fragility.

▶ Elevation.

▶ Diversity or variety within the community.

▶ Significance.

Careful evaluation of each plant community includes many more factors. Consult a natural resource specialist to help the community devise and conduct an evaluation scheme. Detailed evaluation procedures are available from the Wisconsin Department of Natural Resources, the Nature Conservancy and other groups for the following categories:

- ▶ Commercial wood and fiber production.

- ▶ Forest hunting.

- ▶ Forest, grasslands and wetlands research and education.

- ▶ Forest, grasslands and wetlands recreation - non-motorized.

- ▶ Forest, grasslands and wetlands recreation - motorized.

Evaluation tools consider: plant community/species types—trees, shrubs, grasslands, groundcover; age of plants; canopy cover and openings; density of plant stands; signs of physical or insect damage; and location in relation to other features.

Wildlife and wildlife habitat

Resource review considerations

Wildlife includes turtles, snakes, salamanders, frogs, toads, fish, birds of prey, songbirds, waterfowl, fur bearers and insects. All need habitat for their food, resting, mating and shelter needs. The amount and characteristics of the habitat space varies from animal to animal. Birds and animals travel along "corridors" of habitat that also include flight paths. For some species, these "corridor" habitats are vital to their survival.

To understand what a particular wildlife habitat could include, it is important to review information about presettlement conditions in the area. The Wisconsin Department of Natural Resources has identified a number of areas not altered by human intervention.

DNR professionals can provide local advice about the location of these areas.

Undisturbed areas have many benefits for the community as well as wildlife, such as education, nature study and outdoor enjoyment. Natural areas are also an important source of comparative information for resource managers studying the effects of human impacts on land. "Maintaining lands in a natural or near natural condition holds open the land management alternatives available to future generations. If these resources are degraded, alternatives for the future are narrowed, for the recovery of converted natural features, if at all possible, is extremely slow" (W. Tans, R. Dawson, Natural Area Inventory, 1980).

Some communities may wish to view natural resources habitat from the perspective of recreation, hunting or fishing opportunities. Local natural resource managers can provide specific advice about habitat requirements for desired species.

Suitability of forests and wetlands for hunting is determined by the:

- ▶ Quality and availability of wildlife habitat.

- ▶ Regional abundance of major game species.

- ▶ Demand for hunting facilities.

In Wisconsin, the quality of forests and grasslands for hunting is judged by the presence of the following species: white-tailed deer, black bear, ruffed grouse, bobwhite quail, Hungarian partridge and ring-necked pheasants. Wetland hunting

potential is judged by the presence of mallards, blue-wing teal, and other ducks and geese.

Surface water resources/water supply

Resource review considerations

According to the results from Wisconsin's Critical Resource Information Program (CRIP), all lakes, rivers and streams within the state should be designated as potentially useful. These are valuable natural resources that support:

- ▶ A range of natural systems, which rely on their presence.

- ▶ A source of drinking water for humans and water supply for agriculture, industry, tourism.

- ▶ An avenue for transportation and waste disposal (industrial, agricultural, utility, sewer, and urban runoff).

- ▶ Recreation and passive enjoyment.

Surface water resources are integral to numerous natural systems—a role almost invisible to communities, and as a result, often not valued. Natural systems function in cycles. Water, minerals, and gases cycle through living and non-living systems. Surface waters are a component of the hydrologic cycle and many biological, geological and chemical cycles. They replenish atmospheric water lost in precipitation and accept surface runoff. Plant and animal ecosystems depend on a certain quality, temperature, rate of flow and volume of water.

There is no ideal natural state for a lake or stream; they continually evolve and change. However, their many uses justify optimum management.

Evaluation of surface water features should consider:

1. Alteration of lakes, rivers or streams as a result of human activity. Some considerations include: population and growth projections, the path of development, modification by structures or by artificial control, increased waste load and increased water diversions.

2. Scarcity of quality surface water. Some considerations include recharge of groundwater supply, unique recreational waters, waters of high recreational quality, unique or quality fish habitat, water undisturbed by human activity.

3. Water resource hazards. Consider hazard areas that present a threat to human health and property, such as flooding.

4. Resource sensitivity. Consider areas where increased shoreland development or waste load would be incompatible or degrade the water resource and its accompanying role in the natural system. Sensitive areas include: wetlands, areas of high erosion potential, and areas of poor soil suitability for land disposal of wastes.

Groundwater supply

Resource review considerations

Groundwater currently provides a large percentage of Wisconsin's water needs. Agriculture and many industries depend on large supplies of high quality groundwater. In small communities and rural homes, groundwater is the only economical source of high quality water for domestic use. As it replenishes surface waters, it also contributes plant growth nutrients at its points of discharge—streams, lakes, wetlands. Nitrogen and phosphorus enter groundwater from fertilizer and as decomposed by-products of organic matter such as crop residue, leaf litter, decaying animal and vegetative material. This additional source of nutrients affects the water quality of surface waters. Quality and availability of groundwater can vary locally on a site-to-site basis, depending on the specific geologic and hydrologic conditions of the area.[a,c]

Groundwater is sensitive to local contamination, depending on pollutant characteristics and soil permeability. Once present in groundwater, pollutants can travel at the rate of groundwater flow or disperse at a faster rate, depending on their chemical characteristics. Flow rates are affected by gravity and the permeability of the soil or rock.[b] Human health and the quality of the local surface water can be affected by groundwater contaminants.

The supply of groundwater is not infinite. It must be recharged through the hydrologic cycle in which precipitation percolates into the ground or enters the ground from surface water bodies. Poorly constructed wells, improper well spacing and excessive pumping can lead to pronounced decreases in water storage, interference between wells, interchange of water between aquifers or basins and interference with surface water levels.

Evaluation of groundwater supplies should consider:[a,c]

1. Supply and uses. Consider limitations in quality and quantity. Track populations and land use patterns. Monitor the quality of the water in different settings, especially to ensure that any protection strategies are working. Be aware that high quality or plentiful supplies may encourage human activities.

2. Sensitivity and threats. To determine groundwater vulnerability to contaminates, consider soil type and depth, water table level, flow patterns, bedrock characteristics and human activities in the area. Identify sources and properties of pollutants. Note that paving and buildings reduce the opportunity for groundwater recharge. Land disposal of wastes in septic systems, sewage or sludge lagoons, settling ponds, or application of liquid waste all have potential to contaminate groundwater supplies.

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[a] Many comments in this section are quoted or adapted from the CRIP Phase III Report, Environmental Monitoring and Data Acquisition Group, 1974.

[b] Town of Dunn *Open Space Preservation Handbook*, 1979

[c] Some points in this section are found in *A Guide to Groundwater Quality, Planning and Management for Local Governments*, 1987 and EPA Handbook: *Ground Water and Wellhead Protection*, 1994.

Contaminants from below ground sources, such as storage tanks or pipelines, can migrate directly into groundwater.

3. Hazards. Consider flooding potential from high water tables.

Waste management and reduction

Resource review considerations

Many human activities result in unwanted by-products, or wastes. Wastes can contribute to local resources if properly managed (recycled into useful products), but often are troublesome. Unwanted wastes cause two main problems: too much volume and hazardous conditions. Manufacturers and municipalities work to reduce both problems, but long-term community health depends on vigilance and planning.

Wastes come from many sources — some regulated, some unregulated. They may be solid, liquid or gas. They may be emitted from a site purposefully or by accident. Even regulated sources may not be managed most effectively because laws are often difficult to enforce. As a result, communities benefit from taking the initiative to plan for and monitor good waste management.

The first principle of waste management is to not have any waste. Some retail and industry groups help members identify and implement waste reduction opportunities. Government funds also support technical assistance training and assessments. Individuals can imple-ment source reduction techniques at home and in the work place.

A second principle is to know what you have. Wisconsin regulations require regular reporting about some waste management activities. Community right-to-know laws require industries and others to provide data on high volume sources of hazardous wastes. A community waste reduction initiative reviews local activities and data and accounts for waste management strengths and weaknesses at the local level.

When evaluating local activities, consider the following:[d]

1. Do activities reduce the source of wastes, by:

▶ Product changes—substitution, conservation, change in composition?

▶ Source control—change in input materials, technology changes, good operating practices?

2. Can wastes be recycled, by:

▶ Use and reuse—return to original process, substitute for raw material?

▶ Reclamation—process for resource recovery or by-product?

---

[d]EPA *Manual for Waste Minimization Opportunity Assessments*, 1988

Appendix 2

Environmental resource planning checklist

Directions—Review actions addressed in your current land use plan or local records. If the item does not apply, leave it blank. Which management choices are satisfactory and which need further attention? "Community Aware" refers to community knowledge of this planning initiative.

Actions	Satisfactory	Needs action	Community aware
Environmental resources identified			
Geographic setting and soils			
Land ecosystems			
Plant communities			
Wildlife habitat			
Water ecosystems			
Plant communities			
Wildlife habitat			
Water supply			
Cultural resources			
Human health			
Air quality			
Water quality			

Actions	Satisfactory	Needs action	Community aware
Environmental resources with economic potential identified			
Agricultural land resources			
Mineral resources			
Recreation resources			
Scenic resources/aesthetic quality			
Cultural and archaeological resources			
Land and water recreation sites			
Food systems			
Growth managment strategies in place			
Clustering of development			
Environmental corridors/natural areas easements			
Growth control plan			
Historic building reuse			
Purchase of development rights plan			
Development restrictions in place for			
Prime agricultural land			
Soil erosion			
Floodplains			
Groundwater recharge areas			
Stream banks			
Lakeshores			
Higher elevations			
Steep slopes			
Poor soils			
Wetlands			
Wildlife habitats			

Actions	Satisfactory	Needs action	Community aware
Quality of life elements for			
Scenic overlooks and "viewsheds"			
Beauty zones			
Town commons			
Tree plan—planting and preservation			
Rural byways			
Historical or architectural zones			
Archaeological site preservation			
Green space or environmental corridors			
Trail systems/park areas for			
Bicycles			
Cross-country skiing			
Hiking			
Walking			
Snowmobiling			
ATV use			
Nature study			
Connecting environmental areas			
Public access to public waters for			
Fishing			
Swimming			
Canoeing			
Camping			
Multiple uses			
Restoration possibilities identified for			
Prairie			
Woodland			
Wetlands			
Presettlement conditions			

Actions	Satisfactory	Needs action	Community
Compliance with state/federal regulations & standards			
Abandoned wells			
Air quality			
Drinking water supply protection			
Groundwater protection			
Highway and street standards			
Soil erosion			
Surface water			
Shoreland zoning			
Sewage treatment			
Solid waste management			
Septic system sanitary codes			
Storm water run-off			
Underground storage tanks			
Waste reduction			
Wetland protection			

Appendix 3

Environmental resources inventory

Worksheets

Identify the location(s) for study in your community. The worksheets will help you explore and document details needed to determine preferred strategies and actions. Choose the worksheets most appropriate to the site you wish to study. Check the background sheets and/or involve an expert when you need more information about a topic. Below is a list of the worksheets.

Aesthetic qualities/scenic resources

Agricultural land resources

Cultural features

Food systems

Geographic setting/soil and mineral resources

Human health/environmental hazards

Plant communities

Wildlife and wildlife habitat

Surface water resources/water supply

Groundwater/water supply

Waste reduction

Community environmental resource inventory

Community environmental resources study area or topic

The purpose of choosing an area to study is to help the community understand what natural and human resources the area provides. When the community understands the natural history and human potential of the resource, it can evaluate its quality and its potential uses. This background will allow the community to develop policies that protect valued resources.

Reasons for choosing a particular natural area to study will vary from community to community and from decade to decade. In some cases, the community may need to make a decision about locating a new school, identifying an industrial park, or approving zoning for a new apartment complex. Other communities may plan to incorporate a bike path, or preserve a popular wooded area. In each case, when a decision needs to be made about how land will be used, the community will benefit from a thoughtful evaluation of all the possible values of the land.

If there is no specific problem that needs immediate consideration, an inventory can help prepare the community for future decisions. The inventory and checklist can help determine priorities for action. Discussion of checklist results can serve to guide the community to select specific local natural resources for further investigation.

Making the decision to study a particular natural area does not commit the community to maintaining it as such. A community could choose to use a particular site or land area for one or more of the following purposes:

▶ Cultural interests.

▶ Commercial or economic uses.

▶ Education or research benefits.

▶ Natural systems protection.

▶ Open space.

▶ Recreation.

Study of the area will alert the community to strengths or barriers that the resource provides when analyzed for specific human or natural qualities. After studying the geographic, agricultural, water supply and aesthetics of several sites for example, the community may choose to maximize the geographic potential for one site by approving a gravel pit, and for another site by protecting it for aesthetics and recreation.

Finally, it is important to identify natural areas that should be protected so that these areas are not lost by accident or neglect. Considerations in evaluating a resource for this possibility include:

▶ An area with unusual natural or human features.

▶ A natural area which is crucial to an ecological system.

▶ An area that contains natural, scenic or historic areas endangered as a result of current human activities.

TABLE 1. Resource use possibilities.		
Cultural community identity archeological site or setting historical or cultural site or setting maintain high quality opportunities for cultural expression	**Education, research** adult group visits school group visits nature study research site for:_____ wildlife observation	**Open space** aesthetic considerations such as feature landscape, long distance view, screening, spiritual enrichment, variation in landforms, variation in topography buffer zone between compatible land uses space where education, research, natural systems and recreational activities can take place
Commercial, economic, residential building site/housing clean air requirements commercial wood and fiber production crop types fishing hunting/trapping nonmetallic mineral sources metallic mineral sources pasture land tourist attraction	**Natural systems** aquifer discharge aquifer recharge plant and animal diversity feeding habitat flood control flood plain protection animal movement corridors nesting/resting/breeding/burrow habitat nutrient and sediment control surface water quality protection wintering/migratory habitat	**Recreation** boating, motorized boating, non-motorized camping corridors for walking, biking, hiking, skiing picnic/playground swimming wild foodgathering

Aesthetic qualities/scenic resources—worksheet

Worksheet prepared by: _____ **Date:** _____

Study area: _____

Name _____

Geographic location, community map correlation _____

1. Describe the landscape. _____

_____

   Variation in topography? _____

_____

   Landforms of visual interest (cliff, large hill, valley, waterfall, glacial feature)? ___

_____

   Dominant land cover (forest, wetland, prairie, farm fields, human-built features)? __

_____

2. Describe community features. _____

_____

   Appearance of human-built features? _____

_____

   Geological features of popular interest? _____

_____

   Landmarks? _____

_____

   Long distance views? _____

_____

   Natural areas that enhance community appearance —environmental corridors, scenic greenbelts and
      open space? _____

_____

   Views found along roadways? _____

_____

Unusual water/land interfaces—scenic stretches of shores, rivers, streams?

Mix of features—how does diversity create interest?

Landscape appearance from close, medium and distant perspectives?

3. What specific land use activities take place in this study area?

4. Describe any current land management plans in place.

5. Describe the quality of the aesthetic features in the study area. Consider: accessibility, condition, diversity and significance to the human community.

6. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with interpretation of site data or visit?

7. What are the goals for this resource or site: other use possibilities, management options?[a]

---

[a] See table 1 for use options.

Agricultural land resources—worksheet

Worksheet prepared by: _____ **Date:** _____

Study area: _____

Name _____

Geographic location, community map correlation

1. What specific agricultural activities take place on this land?

_____

2. Describe any current agricultural management plans in place.

_____

3. Describe soils, soil conditions and the LESA rating (Land Evaluation and Site Assessment).[a]

_____

4. Describe the potential for groundwater contamination on this site.[b]

_____

5. Describe the quality of these lands for agricultural purposes. Consider: accessibility, condition, nearby uses, and significance to the local and regional economy.

_____

6. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with interpretation of site data or visit?

_____

7. What are the goals for this resource or site: other use possibilities, management options? [c]

_____

_____

[a] The LESA procedure measures production capacity of farm parcels and is available from the USDA Natural Resource and Conservation Service.

[b] The University of Wisconsin Extension _Farm*A*Syst_ fact sheet series provides groundwater risk assessment tools for farm property owners.

[c] See table 1 for use options.

Cultural features—worksheet

Worksheet prepared by: **Date:**

Study area:

Name

Geographic location, community map correlation

1. List and describe the cultural features in the study area:

Architectural features

Archeological features

Cultural features

Historical features

2. Which features, if any, are recognized by an authorized organization (state or federal designation, for example)? Name the feature, the organization and the designation.

3. Are there any management plans in place for the current or future use of any cultural features in the study area?

4. Describe the quality of the cultural features in the study area. Consider accessibility, condition, nearby uses and significance to the human community.

5. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with interpretation of site data or visit?

6. What are the goals for this resource or site: other use possibilities, management options?[a]

[a] See table 1 for use options.

Food systems—worksheet

Worksheet prepared by: **Date:**

Study area:

Name

Geographic location, community map correlation

1. List and describe the food system in the study area:

   economy

   employment

      pricing

      expenditures

   environment

      energy consumption

      water contamination

      transportation

2. Are there any management plans for supporting alternative organizational forms such as Community Supported
   Agriculture (CSA), community gardens, farmer's markets?

3. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with
   interpretation of site data or visit?

4. What are the goals for this resource or site: other use possibilities, management options?

Geographic setting, soil, mineral resources—worksheet

Worksheet prepared by: _____ **Date:** _____

Study area: _____

Name _____

Geographic location, community map correlation

1. Describe soils, soil conditions and the LESA rating (Land Evaluation and Site Assessment).[a]
_____

_____

2. Describe site drainage characteristics: permeability; depth-to-bedrock; wet, poorly drained and organic soils; etc.[a]
_____

_____

3. Map the watershed(s) for this area —where does water from this area flow
   (what body of water or groundwater supply)?
_____

_____

4. Describe any soil and/or drainage limitations for development.
_____

_____

5. Describe the landscape terrain: rock types, elevation and slope, rugged terrain, high relief topography, soil
   erosion potential?
_____

_____

6. Are there any mineral deposits in the study area, metallic or non-metallic?
_____

_____

7. Describe the quality of these geographic resources. Consider: accessibility, condition, nearby uses and significance
   for mineral extraction, development or recreation.
_____

_____

8. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with
   interpretation of site data or visit?
_____

_____

9. What are the goals for this resource or site: other use possibilities, management options?[b]
_____

---

[a] The LESA procedure measures production capacity of farm parcels and is available from the USDA Natural Resource and Conservation Service. Other information about local soil resources is available from County Conservation District offices and from the University of Wisconsin-Extension Geological and Natural History Survey.

[b] See table 1 for use options.

Human health/environmental hazards—worksheet

Worksheet prepared by: **Date:**

Study area:

Name

Geographic location, community map correlation

1. Describe the climate for the study area: air movement trends, humidity, precipitation.

2. What specific land use activities take place in this study area? Are there any activities that add to the general noise level of the study area?

3. What is the history of the air quality in the study area?[a]

What is the overall quality of the air?

What pollutants (if any) are known to be present in the air?

What are the sources of pollutants?

▶Transportation corridor issues: congestion, selected traffic patterns?

▶Industry/commercial development issues?

▶Concerns about non-metallic mining, construction, other land uses that create dust?

4. How do air quality concerns affect human activities: schools, residential, workplace?

_____

5. What is the history of the water quality in the study area?[b]

_____

    Where do residents obtain their drinking water—wells or municipal services?

_____

    What land uses take place at the geographic location of the drinking water source?

_____

    Is the surface water quality and availability adequate to meet recreation demands?

_____

6. Describe how air or water waste discharges from industry, commercial and other land use activities are monitored: pollution prevention activities observed, "brownfields"zoned or managed to encourage development?

_____

_____

7. Describe the significance of environmental health conditions to the human community, local or regional ecosystems.[a]

_____

_____

8. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with interpretation of site data or visit?

_____

_____

9. What are the goals for this resource or site: other use possibilities, management options?[b]

_____

_____

[a] The Wisconsin Department of Natural Resources, the Wisconsin Department of Health and Family Services, and the University of Wisconsin-Extension Environmental Resources Center can provide information about air and water resource quality and implications for human health.

[b] See table 1 for use options.

Plant communities—worksheet

Worksheet prepared by: **Date:**
_____

Study area:
_____

Name
_____

Geographic location, community map correlation

1. What specific land use activities take place in this study area?
_____

_____

2. Describe any current land management plans in place.
_____

_____

3. If woodlands are present, describe species and communities represented.[a]

4. If woodlands or grasslands are present, describe plant communities represented.[a]

5. If wetlands are present, describe plant communities represented.[a]

_____

6. List any unique, rare, remnant, threatened or endangered plant communities or species that should receive special attention.[a]

_____

7. Describe the quality of the plant communities. Consider: accessibility by people, condition, nearby uses and significance to local or regional ecosystems.[a]

_____

8. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with interpretation of site data or visit?

_____

9. What are the goals for this resource or site: other use possibilities, management options?[b]

_____

_____

[a] The Wisconsin Department of Natural Resources and the University of Wisconsin-Extension Geological and Natural History Survey can provide information about local plant communities and species.

[b] See table 1 for use options.

Wildlife habitat—worksheet

Worksheet prepared by: _____   **Date:** _____

Study area: _____

Name _____

Geographic location, community map correlation _____

1. What specific land use activities take place in this study area?

_____

_____

_____

2. Describe any current land management plans in place.

_____

_____

_____

3. What wildlife species and populations use the study area?a Which are used for fishing, hunting or trapping?

_____

_____

_____

4. What is the Wisconsin Department of Natural Resources Habitat Designation for the study area?[a]

❏ Class I   ❏ Class II   ❏ Class III   ❏ Class IV

Comments

_____

_____

_____

5. What wildlife needs are met by the study area? Comment on each.[a]

Breeding - _____

Feeding - _____

Movement corridor - _____

Resting - _____

Wintering - _____

Migratory habitat - _____

_____

6. List any unique, rare, remnant, threatened or endangered habitat or wildlife species that should receive special attention.[a]

_____

_____

_____

_____

7. Describe the quality of the wildlife habitat. Consider: accessibility by people, condition, diversity of species, nearby uses and significance to local or regional ecosystems.[a]

_____

_____

_____

_____

8. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with interpretation of site data or visit?

_____

_____

_____

_____

9. What are the goals for this resource or site: other use possibilities, management options?[b]

_____

_____

_____

_____

[a] The Wisconsin Department of Natural Resources and the University of Wisconsin-Extension Department of Wildlife Ecology can provide information about local animal communities and species.

[b] See table 1 for use options.

Surface water resources/water supply—worksheet

Worksheet prepared by: _____   **Date:** _____

Study area: _____

Name _____

Geographic location, community map correlation

1. What specific waterways and land use activities take place in this study area? _____

_____

2. Describe any current land or waterways management plans in place. _____

_____

3. Describe the surface water resource.[a] _____

_____

    Lakes/ponds—resource description, assessment rating, and water quality ratings

    _____

    _____

    Rivers/streams —resource description, assessment rating, and water quality ratings

    _____

    _____

4. Describe surface water supply—quantity, quality, availability—and current or potential uses.[a] ____

    Agriculture - _____

    Domestic - _____

    Industrial/commercial - _____

5. Describe any discharges to surface water—point source and nonpoint source activities.[a]

    Agriculture - _____

    Industry/commerce - _____

    Urban/suburban community sources - _____

    (Consider roads, parking lots, building roof runoff, public and private property practices) ____

6. List unique natural water communities: wetlands, shorelands, bogs, floodplains, estuaries.[a]

_____

_____

7. Describe water recreation uses and opportunities.[a]

_____

_____

8. Describe overall quality of these surface waters. Consider: accessibility, condition, nearby uses, and significance to human community, local or regional ecosystems.[a]

_____

_____

_____

9. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with interpretation of site data or visit?

_____

_____

_____

10. What are the goals for this resource or site: other use possibilities, management options?[b]

_____

_____

_____

_____

[a] The Wisconsin Department of Natural Resources, the University of Wisconsin-Extension Geological and Natural History Survey, and the University of Wisconsin-Extension Environmental Resources Center can provide information about surface water resources and their uses.

[b] See table 1 for use options.

Groundwater resources/water supply—worksheet

Worksheet prepared by: _____ **Date:** _____

Study area: _____

Name _____

Geographic location, community map correlation
_____

1. What specific land use activities take place in this study area?
_____

_____

2. Describe any current land management plans in place.
_____

_____

3. Describe groundwater supply - quantity, quality, availability - for current and potential uses.[a]

Agriculture - _____

_____

Domestic - _____

_____

Industrial/commercial - _____

_____

4. List activities that discharge to groundwater.[a]

Agriculture - _____

_____

Industry/commerce - _____

_____

5. Describe the groundwater system and its dynamics.[a]

_____

How is groundwater supply used and where does groundwater discharge to surface water—locations and description? What is the quality of the groundwater discharging into lakes, streams and rivers?

_____

_____

How is the groundwater supply or aquifer recharged - area of land where this occurs and its description? What is the quality of the recharge water?

_____

_____

_____

Is the groundwater recharge rate in balance with the discharge rate? What are the resulting water quality and supply considerations?

_____

_____

_____

6. Describe the quality of the groundwater. Consider: accessibility, condition, nearby uses, and significance to human community, local or regional ecosystems.[a]

_____

_____

_____

7. What additional data is needed to evaluate the study area: additional resource data, a site visit, help with interpretation of site data or visit?

_____

_____

_____

8. What are the goals for this resource or site: other use possibilities, management options?[b]

_____

_____

_____

[a] The Wisconsin Department of Natural Resources, the University of Wisconsin-Extension Geological and Natural History Survey, and the University of Wisconsin-Extension Environmental Resources Center can provide information about groundwater resources and their uses.

[b] See Table 1 for use options.

Waste management and reduction—worksheet

Worksheet prepared by: _____ **Date:** _____

Study area: _____

Name _____

Geographic location, community map correlation
_____

1. Map location of waste production and management in relation to other community facilities.

_____

2. Describe community recycling and source reduction—needs, outreach and services.

_____

   Residential? _____

   Business? _____

   Government/school? _____

3. Describe household hazardous waste source reduction and waste disposal—needs and services.

_____

   Public outreach? _____

   Service? _____

4. Describe farm and business—very small quantity hazardous waste source reduction and waste disposal—
   needs and services.

_____

   Public outreach? _____

   Service? _____

5. Describe industry pollution prevention needs and audit services.

_____

   Public outreach? _____

   Service? _____

_____

6. Describe energy use reduction needs and services.

_____

Public outreach? _____

Service? _____

7. Describe the location and effectiveness of local waste management activities and services. Consider significance to the human community and to local or regional ecosystems.

_____

_____

_____

_____

8. What additional data is needed to evaluate waste management: additional resource data, a site visit, help with interpretation of site data or visit?

_____

_____

_____

9. What are the goals for community waste management, management options?

_____

_____

_____

_____

_____

_____

_____

_____

_____

Sample information source

Assessing the linkages between ecosystems and local quality of life

Overall assessment objective	Sample indicators	Possible sources of information
Characterize importance of ecosystem to local education	Number of school field trips to natural areas	Local schoolteachers
	Number of visitors to local arboretum, bird sanctuary, or state and national parks	Management office of relevant organization (e.g., arboretum)
Assess flood control services provided by local wetlands	Qualitative indicator based on flooding history of area with wetlands and similar areas where wetlands have been lost to development	Newspaper archives Local land-use officials Local emergency management officials
Assess availability of land for recreation	Acres of land/open space available for recreation per 1,000 people in the community	Local land use officials Local or state parks and recreation officials
Characterize level of recreational activity upon ecosystem	Annual number of activity days for (e.g., rafting and kayaking, fishing, hunting, and visitor days to local resorts and campgrounds)	U.S. Fish and Wildlife Service, *National Survey of Fishing, Hunting, and Wildlife Associated Recreation*, published every six years
	Trends in beach closures or fishing advisories	State Comprehensive Outdoor Recreation Plans; contact state tourism and recreation agency
	Fate and effects of sanitary waste and refuse on ecosystems	County or municipal records for sanitary treatment and waste removal from recreation site

Example policies

City of Hudson, Wisconsin—1993 Comprehensive Plan

Environmental protection policies

1. Continue to implement and administer federal and state programs to preserve and maintain and further enhance natural ecological systems including: lakes, ponding areas, aquifers, drainage areas, and wetlands with federal and state technical financial assistance when available.

2. Protect lakes and other water bodies from negative impacts of development through the administration and enforcement of shoreland regulations.

3. Protect both surface and groundwater from hazardous waste, fertilizers, and pesticides.

4. Support DNR efforts to protect surface water from intrusive vegetation that would disturb or destroy the natural ecosystem of the body of water.

5. Continue to strictly control development in floodplain areas of the St. Croix River and Lake Mallalieu.

6. Continue to encourage and assist businesses, organizations and private citizens in their efforts to beautify and otherwise enhance the environment.

7. Pursue all reasonable opportunities to reduce and control noise and air pollution.

8. Adopt reforestation standards that require reforestation of areas cleared by development.

9. Discourage development on soils that are unsuitable for development and require proper correction of problem soils.

10. Insure that the public health is protected by requiring that onsite sewage systems conform to State requirements.

11. Carefully regulate the quarrying of resources such as sand, dirt, gravel, and peat to mitigate potential environmental and visual impacts such as: dust, noise, and erosion on neighboring properties.

12. Restrict development in lands adjacent to designated wildlife refuge areas where adverse impacts of such development cannot be adequately mitigated.

13. Develop a natural resources master plan to inventory natural areas such as: wetlands, woodlands, fens, and hillside areas. Opportunities to preserve such areas should be coordinated with County, State, regional, federal, and private programs.

14. Expand the community's environmental education and awareness program to include the proper use and disposal of such pollutants as hazardous waste, fertilizers, and pesticides.

15. Encourage public and private recycling programs.

16. Encourage the incorporation of woodlands and wetlands into development plans or park and open space areas as an alternative to the destruction of these resources.

17. Protect the Lower St. Croix National Scenic Riverway by continuing to adhere to the Master Plan Guidelines and Wisconsin DNR Chapter NR 118 regulations as they pertain to this Riverway.

Source: City of Hudson

Case study—Dane County

Conserving Our Land and Water Resources

Dane County residents want to preserve our wonderful land and water resources. We enjoy the recreational opportunities our parks and trails, rivers, streams and lakes give us. We need clean water to drink and clean air to breathe. And, in our increasingly busy lives, we cherish the calming beauty of peaceful, scenic vistas and our open spaces, whether large or small.

Dane County citizens have long recognized the beauty of our steep wooded hillsides, the value of the timber in some of those woods, and the susceptibility of those slopes to erosion. Groundwater scientists have also discovered that these slopes can also function as important recharge areas for springs and streams.

Dane County has 37 fish-filled lakes, 475 miles of beautiful streams and rivers, and 14 miles of the spectacular Wisconsin River forming our northwest border. Use of these resources is increasing significantly as our population grows. For example, daily boat launches at county facilities on Dane County lakes have increased by 41% since we started keeping those records in 1983. This being Wisconsin, our recreational use does not stop when the cold and snow start. For example, Dane County currently has a countywide, 300 mile system of snowmobile trails.

Dane County currently owns 5,411 acres of park land and open space, less than 1/10 of one percent of the

county's total land area. Of this area, there are twenty county parks and eleven county resource areas

Dane County's population is projected to continue to grow rapidly — it is conservatively estimated that an additional 72,000 people will live in Dane County in twenty years. In order to provide for the needs of citizens today and to protect our valuable resources for future generations, we must plan for growth that will not harm the health of our land and water resources.

We know that it is better and cheaper to take care of these important resources now than to try to clear them up or reclaim them later. We must develop strategies and take steps to ensure that future growth and development can occur in ways that preserve our valuable resources for the benefit of all Dane County residents.

Thanks to the efforts of the Parks Commission, the Dane County Board, and hundreds of interested citizens, we know what lands we need to protect. The Dane County Parks and Open Spaces Plan sets forth specific goals for acquiring certain types and amounts of land in project areas throughout Dane County.

We must act quickly. The rapid growth in Dane County is driving all land prices higher with no indication that these values are leveling off. This trend faces us with a difficult choice. Find additional funds to buy or protect more lands more quickly or miss those opportunities. If we choose the latter course, the lands will be developed or purchased later at much greater cost. Sometimes, one must invest to save.

Dane County should invest now to save the lands essential to preserving our natural heritage.

We also know more about protecting our resources than we ever have. Scientists, many of whom work in Dane County for the University or Department of Natural Resources, have learned how runoff hurts our streams and lakes and have mapped the groundwater flows and recharge areas of Dane County. We need to use this knowledge as the basis for a new generation of stewardship for our natural resources. Our Parks Department's exemplary volunteer program reminds us of how effective we can be at protecting and restoring our natural resources. Over the last decade, for example, two volunteers have restored the Walking Iron Park prairie so that it is now one of the healthiest prairies in the upper Midwest.

Recommended actions

The County should:

1. Create a Dane County Stewardship Fund to Expand Acquisition of Parks, Recreation, Open Space and Farm lands.

Despite the creation and expansion of the Conservation Fund and an extremely professional and successful acquisition effort over the past 8 years, Dane County currently owns fewer acres of park/open space lands per capita than, for example, similar Wisconsin counties such as Brown, Milwaukee and Waukesha. We should expand our open space funding sources through a variety of means involving the public and private sectors:

A. Propose a major countywide referendum to create a significant annual funding source for county, local government, and private non-profit acquisition and management of natural resource lands, parks and trails over the next ten years. Currently, Dane County alone would have to spend about $4 million annually over the next 10 years to meet the objectives of the Parks and Open Spaces Plan. Also use this fund as a potential source of monies to purchase farmland preservation easements.

B. Partner with the financial, legal, business, agriculture, and environmental communities to establish a parks/open space fund raising campaign and County endowment program to encourage donations of land, easements, and/or money. Provide recognition programs, estate planning/tax assistance, and other incentives for program participants.

C. Evaluate using existing legal authority to create a countywide impact fee on new development to pay a fair share of the capital costs of County parks, playgrounds and other recreational facilities. Sunset this fee if and when the referendum succeeds at generating the additional funding needed for park acquisition.

2. Create buffers around county parks and other publicly owned lands.

In order to protect the public's investment in open space and recreational areas, buffers should be created around these special areas to shield them from the impacts of neighboring development. Owners of land next to parks or resource areas often experience an increase in land value because of the presence of the park or open space. It is reasonable, then, to protect the public investment by requiring the neighboring landowners to avoid types of development that would harm the park or resource area.

3. Prepare a countywide atlas of important natural resources and features.

Although a variety of maps exist identifying certain natural resources and features, we should inventory the data and consolidate it in a convenient, attractive atlas. People can use this atlas to readily identify our important natural resources and features, such as floodplains, shorelands, wetlands, water basins, environmental corridors, steep slopes, hilltops, groundwater recharge areas, prime agriculture soils, and woodlands. This inventory and atlas can provide useful information to landowners, planners, and local communities and county officials as they make development decisions.

4. Update county ordinances regarding proposed development activities in shorelands, wetlands, hilltops, steep slopes and other valuable natural resource areas.

A. Dane County's shoreland zoning ordinance has had only minor revisions since the state model was adopted in 1985. It needs updating to incorporate better environmental standards to protect environmental corridors and control erosion.

B. Update and amend the County erosion control, shoreland, subdivision, zoning and related ordinances to better protect our natural resources (such as shorelands, wetlands, environmental corridors, groundwater recharge/protection areas, steep slopes, hilltops and highly productive soils.) Establish performance standards to protect these resources from unsuitable development activity. In regard to steep slopes, set performance standards for slopes of 12% or more and restrict development on slopes in excess of 20%. Provide flexible design standards and incentives for developments that further natural resource protection goals.

5. Implement the county construction site erosion control standards by fall of 1999.

The Dane County Board adopted an ordinance requiring countywide construction site erosion control standards. While enforcement of the ordinance to date has been limited to unincorporated areas of the county, the County erosion control standards legally apply within the entire territorial limit of Dane County.

The Dane County Lakes and Watershed Commission has been working cooperatively with municipal officials and developers on a strategic plan and timeline for implementing the County's construction site erosion control standards throughout the County. Their work should continue.

We hope that this cooperative effort will be successful. In the spring of 2000, Dane County will begin to

enforce the construction site erosion countywide, except where a municipality adopts and enforces the county standards.

6. Develop a countywide stormwater management program.

A. The increased impervious surfaces resulting from development, such as pavement and rooftops, cause water to run off a site very rapidly. This increased stormwater runoff can flood neighboring lands and also contaminate nearby waterways. Improper agricultural practices can also contaminate our water resources. Stormwater issues do not start or stop at municipal borders. A coordinated approach to stormwater management makes the most sense for protection of the resource, efficiency of government and consistency for the developer. Dane County can help in achieving uniform and effective stormwater management practices throughout Dane County by:

Coordinating an exchange of information by local governments and groups in Dane County who have stormwater management experience to find out what works best, identify

concerns, and showcase successes. The local governments, development community, industry, drainage board, farmers, and environmental interests should all be included in this process. Based on this effort, Dane County should then take the lead in preparing a model stormwater program, technical standards, and ordinance. The County should also consider utilizing its existing legal authority to create an impact fee to help pay for the capital costs of stormwater management facilities. In light of the three major floods that have occurred in Dane County in the '90s and flooding that is occurring in prime farm areas, especially in eastern Dane County, we should complete this process as soon as possible.

B. The County should assist the Dane County Drainage Board in mapping the drainage districts in Dane County so that this information can be used to help address stormwater runoff and flooding concerns.

7. Pursue groundwater protection measures.

Groundwater supplies nearly all of Dane County's drinking water. Each Dane County resident uses over 150

gallons of groundwater per day in Dane County. Growth not only increases groundwater withdrawals for water supply, but it can alter the pattern and rate of groundwater recharge.

Moreover, the excessive use of road salts, fertilizers, and pesticides and poor maintenance of some animal waste and septic systems have hurt groundwater quality in some parts of Dane County.

Dane County should take the following steps to help protect our drinking water:

A. Provide technical assistance to local governments in assessing the groundwater impacts of development proposals;

B. Seek funds from the federal Drinking Water State Revolving Fund for wellhead and groundwater protection activities ($1 billion per year authorized); and

C. Amend Dane County's manure storage requirements to address all types of storage and to promote nutrient management.

Source: County Executive. Design Dane. pp. 21–27.

Low-cost, immediate-result voluntary strategies

A number of simple voluntary activities are available to achieve ecosystem protection goals (Greenfield and LeCouteur, 1994). These activities encourage community pride and may produce immediate, visible results. In addition they may produce additional benefits such as lowering urban temperatures, purifying air and controlling storm-water runoff. These activities include:

▶ **Stream, beach or river cleanups**—Many communities have organized efforts to pick up trash and debris from rivers, beaches, or streams, either once or on an ongoing basis.

▶ **Storm drain stenciling** — Many people do not realize that runoff collected by storm drains may pass untreated into a river or harbor. Stenciling "Do Not Dump" or other instructions on storm drains alerts community members that they should not use storm drains to dispose of used oil or other hazardous liquids.

▶ **Pollution prevention**— Recycling programs, car pooling networks and public transportation improvements all reduce pollution at its source.

▶ **Education**—Seminars at local schools can educate students about their local environment and encourage stewardship. Pamphlets encouraging recycling and explaining proper disposal of household hazardous materials or showing maps of local greenways and bike paths can increase interest in local natural resources. Some groups, such as farmers, may benefit from information on ecosystem issues specific to their occupations (for example, the importance of not filling in wetlands or benefits from reducing pesticide runoff) Community organizations and individuals also can find out more about the presence of hazardous materials in their neighborhoods through the community-right-to-know provisions that are part of the Superfund remediation program.

▶ **Amending Covenants Governing Condominium and Homeowners' Associations** —Covenants governing condominium or homeowners' associations can address items like reducing the use of fertilizer and pesticides on lawns or prohibiting the removal of native vegetation.

▶ **Instituting Integrated Pest Management (1PM) on Farms and in Gardens**—PM minimizes pesticide use in favor of natural forms of pest control. These include introducing insects and animals that prey on the pests, rotating crops, planting two or more crops in the same field (making it harder for pests to find their targets), and many other techniques

▶ **Encouraging and Assisting Businesses to Conduct Environmental Audits** — Audits involve examining business practices to see if they are environmentally friendly (for instance, does the business recycle paper and other waste products?). Often, programs to reduce waste also improve business efficiency and cost effectiveness. Small businesses may be able to get assistance through the EPA Information Hotlines listed at the end of this section or through their EPA regional office.

Source:
U.S. EPA. 1997. Community-Based Environmental Protection: A Resource Book for Protecting Ecosystems and Communities, EPA 230-B-96-003, p .4-1.

Web sites

Aspen Institute — Rural Economic Policy Program

http://www.aspeninst.org/rural/

This site fosters collaborative approaches to learning and economic development.

Center for Rural Affairs

http://www.cfra.org/

This organization focuses on working to build sustainable rural communities through social and economic justice with environmental stewardship.

Citizen's Guide to Geographic Information Systems

http://www.main.nc.us/GIS/

Citizens for a Better Environment,
152 W. Wisconsin Ave., #510, Milwaukee, WI 53203

http://www.cbewi.org

This site contains a community preference survey—a particular process for which CBE communities has developed a slide presentation. A video looking at the differences between sprawl development and pedestrian friendly design is also available. Both the slide set and the video may be purchased.

Ecoforestry Institute

http://ecoforestry.ca/default.htm

This site is dedicated to teaching and certifying holistic, ecologically sound forestry practices that protect and restore the sustainability of forests while harvesting forest products.

EPA Green Communities Assistance Kit

http://www.epa.gov/region03/greenkit/

This site provides a step-by-step guide for planning and implementing sustainable actions. It provides a multitude of information on tools, resources (financial, data and other) and case studies.

EPA Software

Environment Planning for Small Communities

http://www.epa.gov/seahome/trilogy.html

This program offers a complete one-stop introduction to a wide range of environmental issues and decisions that affect small and medium-sized communities. It offers communities the chance to judge their own needs and preferences, and to make their own informed decisions.

Lake Superior Steelhead Association Conservation Project

http://steelheaders.org/projects.html

Natural Heritage Inventory Program

http://www.dnr.state.wi.us/org/land/er/nhi/nhi.htm

This site explains the program and provides a listing of endangered and rare plant and animal species by county.

Nonpoint Education for Municipal Officials (NEMO) Watershed Project

http://www.canr.uconn.edu/ces/nemo/

Rocky Mountain Institute

http://www.rmi.org/

The mission of this organization is to foster efficient and sustainable use of resources as a path to global security. You can find information on resource-efficient buildings, sustainable economic development, and more general topics such as water and transportation.

Sustainable Seattle

http://www.scn.org/

A volunteer network seeking to sustain the long-term cultural, economic, environmental and social health and vitality of the Pacific Northwest.

Sustainable Urban Neighborhoods

http://www.louisville.edu/org/sun/

A University of Louisville site. Focuses on many aspects of sustainability including community development, economic development, housing, environmental justice, etc.

Top 10 Watershed Lessons Learned

http://www.epa.gov/owow/lessons/

This site focuses on process with examples, key contacts and resources. (available to download)

USDA Natural Resources Conservation Service— Wisconsin

http://www.wi.nrcs.usda.gov/

On this site, you can find how-to information on backyard conservation and conservation buffers.

USDA—Rural Development

Development Ideas that Work

http://www.rurdev.usda.gov/ideas/idea_menu.html

For case studies see this site. There is one case study pertaining to wetlands in the City of Superior Special Area.

U.S. EPA—Surf Your Watershed

http://www.epa.gov/surf/locate/index.html

On this site you can find information on your watershed and related data, such as an environmental profile, water and land information and air quality.

Urban and Community Forestry Program

http://www.dnr.state.wi.us/org/land/forestry

Go to "Urban and Community Forestry"

This site has program and grant information, resource list, etc.

Watershed Partnership Starter Kit

Know Your Watershed

http://www.ctic.purdue.edu/KYW/KYW.html

This site focuses on watershed issues of all sorts.

Wisconsin State Cartographer's Office

http://feature.geography.wisc.edu/sco/sco.html

All sorts of maps are available here. Most of the maps your community would need to order are available. They include: base, earth-related, water-related, cadastral, government district, infrastructure, recreational and miscellaneous.

Yahara Watershed Education Network

http://danenet.wicip.org/ywen/

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Public works

Your community has identified public works as one of its key areas. Public works and the associated services that local government provides to residents and industry constitute the infrastructure of a community; without this infrastructure, many activities would soon come to a halt. Local governments normally have authority over a wide range of public works, including municipal buildings, local streets, parks and various types of vehicles and equipment. In this chapter we focus on four essential public works:

1) Water resources, especially potable water.

2) Sewer systems (also referred to as sanitary sewer or wastewater).

3) Stormwater facilities (also referred to as surface water or storm sewer).

4) Solid waste collection and **disposal.**

In this chapter, the term "public works" refers to the capital facilities and services associated with these four areas only, with the understanding that most communities have other facilities included under public works.

In Wisconsin, water, sewer and stormwater facilities are usually controlled by local authorities, although some special districts include more than one municipality. Also, local governments are subject to the regulations of various higher authorities. The Wisconsin Department of Natural Resources, for example, is charged with overseeing the state's water resources. Solid waste collection and disposal are often contracted out to private firms, but may be handled by local authorities. Hazardous wastes are not usually handled by local governments and will not be discussed here. Power supply (gas and electricity) and telecommunications, although of obvious importance, are not usually under the control of local authorities and will not be addressed here.

The importance of public works

Public works are part of the vital physical infrastructure that allows a community to function and grow. An adequate water supply is essential for present and future residents and attracts industry to an area. Properly functioning sewage facilities, whether private or public, are necessary to meet the needs of residents and industry, and to avoid environmental problems (such as contaminating local sources of potable water).

Increased urbanization is usually accompanied by a greater area of land covered by impervious surfaces (roads, driveways, parking lots, etc.). The stormwater system serves to collect and redirect water runoff from these surfaces and thereby avoid flooding, erosion and water pollution.

Disposing of solid waste is another essential task for any community, whether it is contracted out to a private waste management company or handled by local government. Efficient collection and disposal of solid waste, whether through incineration, landfills or other means, will continue to be an essential service. If anything, it will become more of a challenge as population growth continues. Efforts to deal with solid waste increasingly focus on decreasing the need for disposal by emphasizing recycling, reuse and source reduction. Finally, decisions about public works can have far-reaching effects on the location, timing and type of future growth in a community.

This chapter focuses on two basic topics that should be considered when developing a vision for public works.

1. Communities need to consider the type of public works and the level of service they desire in the context of their overall community vision. For example, as part of its long-term vision, a town may be interested in modernizing its sanitary sewer system and connecting local residents to it.

2. In many towns and cities the provision of public works is closely linked to the location and timing of future development. Decisions about public works can affect local growth and thus affect the future shape of the community. Also, growth itself can produce demands for public services.

The vision for public works should be created by a wide range of community members, including representatives from local government, industry, community organizations and the public. As a result of the visioning process, the public works task force should be able to make recommendations to the local government. These recommendations could involve modifications of the land use plan, projects to be considered for the capital improvements program, amendments to local ordinances, suggestions for further study and changes in the operations of various local public works.

Although actual public works projects are carried out by local governments (with the exception of solid waste collection and disposal in cases where local authorities arrange to have it done by private operators), the visioning efforts of the public works task force should contribute to better allocation of public works in the future and better integration of public works with other elements of the community vision.

Public works, land use and growth

A close relationship exists between public works, land use patterns and local growth. Daniels et al. summarize this relationship concisely:

> *When, where and how much a town invests in public services plays a large role in determining when, where and how much commercial, residential and industrial development will occur (Daniels et al. 1995: p. 217).*

Kelly (1993), in a guide for local officials, argues that the availability of water and sewer service is even more important than transportation facilities and zoning as an indication of where future growth will occur. Development, whether residential, commercial or industrial, will generally gravitate toward areas that are served by public works, especially sewer and water. If, for example, water and sewer lines have been extended past the current area of development out to an airport, then land all along the new lines may become attractive to developers. Thus, by controlling its provisioning of public works a community can, to an extent, control local development and growth.

Another part of the relationship between public works and growth is the demand for public works that accompanies growth. A new subdivision, for example, will need new water and sewer lines. Providing these services can be costly. In general, as city works are spread over a larger area their per capita costs increase, which may result in a fiscal burden on local government.

Considering these relationships is an important part of the visioning process for public works.

When considering public works a community should consider the rate at which it is growing and the rate at which it *wants* to grow. Growth, in turn, depends in part on the land-use decisions that a community makes. For this reason the public works task force needs to be aware of the community's vision for growth and land use. Ideally, that vision would be incorporated into the comprehensive plan and future public works built accordingly. According to Kelly:

> *If the decisions about capital facilities [public works] follow or are consistent with the comprehensive plan, the facility expansions provide powerful reinforcement for the comprehensive plan. Problems arise when people making decisions about capital facilities ignore the comprehensive plan or envision a different pattern of development than that suggested in the comprehensive plan (Kelly 1993: p. 3).*

Local governments concerned with sprawl and other types of undesired growth have developed methods for managing growth through the regulation of public works. One method, known as concurrency or adequate public facilities standards, withholds approval for new development until adequate services are available. This method potentially affects both the location and timing of new development. Another method, the urban growth boundary, attempts to control the physical shape of the community by drawing a line around it and then limiting development outside that line.

Creating a vision for public works, then, involves a consideration of present and future land use patterns. Before proceeding with public works it may be useful to review the chapter on land use planning.

Public works and the capital improvements program

Many towns and cities have a capital improvements program (CIP). A CIP, as described by Bowyer, is a:

multi-year schedule of public physical improvements. The schedule usually covers a period of five or six years. The CIP sets forth proposed expenditures for systematically constructing, maintaining, upgrading and replacing a community's physical plant. Capital improvement projects are typically major, infrequent expenditures, such as the construction of a new facility or nonrecurring rehabilitation or major repair of an existing facility. (Bowyer 1993: p. 1)

The CIP "identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities" (City of Brodhead 1994: 59). It contains a description of each project, the date the project will be undertaken (some projects may extend over several years), the cost, the source of funds and a priority ranking. Planning departments normally update their CIP annually. The CIP itself fits into a town or city's overall budget.

Investments in facilities for water, sewer and stormwater management are all standard items of a CIP. This

chapter is not intended to be a guide to preparing a CIP. That task is properly the domain of the planning department, the mayor or chief administrator, the chief fiscal officer, and various municipal departments.

There are, however, important connections between the vision for public works and the CIP. First, the process of creating a vision for public works forces you to think about the sorts of capital improvements needed to maintain, enlarge or improve your community's infrastructure. If your community does not have a CIP, the process described here will be a good start towards creating one. If your community does have a CIP, then the question is whether the existing CIP reflects the vision for public works, which itself should reflect the overall community vision. As a result of creating a vision for public works the task force might want to recommend a modification of the CIP to local officials.

The CIP also is closely related to the vision for public works because it is through the CIP that many of the elements of the public works vision are implemented. For example, if one of your goals is to provide public works (especially water and sewer) to a certain area as a means of guiding future development, the necessary approval, budgeting and scheduling of those facilities will take place largely through the CIP.

Finally, it is important to realize that many of the proposed projects that may result from the public works visioning process will have to compete with other projects for inclusion in the CIP.

The CIP itself should be closely related to the comprehensive plan. "Ideally, the comprehensive plan should provide the long-range perspective on which the mid-range CIPs are based" (Kelly 1993: p. 9). Sometimes planning for public works becomes divorced from the comprehensive plan, or takes place in the absence of one. The vision process suggested in this guidebook can help to integrate the community vision, the comprehensive plan and the CIP.

Issues

Here are some possible issues you may want to consider. The extent to which these are salient for your community will depend, in part, on your community's size and location (rural, urban or suburban).

Water. What is the condition of existing facilities, both public and private? Is the capacity of existing pumping stations and treatment plants sufficient to accommodate future needs? Do all existing residents and businesses have an adequate supply of water for their needs? Are there current problems with on-site wells? Is the local water supply subject to any kind of contamination? Is a central municipal water system needed? Would an improved water delivery system make the area more attractive to industry? What will be the future demand for water? How will that demand be satisfied?

Sewer. What is the condition of existing facilities, both public and private (septic tanks and other on-site facilities)? Are the sanitary sewer needs of all existing residents and businesses being met? Are old

or damaged facilities causing environmental problems? What will be the future demand for sewage treatment? How will that demand be satisfied?

Stormwater. Is stormwater handled in a way that avoids flooding and erosion? To what extent will future development increase the need for stormwater facilities (gutters, storm sewers, ponds, detention basins)? Is stormwater runoff affecting water quality (known as non-point source pollution)? Is runoff being handled in such a way as to avoid polluting rivers, streams and sensitive habitats? Are adequate ordinances in effect to control the erosion that can accompany new construction?

Solid waste. Is all solid waste being disposed of safely? Can efforts to reuse, recycle and reduce use be improved? What will future demand be for disposal services? Will the community have access to landfills, incinerators or other facilities? Are those facilities being operated in an environmentally sound way? Are there possible long-term negative consequences of current arrangements?

The process

Pre-vision

The public works task force is responsible for organizing a workshop devoted to creating a vision for public works. The general procedures for organizing, publicizing and facilitating this workshop are the same as for the initial community visioning workshop (see Chapter 1). Before organizing, how-

ever, the task force should take some time to consider the following questions and clarify what it hopes to accomplish.

▶ Why are we interested in public works?

▶ What do we hope to accomplish with a vision of public works?

▶ How will such a vision improve existing community planning efforts?

▶ How will such a vision complement the community vision?

▶ How will such a vision complement the other key areas?

Workshop on public works

The workshop should accomplish three main tasks:

1. Create a vision for public works

2. Identify the most important sub-areas

3. Create sub-area task forces

It is important to involve as many stakeholders as possible. The vision for public works is not confined to water mains, sewer lines and stormwater facilities. It also involves consideration of services people want and the direction they want future development to take. Drawing in participants with different interests and backgrounds will help ensure that the vision truly reflects the community's interest. See Appendix 1 for a list of potential stakeholders.

Creating a vision for public works

The process for creating a vision statement for public works is very much like the process used to create the overall community vision statement. The same group techniques can be used (see Chapter 1). As a way to get participants thinking about the future, you could use the following exercise near the beginning of the visioning process:

Divide people into small groups (6–8) persons. All groups should be given the same directions: Imagine it is the year 20__ (20–25 years into the future). You (the community) have successfully created and distributed the kinds of public works that you prefer. Describe these services and the resulting pattern of development in your community.

Here are some questions that can be used to guide the visioning process. They are aimed at encouraging people to think imaginatively about the future.

▶ *What parts of the current public works system are most important?*

▶ *What parts of the current system do you want to preserve?*

▶ *What parts of the current system do you want to change?*

▶ *What types of public works do you want to create?*

▶ *What types of public works will maximize local quality of life?*

▶ *How will this vision for public works mesh with the community vision?*

► *How will those elements you want to preserve and those you want to create achieve your community's future vision, especially in regard to desired future land use?*

Examples: Visions for public works

Few vision statements explicitly address public works at any length. Here are three examples from Oregon and one from North Carolina.

Corvallis, OR

The community's water supply, along with its streams and creeks, are clean and clear. Water conservation efforts decrease the amount of water city residents consume. Drinking water quality has been improved by convincing upstream industries to stop polluting the Willamette and its tributaries. Runoff from road, construction and other pollution sources is collected and treated, if necessary, before being discharged. We guard our precious aquifer closely, by exercising extreme care in disposing of hazardous wastes, and we closely follow state and federal regulations.

Conservation and a vigorous curbside recycling program has greatly reduced the material we send to local landfills for disposal. Household chemicals and other dangerous materials are collected, treated and safely disposed.

Forsyth County, NC

Our vision for the year 2015 . . . Development of communities with a balance of services, together with efficient provision of public services and facilities, is now the norm. We can choose to live in developments in new as well as older urban areas. New compact suburban developments located in areas designated for growth have taken place in an orderly manner in conjunction with cost effective and coordinated provision of transportation, water, sewer and other services.

Stayton, OR

We envision a community with an abundant supply of clean, healthy water for its needs. The city has continued to upgrade and improve the sanitary sewer system to meet the demands of the community. The city has encouraged its residents, businesses, and industries to reduce the demand for both water and sewer services by using state-of-the-art conservation and environmental practices. The public acquired sufficient land to protect its water supply.

Forest Grove, OR

Forest Grove's underlying, intertwined structure of traditional services, such as water, sewers, and newer communication links have been well-maintained and updated to meet community needs. Forest Grove has had the foresight to expand and maintain police, fire, water, sewer and electricity services, thus adding to the peace and comfort of our populace.

Establishing sub-area task forces

After creating the vision for public works, participants should identify the most important sub-areas and form corresponding task forces. These might be based on the categories used in this chapter (water, sewer, stormwater and solid waste). If necessary, the sub-area task forces should seek additional members who can provide needed assistance and expertise.

Each sub-area task force will study its particular issue, gather and analyze relevant data, develop goals and strategies, and devise action plans. The task forces will be expected to meet on their own as often as necessary to complete their work. The public works task force (the group that organized the workshop) should coordinate the activities of the sub-area task forces, such as the collection of data, to avoid duplication.

Reviewing plans, programs and projects

Before the sub-area task forces set out to study their respective areas, the public works task force should locate and review all existing plans and programs related to public works that might impact the community. The task force should familiarize itself with past and current efforts, to understand what succeeded and what failed. The task force may find that there are existing initiatives or organizations that are actively engaged in similar activities; some sub-area task forces may want to consider getting involved with them.

Your community may be affected by the planning of one or more of these organizations:

▶ Local planning department. The comprehensive plan and capital improvements program are key sources of information. In Wisconsin, smaller municipalities may have a town plan that has been developed by the regional planning commission or county planning department.

▶ Local department of public works. The department of public works should have detailed information on that part of the CIP involving public works. This information should indicate planned expansion or upgrading of water lines, sewer facilities, etc.

▶ Adjacent municipalities. Plans by adjacent areas to grow or expand could affect development in your area and thus affect public works. Also, annexation of land by adjacent incorporated areas often is accompanied by the extension of sewer services, which could affect development in your community and your efforts to plan for public works.

▶ Special purpose districts. Such districts may be responsible for certain public works for one or more municipalities. In Wisconsin there are seven Metropolitan Sewerage Districts, covering 19 cities and 28 villages.

▶ County planning department. It is often useful to know what plans have been made at the county level. Also, in Wisconsin some counties are actively involved in managing solid waste.

▶ Regional planning commission (RPC). In Wisconsin there are nine RPCs that assist communities with a wide range of planning needs, including public works.

▶ State department of natural resources. In Wisconsin, the Department of Natural Resources (DNR).

Collecting and analyzing data

For each sub-area, data analysis and collection has three aims:

1. To identify the parts of the current system (for example, the layout of water mains and related facilities).

2. To assess the condition and capacity of current facilities.

3. To examine trends that may affect future needs.

The organizations listed above, as well as those mentioned in this section, are all potential sources of data.

To get a picture of the public works in your community you could inventory that part of your community's infrastructure devoted to public works. Appendix 2 is a worksheet that can help you with this activity. Much of this information may be available from your local public works department. If not,

you may have to go out and collect some of the data yourself.

Aside from compiling a written inventory, it also is useful to indicate on a map where the various public works (such as water and, sewer lines and treatment facilities) are located and where plans have been made for future public works. Some municipalities have facilities maps that show this information. This map could then be compared with the land use map (or other map that is part of the comprehensive plan) to see whether the current and planned arrangement of public works corresponds to desired land use patterns.

Public works' capacity

It is important to consider the capacity of various public works. Each public works system is composed of different facilities. A water supply system, for example, may consist of storage towers, pumps, mains and treatment/filtering equipment. Each part of the system has a maximum capacity. Overburdening the capacity of a part of the system can result in poor service delivery or other problems such as flooding from stormwater runoff or pollution from wastewater. Lack of capacity also can hinder growth—both residential and industrial. For these reasons, learn the capacity and the current level of usage for the major parts of each system. This information, along with demographic and land use trends (see below), can provide a basis for understanding future public works needs.

In Wisconsin, additional information regarding sewerage may be found in the sewer service area plans. These plans operate in more than 250 municipalities and are prepared by the RPC or local planning authority. They are intended to "guide sewered development and prevent water pollution associated with such development" (Ohm 1999: 27). The plans are administered by the DNR.

You could also check with private service providers about the operation of current facilities and their plans for the future. Waste management companies, for example, should have information concerning the amount of waste that is being collected and the capacity of their landfill, incinerator or other facility.

You may want to note the condition of public works facilities in your town. Facilities have a limited life and eventually must be replaced, even if they are operating within capacity. You will probably need to seek technical assistance to evaluate the condition of the facilities. In some rural areas private wells and septic tanks are used. If these are in poor condition the task force may want to study the possibility of creating a municipal water or sewer system, or extending the lines of an existing system.

Demographic and land use trends

To understand the future need for public works you could look at trends in population, housing units and land use. The US Census can provide much of this information. The Census of Population and Housing, in the section called

Population and Housing Unit Counts, contains data on the population and the number of housing units for all counties and places for the last three census counts (a "place" is a town, village or city). This section also includes data on population density (population per square mile) and housing density (housing units per square mile).

Data on the source of potable water (a public system, private well or other source) and the method of sewerage (via a public sewer, septic tank or other means) for residential structures can be found in the Census of Housing in the section called Detailed Housing Characteristics. This data is provided at both the county and place level.

In Wisconsin, the Demographic Services Center supplements the decennial US Census population figures with annual estimates of current population and projections of future population for villages, towns and cities in the state. The projections are given for five-year intervals and extend to a maximum of 20 years. See Appendix 6 for the address of the Center's web site.

By compiling this information for the last several decades you can get an idea of the growth trends in your area. It may be also be useful to compile the same information for your county or for another city or town so that you can make comparisons.

One approach to studying the relationship between future trends and the need for public works is to construct and compare several different scenarios. A common method is to prepare high, medium and low fore-

casts based on a factor such as population or housing units. Another method is to prepare various scenarios based on a combination of outcomes. One scenario, for example, might be based on the assumption that the population growth rate and the pattern of growth in your community (where growth will occur and whether it will be low- or high-density) simply follow the same trends as in the past. Another scenario might assume that population growth increases at a faster rate than before and that the pattern of growth remains the same. A third scenario might assume that population increases at a faster rate than before, but with a different pattern of distribution.

However they are chosen, the scenarios should represent a range of realistic possibilities. Each scenario will result in a different level of demand for the provision of public works. This exercise can help clarify the need for additional public works. It can also illustrate the relationship between land use patterns and the provisioning of public works.

There are, of course, other factors that you may want to take into consideration. If the desired level of service is not financially feasible it may be possible to

▶ Increase revenue to cover the service by raising rates for other services.

▶ Reduce the cost of the facility (for example, by using different technology), and possibly the quality of the service.

▶ Reduce the demand for the service by changing patterns of land use (for example, by encouraging development in areas that already have major facilities in place)

▶ Reduce the demand for the service by reducing consumption (for example, through water conservation, recycling, etc.)

Source: Adapted from *Making Your Comprehensive Plan A Reality: A Capital Facilities Plan Preparation Guide. 1993. State of Washington, Department of Community Development.*

Finally, we suggest that you review the natural resources chapter in this guide. It contains additional information about maintaining water quality and dealing with waste in ways that protect and conserve your community's natural resources.

Developing goals and strategies

Based on the vision that has been developed and an analysis of relevant data and trends, the sub-area task forces could develop goals and strategies. Below, we provide examples of general strategies that could apply to all four areas of public works, and specific goals and strategies for each area. All of these are only examples, as the vision, goals and strategies of every community will be unique. See Appendix 3 for some examples from Wisconsin, Iowa and Pennsylvania.

Water

Goal: Provide potable drinking water to all current and future residents. Meet the water needs of existing and future businesses. Provide these services in an efficient, reliable and cost-effective

manner. Ensure that the water source is not depleted and remains environmentally sound. Coordinate water planning with land use planning as a means of directing development to appropriate areas.

Strategies:

▶ Provide water service to areas where well problems have occurred, if such extensions can be made in a cost-effective manner.

▶ Promote water conservation to decrease the demand for water.

▶ Adopt an adequate public facilities ordinance as a means of ensuring that development occurs concurrent with the provision of public facilities ("concurrency").

▶ Expand water service to support development in urban and suburban areas.

▶ Restrict the extension of water service to rural and natural areas.

Sewer

Goal: Provide adequate sanitary sewer facilities for all current and future residents and businesses. Coordinate sewer planning with land use planning as a means of directing development to appropriate areas. Provide this service in an efficient, reliable and cost-effective manner. Collect and treat wastewater in a manner that does not endanger water resources.

Strategies:

▶ Study the possibility of building a local wastewater treatment facility.

▶ Study the possibility of hooking up with an existing sewer system.

▶ Adopt an adequate public facilities ordinance as a means of ensuring that development occurs concurrent with the provision of public facilities.

▶ Expand sewer service to support development in urban and suburban areas.

▶ Restrict the extension of sewer service to rural and natural areas.

▶ Develop a program to monitor the condition of on-site sewage disposal systems.

Stormwater management

Goal: Provide facilities to handle stormwater in a manner that avoids flooding, drainage problems, erosion and pollution of waterways and other natural resources. Provide this service in an efficient, reliable and cost-effective manner.

Strategies:

▶ Review current facilities.

▶ Repair or upgrade facilities if needed.

▶ If necessary, build new stormwater facilities to alleviate current problems and prepare for possible future situations, based on models of 100-year events.

▶ Adopt an ordinance requiring developers to submit stormwater management plans with all proposed site plans.

Solid waste collection and disposal

Goal: Ensure that solid waste is collected and disposed of in a manner that is efficient, cost-effective and environmentally sound over the long term. Ensure that recycling is

readily available to all residents and businesses. Promote methods and activities that will lessen the overall demand for solid waste disposal.

Strategies:

▶ Initiate or improve local recycling efforts.

▶ Study the need for a municipal drop-off site to handle hard-to-recycle items such as appliances, grass clippings, large boxes, etc.

▶ Cooperate with the county or other municipality to create a program to handle paints, cleaners, toxic chemicals and other hazardous wastes.

▶ Promote composting as a means of reducing the amount of waste that needs to be collected.

▶ Investigate the long-term viability of current arrangements (e.g., what happens when the local landfill reaches capacity?)

Evaluating and prioritizing projects

Public works projects tend to be costly. Building new sewer lines and constructing a new sewage treatment plant, for example, can be a major expense for a community. Because public works projects are so costly, they must be carefully evaluated and prioritized. This is normally done as part of the CIP. Although the members of the public works task force will not be directly involved in the CIP, they may find it useful to have a framework for evaluating the various projects that they would like to propose to local government. Appendix 4 can be used for this purpose.

Getting community feedback

After the sub-area task forces have developed possible strategies it is time to solicit feedback from the community. The purpose of community feedback is to ensure that the vision for public works and the goals and strategies derived from that vision coincide with the overall community vision and the other key areas. A community workshop should be held at which the public works task force and the other key area task forces present the results of their efforts to each other, to local government and to all interested members of the community. This step is outlined more thoroughly in Chapter 1.

At the community workshop a representative of the public works task force should be prepared to present the public works vision statement and discuss the accompanying goals and strategies. Some important questions for discussion are:

▶ Does the vision for public works agree with the community vision statement? Are there any contradictions?

▶ Does the vision for public works agree with the vision statements from the other key area? Are there any contradictions?

▶ Does the community support the goals for public works?

▶ Does the community support the strategies for public works?

▶ Do people think the strategies are feasible?

After receiving feedback the task force may need to revise some of its goals and strategies.

Devising action plans

At this stage in the visioning process the task force would normally begin devising the action plans to start implementing the vision. With public works, however, it is difficult for the task force to realistically devise action plans because the actual job of implementing public works is carried out by local government, usually by the public works department and the public works committee of the local board or council. (If a community is very small the task force may itself become directly involved in public works projects.)

Instead of carrying out projects, then, the main "action plan" for the task force will most likely consist of making recommendations to local government. These recommendations could concern the CIP, the land use plan, subdivision ordinances, and general policies related to water, sewers, stormwater facilities and solid waste management. In some cases the task force may recommend that a more thorough or technical study be undertaken, whether by local government, the regional planning commission, the DNR, or a consulting engineer, depending on the particular case. The task force also may lobby for community goals at higher levels of government (for example, the state).

Funding

Although funding of public works is the responsibility of local government, it may be useful for the task force to have some idea of the range of funding mechanisms and options that exist. They include:

▶ General revenue funds.

▶ Reserve funds.

▶ Special assessments on benefitting property owners.

▶ Municipal bonds.

▶ Development impact fees. These are "financial contributions imposed on developers by a local government as a condition of development" (Ohm 1999: 35). Impact fees can be used to finance public works.

▶ Exactions imposed on developers. An exaction requires a developer "to provide or participate in the cost of providing off-site improvements essential to a particular subdivision" (Kelley 1993: 17). Such improvements can include many types of public works.

▶ Community development block grants (CDBGs). These are available, on a competitive basis, through the state. In Wisconsin, the Department of Commerce administers the Community Development Block Grant-

Public Facilities (CDBG-PF) program. Grants are intended to benefit low- and moderate-income residents. Many of the grants are for sewer and water projects.

▶ Department of Natural Resources (DNR). The Wisconsin DNR has several programs related to natural resources (streams, water quality) and the environment.

▶ User fees.

▶ Special purpose district assessments. One common type of special purpose district, the business improvement district (BID), is discussed in the Downtown Revitalization chapter.

Public works stakeholders

Local department of public works

Local planning commission

Regional planning commission

WI Dept. of Natural Resources

Adjacent municipalities

Special sewer or water districts

County planning department

Private service providers:

▶ solid waste collection

▶ landfill/incinerator operators

▶ gas

▶ electricity

▶ cable

▶ other

Environmental groups

Outdoor/recreational groups (e.g., sport hunters and fishers)

Chamber of commerce

Downtown association

Real estate developers

Building contractors

Engineering consulting firms

Local industry

The public

Homeowner associations

Neighborhood associations

Special purpose district associations (e.g., BIDs)

Appendix 2

Inventory of public works

Purpose: To inventory existing public works and assess their condition.

Sources of data: Public works department, planning department, consulting engineers.

Dept./ Category	Item	Purchase/ construction date	Useful life	Capacity	Current level of use	Needs repair?	Replacement cost	Source of funds (if applicable)
Water	*4-mile water main*	*1975*	*50 years*	*60,000 gal/day*	*50,000 gal/day*	*no*		*$350,000*

Source: Adapted from Daniels et al., *The Small Town Planning Handbook, 2nd ed.*

Examples of goals, strategies and action plans for public works

Note: The terms used here may differ from those used in this chapter.

Wisconsin

Weyauwega area, WI

Facility recommendations

Public sewer expansion:

▶ Encourage development to proceed outward from existing developed core of the city.

▶ Encourage use of existing collection and treatment facilities which have unused, unallocated capacity prior to the extension of new facilities.

▶ Discourage sewer extensions into environmentally sensitive areas.

▶ Design and construct sanitary sewers so they will not permanently disrupt environmentally sensitive areas.

▶ Investigate the appropriateness of innovative on-site systems in addition to traditional systems for areas of known or potential on-site problems.

Public water:

▶ Includes the same facility recommendations for public sewer expansion.

▶ The city should continue recommended wellhead protection practices.

Stormwater management plan

▶ 24 of 72 sub-basins were identified . . . which could potentially experience increases in pollutants . . .; these areas are targeted for Stormwater Best Management Practices.

▶ The plan proposes the location of 11 regional detention basin locations to accommodate and pretreat stormwater flows to ensure improved water quality.

Recommended improvements:

▶ Manage frequent "nuisance flows" through Best Management Practices.

▶ Develop a stormwater management ordinance.

▶ Investigate the feasibility of creating a watershed management district.

▶ Encourage the creation of an erosion control ordinance for unincorporated areas.

▶ Develop a newsletter for property owners within the study area to address water quality topics.

▶ Study detailed designs for regional detention facilities as development proceeds.

Source: Weyauwega Area Land/Stormwater Management Plan–1998-2020

Village of Cecil, WI

Goal: Provide community facilities which adequately serve existing and future residents without creating an excessive tax burden.

Objectives [partial list]:

▶ Design and build a municipal water distribution system to serve existing residents, visitors and businesses, and to provide for moderate future growth.

▶ Evaluate the capacity of existing sewage treatment system to serve existing and future needs.

▶ Address stormwater runoff where problems presently exist in the village and for all new development.

Source: Village of Cecil 1998 Community Development Plan

Town of Hallie, WI

Water utility

Goal 1: Provide public water utilities for all residences, businesses and industries desiring the service in an orderly and efficient manner.

Policy 1.1: Water extensions should be planned in a staged fashion to areas contiguous to existing served areas, where demand for the service exists, and such extensions can be made in a cost-effective manner.

Policy 1.2: Water extensions should be made on a priority basis to areas where private well water problems have developed and there

is sufficient density of development for cost-effective service.

Policy 1.3: Plans should be made to eventually extend water service to areas in the town where no apparent private well water problems exist and there is sufficient density of development for cost-effective service.

Policy 1.4: The developer or owner of a parcel receiving new water service should pay the full cost of the extension to serve that parcel.

Policy 1.5: Where water lines extend past existing homes on private wells, a reasonable amortization period of no more than one year should be granted before hookup is required.

Policy 1.6: Water lines should be adequately sized to handle added water volumes.

Policy 1.7: The Town of Hallie should complete a wellhead protection plan for the Sanitary District #1 - Town of Hallie well and Shopko well.

Policy 1.8: The Town of Hallie shall request the Chippewa County Board of Supervisors enact a wellhead protection ordinance as recommended in the Model Municipal Water Supply Wellhead Protection Plan for Chippewa County, Wisconsin.

Sanitary sewer and wastewater treatment

Goal 1: Explore the potential for providing the residents, businesses and industries in the Town of Hallie cost-effective sanitary sewer service.

Policy 1.1: The Town of Hallie should complete a study with sufficient detail to determine the desirability, feasibility, costs and benefits, and cost-effectiveness of establishing sanitary sewer service.

Policy 1.2: The Town of Hallie should request to obtain in writing from the cities of Chippewa Falls and Eau Claire their position on sewer service provision outside their boundaries, cooperative boundary agreements, service provision and revenue sharing in accordance with Act 270, and cooperative planning with adjacent unincorporated municipalities.

Stormwater management

Goal 1: Protect the surface water resources of the Town of Hallie through a long-term water quality management strategy.

Policy 1.1: The Town of Hallie shall complete a stormwater management plan for the Town of Hallie which addresses the recommendations of the Town of Hallie Water Quality Management Planning Project and all issues regarding nonpoint source pollution facing the town.

Policy 1.2: The Town of Hallie should develop and implement stormwater management and construction site erosion control ordinances that are compatible with any subdivision controls that may be enacted by the town.

Policy 1.3: Stormwater management plans should be required for all new commercial, industrial, and governmental/institutional development, and for all residential subdivisions over 10 acres.

Source: Town of Hallie. Comprehensive Plan 1997-2020.

Sioux City, IA

Goal: Promote a conservation ethic as part of the daily life of the community.

Some of the strategies to reach this goal are:

▶ Establish permanent recycling facilities (dropoff stations) or services (curbside pick-up and sorting).

▶ Educate citizens regarding environmentally sound personal choices that reduce electrical use, conserve water, recycle usable materials, reduce solid waste, and require fewer and/or safer chemicals.

Goal: Encourage development where adequate public infrastructure will exist.

Some of the strategies to reach this goal are:

▶ Concentrate public improvements in areas expected to experience significant growth.

▶ Create conservation areas allowing only open space uses or low-density residential development in areas where providing adequate public utilities is extremely costly or physically impossible.

Goal: Ensure that the water and sewer systems can handle growth.

The strategies to reach this goal are:

▶ Prepare an inventory and assessment of all sewer and water facilities to determine their conditions, remaining life and replacement costs.

▶ Develop an action plan for improving maintenance of existing infrastructure and providing for maintenance of new infrastructure.

▶ Upgrade the water supply and distribution system to ensure adequate service in all parts of the city.

▶ Develop a new reservoir in the southeast portion of the City to improve water pressure and supply.

▶ Develop new city wells to ensure an adequate supply of water well into the future.

Source: Adapted from Vision 2020: A Plan for Change, Sioux City

Chester County, PA

Utilities Goal: Provide utility facilities and services to meet needs in the county, protect the environment and public health, and support development consistent with land use plans.

Objective for sewer and water facilities: Coordinate wastewater facilities and water supply planning with land use planning to protect public health and natural resources and to direct development to serviced areas.

Policies:

▶ Encourage coordination between municipalities and authorities to ensure consistency with land use plans.

▶ Maintain or expand existing sewer and water facilities to support development in Urban and Suburban Landscapes.

▶ Restrict the extension of sewer and water facilities in Rural and Natural Landscapes.

▶ Ensure the proper operation and maintenance of on-lot sewage disposal systems.

▶ Encourage innovative wastewater treatment and disposal systems with preference given to land application of treated wastewater.

▶ Provide a safe, clean, long-term supply of water which meets the needs of all users.

▶ Support water conservation measures to reduce water supply demands.

▶ Encourage proper stormwater management to protect the environment and public health and safety by reducing runoff, erosion, flooding, and drainage problems.

▶ Discourage wastewater disposal methods which transport water out of local watersheds.

▶ Encourage land use densities that protect water supplies in those areas not served by public water.

Objective for solid waste management: Provide an effective, environmentally sound, long-term, integrated waste management system.

Policies:

▶ Encourage businesses which process recycled materials into new products to locate in Chester County.

▶ Utilize the Lanchester Sanitary Landfill and the Southeastern Chester County Refuse Authority Landfill as essential elements in Chester County's long-term solid waste management program.

▶ Develop a comprehensive network of municipal and private sector recycling programs.

▶ Encourage every County resident and business to participate in recycling and waste reduction activities.

Source: Chester County, Landscapes: Managing Change in Chester County: 1996- 2020

Checklist for evaluating possible public works projects

	yes	no	not applicable
Will the project be a major benefit to:			
commercial development			
industrial development			
residential development			
community appearance			
local health and safety			
the long-term viability of local natural resources (water, land, etc.)			
the conservation of valued lands (e.g. farmland) or habitats			
Is the project in accord with:			
the community vision			
zoning ordinances and zoning map			
subdivision regulations			
Is the cost of the project to the municipality:			
major			
minor			
The rating of the project is:			
essential			
desirable			
acceptable			
deferrable			
Will the project generate revenue in the form of:			
user fees			
higher property values/taxes			
other			

	yes	no	not applicable
Will the project benefit:			
all geographical areas of the community			
specific areas or neighborhoods			
all members of the community			
specific members or groups			
The project will be financed by:			
general revenue funds			
reserve funds			
sale of bonds			
the developer			
special assessments on benefitting property owners			
special district assessments			
state and federal grants			
user fees			
public-private arrangement			
other			

Source: Adapted from Daniels et al., The Small Town Planning Handbook, *2nd ed.*

Appendix 5

Recommended reading

Bowyer, Robert A. 1993. *Capital Improvement Programs: Linking Budgeting and Planning.* PAS Report No. 442. Chicago: American Planning Association.

Cristofano, Sam M. and William S. Foster, eds. 1986. *Management of Local Public Works.*

Daniels, Thomas L., John W. Keller, and Mark B. Lapping. 1995. *The Small Town Planning Handbook*, 2nd ed. Chicago: American Planning Association.

International City Management Association (ICMA). 1989. *Service Delivery in the 90s: Alternative Approaches for Local Governments.* Washington, DC: ICMA.

Kelly, Eric Damian. 1993. *Managing Community Growth: Policies, Techniques, and Impacts.* Westport, CT: Praeger.

Kelly, Eric Damian. 1993. *Planning, Growth, and Public Facilities: A Primer for Local Officials.* PAS Report No. 447. Chicago: American Planning Association.

Porter, Douglas R. 1997. *Managing Growth in America's Communities.* Washington, D.C.: Island Press.

State of Wisconsin Legislative Audit Bureau. 1996. *Privatization of Local Government Services, A Best Practices Review.* Madison, WI: State of Wisconsin. A recent review of "best practices" used by local government for selecting vendors, developing contracts and monitoring service delivery.

Organizations and web sites

American Public Works Association (APWA)

http://www.apwa.net

APWA - Wisconsin Chapter

http://www.apwa-wi.org

American Planning Association (APA)

http://www.planning.org

Wisconsin Chapter, American Planning Association

http://www.uwm.edu/Org/wapa/

International City/County Management Association (ICMA)

http://www.icma.org

Demographic Services Center, Wisconsin Department of Administration

http://www.doa.state.wi.us/deir/boi.htm

Population estimates and projections for municipalities in Wisconsin.

Environmental Protection Agency (EPA)

http://www.epa.gov/

Wisconsin Department of Natural Resources (DNR)

http://www.dnr.state.wi.us/

Solid and Hazardous Waste Education Center (SHWEC)

http://shwec.uwsp.edu/

SHWEC, part of UW–Extension, provides educational and technical assistance for communities and industry on a wide range of concerns, including solid waste management, recycling, source reduction and pollution prevention.

Recycling Council of Ontario (Canada)

http://www.rco.on.ca/

A good source for information and links to other recycling sites.

Composting

http://www.oldgrowth.org/compost

Web site with information about all types of composting

Solid Waste Association of North America
Association of solid waste professionals

http://www.swana.org

American Water Works Association

http://www.awwa.org/

Nonprofit organization dedicated to the quality and supply of drinking water.

Wisconsin Catalog of Community Assistance

http://www.doa.state.wi.us/deir/wcca.htm

"A comprehensive listing of state aid programs designed to assist local government officials, community organizations and the general public in identifying state programs that meet their needs."

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Bowyer, Robert A. 1993. *Capital Improvement Programs: Linking Budgeting and Planning.* PAS Report No. 442. Chicago: American Planning Association.

Brodhead, City of. 1994. *Comprehensive Planning Program.* Prepared by the Southwestern Wisconsin Regional Planning Commission.

Cecil, Village of. 1998. *Community Development Plan.* Prepared by the East Central Wisconsin Regional Planning Commission.

Chester County. 1996. *Landscapes: Managing Change in Chester County:* 1996-2020. Chester County, PA.

Corvallis, City of. 1997. *The Corvallis 2020 Vision Statement.* Corvallis, OR.

Forest Grove, City of. 1991. *Forest Grove Vision Statement.* Forest Grove, OR.

Forsyth County. n.s. *Forsyth County Tomorrow.* Forsyth County, NC.

Hallie, Town of. 1997. *Comprehensive Plan 1997–2020.* Prepared by the Town of Hallie Planning Commission.Commission.

Kelly, Eric Damian. 1993. *Planning, Growth, and Public Facilities: A Primer for Local Officials.* PAS Report No. 447. Chicago: American Planning Association.

Ohm, Brian. 1999. *Guide to Community Planning in Wisconsin* (G3697). Madison, WI: University of Wisconsin Extension.

Sioux City. 1994. *Vision 2020: A Plan for Change.* Sioux City, IA.

Stayton, City of. 1994. *Stayton 2020: Road to the Future.* Stayton, OR.

Washington, State of. 1993. *Making Your Comprehensive Plan A Reality: A Capital Facilities Plan Preparation Guide.* Olympia, WA: State of Washington, Department of Community Development.

Weyauwega Area Land/Stormwater Management Plan–1998-2020. n.d. Prepared by Foth & Van Dyke.

Transportation

Your community has identified transportation as a key element of its vision. Although we sometimes take transportation for granted, it is a crucial component of any modern community. Local economies need adequate transportation facilities and virtually all aspects of community life, from shopping to school to recreation, are affected by transportation arrangements. Looking ahead 10–20 years, there is no reason to expect that transportation's importance will diminish.

This chapter will guide you in creating a vision for transportation in your community, collecting and analyzing data about your current transportation system, and developing goals and strategies to implement your vision. We encourage you to think creatively. The various means or modes of transportation that are available locally, the layout of streets and roads, the capacity of local roads and other facilities, the options for non-motorized transportation (walking, bicycling, roller blading), the condition and appearance of local roads and other facilities—these are all factors that will determine not only how people and goods move around in your community, but also how the community itself will look and feel. Finally, changes in transportation arrangements can have a significant effect on future land use patterns in your community.

Transportation comprises a wide array of issues and concerns. Potential projects include building new local roads, creating bicycle lanes, setting up a local public transit operation and constructing or upgrading highways. Some projects may be simply too big for a local community to undertake or they may be under the jurisdiction of a state-level agency such as the Wisconsin Department of Transportation (WisDOT).

Even with big projects, however, the community may still be able to have a say in what happens. ISTEA (Intermodal Surface Transportation Efficiency Act), the 1991 federal act that made significant changes in the nation's transportation policy, and TEA-21, the 1998 reauthorization of ISTEA, specifically mandate increased public input regarding transportation decisions at all levels. It is the official policy of the US Department of Transportation and WisDOT to encourage citizens to become informed about transportation issues and to communicate their views to planning officials. When creating a transportation vision, then, the point is to think about what you would like local transportation to look like in the future and how it will contribute to the rest of your community vision.

A list of issues that might be addressed by the transportation task force is given below. The relevant issues in creating a transportation vision will differ from community to community. Our list is intended simply to help identify possible issues and is not meant to be comprehensive. Issues are listed alphabetically.

▶ **Aesthetics.** Do scenic local roads need to be protected? If so, are they eligible for the Wisconsin Rustic Roads Program? How do local roads and roadsides contribute to or detract from the attractiveness of your community? What kinds of changes, such as street- and landscaping, barriers, and lighting, will improve the aesthetic impact of transportation on your community?

▶ **Congestion.** Are there important local roads that are suffering from congestion? What causes the congestion? How can future congestion be avoided?

▶ **Economic development.** Is the lack of certain transportation facilities or upgrades hindering local economic development? What changes in local transportation will be needed to accommodate or promote future growth? How can transportation be improved so that it helps local industries remain competitive, expand and create more local jobs?

▶ **Environment.** Are present arrangements causing environmental problems? How can future problems be avoided?

▶ **Intermodalism.** Do adequate links exist between different transportation modes (for example, between bus stops and parking for private vehicles, or between freight trucks and rail)? Are those links being utilized fully?

▶ **Non-motorized modes of transportation.** How pedestrian- and bicycle-friendly is your community? What can be done to encourage walking and bicycling?

▶ **Optimizing use of current arrangements.** Are current transportation resources being utilized to their fullest potential? Are they being promoted and enhanced? Are they in danger of being lost?

▶ **Public transportation.** What will be the future need for public transportation in your community? Is there a need for more, better, or different forms of public transportation? Is inter- or intracity bus service needed? What part should public transportation play in the mix of transportation options in your community?

▶ **Safety.** Do local safety hazards need to be corrected? What can be done to make driving, bicycling and walking less dangerous?

▶ **Tourism.** How does transportation affect local tourism? What can be done with transportation to sustain or increase tourist activity?

▶ **Transportation and land use.** Are there planned developments that are not served by the current transportation system? If so, how will this be addressed? Also, are current transportation arrangements contributing to sprawl? How can current or future transportation arrangements be modified to curtail sprawl?

▶ **Transportation needs for specific groups.** Are there specific groups (the elderly, the disabled, youth, those with low incomes, workers in rural areas) that are underserved by present options? How will their needs change over the next 10–20 years?

Source: Adapted from WisDOT n.d., Summary of Regional Forums— TransLinks 21

The process

Pre-vision

The transportation task force is responsible for organizing a workshop devoted to creating a vision for transportation. The general procedures for organizing, publicizing and facilitating this workshop are the same as for the initial community visioning workshop (see Chapter 1). Before organizing, however, the task force should take some time to consider the following questions and clarify what it hopes to accomplish.

▶ *Why are we interested in transportation?*

▶ *What do we hope to accomplish with a vision of transportation?*

▶ *How will a vision of transportation improve existing community planning efforts?*

▶ *How will a vision of transportation complement the community vision?*

▶ *How will a vision of transportation complement the other key areas?*

Workshop on transportation

Just as it was important to have a representative group of people involved in creating the community vision, it is important for the transportation task force to reach out and solicit input from a wide range of community members. The task force should make a concerted attempt to bring in as many transportation stakeholders as possible. Local industry, government officials, transportation specialists and transit providers are all obvious stakeholders, but representatives of other groups, such as the elderly, youth, the disabled, and people with low incomes, should also be included. See Appendix 1 for a comprehensive list of possible stakeholders.

Creating a vision statement for transportation

The process for creating a vision statement for transportation is very much like the process used to create the overall community vision; the same group techniques can be used (see Chapter 1). To get participants oriented to the kind of future focus that visioning requires, you could use the following exercise near the beginning of the process:

Divide people into small groups (6–8 persons). All groups should be given the same directions: Imagine it is the year 20__ (20–25 years into the future). You (the community) have successfully created your preferred configuration of local transportation arrangements. Describe it.

Here are some questions to guide the visioning process. They are aimed at getting people to think creatively about transportation.

▶ *What parts of the current transportation system are most important?*

▶ *What current transportation arrangements, modes and facilities do you want to preserve?*

▶ *What current transportation arrangements, modes and facilities do you want to change, expand or improve?*

▶ *What kind of transportation arrangements, modes and facilities do you want to create?*

▶ *Of the various trends related to transportation in your community and region, which should be encouraged and which should be altered?*

▶ *How will those elements you want to preserve and those you want to create achieve your community's future vision?*

▶ *What kinds of transportation arrangements promote a high quality of life?*

Sample transportation vision statements

Here are some examples of vision statements about transportation. These are only examples—the one your community develops may be quite different. The vision for Burnsville, although rather general, has been developed at length through a series of goals, strategies and action plans (see Appendix 2). The Chehalem Valley vision is short and simple but does some offer a good indication of what its authors value. The vision for Corvallis, a medium-sized city in Oregon, shows a concern with the particular mix of transportation options that the community hopes to have available in the future.

Burnsville, Minnesota

The City of Burnsville, in cooperation with its neighboring communities and public sector organizations, will be a responsible and innovative leader in promoting transportation systems. The systems will provide for the safe, efficient movement of people and goods necessary for a desirable quality of life and economic prosperity. City streets, highways, interstates, public transit, bike trails, and walk ways will be important components of this cooperative system.

Chehalem Valley, Oregon

A route provides safe and efficient access to and throughout the community. Downtown traffic is . . . [reduced] and is routed to enhance business; state highways have been removed from downtown. There are adequate bikeways and pathways. Residents are actively involved in planning transportation.

Corvallis, Oregon

The central city is tied to the larger community by numerous linkages . . . These linkages provide opportunities for citizens to walk, bicycle and ride the bus to downtown. . . . Public and private sector collaboration has resulted in a regional transportation system which makes it easy for employees to walk, cycle or ride mass transit to work. The regional system also links with the north-south high-speed rail system for those traveling to Eugene, Salem, or Portland. Public and private incentives exist which encourage employees to use mass transit. This, in turn, has reduced the reliance on the automobile as well as eased traffic congestion and air pollution. . . . In addition, the Corvallis Regional Airport offers service . . . One can easily and safely walk through a neighborhood within 5-10 minutes. The streets are an interconnecting network with short blocks to disperse traffic and create convenient and direct routes for cyclists and pedestrians. Buildings and trees are close to the street, providing an intimate outdoor room which is comfortable to pedestrians.

Establishing sub-area task forces

After creating the overall transportation vision, the workshop participants can identify the two to four sub-areas that seem most important. Sub-area task forces could then be formed for each. These task forces should, if necessary, seek additional members who can provide needed expertise. The sub-area task forces will be charged with the work of collecting and analyzing data, developing strategies

and devising action plans. They will be expected to meet on their own as often as necessary to complete their work. The transportation task force (the group that organized the workshop) should coordinate the collection of data by the sub-area task forces to avoid duplication of effort.

Reviewing plans, programs and projects

Before the various sub-area task forces set out to study their respective areas, the transportation task force should locate and review all existing transportation-related plans and programs that might affect the community. The task force should familiarize itself with efforts that are currently underway as well as with previous efforts, to understand what succeeded (and why), and what failed (and why). The task force may find that there are existing initiatives or organizations actively engaged in certain aspects of transportation planning, in which case some sub-area task forces may want to consider getting involved with them.

Your community will most likely be affected by the transportation planning done by one or more of these organizations:

▶ Local planning department. The comprehensive plan, if there is one, is a key source of information.

▶ Local department of public works. The department may have a capital improvements program that indicates planned expansion or upgrading of local roads. Also, planned extensions of water and sewer service can give you an

idea of where future development will occur, which will eventually necessitate an expansion of the transportation system.

▶ Adjacent communities. It may be useful to check with adjacent communities to find out if they are planning any transportation or land use projects that may affect you. Future construction in a nearby community, such as large-scale retail or commercial development (a new mall, for example) could affect traffic in your area.

▶ County planning department. In Wisconsin many counties have transportation departments and prepare transportation plans.

▶ Regional planning commission (RPC). In Wisconsin there are nine RPCs which assist communities with a wide range of planning needs, including transportation.

▶ Metropolitan planning organization (MPO). MPOs have been designated to oversee transportation planning in certain urban areas throughout the country. In Wisconsin MPOs have been designated for the following areas: Appleton/Neenah/Oshkosh, Beloit, Eau Claire, Green Bay, Janesville, Kenosha/Milwaukee/Racine, La Crosse, Madison, Sheboygan, Superior/Duluth, and Wausau. See WisDOT's web site for more information about MPOs.

▶ State Department of Transportation. State-initiated projects can have a significant impact on local communities so it is advisable to find out as far

in advance as possible about any plans that will affect your area. WisDOT has a 20-year highway plan, as well as plans for bicycles, rail and other modes. The state also has a six-year transportation improvement program that details the specific projects to be undertaken in the near future. There are eight transportation districts in Wisconsin (see web site in Appendix 7 for contact information). WisDOT also has separate departments for various programs and services (airports, bicycles and pedestrians, public transit, etc.), all headquartered in Madison.

Since WisDOT is so heavily involved in transportation planning, and since it is the main source of funding for many projects, we suggest that you arrange to have someone from WisDOT address your entire transportation group and discuss the state's plans for your area and the various programs and funding opportunities available through the state.

Collecting and analyzing data

Before drawing up strategies to implement your vision it is usually advisable to spend some time collecting information about the current transportation arrangements in your community. In addition to identifying the parts of the system, you may want to gather information that will help you assess the condition and adequacy of current arrangements (e.g., are there local roads that are chronically congested?) and the future trends that may affect your planning.

Current transportation arrangements

A good first step is to inventory the current transportation system. Appendix 3 can help you with this task. It is often useful to draw the various parts of your local transportation system on a map so that you can get a visual image of how transportation routes are laid out and where various facilities are located. The written inventory, along with the map, should give you a basic understanding of local transportation arrangements. You may find that when everything is taken into consideration the system is surprisingly complex.

Appendix 4 can be used to record the condition of local roads, bridges and sidewalks. In many communities the local public works department maintains detailed records of all local roads, showing their condition and indicating when significant construction or maintenance work was performed. The public works department or WisDOT may be able to provide traffic counts, which show how heavily a road is being used. Keep in mind, however, that the purpose of the transportation vision is not to get involved in the details of local road maintenance, but to think creatively about what transportation arrangements could be like and what strategies can be used to realize your transportation goals.

Land use changes

Given the close connection between land use and transportation needs, you should find out as much as you can about expected changes in land use over the next 10–20 years. For example, is a new shopping center, subdivision or industrial park in the works? Sources for this information include your local planning department, the RPC, the chamber of commerce or other business organization, major area businesses and local real estate developers (see also Chapter 6).

Demographic data

Basic demographic data (population, age distribution, income) can help you identify trends that may affect transportation needs. The most important single trend to examine is probably the overall growth of the local population. You may also want to look at trends for various sub-groups, such as the young, the old, the disabled, and those with low incomes, who generally use public transit more than others. Refer to Appendix 10 in Chapter 1 for a worksheet on basic demographic data.

The *Census of Population: Social and Economic Characteristics* has data on commuting patterns, such as place of work (whether in or out of area of residence), means of transportation used, and travel time to work.

Travel surveys

A household travel survey may be conducted to get detailed information on the travel patterns and transportation habits of people in your community. Household travel surveys can be conducted by phone, mail, or through in-person interviews. You can collect several types of data with this survey. First, it can provide information about actual travel patterns. This is done by asking people a series of questions about the trips they took on the previous day. The data obtained might include:

▶ The origin and destination of trips.

▶ The mode used (car, bus, etc.).

▶ The time of day of the trips.

▶ The purpose of the trips.

▶ Where they parked (for vehicle drivers).

Second, it can provide household information such as:

▶ The number of household members who are able to drive.

▶ The number of motorized vehicles in use by household members.

▶ The number of workers in the household.

▶ The number of household members who work outside the home.

▶ The sex and age of household members.

Source: Adapted from Stopher and Metcalf 1996

And third, the survey can be used to find out about the transportation preferences and concerns of local residents. The specific questions asked will vary considerably from community to community.

While a household travel survey can provide information on local residents, it does not furnish data on people who come into the area from elsewhere or who simply pass through on their way to a destination in another area. To get this kind of information it is necessary to survey the occupants of vehicles that are coming into or passing through the local area. This can be done by stopping and briefly interviewing vehicles on selected roads, by handing return-postcard questionnaires to the occupants of vehicles, or by recording license plate numbers and then mailing a questionnaire to the owner a few days later.

Travel surveys, although capable of generating valuable information, are not always needed. You may want to partially develop your goals and strategies before considering a travel survey. This will give you a chance to get a better idea of the kinds of questions you need to ask before you conduct a survey.

A general note on studying transportation

Transportation planning tends to be technical and data-intensive. It often involves the use of sophisticated computer modeling. In this section we have mentioned only the most basic approaches to studying transportation. There are numerous other studies that professional

transportation engineers undertake (Pline 1992). You may want to get professional assistance if you find that you need to do extensive data collection and analysis. The RPCs can help communities with transportation planning. If specialized knowledge is needed, WisDOT may become involved. Private consultants may also provide expertise.

Remember, though, that the essential tasks are to understand the basic transportation arrangements in your community, to consider the connections between transportation and other aspects of your community (e.g., land use, downtown revitalization, economic development), and to think creatively about future arrangements .

Developing goals and strategies

After collecting and analyzing the data, each sub-task force will begin developing strategies. There may be more than one possible strategy for some areas, so it will be necessary to compare and evaluate various proposed strategies. Appendix 5 can be used to help evaluate potential strategies and projects.

Since some transportation projects may be large, costly and affect a wide geographical area the task force will have to decide what can be done locally and what must remain the responsibility of WisDOT and other agencies. Transportation projects fall roughly into three categories:

1. Those than can be initiated and funded locally.

2. Those that can be initiated local-

ly, but will depend upon outside sources for funding (county, regional, state or federal agencies).

3. Those that are initiated and funded by outside agencies.

There are also transportation projects that are undertaken completely by the private sector and over which the community may have relatively little control. Some examples are private roads, driveways, bridges, rail spurs, harbor projects, and bus shuttles for employees. Establishing whether a project falls under the public or private sector is an important part of determining the feasibility of local transportation strategies.

Many transportation strategies (for example, highway construction) are initiated and managed at the regional or state level. As mentioned previously, it is WisDOT's policy to actively seek input from the public and from representatives of local communities. For issues decided at a regional or state level, the task force could consider trying to affect outcomes by lobbying for the community's needs and contributing input to higher-level decision making. A helpful guide to transportation advocacy is *Improving Pedestrian Access to Transit: An Advocacy Handbook.*.

When developing strategies, keep in mind that transportation projects do not have to be limited to projects directly connected to streets and roads. With the passage of ISTEA the federal government committed itself to an expansive notion of transportation needs for the country and enlarged the range of projects that qualify for funding. The construction, maintenance and

improvement of highways and roads are, of course, standard transportation items. There is now an increased emphasis, however, on public transit and other modes of transportation such as bicycling, walking and rail. There is a new emphasis on making these other modes convenient and providing appropriate connections between various modes ("intermodalism"). In other words, transportation is about more than just building more roads. See Hoyle (1995) for one author's provocative critique of traditional traffic planning and road building.

TEA-21 requires a portion of funds to be allocated for transportation "enhancements." These are projects that enhance normal highway projects. TEA-21's definition of "transportation enhancement activities" illustrates the range of enhancements:

▶ Provision of facilities for pedestrians and bicycles.

▶ Provision of safety and educational activities for pedestrians and bicyclists.

▶ Acquisition of scenic easements and scenic or historic sites, scenic or historic highway programs (including the provision of tourist and welcome center facilities).

▶ Landscaping and other scenic beautification, historic preservation, rehabilitation and operation of historic transportation buildings or facilities (including historic railroad facilities and canals).

▶ Preservation of abandoned rail-

way corridors (including the conversion and use thereof for pedestrian or bicycle trails).

▶ Control and removal of outdoor advertising.

▶ Archaeological planning and research.

▶ Environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity.

▶ Establishment of transportation museums.

Source: Surface Transportation Policy Project 1998, pp. 19-20

Communities have obtained funding, through the enhancements program or other government programs, for projects as varied as the following:

▶ Improving public parking facilities.

▶ Providing better access for people in wheelchairs.

▶ Planting trees alongside roads.

▶ Improving sidewalk fixtures.

▶ Improving street lighting.

▶ Creating walking trails.

▶ Installing public art and banners.

▶ Improving the security and safety of transportation facilities.

▶ Providing a day-care facility at an important transportation node.

▶ Upgrading downtown streets.

▶ Improving crosswalks.

▶ Landscaping related to a transportation facility.

▶ Converting abandoned railroad corridors to bicycle and pedestrian pathways ("rails to trails").

▶ Preserving historic transportation-related landmarks.

▶ Setting up a Dial-A-Ride program.

There are also government-funded transportation programs for safety projects, wetlands mitigation, bridge replacement and rehabilitation, congestion mitigation and air quality improvement (for highly urbanized areas), roads on federal lands (including parks and Indian reservations), and public transit. Not all local projects, of course, will qualify for government funding, but it is helpful to be aware of the range of programs in operation.

Below we provide examples of some goals that communities might want to consider. Each goal is followed by several sample strategies. Keep in mind that these are only examples, as the vision, goals, and strategies of every community are unique. (The goals are not listed in any particular order.)

Goal: Decrease transportation-related injuries and fatalities.

Strategies

▶ Implement traffic calming techniques. High speed traffic on neighborhood streets creates a no-man's-land that is unappealing for pedestrians and danger-

ous for children, the elderly and the disabled. Traffic calming refers to a variety of measures used to systematically slow traffic through redesign of street layout and modification of roads and streets.

▶ Improve crosswalks.

▶ Identify high-accident locations and take corrective action.

▶ Improve visibility along transportation corridors.

▶ Improve rail crossings.

▶ Improve driver behavior through education and safety awareness.

Goal: Promote economic development through transportation.

Strategies:

▶ Improve traffic circulation in or near downtown shopping districts as a means of contributing to a revitalized downtown.

▶ Improve parking facilities for business districts.

▶ Create or improve intermodal facilities (e.g., truck-to-rail) to serve local industry.

▶ Seek funding for transportation facilities that will promote economic development. In Wisconsin, the Transportation Economic Assistance program provides fast-track assistance and grants (up to 50% of project costs) to help communities construct or acquire transportation facilities that will attract employers to Wisconsin or encourage current employers to expand.

▶ Improve workforce access through improved transportation. TEA-21 contains a program called Access to Jobs that deals with this. See also the Community Transportation Association of America.

Goal: Minimize transportation-related environmental problems.

Strategies:

▶ Implement improved techniques to handle stormwater runoff

▶ Promote high density development and other land use patterns that decrease the demand for roads and conserve farmland and countryside.

▶ Lobby for the preservation or creation of protected areas (e.g., wetlands) to offset land that is paved over or disturbed by highway or road construction.

Goal: Improve the aesthetics of local transportation.

Strategies:

▶ Apply to have local scenic roads considered for the Wisconsin Rustic Roads Program.

▶ Develop scenic easements and overlooks where appropriate.

▶ Beautify local highways and road by means of landscaping, mowing considerations, and the Adopt-A-Highway program.

▶ Plant trees along neighborhood streets.

▶ Develop design ordinances for roadside development, including signage and billboards.

Goal: Promote non-motorized forms of transportation.

Walking and bicycling are the two most prevalent forms of non-motorized transportation. Street and sidewalk improvements, which can range from simple maintenance to major redesign, can promote walking and improve the appearance of your community. See Appendix 6 for guides to making your community's streets more attractive and your sidewalks more pedestrian-friendly.

Strategies:

▶ Take steps to make downtown and neighborhood streets more walkable. In some cases this may mean installing sidewalks.

▶ Investigate possibilities for building a bike and/or walking path.

▶ Install bike lanes where feasible.

▶ Provide bike racks.

▶ Explore the possibility of converting a local abandoned rail corridor to a hiking/biking trail ("rails-to-trails"). A guide to doing this is in Appendix 6.

Goal: Increase transportation options for specific groups (i.e., the elderly, the disabled, youth, low income)

▶ Identify the group(s) and assess their needs.

▶ Study various options.

▶ Investigate funding opportunities specific to these groups.

Goal: Increase local input into transportation decisions made at higher levels.

Strategies:

▶ Form a permanent task force dedicated to keeping track of transportation issues at the county, regional, and state level.

▶ Investigate the possibility of local citizens serving on citizen advisory boards at higher levels.

Goal: Increase the availability of public transportation.

If you are interested in expanding existing local public transit or in possibly creating a new public transit service, collect data that provide an accurate picture of current services and the need for additional services. WisDOT can help communities plan local transit. Keep in mind that the public transit "system" in a small town may consist of only a shuttle van or a shared ride taxi service.

Strategies:

▶ Study the costs and benefits of a local transit system. This would include a careful survey of the actual demand for such services.

▶ Study local transit systems in other cities and towns of similar size.

▶ Investigate funding possibilities.

Getting community feedback

When the sub-area task forces have developed possible strategies, the next step is to solicit feedback from the community and the other task forces. A workshop should be held at which the transportation task force presents its vision, goals and strategies to the other task forces as well as to interested members of the community and local government. The purpose of the feedback is to ensure that the vision, goals, and strategies developed by the transportation task force are in sync with the overall community vision and with the visions, goals and strategies of the other key area task forces. This is an opportunity for people outside of the task forces to comment on the feasibility of the recommendations and indicate whether they would support them. When making the presentation it is best to use as many visual props as possible, such as graphs, charts, drawings, and photographs. This workshop is described more thoroughly in Chapter 1.

Devising action plans

When the strategies have received approval it is time to devise the action plans. These are the concrete actions that members of each sub-area task force will take in order to start making the transportation vision a reality. Action plans should be specific enough to see preliminary results in a reasonable amount of time (whatever your task force deems reasonable). Action plans should specify the actual steps or tasks necessary to implement a

strategy, assign responsibility for each step, and set deadlines. We suggest using a work schedule that shows who is responsible for each step and when it will be performed. The appendices to Chapter 1 contain worksheets that can help you with your action plans. The sub-area task forces should not hesitate to seek out additional community members for assistance as it becomes necessary. See Appendix 2 for examples of transportation goals, strategies, and action plans.

Implementation

After the action plans and work schedules have been finalized the sub-area task forces should begin implementation.

For some strategies a major part of the effort may involve securing adequate funding. It may be possible to fund some projects through local revenues. In some cases fees can be collected for using facilities. Many communities have a capital improvements program which budgets money for road maintenance and possibly also for expansion. New projects may need to be evaluated relative to existing or already proposed projects. If roads and other infrastructure are needed to support new development it may be possible to have the developer pay, a practice that is becoming increasingly common.

Large projects generally require communities to seek funding from the state or federal government. Most federal transportation funding, including TEA-21, is routed through the state. In Wisconsin it generally goes through WisDOT, which has many different programs,

each with its own criteria. Brian Ohm's *Guide to Community Planning in Wisconsin* discusses funding available through WisDot. The RPCs can provide assistance with transportation planning and often function as intermediaries between local communities and WisDOT. The RPCs generally do not have control over funds for transportation projects.

If a community thinks a project might qualify for funding through WisDOT, it should contact its WisDOT district office. WisDOT will determine if the project is eligible. If so, the community will then have to prepare a formal application, which may involve further study to establish the project's feasibility.

Transportation enhancement projects, discussed earlier, are subject to a competitive application process; all projects are not funded. Transportation enhancements must involve a road or highway that is eligible for federal funding.

Transportation stakeholders

Agriculture/agribusiness

Airport board

Americans with disabilities

Banks/credit unions/
  financial institutions

Bicycle advocates

Bus lines

Chamber of commerce/commercial
  organizations

Community improvement groups

Commuter airlines

County engineer

County highway department

Downtown associations

Environmental groups

Health care providers

Homeowner associations

Intercity bus lines

Local government
  *(city council, planning commission, planning
  department, park board, etc.)*

Local industry

Local shipping/freight companies

Metropolitan planning organization (MPO): in
  certain urban areas only

Neighborhood associations

Pedestrian advocates

Post office

Railroads

Real estate interests/developers

Retail businesses

Schools

Senior citizens

Social service agencies
  (they may operate their own transit services)

Street superintendent

Taxicabs/limo services

Tourism industry

Transit providers: private

Transit providers: public

Truckers

Unions

Volunteer transportation providers

Wisconsin Department of Transportation
  (WisDOT)

Youth

Faith community

*Source: Adapted from North Central Regional Center for Rural
Development 1996*

Examples of transportation visions, goals, strategies and action plans

I. Vision, Goals, and Strategies for Sioux City, IA

Vision

"The Community shall remain a compact City encouraging growth on amply available vacant land within currently developed and developing areas, taking full advantage of existing transportation and infrastructure systems and maximizing the public investment in these systems."

Goals

Some of the accompanying goals are to:

Develop a program of short- to mid-range traffic improvements.

Improve circulation in the central business district (downtown).

Encourage development where adequate public infrastructure will exist.

Ensure adequate transit service.

Link local transportation to regional and national networks.

Strategies

Here are their strategies for the first goal, traffic improvement:

Maintain and extend as needed the coordinated traffic signal system.

Implement remedial measures at existing high-accident locations.

Provide channelization where needed on major thoroughfares.

Provide better access from I-29 to downtown that will enhance the Nebraska Street gateway.

Promote continuation of Outer Drive across the Floyd River basin and east to the US 75/20 bypass.

Upgrade West Fourth, Military Road and West 19th to provide better access to and from Dakota Dunes, Riverside and the Highlands area.

Source: Vision 2020: A Plan for Change, Sioux City, IA

II. Goals of the Longview-Kelso-Rainier (OR) Metropolitan Transportation Plan

Goal 1: To provide for a convenient, safe and efficient transportation/circulation network among the major areas of trip generation in the Longview-Kelso-Rainier urban area.

Goal 2: To enhance the effectiveness of the existing transportation system by developing and improving coordination among various transportation modes and local jurisdictions.

Goal 3: To provide a means of public transportation and quasi-public transportation access for all urban area residents who require such service.

Goal 4: To improve pedestrian and bicycle safety in the transportation circulation system.

Source: Longview-Kelso-Rainier Metropolitan Planning Organization 1998

III. Goals, Strategies, and Action Plans for the City of Burnsville, MN

Goals

1. To increase I-35 river crossing capacity over Minnesota River.

2. To play a major role in determining solutions to regional transportation problems.

3. To reduce traffic congestion in Burnsville.

4. To improve traffic flow in Burnsville.

5. To expand use of transit resources.

6. To develop user-friendly bike and walking trails which will provide recreational opportunities and link people to jobs and businesses, and retail locations.

An example of a strategy:

Burnsville's strategy for goal 6 is to"Improve bike and trail systems through adding trails and providing signage and education to improve trail use and safety."

Examples of action plans:

Here are their action plans (which they call "actions steps") to implement the strategy stated above. (Note: In our terminology their action plans would be closer to strategies.)

Work with City and Dakota County to improve signage on trails. . . .

Provide additional safe places to leave bicycles to encourage bicycling.

Develop educational plan addressing bike laws, bike safety, etc. for use at schools . . . .

Expand availability of bike trail maps.

Pursue additional trails through Dakota County Capital Improvement Program which would also be handicapped accessible.

Support walkways and bikeways across the river on I-35 in final Environmental Impact Statement.

Develop bridges/walkways over and under major boundaries (e.g., CSAH 42, CSAH 6, I-35W, TH 13).

In response to our aging population and health awareness, expand walking trails with handicap accessibility.

Source: Partnerships for Tomorrow, Burnsville, MN

IV. Strategies for the Mobile-Baldwin (AL) Counties Region

1. Provide regional mass transit that supports community needs and has a dedicated source of funding.

2. Evaluate the feasibility of a Mobile-Baldwin-Pensacola regional airport.

3. Have strategies in place to expand the Alabama State Docks as business needs dictate.

4. Establish intermodal cooperation and promotion among our air, rail, water and road components.

5. Construct the roads and bridges as outlined in the South Alabama Regional Planning Commission thoroughfare plan.

6. Develop one-stop centers for government services and provide transportation stops at those centers.

7. Find an effective use for the former Navy Homeport facility.

8. Establish a Causeway authority for Baldwin and Mobile Counties.

9. Maintain an aggressive waterway management system.

10. Improve our air quality by using alternative energy for buses and other motor vehicles.

11. Accelerate paving of dirt roads.

12. Rebuild Airport Blvd. as an interstate quality road.

Source: Envision Mobile-Baldwin

V. Goals, Objectives and Action Plans for EPA Green Communities

These generic goals, objectives and action plans are part of the EPA's Green Communities project. Some of the objectives and action plans may not be applicable to smaller communities. Note: Their "action plans" are similar to what we call strategies.

Goals

Provide an efficient transportation system to maximize accessibility and the movement of people and goods. Increase opportunities for pedestrian and bicycling facilities.

Objectives

Design, develop, and improve the transportation system as a comprehensive network.

Enable residents and employees to minimize vehicular miles traveled, as well as total travel time, in order to minimize air pollution and to conserve fuel.

Stage the development of the transportation system to complement the overall development of the area.

Encourage mixed uses to allow the integration of residential, employment and commercial centers.

Locate employment areas where adequate access exists or will exist for employees and for goods movement.

Embrace the concept of transit oriented development.

Use buffers between transportation facilities and incompatible adjacent land uses.

Separate truck traffic from incompatible uses.

Encourage a mass transit system which provides both an alternative to the automobile and desirable levels of service to its users.

Integrate pedestrian and bicycle trails into development plans.

Recommendations and Guidelines for Action Plans

Make recommendations to implement the concepts and achieve the goals and objectives for circulation and transportation.

Encourage transit oriented development with the appropriate mix of land uses and density to support public transportation usage.

Make mass transit improvements to improve utilization of facilities.

Provide park and ride lots to allow for transfer to transit facilities or for carpooling opportunities.

Coordinate staggered hours for businesses and schools to relieve traffic congestion.

Require the development of pedestrian and bicycle trails to provide economical, noncongesting, and non-polluting means of travel.

Propose a transportation system intended to provide service for the future population, employment and through traffic expected in the community.

Acquire and/or protect rights-of-way to provide for the future extension or expansion of planned transportation facilities at reasonable costs, with minimum property displacement.

Design transportation facilities to minimize their physical impact on the environment while providing the best possible opportunity for development of suitable sites.

Locate and design intersections to facilitate safe vehicular and pedestrian access to employment sites, shopping facilities, multifamily developments, and other large traffic generators.

Streets provided in connection with employment areas should avoid conflicting movement of cars with trucks. Industrial area access roads should be provided to and from major highways.

Separate new development from visual intrusion by the use of reverse frontage, minimum setbacks, landscaping and fencing.

Preserve street width in mixed use and open space communities to reduce travel speeds, provide less impervious surface and be more aesthetically pleasing.

Provide for sidewalks along community streets.

Design parking lots that do not detract from the aesthetics and function of the land use.

Source: US EPA Green Communities

Current transportation arrangements

Purpose: To inventory the current transportation arrangements in your community.

Sources of data: Various. Contact service providers where applicable. Local or regional planning offices should have some of the information. Transportation companies such as truckers and taxicabs can be located in the telephone book.

Highways, roads, streets, sidewalks, bike trails (intracity and intercity) (refer to map).

Intracity bus service

major routes
_____

_____

_____

ridership level:
_____

_____

_____

Intercity bus service (including regional and national service)

major routes:
_____

_____

ridership level:
_____

_____

terminals and pickup points:
_____

Light rail

major routes:
_____

_____

ridership level:
_____

_____

Railroad

freight lines: _____

  local destinations: _____

passenger lines: _____

  local destinations: _____

Private transit services (name of provider and targeted group. ex.: Mercy Hospital, elderly outpatients)

_____

Waterway transportation services and facilities (ferries, barges, harbors, ports, etc.)

_____

Airports (note if public or private, and average number of flights per day)

_____

Taxicabs

_____

Shuttles/shared ride services

_____

Trucking companies

_____

Delivery companies

_____

Major intermodal nodes (note location and modes served. ex.: corner of Broadway and 5th St., bus stop/railroad connection)

_____

Information about local highways, roads and streets

Purpose: To inventory the current conditions of roads and related features of the local transportation system.

Sources of data: Visual inspection and a systematic observation of local roads should provide much of this information. The public works department may have information about local roads. The police should have information about accidents. If there are questions about the structural integrity of a local bridge you will need to have an expert examine it.

Roads that are frequently congested:

Roads in need of repair:

Roads with safety hazards:

Locations where accidents have occurred frequently:

Condition of bridges:

Condition of bike paths:

Condition of sidewalks:

Residential and commercial district streets that lack sidewalks:

Areas with chronic parking problems:

Appendix 5

Evaluating or prioritizing transportation strategies

Purpose: To evaluate the merits of various proposed strategies. Complete this sheet for each proposed strategy.

Issues	very negative (worse)	negative	neutral	positive	very positive (better)
Conformity with community vision					
Conformity with other transportation strategies/projects					
Conformity with current land use patterns					
Conformity with desired future land use patterns					
Sprawl					
Short-term traffic congestion					
Long-term traffic congestion					
Availability of alternatives to driving					
Condition of sensitive lands or habitats					
Air pollution					
Noise pollution					
Community appearance					
Local scenic beauty					
Local tourist industry					
Viability of central business district					
Attractiveness of area to existing industry					
Attractiveness of area to industry that might relocate here					
Mobility for vulnerable populations[1]					
Integrity of the community[2]					
Traffic safety					

[1] The elderly, children, the disabled, low income.

[2] For example, will a new road or highway physically divide a neighborhood?

Recommended reading

Allen, Jeff and Tom Iurino. 1996. *Acquiring Rail Corridors: A How-To Manual.* Washington, DC: Rail-to-Trails Conservancy. A complete guide to acquiring abandoned railroad lines that can be converted to trails for hiking, jogging, and bicycling.

Arendt, Randall. 1994. *Rural by Design: Maintaining Small Town Character.* Chicago: American Planning Association. A chapter in this book discusses the protection of local scenic roads.

Bailey, John A., Michael J.E. Sheflin, Burton W. Marsh, and Wilfred M. Post, Jr. 1986. "Transportation." In Sam M. Cristofano and William S. Foster (eds), *Management of Local Public Works.* Washington D.C.: International City Management Association.

Borich, Timothy O. and Janet Ayres. 1996. *Transportation Action: A Local Input Model to Engage Community Transportation Planning.* A hands-on guide to local transportation planning. Ames, IA: North Central Regional Center for Rural Development.

Chester County. 1995. Rural *Community Design Guide.* Available from Chester County, Pennsylvania. A visual guide to improving and maintaining the character of rural communities. Includes suggestions on roads, signs, bridges and roadside structures. Available from Chester County Planning Commission, 601 Westtown Rd., Suite 270, PO Box 2747, West Chester, PA, 19380-0990. http://www.chesco.org/.

Community Transportation. Magazine of the Community Transportation Association of America (see web site listing).

Community Transportation Association of America. 1997. *The National Transit Resource Center's 1998 Resource Guide.* A product of the National Rural Transit Assistance Program (Federal Transit Administration) and the Community Transit Assistance Program (Department of Health and Human Services).

COMSIS Corporation. 1990. *Guidebook for Planning Small Urban and Rural Transportation Programs.* 2 volumes. Washington, DC: US DOT. A guide to planning local transit programs.

Downs, Anthony. 1992. *Stuck in Traffic: Coping with Peak-Hour Traffic Congestion.* Washington, D.C.: Brookings Institution. An overview of issues and remedies related to traffic congestion.

Ewing, Reid. 1997. *Transportation and Land Use Innovations: When You Can't Pave Your Way Out of Congestion.* Chicago: American Planning Association. A good general overview of current transportation issues, including the relationship between transportation and land use. Also discusses traffic calming and ways to encourage walking and bicycling.

Frye, Eilrich, Doeksen, LaRue, and Britton. 1998. "An Economic Analysis of a Public Transit System to Serve Shawnee, Oklahoma." Rural Development, Oklahoma Cooperative Extension Service, Oklahoma State University. An example of a study to determine the need for additional community transit and the cost of implementing a program to fill that need.

Hoyle, Cynthia. 1995. *Traffic Calming.* PAS Report No. 456. Chicago: American Planning Association. Describes traffic calming techniques. Also discusses eight "myths of transportation planning."

International City/County Management Association (ICMA). 1994. *Transportation Planning Under ISTEA.* MIS Report v. 26, no. 4 (4/94). An overview of ISTEA.

Nelessen, Anton. 1994. *Visions for a New American Dream: Process, Principles, and an Ordinance to Plan and Design Small Communities.* A detailed guide to planning small communities. Has many suggestions for making towns more pedestrian-friendly and improving street layout and design.

Ohm, Brian. 1999. (G3697) *Guide to Community Planning in Wisconsin.* Madison, Wisconsin: University of Wisconsin Extension.

Thompson, Elizabeth. 1998. TEA-21 *User's Guide: Making the Most of the New Transportation Bill.* Washington, DC: Surface Transportation Policy Project.

WalkBoston. 1998. *Improving Pedestrian Access to Transit: An Advocacy Handbook.* Advice on transportation advocacy and suggestions for making streets, sidewalks and intersections safer and more appealing to pedestrians. Washington, D.C.: Federal Transit Administration.

Wisconsin Department of Transportation. 1995. *Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century.* Madison, WI: WisDOT.

Wisconsin Department of Transportation. 1997. *Wisconsin's Rustic Roads ... A Positive Step Backward.* Madison, Wisconsin: WisDOT.

Wisconsin Department of Transportation. 1999. *Draft State Highway Plan 2020,* Technical Report, dated February 3, 1999. Madison, WI: WisDOT.

WisDOT maintains a library of books, periodicals, technical studies and other materials related to transportation. The library is open to all citizens interested in transportation. The address is:

Wisconsin Department of
Transportation Library
4802 Sheboygan Avenue,
Room 803
Madison,WI 53707
(608) 266-0724

Organizations and web sites

Wisconsin Department of Transportation (WisDOT)
http://www.dot.state.wi.us/

Wisconsin Transportation Districts
http://www.dot.state.wi.us/dtim/bop/discontacts.html

Wisconsin Regional Planning Commissions
http://www.dot.state.wi.us/dtim/bop/rpccontacts.html

US Department of Transportation (US DOT)
http://www.dot.gov/

Federal Highway Administration (FHWA) (part of US DOT)
http://www.fhwa.dot.gov

A FHWA site containing a detailed guide to maximizing citizen participation in transportation planning can be found at

http://www.fhwa.dot.gov/reports/pittd/cover.htm

Federal Transit Administration (FTA) (part of US DOT)
http://www.fta.dot.gov

Environmental Protection Agency (EPA)
http://www.epa.gov/region03/greenkit/4transport.htm

Transportation element of the Green Communities initiative

American Planning Association (APA)
http://www.planning.org

The APA catalog is a good source for guides to transportation planning.

Community Transportation Association of America
http://www.ctaa.org/

A non-profit organization that advocates for public transit as a means of making transportation more accessible, especially for the disabled, the elderly, and those who are poor or unemployed. Their web site lists their publications and has selections from their magazine, Community Transportation.

Surface Transportation Policy Project
http://www.transact.org

This web site contains more than 100 examples of funded community transportation projects, including transportation enhancements.

City of Portland
http://www.trans.ci.portland.or.us/

Traditional and innovative methods for slowing and calming traffic on local streets.

Bicycle Federation of America
http://www.bikefed.org/

Bicycle and pedestrian advocates.

Bicycle Federation of Wisconsin
http://www.bfw.org/

Citizens for a Better Environment
http://www.cbemw.org

Nonprofit organization concerned with sprawl and environmental issues. It has produced a 15-minute video called Back to the Future: Designs for Walkable Neighborhoods. *(414) 271-7280.*

Center for Livable Communities
http://www.lgc.org/clc/pub.html

Web site contains information on videos about transportation planning

Rails-to-Trails Conservancy
http://www.railtrails.org/

National Transportation Enhancements Clearinghouse
http://www.railtrails.org/ntec/

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Corvallis, City of. 1997. *The Corvallis 2020 Vision Statement.* Corvallis, OR.

Gresham, City of. 1991. *Vision 2020.* Gresham, OR.

Longview-Kelso-Rainier Metropolitan Planning Organization. 1998. 1999-2001 Transportation Improvement Program. Prepared by the Cowlitz-Wahkiakum Council of Governments, Washington.

Mobile-Baldwin (AL) Counties Region. n.d. *Envision Mobile-Baldwin.* http://www.mobcham.org/final.htm. Viewed February 8, 1999.

Newberg, City of. 1995. *Chehalem Future Focus II: Community Vision Statement.* Newberg, OR.

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Pline, James L. (ed.) 1992. *Traffic Engineering Handbook,* Fourth Edition. Englewood Cliffs, NJ: Prentice-Hall.

Sioux City. 1994. *Vision 2020: A Plan for Change.* Sioux City, IA.

Stopher, Peter. R. and Helen M.A. Metcalf. 1996. *Methods of Household Travel Surveys.* National Cooperative Highway Research Program. Synthesis of Highway Practice 236. Transportation Research Board. Washington, D.C.: National Academy Press.

Wisconsin Department of Transportation. n.d. *Summary of Regional Forums —Wisconsin TransLinks 21.* http://www.bts.gov/smart/cat/srf.html.

Workforce development

If you build castles in the air, your work need not be lost. That is where they should be. Now put the foundations under them.

—Henry David Thoreau

Why are communities concerned about workforce development issues? Technological change, global competition and economic restructuring have forced many employers to rely more heavily on highly skilled workers than in the past. Many low-skill, low-wage workers are being left behind. Also, many communities recognize that economic change has led to a growing number of jobs that pay poverty-level wages, that are temporary and part-time. The inequality in wages between minorities and others in the community continues to grow. Finally, many communities depend heavily on low-skill, low-wage employment and struggle to develop high-skill, high-wage jobs.

How can employers increase the number of skilled positions if there are not enough qualified workers to fill them? Conversely, how can the community invest in training workers if the jobs in the region do not demand those skills? Many of the problems that communities face in building their workforces are difficult to resolve through the actions of individual businesses or workers; they require efforts by groups of employers and workers, along with public and private organizations.

Visioning offers communities an opportunity to identify collective solutions to building the local workforce.

Most communities are already engaged in a variety of activities related to workforce development. For example, many Wisconsin communities have initiated "school-to-work" programs in the past few years. State and local governments are developing new programs for affordable housing. Public-private partnerships are attempting to improve training opportunities in the Milwaukee area.

The vision of the local workforce may require the community to establish new programs or provide greater coordination to what is already happening. Or, the vision may lead to identifying the need for new programs. An inventory of current activities may provide useful information on what programs are already in place and how the action plan could build on them, providing new linkages and relationships within the community.

Community organizations and leaders face several interrelated challenges on workforce development issues. Among the issues that might be addressed in a workforce development task force are:

1. What are the sources of persistent unemployment and underemployment in the community? Is it due to the increased skill requirements of employers and/or the lack of training among workers?

2. Do workers have sufficient information about the location and skill requirements of jobs? Do employers use the appropriate methods to search for qualified workers in the community?

3. What obstacles do employers face in obtaining additional training? Why aren't employers investing more in the training of their workforce? What types of programs are available from training institutions in the region and how well do they match the needs of employers and workers in the area?

4. What are the current levels of job turnover among employers? What are the causes and consequences for employers, workers and the community? What types of programs might reduce the problems of turnover?

5. How many jobs will be created in the area in the next few years and what are the skills, education and experience requirements for them? How well does the demand for labor match the supply of labor in the region?

6. What are the current levels of wages and benefits available to workers in the region? Do the jobs being created by local employers provide a reasonable standard of living given the costs of living in the area?

7. How many workers are commuting out of the community? What are their skills and experience? Would these commuters be willing to work locally if jobs were

available that provided similar wages and benefits?

8. To what extent does the availability and/or cost of day care in the community present an obstacle to residents entering the labor force? Are employers facing any problems in adding additional shifts because of the costs or availability of day care?

9. Are resources available in the community that are not being used? Do retirees with significant job experience and skills have opportunities to find meaningful work in the area? Are there jobs for the disabled?

The process

Pre-vision

The group responsible for developing an action plan for workforce development should consider recruiting additional members. It may want to evaluate whether all of the important stakeholders in the area of workforce development are represented. Among the organizations that should be considered are representatives from the local school system and training institutions, employers, workers/unions, job centers, the local economic development organization, chambers of commerce, child care providers and realtors and developers. If the workforce development vision is being conducted on a regional basis, the organizing committee may want to check that there is geographic representation from all areas. The guide to identifying stakeholders presented in Chapter 2 may be useful at this stage.

The workforce development task force should consider several ques-

tions to begin thinking creatively about the future of work in the community.

▶ What types of jobs do we want to preserve in the community?

▶ Are current training programs meeting the future needs of employers in the area?

▶ What obstacles do workers face in obtaining additional training?

▶ What barriers do employers face in expanding their operations (e.g., housing, childcare) and in improving productivity (e.g., land, labor, capital)?

▶ What types of career opportunities do most jobs in the community offer?

▶ Is there adequate information on available jobs and workers in the community and what could be done to improve the matching process between the two?

Workforce development community workshop

We recommend that the workforce development task force prepare a vision statement for the local workforce and identify key areas within which it plans to work. It may be useful to establish sub-area task forces on the themes identified in the workforce development vision statement. The workforce vision should reflect elements that the community desires to preserve and to create. For example, the task force may identify its retired workers as an asset that is underutilized and decide on an action plan that makes better use of these resources. Similarly, workers may have a set of skills, such as experience with machine tools, that is currently

underutilized. These areas may reflect topical areas, such as identifying the skills, preferences and obstacles faced by the retired workforce.

Many communities conduct ongoing activities related to workforce development, such as school-to-work programs, childcare initiatives, affordable housing programs, etc. The visioning process provides communities with an opportunity to evaluate these programs, and in many cases, design an action plan that coordinates the various efforts.

Preparing a workforce development vision statement

You can use essentially the same methods for developing the workforce development vision as for the general community visioning. One approach might be to use the hypothetical statement below to get individuals to articulate what they consider the ideal workforce situation:

> It is the year _____ (20–25 years into the future). You as a group of community citizens have successfully created the ideal and desired workforce situation (for both workers and employers) in your community. Describe it.

Examples of a few visioning statements on workforce development are included below. The City of Flagstaff identified increasing opportunities for youth as a major objective.

> "When it comes to investing in its youth, Flagstaff has its eye on the future. The community provides its young people with the education and training they need to compete in a changing economy."

Key vision ideas:

▶ *Young people apply their education through school-to work programs*

▶ *FUSD, CCC, NAU provide youth internships and work study programs*

▶ *A community-supported vocational program has been established.*

The city's major goal was to develop and implement a comprehensive workforce development program. Specific strategies included:

▶ Gathering data/information on existing successful workforce development programs both nationally and in the state.

▶ Linking mentoring and paid internship programs with local employers.

▶ Linking workforce training programs to economic development efforts and guidelines.

▶ Establishing public/private partnerships for workforce development (companies sharing training resources).

Establishing sub-area task forces

After identifying the workforce vision, the group needs to identify themes or issues that can drive the action plan. These should emerge from the issues identified in the vision statement. It may be useful to establish sub-area task forces that are responsible for working on the issues identified in the workshop. Examples of these might be improving the skill base of the workforce, removing obstacles to labor force participation, etc.

The workforce task force should identify a coordinating committee responsible for monitoring the activities of the sub-groups, much in the way that the coordinating committee is monitoring the activities of the larger group. These subgroups or teams will be responsible for reviewing the community activities and assessing their issues. Coordination is an important aspect of this work because so many of the issues tend to overlap one another. More than one subgroup could meet periodically to address issues of common concern.

Reviewing plans, programs and projects

Prior to collecting any data on the workforce, it is wise for the group to evaluate what is currently being done by various organizations and institutions involved in workforce development. For example, the group should assess the activities of local training institutions, job centers, school districts and nonprofit organizations in childcare, transportation and housing. In particular, it is important to review the types of training programs currently available in the region and how many graduates they produce. This review should also include an evaluation of the state and federal training programs available in the region.

Similarly, it is useful to track how many high school students are entering the labor market versus receiving more training or education. The assessment should also identify the number of students involved in school-to-work programs and any programs that involve businesses or other organi-

zations in the schools. Most school districts and training institutions conduct these surveys periodically to track their students.

Because housing and transportation directly affect the functioning of local labor markets it is important for the workforce development task force to coordinate its activities with the housing and transportation task forces, if they exist. If they do not exist, the workforce development task force may want to collect some information on these issues.

Preparing the strategic workforce development plan

Developing an action plan for building the community's workforce requires an understanding of the various forces that shape the local labor market.

1. Data gathering and analysis will focus on how the demand for and supply of labor is changing in the region and how local institutions (e.g, educational and training institutions) are influencing the interface between labor supply and demand.

2. Communities need to select a workforce development strategy based on the results of this data analysis. The strategies and goals should reflect the problems and resources identified in the community assessment.

3. Third, when a strategy is selected, communities need to identify specific projects/activities and assess project viability.

4. Communities will need to build the specific action plan for their

projects by identifying the necessary resources, the organizational structure and the expected outcomes and impacts of their projects. The action plan should also include an implementation schedule and identify who will be responsible for carrying out the steps.

The model proposed here assumes that the general community vision has been developed in previous workshops. If so, the plan should reflect the basic purpose and values that were identified in this process. If the task force members of the workforce development team did not participate in the earlier workshops, they should be provided with information on the process and the outcomes of the workshop.

We do recognize that some communities may choose to develop only a workforce development action, and not a general vision or other sub-area plan. The process that is described here provides a process for citizen participation in developing the workforce development plan.

Data gathering and analysis

As your task force begins to identify what it needs to do, it may need to collect some information on the current situation. A wealth of data on employers and workers exists in your community. Much of it is easily accessible via the web or through universities or state agencies (see Appendix 1 for several widely used sources). In addition, you may decide that it is necessary to collect some of your own information on

labor markets. It may be expensive and time-consuming to collect your own data, but it may be the only way you can really understand what is happening in your local labor market area.

There are four main areas in which the community might want to gather and analyze workforce data:

1. The local labor market

2. The current demand for labor in the region and how it is likely to change in the future

3. The current supply of labor in the region and how it is likely to change in the future

4. How local institutions (training and educational institutions, temporary agencies and local job centers) affect the match between the supply of and demand for labor in the region

1. Defining the local labor market

Most communities do not constitute local labor market areas. The concept is frequently difficult to define, especially in rural areas where workers may commute long distances and employers may recruit from surrounding areas. The size of labor markets may vary by region. Probably the most useful data to help define the local labor market is the Place of Work Data for Wisconsin Municipalities and counties (see Table PB34 from Census Summary Tape File 4B to examine 1990 data). These data permit researchers to evaluate where and how many workers commute to work. By looking at commuting data, you are able to see where local

employers draw workers from and where local residents work. Another way to obtain some of this information is to ask local employers to identify the zip code of local workers. Based on this information, you may decide to include an adjacent county or region as part of your local labor market area.

In many cases it is probably sufficient to consider the county as the local labor market area. There are likely a few types of rural areas where this approach would not work. One would be a rural community close to a metropolitan area. In these counties, a large proportion of workers probably commute long distances and it would make sense to include this broader region as part of the local labor market. Another exception would be a rural area that is extremely sparse in its settlement pattern with few employment opportunities in the local area.

It is important for your community to identify the local labor market if you are to understand the factors influencing labor supply and demand in the area. By focusing on commuting rates, you can see how mobile your workforce is in your area. Recognize that local labor markets do not really exist for some professions—they belong to national or regional markets. A good example might be a professional position such as a physician. Most other workers, however, are influenced by the conditions affecting the local labor market area.

2. Demand for labor

Most of the information needed to assess the demand for labor can be obtained from surveys of employers. Several methods (such as phone or mail surveys) can be used to collect this information, but face-to-face interviews are preferable if the resources are available. Among the basic information you need is the anticipated number of workers to be hired in the next few years; the training, education and experience required; the wages and benefits offered to entry-level workers in these positions; and the methods used to search for workers. In addition, it is useful to collect some information on the basic characteristics of the firms, such as number of employees, industry, organizational structure, etc. See Appendix 4 for a sample survey of employers that collects basic information on the demand for labor in a region.

Although it is good to collect information on the current demand for workers, also try to obtain data on the anticipated demand to plan for future training needs. Data on training activities among employers (to assess the type of training they are providing and how they provide it) are also valuable. This information should offer insight into opportunities for mobility within the area and how training institutions can best supplement training efforts that take place in the workplace.

3. Supply of labor

There is a standard set of issues to address when analyzing the supply of labor in a community, including socio-demographic characteristics of the population (for example,

race, age, gender, income and educational background); work experience; training experience and projected needs; job search strategies; commuting behavior and wages and benefits received. See Appendix 5 for a sample survey of households that collects basic information on the supply of labor in a region.

In addition to this basic information, assess the availability of other sources of labor. Are there retired workers interested in re-entering the labor market? Are part-time workers interested in full-time work? Are workers commuting out of the area interested in working locally? Are workers interested in upgrading their skills to obtain local jobs? Unfortunately, most communities rarely collect this basic level of information about their workforce.

The main reason for collecting this information is to assess how well it matches the current and anticipated demand for labor in the area. For example, if employers plan to hire several welders in the area but there are few workers with those skills and few receiving this type of training, then employers may face some serious problems adding these positions. We also need to look at the level of employer training for welders and assess the implications for hiring more welders in the community for these employers.

4. Institutions affecting the local labor market

Collect data from training institutions to evaluate the number of people trained in various occupations and their level of training to assess how well it matches the current demand among employers. At a

minimum, community leaders must have information on the number of graduates from various training programs and the types of programs that are available.

Also examine how other institutions in the community are affecting the workforce. How well does the availability and cost of housing match the current and anticipated demand for workers in the area? For example, are employers adding numerous low-wage positions when there are few houses available that these workers could afford? How many positions are there for children in childcare centers in the community and how well does the availability match the local need?

Secondary sources of data on Wisconsin labor markets

Several data sources exist for analyzing the composition of the industrial base, wages and occupational structure of local labor market areas. Some of the most widely used sources are the County Business Patterns, the Bureau of Economic Analysis (BEA) and the Department of Labor. The County Business Patterns (CBP) is published by the Department of Commerce and includes employment in business categories (Standard Industrial Codes broken out into two, three and four digits). The data include employment covered by FICA but not government or self-employment. The BEA provides data on county population, personal income and per capita income. See Appendix 1 for a list of several sources of data that are available for your local labor market area.

Identifying goals and strategies for building a local labor force

Based on the data analyzed, communities can identify the most appropriate strategies to build their local labor force. In the following section we describe four basic goals and specific strategies to attain them.

1) Prepare the future workforce

To have a productive workforce and employers that are competitive in the global marketplace, it is essential that workers have the basic skills for today's workplace. This may mean that businesses become much more involved with schools and forge productive partnerships with school systems. Some younger workers may need basic skills, such as how to interview for jobs and how to plan their careers. Among the specific tactics to consider:

▶ Increasing exposure to issues concerning careers and working in or before high school.

▶ Developing understanding of all career and post-secondary educational options.

▶ Strengthening career and technical education.

▶ Utilizing all human potential in the community.

2) Sustaining the workforce

To attract and retain qualified workers, communities need to address the obstacles that many workers face in obtaining additional training or searching for jobs. Most of the obstacles are related to child-care, housing or transportation, although there are others that may be important.

▶ Developing partnerships for childcare availability.

▶ Creating "family-friendly" work environments.

▶ Increasing efforts and assistance to employers to retain employees.

▶ Developing partnerships for increased training efforts in the workplace.

▶ Assessing and providing resources for transportation availability.

▶ Providing affordable housing closer to businesses.

3) Upgrading the workforce

A key to improving employers' productivity and increasing workers' earnings is improving the level of education and training in the community. You may need to adopt several strategies. In many cases, it may be in the interest of all employers in the community to upgrade the workforce, (though this is usually not the case for any single employer). Communities should:

▶ Increase the numbers of workers completing education and training.

▶ Shift funding and resources to upgrade the workforce.

4) Expanding the workforce

In many communities, a major obstacle is the lack of workers, especially workers with the skills demanded by local employers. Communities may consider a variety of tactics to expand the workforce to meet these needs.

▶ Developing partnerships and addressing barriers to expanding the labor pool.

▶ Expanding efforts to attract qualified workers needed to meet employer demands.

▶ Increasing efforts to connect education with the world of work.

Community feedback workshop

After the task force has identified specific strategies and goals that are most appropriate for the community, hold a community workshop that outlines major decisions made up to that point. The community workshop has two purposes: to report on the major findings of the data gathering and to obtain feedback on the major decisions that have been made. One way of structuring this session is to provide a brief overview of the task force's work and summarize the plan's major goals and strategies. To facilitate discussion, write the goals and strategies on large sheets of paper and provide some time for participants to review them. To gauge the relative importance of these goals and strategies, participants can vote on which they consider most important for the task force. The

other task forces also should be invited to this session to improve the coordination of the process.

Identifying an action plan

After exploring various strategies for building a local workforce, communities need to identify the specific projects to be included in their action plan. These should build on the basic values and vision established in the process, and the input received from the community at the open workshop.

Action planning focuses on these questions.

▶ What is to be accomplished?

▶ How will the activities be accomplished?

▶ Who is responsible?

▶ When should the activities be carried out?

▶ What types of resources will be needed?

The worksheets that are provided in Chapter 1 for developing the action

plan for the broader community vision will help in these sessions. Specific projects might include activities like improving child care opportunities, affordable housing or mass transit.

The proposed action plan should be reviewed by the other task forces and the organizing committee before it is made public. The primary consideration is whether the proposed projects contradict the activities of other task forces.

Eventually, the action plan should be reviewed by agencies and organizations that may have some interest in specific projects. For example, a plan to develop more affordable housing should be reviewed by the local planning department and housing authorities. In some cases, these organizations and institutions may not have been represented on the task force.

Web sites

1. National statistics sources

U.S. Bureau of Labor Statistics (BLS)

http://www.bls.gov

http://stats.bls.gov/oeshome.htm
Home page for OES information.

http://stats.bls.gov/oes/state/oes_wi.htm 1996
Wisconsin Wages by OES titles created by BLS

The BLS site is a major source for national labor market information organized by state and metropolitan area. This is a large and complex web site containing hundreds of data sets, including: local area unemployment statistics, industry employment estimates and projections. The national equivalents of Wisconsin data can be found at the BLS site.

BLS Press Releases

http://stats.bls.gov:80/newsrels.htm

Consumer Price Index

http://stats.bls.gov/news.release/cpi.toc.htm

http://woodrow.mpls.frb.fed.us/economy/calc/cpihome.html

The Consumer Price Index (CPI) is the ratio of the value of a basket of goods in the current year to the value of that same basket of goods in an earlier year. Enter your own "before" and "now" prices and let the calculator tell you how much a dollar is worth.

The Employment Situation

http://stats.bls.gov/news.release/empsit.toc.htm

BLS Region V, Chicago

This site contains releases and information about the region that includes Wisconsin.

http://stats.bls.gov:80/ro5home.htm

Longitudinal Research

http://stats.bls.gov/nlshome.htm

The Bureau of Labor Statistics sponsors the collection and production of data from the National Longitudinal Surveys (NLS). Each survey gathers information at multiple points in time on the labor market experiences of five groups of American men and women. Each of the NLS groups consists of 5,000 or more members.

Employment Cost Trends

http://stats.bls.gov/ecthome.htm

The employment cost trends program produces two ongoing surveys: the Employment Cost Index (ECI) and Employers' Costs for Employee Compensation (cost levels). The Employment Cost Index measures the change over time in the cost of labor, including the cost of wages and salaries and employee benefits. Cost levels data provide average costs per hour worked for wages and salaries and specific benefits.

Employee Benefits Survey

http://stats.bls.gov/ebshome.htm

This survey provides comprehensive data on the incidence and detailed provisions of selected employee benefit plans in small private establishments, medium and large private establishments, and state and local governments.

Occupational Compensation Survey

http://stats.bls.gov/ocshome.htm

These annual or biennial surveys provide information on average weekly or hourly earnings for selected occupations in the nation and certain metropolitan areas, as well as related benefits data for white- and blue-collar workers.

Productivity

http://stats.bls.gov/prhome.htm

This program develops productivity measures for the business, nonfarm business and manufacturing sectors of the economy as well as for nonfinancial institutions.

Employment Projections

http://stats.bls.gov/emphome.htm

The Office of Employment Projections develops and publishes estimates on the economy and labor market 10 to 15 years into the future. Included are projections of the labor force, potential gross domestic product, industrial output and employment by industry and occupation.

National Center for Education Statistics (NCES)

http://www.ed.gov/pubs/stats.html

This web site offers access to data sets, reports, guides and research studies. Several NCES reports are available in their entirety: The Condition of Education, the Digest of Education Statistics, Projections of Education Statistics and Youth Indicators.

U.S. Bureau of the Census

http://www.census.gov

http://www.census.gov/epcd/www/naics.html

http://www.census.gov/hhes/www/saipe93.html
State and County Income and Poverty Estimates—1993

The Bureau of the Census web site contains data from all the Bureau's data collection efforts: the Decennial Census (1990), the Current Population Survey, the economic censuses and the monthly economic surveys. It is a large and complex site, including population estimates and projections, migration, journey to work, income and poverty, educational attainment, and much more.

U.S. Bureau of Economic Analysis (BEA)

http://www.bea.doc.gov

http://www.bea.doc.gov/remd2/svy_wi.htm
Wisconsin Total Personal Income and Per Capita Personal Income

BEA is a major producer and compiler of economic, business cycle, and labor market data. BEA has built a large online source for this data compiled from more than 50 federal agencies, called STAT-USA. This is a fee-based site.

University of Michigan
http://www.lib.umich.edu/libhome/Documents.center/stats.html

The University of Michigan Library provides a "catalog" of web sites of statistical information from numerous agencies. The listing is organized by major topic: demographic, economic, income, labor market, etc. It is very useful for locating sources.

NOICC Crosswalk and Data Center
http://www.state.ia.us/government/wd/ncdc/

The NOICC (National Occupational Information Coordinating Council) Crosswalk and Data Center (NCDC) is a technical resource on occupational and education and training classification systems. The Center specializes in links and relations among the various classification centers. Though the files are not directly available through the Internet, you can view sample files, and a catalog of files that can be ordered from NCDC.

ALMIS
http://ecuvax.cis.ecu.edu/~lmi/lmi.html

The US Department of Labor, Employment and Training Administration sponsors America's Labor Market Information System (ALMIS). This web site offers information about ALMIS projects; calendars of upcoming events: state maintained bulletin boards, products and services, labor market information contacts and news releases of interest to the LMI community. In addition to web links to various states' web sites, there are also links to national statistics sources.

2. Wisconsin related web sites

Center on Wisconsin Strategy
http://www.cows.org/

Research and Policy Center dedicated to improving economic performance and living standards in the state. COWS publishes on a regular basis The State of Working Wisconsin.

Wisconsin Demographic Services
http://www.doa.state.wi.us/deir/boi.htm

Annual estimates of Wisconsin county, city, township and village populations are made by the Wisconsin Demographic Services Center. There are also estimates of population by zip code.

Wisconsin County Profiles
http://www.doa.state.wi.us/deir/boi.htm

Using a map to select the county of choice, this site offers population data and hypertext links to U.S. Bureau of the Census 1990 Census data, County Business Patterns, and USA Counties.

Wisconsin Department of Workforce Development
http://www.dwd.state.wi.us/dwelmi/

Current employment data, county workforce profiles and industry and occupational projections.

Wisconsin Department of Commerce
http://badger.state.wi.us/agencies/dod/

The Department of Commerce web site contains a page titled "Fast Facts about Wisconsin." This page lists data and analysis on the Wisconsin economy.

UW-Applied Population Laboratory
http://www.ssc.wisc.edu/poplab/apl-data.htm

The UW-Applied Population Laboratory offers access to census data and information from other federal agencies. The APL conducts forecasts for school districts around the state, which may be very useful for the workforce development task force.

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Columbia County labor forum

Although the Columbia County Labor Forum was not established as a result of a visioning process, it has established goals and an action plan addressing workforce issues in Columbia County. The Labor Forum acts as a focal point to link employers, service providers and the community to address labor force issues through education and networking. The priority issues currently being addressed are: recruitment and retention; work ethic; marketing; job fair and child care.

The Columbia County Labor Forum established five work teams in 1998 to address several important issues in the county. One work team focused on improving the work ethic. This subcommittee updated a school-to-work directory that listed school-to-work liaisons and work-sharing opportunities for teachers, students and employers. The subcommittee focuses on five forms of partnership activities in the community: business speakers for schools; job shadow (a two- to four-hour observation of a particular job or set of related jobs primarily by high school age students; on-the-job work experiences, such as a coop (one-year, part-time paid learning program) or apprentice-ships (a two-year, part-time paid learning program); teacher extern-ships (a three- to five-day paid or non-paid learning experience in business); and tours for teachers in businesses. The Forum has also sponsored sessions on "Effective and Legal Ways to Recruit, Select and Keep Employees."

Sample employer questionnaire

A. Characteristics of the Establishment

Q1. Which category best describes this organization at this location?

❏ For-profit organization

❏ Government organization (including public educational institutions)

❏ Other non-profit organization

❏ Other (please specify _____)

Q2. Which description best fits this organization's situation?

❏ It is an independent, single establishment firm.

❏ It is owned by a firm with a headquarters in another location.

> **Q2a. In what city and state is the headquarters located?** _____
>
> ❏ It is locally owned, but franchised to offer "brand-name" products or services.

❏ It owns one or more branch establishments besides the one at this location.

❏ It is a franchiser that sells the right to use its concept to one or more franchises.

Q3. What is your organization's main product or service? Please describe this activity as specifically as possible.

> **Q3a. Does your organization sell any of these goods or services in international markets?**
>
> ❏ No
> ❏ Yes
> ❏ Not applicable
>
> **Q3b. If yes, what percent of your sales are exports?_____%**

Q4. In what city/village/town is this organization located? _____

Q5. In what year did it begin operations in this community? _____

Q6. **What is the number of employees currently working here, excluding part-time, temporary (workers hired for a specific time period) and contract workers?**_____ **employees**

Q6a. What is the total number of workers normally employed here during various seasons?
(Use the figures for last year if it fluctuates greatly from year to year.)

    1. Fall   _____ workers

    2. Winter   _____ workers

    3. Spring   _____ workers

    4. Summer   _____ workers

Q7. **What is the number of part-time (34 hours/week or less) employees currently working here?** _____ **employees**

Q8. **What is the number of seasonal (such as summer) workers?**

    Q8a. Do you hire the same seasonal workers each year?

    ❏ No

    ❏ Yes

    Q8b.   **Where do your seasonal workers come from?**

    Q8c. Has the percent of seasonal workers you hire risen in the past five years?

    ❏ No

    ❏ Yes

    ❏ Don't know

Q9. **Have you used any temporary workers(workers hired for a limited time period) in the past five years?**

    ❏ No (if no, go to Q11)

    ❏ Yes

    ❏ Don't know

    Q9a. If yes, how many temporary employees do you currently have?_____ **employees**

    Q9b. Has this number increased in the past 5 years?

    ❏ No

    ❏ Yes

    ❏ Don't know

    Q9c. What proportion of all temporary employees you use during the year come from a temp agency?_____**percent**

Q10. **What proportion of your temporary workers are used for each of the following purposes:**

    a. To fill in for absent workers _____ % of all temp workers

    b. To meet fluctuating production needs _____ % of all temp workers

    c. To screen people for regular jobs _____ % of all temp workers

Q11. Do you have any 'contract' workers? (Hired for a specific job, such a janitorial service, accounting, etc.)

❑ No

❑ Yes

Q11a. If yes, how many 'contract' workers do you have?_____ employees

Q11b. Has the percentage of your workers who are contract workers risen in the past 5 years?

❑ No

❑ Yes

❑ Don't know

Q12. What percentage of your current workforce is:

a. male_____ %   **b.** female_____ %

Q13. How many employees do you have working?

Day (1st) shift_____ workers

Evening (2nd) shift_____ workers

Night (3rd) shift_____ workers

Flexible schedule_____ workers

At home_____ workers

Q14. How many employees do you have working weekdays and weekends?

Weekdays_____ workers

Weekends_____ workers

Q15. Do you allow job sharing in your establishment?

❑ No

❑ Yes

Q15a. If no, would you consider job sharing (more than one person in a single position) in your establishment?

❑ No

❑ Yes

❑ It depends (on what? _____)

Q16. Do you offer workers flex-time? (Allowing them to start and end work at different times)

❑ No

❑ Yes

Q17. Please estimate what percentage of your workforce is in the following age categories.

                        Percent

  1. Under 25 years old _____

  2. 25-34   _____

  3. 35-54   _____

  4. 55-64   _____

  5. 65 years or older   _____

> **Q17a. Please estimate what percentage of your workforce is in the following race/ethnic categories.**
>
>   **Percent**
>
> 1. African American   _____
>
> 2. Asian   _____
>
> 3. Hispanic   _____
>
> 4. White   _____
>
> 5. Other   _____

Q18. What proportion of your workforce do you believe will retire in the next five years? _____%

B. Formal Training

The following training questions refer to the training available to the last position hired in your establishment. What is the last non-managerial position filled in your establishment?

Q19. Is training available to this employee?

  ❑ No (Go to section C)

  ❑ Yes

Q20. How is this training provided? (Check all that apply)

  ❑ In-house by employer

  ❑ In-house by non-employees (e.g., technical college, private trainer)

  ❑ Off-site (e.g., seminar, certification program, technical college)

  ❑ Other (please specify)

Q21. Among these various methods, which one do you prefer? _____

Q22. What types of training or educational programs have you provided for this position over the past year? (Check all that apply)

❑ Computer (e.g., word processing, data management)

❑ Health

❑ Safety

❑ Interpersonal skills

❑ Conflict resolution

❑ Basic economics

❑ Group or team building

❑ Job related skills

❑ Other (please specify _____)

Q23. Has the amount of training your organization offers to workers in this position increased, decreased or remained the same over the past five years?

❑ Increased

❑ Remained the same

❑ Decreased

Q23a. If the amount of training has decreased, why? (Check all that apply)

❑ Cost

❑ New technology requires fewer skills

❑ Workers who receive training often go to work with other employers after they are trained

❑ Other (please specify_____)

Q23b. If the amount of training has increased, why? (Check all that apply)

❑ Demands of new technology

❑ New organizational structure

❑ Other (please specify_____)

Q24. Do you anticipate that the amount of training for this position will increase, decrease or remain about the same over the next five years?

❑ Increase

❑ Remain about the same

❑ Decrease

Q25. Do you pay for additional training of employees if it is related to their job?

❑ No

❑ Yes

❑ It depends

Q25a. If yes, do you offer a tuition reimbursement?

❏ No

❏ Yes

❏ It depends

Q26. How important is training to the productivity in this position?

❏ Not important at all

❏ Somewhat important

❏ Extremely important

❏ Don't know/no response

Q27. Which of the following agencies/organizations has provided your company with assistance for your employee training efforts?

❏ Federal government

❏ JTPA (Job Training Partnership Act)

❏ State government

   Name the department _____

❏ City government

   Name the department _____

❏ Utility company

❏ Chamber of Commerce

❏ Local Development Organization

❏ Other, please name _____

Q28. What kind of support was provided?

❏ Financial

   Q28-1a. What percentage of the total training costs?

   Last year's total. _____

   Q28-1b. Did the funding apply to a specific aspect of training? ____ Yes ____ No

   Q28-1bb. If yes, check off all that apply.

   ❏ training center

   ❏ personnel

   ❏ materials (educational)

   ❏ other, please name _____

Q28-1c. Did the funding apply to a specific type of training? ____ Yes ____ No

❏ In-kind

Q28-2a. If in-kind support, what form did it take?

❏ training center

❏ personnel

❏ materials (educational)

❏ other, please name _____

❏ Other, please name _____

C. Benefits

Q29. Please indicate whether any of the following benefits are provided to most of the workers in this organization? (Check all that apply)

Type of Benefit   **Description of Benefit**

❏ **1. Health Insurance**

   ❏ **1a.** Single Coverage % paid by employee _____%

                              Avg. amount paid by employer _____$

   ❏ **1b.** Single plus 1 % paid by employee _____%

                              Avg. amount paid by employer _____$

   ❏ **1c.** Family % paid by employe _____%

                              Avg. amount paid by employer _____$

❏ **2. Before-Tax Health Care/Child Care Deduction**

❏ **3. Dental Care** % paid by employee _____**%**

   ❏ **3a**. Employee only

   ❏ **3b.** Family

❏ **4. Disability** % paid by employee _____**%**

   ❏ **4a**. Short-term

   ❏ **4b.** Long-term

❏ **5. Paid time-off vacation**

   1 week after _____years

   2 weeks after _____years

   3 weeks after _____years

   4 weeks after _____years

❏ **6. Paid time off sick leave** _____# days per year   **Accumulation formula:**_____

❏ **7. Paid time off holidays**   # days per year _____

❏ **8. Personal days**   # days per year _____

❏ **9. Life insurance**

    ❏ **9a.** Individual   % employee paid_____

                 # times income _____

    ❏ **9b**. Dependent life   % employee paid _____

❏ **10. Retirement plan**   **Formula:**

    ❏ **10a**. Company provided

    ❏ **10b.** 401-K/403(b) plan

    ❏ **10c.** 401-K/403(b) match   How much match? $_____

                            Up to _____ %

❏ **11. Profit sharing plan**   **Payout:** _____

❏ **12. Attendance Bonus**   **How much? $** _____

❏ **13. Employee Assistance Program**   **Describe:** _____

❏ **14. Recruit/retention bonus**   **Describe:** _____

❏ **15. Employer supported child care**

    ❏ **15a.** On-site day care

    ❏ **15b**. Voucher system

    ❏ **15c.** Able to use sick leave when child is sick

❏ **16. Child Care (in-facility)**

❏ **17. Cafeterial Benefit Plan**

❏ **18. Other:**_____

Q30. How long do employees have to work at your organization before they receive these benefits?

    Indicate with #s above

    ❏ Right away

    ❏ After_____weeks

Q31. Which benefit(s) is most important in helping you recruit workers for this establishment?

_____

Q32. Which benefit(s) is most important in helping you retain your workers?

_____

Q33. **Which benefit(s) is most valued by your employees?**

Q34. **How many hours per week do employees have to work before becoming eligible for benefits?** **hours**

Q35. **In your experience with workers in this region, do you find that benefits are more important, less important, or equally important to wages?**

- ❑ Benefits are more important than wages

- ❑ Benefits are equally important as wages

- ❑ Benefits are less important than wages

- ❑ Don't know/no response

Q36. **Over the past two to three years, has your benefit package become more important to attract good workers?**

- ❑ No

- ❑ Yes

- ❑ Don't know/no response

Q37. **Do you anticipate making any significant changes in your benefit package in the next year?**

- ❑ No

- ❑ Yes

    Q37a. If yes, what types of change?

Q38. **Have you considered offering a flexible or cafeteria benefit package to workers that allows them to choose between various benefits and/or levels of benefits (such as heatlh care, dental, vision, life, disability paid time off, legal and others)?**

- ❑ No

- ❑ Yes

- ❑ Don't know

D. Turnover Issues

Q39. **Do you consider turnover to be a problem for your establishment?**

- ❑ No

- ❑ Yes

- ❑ Don't know/It depends/ Sometimes

Q40. **What was your turnover rate for full-time employees in 1998_____%**

Q41. Have you done a formal financial assessment of employee costs for your company?

❑ No

❑ Yes

    Q41a. If yes, what was the average cost per employee? $_____

    Q41b. If no, would you consider doing one if it were available?

    ❑ No

    ❑ Yes

    ❑ Don't know/It depends

Q42. For what types of jobs is the turnover problem the greatest in your firm?

_____

Q43. During what period is the turnover the highest?

❑ Between 1 and 3 months

❑ Three to six months

❑ Six to 12 months

❑ After one year, but less than three years

❑ Three years or more

    Q43a. What months do you experience the highest rate of turnover?

Q44. What are your strategies for contending with turnover?

❑ none

❑ increase wages

❑ more benefits

❑ more training

❑ other incentives, please name _____

E. Wage Information

Q45. What do you anticipate your overall wage increase will be for 1998?_____%

Q46. Do you pay a shift differential for 2nd shift work?

❑ No

❑ Yes

    Q46a. If yes, how much per hour? (_____cents)

Q47. Do you pay a shift differential for 3rd shift work?

❏ No

❏ Yes

    Q47a. If yes, how much per hour? (_____ cents)

Q48. How many pay grades do you have in your establishment?

Q49. After the probationary period, when do workers normally get their first pay increase?

    _____weeks

Q50. Do you pay your employees a bonus if someone they have recommended is hired?

❏ No

❏ Yes

    Q50a. If yes, how much? $_____

Q51. Are qualified workers easy to recruit in this labor market (within 50 miles)?

❏ No

❏ Yes

    Q51a. If no, for which ones are you having the most difficulty? _____

    _____

    Q51b. If no, what problems are you encountering (e.g., literacy, transportation, child care)? _____

    _____

Q51c. If no, what has your organization done in the past year to respond to this problem? (Check all that apply)

❏ Raised wages

❏ Improved benefits

❏ Adopted new technology to replace workers

❏ Outsourced some activities

❏ Expanded production elsewhere

❏ Other (please specify _____)

Q52. Do you use any of the following methods to search for these positions?

❏ Post help-wanted signs

❏ Newspapers

- ❏ Job Service

- ❏ Referrals for employees

- ❏ Job Fairs

- ❏ Internet

- ❏ Schools

- ❏ Temporary Services

- ❏ Other (please specify _____)

Q53. **How many employees do you project will be hired in this firm in the next year due to turnover?_____employees**

    Q53a. In what occupations will these positions be?_____

Q54. **How many employees do you project will be hired in this firm in the next year due to expansion?_____employees**

    Q54a. In what occupations will these positions be?_____

Q55. **Approximately how many net new positions will your firm create in XXX County over the next two years?**

    _____positions

Q56. **Approximately how many net new positions has your firm created in XXX County over the past two years?**

    _____positions

Q57. **What is the most important factor limiting your ability to expand?**

- ❏ Availability of labor

- ❏ Availability of land

- ❏ Availability of capital

- ❏ Cost of labor

- ❏ Cost of land

- ❏ Cost of capital

Q58. **Does this establishment have a union?**

- ❏ No

- ❏ Yes

Q59. **What positions does your firm utilize in its operation? What is the entry level and maximum hourly wage for each job? List number of people in each position (this number should be actual positions in the company, regardless of whether they are filled or vacant). What type of education, work experience, and special skills/abilities do you look for in hiring new employees? Use blank lines for occupations not listed.**

Hourly Wage Position Description	Number in Range (Entry-Max)	Position (# Positions)	Education/Experience Desired
EXAMPLE *Bookkeeper*	*$6 - $8/hour*	*2*	*Tech School + 2 yrs. business experience*
Technical			
Computer Science			
Education			
Engineering & Related Technology			
Drafting/ CAD CAM			
Other Professional/Technical Specialty			
Clerical & Administrative Support			
Secretarial/Wordprocessing			
Bookkeeping & Accounting			
General Office			
Computer Operation & Support			
Receptionist/Desk clerk			
Shipping, Receiving,			
Stock & Inventory			
Other Clerical & Administrative Support			

Position Description	Hourly Wage Range (Entry-Max)	Number in Position (# Positions)	Education/Experience Desired
Sales, Marketing, and Tellers			
Retail Sales			
Sales Representatives/			
Wholesale			
Commission Sales			
Cashiers/Teller			
Other Sales & Marketing			
Service			
Chefs & Cooks			
Kitchen Workers			
Wait Staff			
Bartenders			
Other Food & Beverage			
Lodging			
Cleaning/Janitorial			
Domestic Service			
Child Care			
Protective Service			
Customer Service			
Representative			
Gardening/Grounds			
Other Service			
Health Care			
RN			
LPN			
CNA			
Health Care Technician			
Other Health Care			

Position Description	Hourly Wage Range (Entry-Max)	Number in Position (# Positions)	Education/Experience Desired
Skilled Trades			
Mechanics & Repair			
Vehicle Maintenance & Repair			
Industrial Machinery			
Maintenance & Repair			
Electrical & Electrical			
Equipment			
HVAC & Refrigeration			
Other Mechanics & Repair			
Skilled Machine Operation			
CNC Set up/Programmer			
Tool & Die			
Screw Machine			
Printing Press Operator			
Welder:			
Welder-Tig/Mig			
Welder-Wire			
Welder-Combination			
Precision Production:			
Metalworking			
Woodworking			
Food Production			
Textiles, Apparel &			
Furnishings			
Other Precision Production			
Other Skilled Trades			

Hourly Wage Position Description	Number in Range (Entry-Max)	Position (# Positions)	Education/Experience Desired
Operators, Assemblers, Processors & Laborers			
CNC Operator			
General Machine Operator (unskilled)			
Woodworking			
Sewers			
Assemblers			
Inspectors/Quality Control			
Foundry Workers			
Truck Driver (CDL)			
Forklift Operators/ Material Movers			
Hand Packers & Packagers			
Laborers & Helpers			
Other Operators, Assemblers, Processors & Laborers			

Sample household survey

Hi, this is_____and I'm calling from the University of Wisconsin, at River Falls. We are conducting a labor survey for XXX County. Would you have a few minutes to help complete the survey?

A. This survey is designed for residents of XXX County who are over 18 years of age and are working or looking for work. Do you meet this criteria? If the person does not, thank him or her for the time and proceed to the next contact person.

B. Are you retired? ❏ Yes ❏ No

If yes, are you currently in the work force? ❏ Yes ❏ No

** [If no, thank the person for his or her time and proceed to the next person. If yes, proceed with the survey.]

6. What is your current work status?

❏ Employed [GO TO Q1a AND CONTINUE]

❏ Unemployed [GO TO Q14 AND CONTINUE]

❏ Self-employed [GO TO Q1a AND CONTINUE]

1a. If employed, are you considering a job change?

❏ Yes ❏ No ❏ Not sure

1b. If you are considering a job change, what type of job would you be looking for?_____
_____

7. Do you have more than one job (i.e., work for two different employers or businesses)?

❏ Yes ❏ No

8. If you have a second job is it:

❏ Full-time ❏ Part-time

9. Is your primary job full-time or part-time? (Full-time means 35 hours per week and part-time is less.)

❏ Full-time ❏ Part-time

10. If part-time, why?_____

11. If your primary job is part-time, would you prefer full-time employment?

❏ Not applicable ❏ Yes ❏ No ❏ Not sure

12. What is your primary job title? _____

12a. What type of industry/business do you work for?_____

13. How long does it take you to get from your home to your primary work place? _____

    13a. Would you be willing to take a job closer to home?

        ❏ Yes   ❏ No   ❏ Not sure   ❏ Depends on salary, benefits, etc.

    13b. Which do you use for the longest part of the trip?

        ❏ Own car

        ❏ Carpool

        ❏ Walk

        ❏ Public transportation

        ❏ Taxi

        ❏ Bike

        ❏ Work at home

        ❏ Other (specify _____)

14. In or near what town/city/village is your primary work place? _____

15. Do you think you will be with your current (primary) employer two years from now?

   ❏ Yes   ❏ No   ❏ Don't know/Not employed

    15a. If no, why not? [Pleases say yes to all that apply]

        ❏ Lack of opportunity for advancement

        ❏ Pay

        ❏ Benefits

        ❏ Family reasons

        ❏ Want to move to other region

        ❏ Plan to retire

        ❏ Other (please specify _____)

    15b. If yes, do you believe there are opportunities for promotion in the current job or in the company?

        ❏ Yes   ❏ No   ❏ Not sure

16. Does a lack of technical training and/or education prevent you from advancing at your primary place of employment?

   ❏ Yes   ❏ No   ❏ Not sure

17. Does your employer provide any of the following benefits? [Please say yes to those that apply.]

❑ Health insurance for employees

❑ Health insurance for family members of employees

❑ Dental care

❑ Pension plans

❑ Paid vacations

❑ Paid sick leave

❑ 401K retirement plan

❑ Profit sharing

❑ Smoke free environment

❑ Job training for advancement in the business

❑ Exercise program or area

❑ Compensatory time off for

18. In your current job, are you on a shift schedule?

❑ Yes ❑ No

18a. If yes, is this a fixed or rotating schedule? ❑ Fixed ❑ Rotating

18b. If fixed, which shift?

❑ Day (1st) ❑ Evening (2nd) ❑ Night (3rd)

19. If you are unemployed are you........?

❑ Not applicable, am employed

❑ A student

❑ Disabled

❑ A home maker

❑ Other, list

20. Are you currently looking for work?

❑ Yes ❑ No

20a. If yes, are you currently looking for ....?

❑ Full-time work

❑ Part-time work

❑ Full- or part-time work

❑ Other, list

20b. If yes, what have you been doing to find work? [Say yes to all that apply.]

❑ Checked with Job Service

❑ Checked with employer directly

❑ Checked with friends or relatives

❑ Placed or answered ads

❑ Attended a job fair

❑ Nothing

❑ Other (please specify_____)

21. Would you be willing to work shift work?

❑ Yes ❑ No ❑ Maybe

21a. If not, why?

❑ Desire to be with family

❑ Lack of available child care

❑ Other _____

22. What starting hourly wage would you be willing to work for?

❑ Not applicable, am employed ❑ _____ Per hour

Demographics

The following questions will be used only for statistical analysis. You do not have to answer some questions if you are not comfortable providing that information.

23. Gender: ❑ Male ❑ Female

24. Age range:

❑ 19-24 ❑ 55-64

❑ 25-34 ❑ 65-74

❑ 35-44 ❑ 75-84

❑ 45-56 ❑ 85+

25. Marital Status: ❑ Single ❑ Married

26. How many people currently live in your household?

❏ 1   ❏ 5

❏ 2   ❏ 6

❏ 3   ❏ 7+

❏ 4

26a. How many people in your household are under 16 years of age?

❏ 0   ❏ 4

❏ 1   ❏ 5 or more

❏ 2

❏ 3

27. Do you own or rent a home or an apartment?

❏ Own   ❏ Rent

28. What is your highest level of education?

❏ Less than high school

❏ High school diploma

❏ Some college

❏ Technical or vocational school graduate. If so, what profession? _____

❏ College graduate, masters dgree, Ph.D. or professional degree (MD, JD, etc.)

   If so, what is your specialization?_____

29. Do you work in the City of XXX?

❏ Yes   ❏ No

30. What is your race/ethnic background?

❏ African American

❏ Asian

❏ White

❏ Biracial

❏ Other

31. How many years have you lived in XXX County? _____years

32. What is your zip code?

33. What is the combined annual income of your household?

❏ 0 - 15,000

❏ 15,001 - 25,000

❏ 25,001 - 40,000

❏ 40,001 - 55,000

❏ 55,001 - 70,000

❏ 70,001 - 100,000

❏ Over 100,000

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