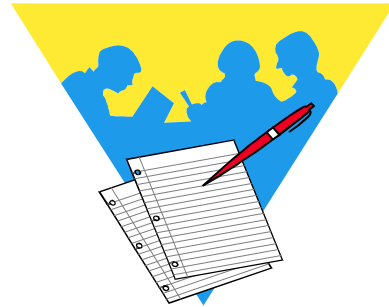
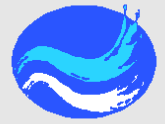


Winn Tomorrow

Winnebago Citizens - Planning Our Future



Written Procedures for Public Participation Winnebago County Comprehensive Planning Process



Prepared by:

Winnebago County Comprehensive Planning Advisory Group

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Winnebago County Comprehensive Plan – Written Procedures for Public Participation

I. INTRODUCTION

The concept of citizens participating in government decision-making is fundamental to our system of governance. While it is true that our government officials are elected to represent citizens, it is also true that elected officials need to inform, be informed by, and interact with the public on an ongoing basis if their representation is to be meaningful. Regular and continuing involvement in government decision-making is the very basis for the idea of citizenship. Citizen participation is likely to produce better decisions by utilizing the knowledge of the populace and by allocating part of the responsibility for formulating and implementing decisions to the citizens. Without citizen participation, governments become less “governments for the people and by the people,” and more “service providers” for “taxpayers” (Hinds, 2001).

The Winnebago County Comprehensive Planning process is committed to providing broad-based and continuous opportunities for public participation throughout the planning process. The process is designed to be responsive to citizen participants, is committed to utilizing the knowledge and understanding of citizens to address important issues, and offers multiple opportunities for engagement – at varying levels of involvement. The purpose of this Public Participation Plan is to discuss past public participation efforts that occurred during the development of the draft Comprehensive Plan, and to explicitly outline how the public will be involved throughout the review and adoption process of the comprehensive planning effort.

Wisconsin’s new Smart Growth and Comprehensive Planning law requires public participation throughout the comprehensive planning process per State Statutes. Wisconsin Statutes, Section 66.1001(4)(a)...

“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

In order to be responsive to the new law, Winnebago County’s public participation process will: require the Winnebago County Board to adopt the written public participation guidelines contained within this document to provide for meaningful input into the process; utilize a variety of public forums to garner input on a broad range of planning issues; provide for wide distribution of plan-related proposals and reports (through mail, world wide web, community exhibits and displays, etc.) to foster public dialogue and interaction; and develop formal mechanisms for the public to ask questions of the planning committees and for the committees to respond to those questions.

Recognizing that the Winnebago County Comprehensive Plan and individual municipal comprehensive plans must reflect the people it serves, Winnebago County intends to encourage citizen input throughout the development of the Comprehensive Planning Process. The public participation procedures must provide for a broad dissemination of proposals and alternatives, public meetings after effective notice, opportunity for written

comments, communication programs, information services, provisions for open discussion and consideration of and response to public comments. These enhanced procedures augment the minimum public notification requirements required by law.

Winnebago County's Public Participation Plan forms the basic framework for achieving an interactive dialogue between local decision-makers, County staff, the planning consultant team, and the citizens of Winnebago County. This report outlines the public participation strategies used during the development of the draft Plan, and the process for soliciting public input during the review and eventual adoption of the Winnebago County Comprehensive Plan. The creation of the Public Participation Plan is the first step in meeting the requirements of Wisconsin's Comprehensive Planning and "Smart Growth" Legislation (1999 Wisconsin Act 9 and AB 872 Technical Changes). This Public Participation Plan will apply throughout the local planning process leading to the adoption of the Winnebago County Comprehensive Plan.

II. PUBLIC PARTICIPATION GUIDELINES

General

The main goals of the Public Participation Plan are to make all the citizens of Winnebago County aware of the progress of the Countywide Comprehensive Planning Process occurring in the County and to offer the public opportunities to make suggestions or comments during the process. To reach these goals, Winnebago County has adopted the following plan to encourage public participation through the remainder of the planning process. Taken individually, the activities described in this plan are not expected to reach and inform each and every resident of Winnebago County. Collectively, however, the plan activities are designed to effectively and efficiently provide a broad-based dissemination of information and maximize the opportunity for citizen involvement and comment.

Locations where Comprehensive Planning documents will be found. The following list of locations will be used as sites to put the Draft Plan and solicit public comment via comment cards. Additional sites may be used when identified:

- Winnebago County Planning Office (Orrin King Bldg, 448 Algoma Blvd., Oshkosh)
- Winnebago County Courthouse (County Clerk, 415 Jackson St., Oshkosh)
- Winnebago County UW-Extension (Coughlin Center, 625 E. County Rd Y, Oshkosh)
- Public Libraries throughout Winnebago County.
- Various Town and City Halls across the County
- Winnebago County website: www.uwex.edu/ces/cty/winnebago/wcplanning

III. PAST PUBLIC PARTICIPATION and PLANNING PROJECT ACTIVITIES

Table 1 (page 6) documents past public participation meetings and activities for the Planning Project to date, specifically the efforts that occurred during the phase of creating the Draft Comprehensive Plan document. Here, the Planning Advisory Group was key in providing opportunities for the public and local officials to participate in and access the planning process. In addition, the series of Focus Groups and Public Workshops created additional interest in the process by providing the public with additional opportunity to engage the process with their views on planning related issues.

The Planning Advisory Group was also integral in providing educational materials for the public. This was done to inform the public on the status of the project, information on demographic and development trends, proposals being discussed, as it related to the

County planning process. Types of educational materials distributed to the public included pamphlets, informational sheets/flyers, newsletters, displays (including a display board exhibit), and newspaper articles.

A more extensive longer term, detailed past timeline of the Planning Project and related public participation activities is shown in **Appendix A**. All past public meeting notices, meeting minutes, newspaper articles, and informational and technical reports can be obtained upon request from the Winnebago County Planning Department: at 920-236-4840, email: jbougie@co.winnebago.wi.us. The web site for the project, www.uwex.edu/ces/cty/winnebago/wcplanning, also contains much of this information as well.

IV. OBJECTIVES FOR PUBLIC INVOLVEMENT

- a) Purpose and objectives of the Public Participation Plan
 - Familiarize the public with the comprehensive plan process and content
 - Elicit feedback
 - Incorporate suggested changes
 - Advance the county plan to the Planning and Zoning (P&Z) committee
- b) Description of products and outcomes expected from the participation effort
 - Better informed public
 - Specific improvements to the plan recommendations

The following is a list of objectives for public participation that Winnebago County would like to achieve throughout the review and subsequent adoption of the Winnebago County Comprehensive Plan:

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

V. CURRENT AND FUTURE PUBLIC PARTICIPATION ACTIVITIES – public participation will occur in a variety of ways during the review and adoption process of the plan. Ten (10) specific steps are outlined in **Table 2** that identifies specific public participation procedures throughout the ten steps, leading to eventual County Board consideration of adoption of the Plan in Step 10. The scheduled timeframe to complete all ten Steps is one year, beginning in August, 2003, and ending in August 2004.

Table 1

Public Meetings With Planning Consultants – Comprehensive Plan Project *

	<u>Public Planning Advisory Group Meetings</u>	<u>Public Open House/ Workshops</u>	<u>Public Focus Group Sessions</u>
June 27, 2002	X		
July 20, 2002 (Countywide Bus Tour)	X		
August 22, 2002	X		
September 26, 2002	X		
October 24, 2002	X		
November 12, 2002		X	
November 21, 2002	X		
December 19, 2002	X		
January 20, 2003			X
January 23, 2003			X
January 27, 2003			X
January 30, 2003	X		
February 27, 2003	X		
March 27, 2003		X	
April 17, 2003 (Workshop – Urban Area)	X		
April 24, 2003 (Workshop – Rural Area)	X		
May 15, 2003 (Presentation Session)		X (DNR, DOT, EAST CENTRAL)	
May 29, 2003	X		
June 24, 2003	X		
July 8, 2003	X		
July 30, 2003	X		
October 9, 2003	X (upcoming)		
Late OCT./Early NOV., 2003		X (upcoming)	

* Note: Please note that additional meetings were held by the three Subcommittees of the Larger Planning Advisory Group: the Management Group, Plan Amendment/Adoption Group, and Communications Committee. These are not listed here, but information on these can be obtained from the Winnebago County Planning Office, or the Winnebago County UW-Extension Office.

Table 2 – Procedures on Public Participation during the Plan Review and Adoption process

<p>Plan Review and Adoption Process*</p> <p><i>*as developed by the Plan Adoption/Amendment Subcommittee of the Planning Advisory Group.</i></p>	<p>How the Public Can Participate</p>	<p>How the Public will be Notified</p>
<p>Step 1. The Winnebago County Comprehensive Planning Advisory Group (the Planning Advisory Group) will develop the recommendations for the County Umbrella Plan in consultation with the consulting firm PDI (Planning Design Institute).</p> <p>Note: Planning Advisory Group to review, submit comments, changes to the preliminary Draft Plan to PDI during a <u>Planning Advisory Group Meeting Scheduled for October 9, 2003</u>. PDI to make necessary changes followed by a large <u>Open House Public Meeting scheduled for late October or early November 2003</u>.</p>	<p>Past Efforts to Inform and Educate the public:</p> <ul style="list-style-type: none"> ➤ Visioning ➤ Open Houses ➤ Educational Materials, articles and promotional display board ➤ Planning Advisory Group and Management Group ➤ Memorandum of Understanding/Intergovernmental Agreement ➤ Timeline of Activities Related to the Winnebago County Comprehensive Plan ➤ Focus Groups <p>Current efforts to inform and educate the public on the status of the draft plan, past planning and involvement efforts and opportunities for input, is critical to help them understand the entire context of the planning effort and the content of the plan. A variety of media including can be used including, but not limited to:</p> <ul style="list-style-type: none"> • Comprehensive Plan website (www.uwex.edu/ces/cty/winnebago/wcplanning), • newsletter articles • printed materials developed by the Planning Advisory Team and the Communication committee • presentations by consultants and county staff to local government and community groups. • occurs during open public meetings of the Planning Advisory Group and the consultants during the planning process. 	<p>Standard Public Legal Notices</p> <p>Press Releases</p> <p>Newsletter Articles</p> <p>Editorials and Newspaper Articles</p> <p>Radio Announcements</p> <p>Email and Electronic List Serve</p> <p>Web Site Postings</p>

Table 2, Continued

<p>Step 1 (continued)</p>	<p>Public Input is accepted in a number of ways. During the Plan development process two Open Houses were held to obtain comments and answer questions. Public input should be accepted in writing throughout the Plan review process using comment cards (see sample in Item 1). Specific screening criteria are also suggested.</p> <p><i>Public Involvement</i></p> <p>Another Open House will be scheduled in late October or early November. This will coincide with the end of the Plan Development phase and the end of the consultants' work on draft recommendations. There are several options for Open Houses to obtain public input including, but not limited to:</p> <ul style="list-style-type: none"> • Presentation of the overall Draft Plan • Booths or stations with maps and individual Plan elements manned by representatives from the Planning Advisory Group • Visual tools such as graphs and maps of past growth patterns, population trends, aerial photos of different housing densities, timeline and process diagram etc • Written educational material, including a CD with the map, plan and written documents that people can take home if desired • Comment forms that ask specific questions. Clear indication of how public input will be used, and how comments will be incorporated into the Draft Plan (ie. comments will be forwarded to the P&Z with the plan in Step 2) <p>Involvement and Collaboration with the public continues to occur via the Planning Advisory Group as they represent the citizens of their communities, and the Communication and Public Participation Committee.</p> <p>By the Open House (scheduled for late October or early November 2003), several tools should be developed to assist local government representatives in communicating with the citizens and communities they represent including:</p> <ul style="list-style-type: none"> • Frequently Asked Questions (FAQs) list • Talking points for communicating effectively about the Draft Plan, and a canned powerpoint presentation. • Articles to use in Town and local government newsletters 	
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Table 2, Continued

<p>Step 2. The Planning Advisory Group will submit the recommendations of the County Umbrella Plan (and the collection of screened comments) to the County Planning and Zoning Committee.</p>	<p>This will occur during one of the regularly scheduled monthly Planning and Zoning Committee Meetings. Public is welcome to attend and will be informed of specific date, time and location of this meeting.</p>	<p>Standard Public Legal Notices</p> <p>Newsletter Article</p> <p>Web Site Postings</p> <p>Email and Electronic List Serve</p>
<p>Step 3. The Planning Advisory Group (PAG) and the Planning and Zoning Committee (P&Z) will hold a Joint Public Hearing/workshop.</p>	<p>Proposed Agenda for Step 3:</p> <ol style="list-style-type: none"> 1. Public Open house for 1 hour including displays, exhibits, manned by PAG members and other community representatives. 2. One hour public hearing for verbal and written comments on the plan. 3. Three Hour P&Z and PAG Interactive Workshop and discussion. <p>Purpose of the Workshop (3 hours):</p> <ul style="list-style-type: none"> • for the P&Z committee to review the plan and clarify their questions • for the P&Z committee to thoroughly understand the content and implications of the plan • for the public to be able to submit written comments and questions during the workshop to ensure their questions, comments, concerns are answered. <p><u>Workshop Agenda Items:</u></p> <ul style="list-style-type: none"> • Presentation of the overall Draft Plan • Summary of public comments received to date. • Discussion between PAG and P&Z <p>Outcome of the Workshop is that the P&Z committee will incorporate necessary changes into the plan before Step 4 occurs.</p>	<p>All notifications as described in Step 1, above.</p>

Table 2, Continued

<p>Step 4. Representatives from the Planning Advisory Group and Planning and Zoning Committee will present the Comprehensive Plan document to all governing bodies at a single meeting.</p>	<p>This step is intended to Inform the elected and appointed public and citizenry about the plan, and clarify their questions before they take it to Step 5. This will also be a public meeting, with written comments accepted during the meeting.</p>	<p>All notifications as described in Step 1, above.</p>
<p>Step 5. Following the Planning Advisory Group presentation in Step 4, all local governments will have 60 days after their next regularly scheduled Board or Council meeting to respond in writing to the County Planning and Zoning Committee. During this 60 day period the local governments should hold special public hearings.</p>	<p>This is an important step for public information and input at the local level as it is another opportunity to review the plan, understand its implications, and respond to the P&Z committee. As a result, the plan can be fined-tuned.</p> <p>It is recommended that during this 60-day period, the local unit of government provide several opportunities for their citizens to review and understand the plan. This will include:</p> <ul style="list-style-type: none"> • Presentation given to every local unit of government and citizens by a PAG or local government representative. A consistent presentation should be created, with talking points and written materials. A training session will be held for the PAG and the elected officials who will be presenting this plan to ensure a consistent message is carried forth. Audio/Visual equipment needs will be discussed. • A workshop will be held with the local Plan commission and the elected officials to clarify understanding of the plan and answer questions. The policy framework should be ‘tested’ against the local government’s current plan. Public will be invited to provide written comments during the workshop. • Special newsletter article about the plan, the opportunity to comment, and citizen’s responsibility to be informed. • Promotional Display Board at the Town Hall or other central public facility that would include written educational materials • Official Public Hearing to answer questions and take public comments that will aid the local government in putting together their response to the P&Z committee. • A mechanism to take written and verbal comments from citizens at various times throughout the 60 days (see Item 1). 	<p>All notifications as described in Step 1, above.</p>

Table 2, Continued

<p>Step 5.5 The local government submits a response to the P&Z committee</p>	<p>The P&Z committee will track the local government responses, and send out a status report after 30 days and a reminder that responses are due in 30 days.</p>	<p>Web site posting to make comments available to public.</p> <p>Email and List Serve</p> <p>Newsletter Article</p>
<p>Step 6 . The County Planning and Zoning Committee will consider comments and recommend changes per their judgement. They shall submit such changes to the Planning Advisory Group. The Planning Advisory Group shall recommend changes and remedies for any conflicts before the Draft Plan is sent back to the local governments (for review).</p>	<p>The County Planning and Zoning Committee will consider comments and recommend changes <i>within 30 days</i> per their judgement. They shall submit such changes to the Planning Advisory Group (in writing). The Planning Advisory Group shall recommend changes and remedies <i>within 15 days</i> for any conflicts before the Draft Plan is sent back to the local governments for review. <i>The P&Z then has 15 days to consider these new changes and recommendations.</i>"</p> <p>Public to be welcomed to attend Planning Advisory Group and Planning and Zoning Committee meetings as scheduled. They will be allowed opportunity to provide comments, questions during these meetings.</p>	<p>Web site posting to make information available to the public.</p> <p>Email and List Serve</p> <p>Newsletter and Newspaper Articles/Notices</p> <p>Standard Public Notices for any Planning and Zoning Committee and Planning Group Meetings</p>
<p>Step 7. The Draft Plan, with recommended changes clearly identified, will be sent back to the local governments. The local governments will have 45 days to submit a yes or no vote in writing to the Planning and Zoning Committee (Note – this is not an adoption vote).</p> <ul style="list-style-type: none"> Note: If the vote is no, a Local Government has the option of initiating acceptance of the County Plan at a later date. 	<p>Throughout Steps 5-7, the public will be kept Informed as to the status of the decision-making and review process, how their comments were incorporated or not incorporated, and next steps.</p> <ul style="list-style-type: none"> The newspaper should track changes and process newsletter updates <p>The public will continue to have an opportunity to provide Input into the Draft Plan, however at this stage of the review process, the public should be aware that the primary opportunity to comment has passed. Any additional comments at this stage will be taken under advisement.</p>	<p>Web site postings</p> <p>Newspaper and newsletter updates.</p> <p>Email and List Serve.</p>

Table 2, Continued

<p>Step 8. The County Planning and Zoning Committee will schedule a public hearing on the recommended County Umbrella Plan after receipt of the local governments' decisions on accepting or not accepting the plan.</p>	<p>Formal Public Hearing will follow standard procedures. Public Input will be taken. Alternative ways to engage and involve the public when advertising and holding this public hearing will be considered so that public feedback is useful to the P&Z committee.</p>	<p>All notifications as described in Step 1, above.</p>
<p>Step 9. Following the public hearing, the County Planning and Zoning Committee will recommend approval of the final version of the County Umbrella Plan to the County Board.</p>	<p>Public will be welcome to attend the Planning and Zoning Committee to observe the actions of the Committee. Public will be notified of the time, date and place of the meeting.</p>	<p>Web Site Posting Standard Public Legal Notices Email and List Serve</p>
<p>Step 10. The County Board will take action to adopt or not adopt The County Umbrella Plan.</p>	<p>Public meeting will follow standard procedures. Public Input will be taken. The PAG should encourage public attendance and participation in this meeting by alerting them to the meeting via a mailing, newsletter etc.</p>	<p>All notifications as described in Step 1, above.</p>

Item 1 – sample comment card for public input, and suggested screening criteria to assist Winnebago County and the Planning Advisory Group with managing public input.

Winnebago County and the Comprehensive Planning Advisory Group are interested in your thoughts and comments on any aspect of the Draft Winnebago County Comprehensive Plan.

Please submit your written or email comments to:
Jerry Bougie
Winnebago County Planning Department
attn: Comprehensive Plan comments
448 Algoma Blvd., Oshkosh WI, 54901
email: jbougie@co.winnebago.wi.us

Your input is important and will allow the County and Planning Advisory Group to better understand the concerns of the people they represent. Feel free to attach additional sheets if needed.

What are your observations or concerns?

What are your suggestions or alternative ideas for these concerns?

Name: _____

Agency/Local Government: _____

Address: _____

Phone Number: _____

Email address: _____

Please add me to the mailing list

Suggested Comment Screening Criteria

1. Comments should be grouped into different categories or themes with similar comments clustered together
2. The number of similar comments received should be used as a measure for consideration. For example, 50 comments relating to the transportation policies would be given more weight than 10 comments relating to housing policies.
3. Comments will only be considered if they are relevant to and have the potential for greatest influence on the content of the plan and its 9 elements.
4. Comments should be evaluated as to whether they are value statements and/or belief statements

VI. RESPONSIBILITY FOR IMPLEMENTATION

Various County departments and participating municipalities' administrative bodies have responsibility for implementation of the written procedures for public participation and achieving the objectives described in this plan.

- Board of Supervisors of the County of Winnebago
- Winnebago County Planning and Zoning Committee
- Winnebago County Planning Advisory Group
- Winnebago County Planning Department
- Winnebago County UW-Extension
- Participating Municipalities Governing Bodies
- Participating Municipalities Plan Commissions

VII. CONTACTS

APPENDIX C identifies key individuals that may be contacted in regard to any questions or comments related to this document.

VIII. DOCUMENTATION OF IMPLEMENTATION

As part of the documentation necessary to satisfy the requirements of the "Smart Growth" Legislation as it relates to public participation, the Winnebago County Planning Department and the Winnebago County UW-Extension Office will maintain a chronology of meetings, presentations, notices, exhibits, and similar public outreach efforts made at the County, including the County Planning & Zoning Committee, County Board, the Comprehensive Planning Advisory Group, any Subcommittees formed to work on specific issues related to the project, and any other meetings generated from this project. Participating municipalities will be expected to document all comprehensive plan related meetings and public outreach efforts at the local level. In addition, the following 3 steps will provide for specific detail on how information (public comments, suggestions, input) will be managed as the planning process proceeds:

1. Provisions for Open Discussion

Winnebago County and participating municipalities will ensure that public meetings allow for an open discussion of the relevant issues at hand and to ensure that public hearings allow for appropriate testimony. When public meetings or hearings are conducted, Winnebago County and participating municipalities will make every effort to ensure those who choose to participate in the planning process have the opportunity to have their opinions heard. To accomplish this, the following actions will be implemented:

- An agenda will be established that clearly defines the purpose of each public meeting or hearing, the items to be discussed, and any actions that may be taken.
- The scheduled date, time, and place will be convenient to encourage maximum participation by Winnebago County residents.
- A clearly identifiable facilitator or chair will conduct the meeting or hearing in an orderly fashion to ensure that all attendees have an opportunity to offer comments, discuss issues or provide testimony.
- The facilitator or chair will provide opening remarks that clearly outline the purpose of the meeting or hearing, describe procedures attendees should use during the meeting or hearing when offering input and describe how the public input will be used.
- As appropriate, an overview of documents or proposals to be considered will be discussed.

- All persons attending the meeting or hearing that desire to participate should be allowed to do so. However, specific factors, such as the meeting or hearing purpose, number in attendance, time considerations, or future opportunities to participate, may require that appropriate constraints be applied. These constraints will be clearly outlined by the facilitator or chair if the need arises.
- All attendees will be encouraged to sign in using a provided sign in sheet.
- Meetings and hearings will be tape recorded and/or videotaped by the County or municipality, as necessary.
- Summaries or minutes of meetings or hearings will be transcribed from the aforementioned recordings and made available as soon as possible following the meeting or hearing through mailings or via the County's Comprehensive Planning website. www.uwex.edu/ces/cty/winnebago/wcplanning
- Special arrangements will be made under the provisions of the Americans with Disabilities Act (ADA) with sufficient advance notice.

2. Opportunity for Written Comments

Detailed comments can most often be better expressed through written format. To encourage the citizens of Winnebago County to express written comment throughout the planning process, the following steps will be taken:

- All meeting and hearing notices will include the name, address and email address (if applicable) of a person(s) to whom written comments should be sent, along with any deadlines for submitting comments.
- At public meetings or hearings, the facilitator or chair will clearly announce any deadline for submitting written comments, if such comments are allowed subsequent to the meeting or hearing.
- Persons speaking or testifying will be encouraged to concisely express their comments and/or provide specific details in written format.
- The Winnebago County Comprehensive Planning Internet website will also provide residents with the opportunity to E-mail comments: www.uwex.edu/ces/cty/winnebago/wcplanning

3. Consideration of and Response to Public Comments

The various methods for involving the public and soliciting public opinions and comments during the Countywide Comprehensive Plan Process are defined herein. These methods represent the initial steps for bringing public comment into the decision making process:

- Time will be reserved subsequent to the close of a meeting, hearing or comment deadline and prior to the actual decision or recommendation being made to ensure that decision makers can adequately review all relevant materials or comments.
- Decision-makers may reconvene a public hearing for the purpose of addressing public comments.
- The record (written comments or testimony, tape recordings, or transcripts) of hearings and meetings will be compiled by County or municipality staff and made available to decision makers for their review and consideration prior to a recommendation or decision being made.
- Substantive comments pertaining to studies, analyses, or reports, along with appropriate responses, will be included in the published documents itself.
- Relevant comments or testimony will be addressed through the findings-of-fact portion of the decision-maker's written decision or recommendation.

IX. PUBLIC PARTICIPATION AFTER ADOPTION OF COMP. PLAN

Public participation efforts will continue after the adoption of the county plan. These efforts will include the following strategies:

- Annual educational efforts to review the plan, its impacts, discuss changes etc.
- convene an ad hoc public participation committee that will provide monitoring of the plan and recommend and support continuing public participation efforts so that public can remain abreast of what is happening related to the comprehensive plan
- Develop an annual school program that focuses on land use planning and decision making (there are several models out there to use and learn from)
- maintain an annual budget for continued public participation efforts
- Monitoring of the Written Procedures for Public Participation will be conducted by the ad hoc public participation Committee. They will work in concert with the entities responsible for implementing this document as listed in **Section VI**.

X. APPENDIX

APPENDIX A: TIMELINE OF ACTIVITIES RELATED TO THE WINNEBAGO COUNTY COMPREHENSIVE PLAN

- **September 1988: Authorization to begin County Plan Process.** County Planning and Zoning Committee went on record that the preparation of a County Comprehensive Plan was desirable, and steps to develop such a plan are in order.
- **1989 – 2000: Steps taken to develop Plan.** County Staff and Staff from County UW-Extension in collaboration with local units of government and citizens took steps to develop a County Comprehensive Plan. Two planning efforts were made: first effort ran from 1989 to 1993, and after a 2-year delay, the second effort ran from 1995 to 2000, and was a continuation of the first effort. No agreeable way to implement future land use in the County was developed during this 11-year effort. The process, therefore, temporarily ended due to a moratorium being placed on the adoption of a County Plan by the County Board (see December 19, 2000 for County Board Resolution placing moratorium on Plan adoption).
- **October 1999: Comprehensive Planning Law Passed.** State of Wisconsin passes new Comprehensive Planning Law, s. 66.1001, Wis. Stats. It requires all local units of government (towns, cities, villages and counties) to adopt a comprehensive plan by January 1, 2010 if they make decisions regarding land use.
- **May - July 2000: Transportation Planning Grant Awarded.** Winnebago County Board adopts *Resolution # 23-52000* on May 16, 2000 authorizing the County to apply for a State Transportation Planning Grant for \$55,900 and to provide for a 25% County match of \$13,975. Grant to be used for the completion of the required Transportation Element of the County Comprehensive Plan under the State Comprehensive Planning Law, s. 66.1001, Wis. Stats. State officially awards grant to County in July 2000. County then contracts with Martenson & Eisele CDS to write the Transportation Element.
- **December 19, 2000: 1)Moratorium placed on Plan adoption; 2)Authorization given to apply for Planning Grant.** Winnebago County Board adopted following two Resolutions:
 - *Resolution No. 135-122000 (see APPENDIX B):* It placed a two-year moratorium on County Board adoption of a County Comprehensive Plan. The Resolution also directed the Winnebago County Planning and Zoning Department and Winnebago County Planning and Zoning Committee “to work with Towns in the County to prepare a plan that is agreeable to the Winnebago County Board and to at least a majority of the Towns in Winnebago County”.
 - *Resolution No. 134-122000:* It authorized the County to prepare an application for a State Planning Grant in the amount of \$77,400 to complete the other 8 elements (non-transportation) of the Comprehensive Plan and authorized the County to provide a 25% match in the amount of \$19,350.

- **February 28, 2001: Initial Meeting of New Planning Advisory Group.** Based on the December 19, 2000 County Board moratorium Resolution, the Towns in Winnebago County began meeting to coordinate a new planning effort for the County Comprehensive Plan. The Towns brought in the County UW-Extension Community Development Educator (Mike Koles), to guide and facilitate the process. In addition, the Towns invited the Cities, County Planning & Zoning Committee and County Planning Staff to participate in the renewed effort.
- **March 2001 – March 2002: Meetings held to Revisit and Recreate Vision Statements, and develop Goals, Issues & Opportunities for Comprehensive Plan.** The Planning Advisory Committee met on a monthly basis to set-up the structure of the Planning Advisory Committee, then rewrote the prior Value and Vision Statements for the Plan. The new Vision Statements included Visions for the Urban Areas and Visions for the Rural Areas. An overall Mission Statement was also created. In addition, the Planning Group developed Goals and Issues and Opportunities for all of the Comprehensive Plan Elements. This information (Mission, Visions, Goals, Issues and Opportunities) was compiled into a document entitled "Winnebago County Comprehensive Plan Visioning Report", October 2002. Mike Koles, former UW-Extension Community Development Educator, authored it.
- **January 15, 2002: Draft Transportation Plan Element Completed.** The County Board was presented with the draft Transportation Plan Element after the Planning Advisory Group completed its review of the document with the Consultant. This element will be included with the rest of the Comp Plan and considered for County Board adoption at that time.
- **January 2002: County Awarded State Planning Grant.** Winnebago County was awarded a \$58,050 State Planning Grant to complete its Comprehensive Plan. This is coupled with the required 25% County match of \$19,350. The total of \$77,400 enabled the Planning Advisory Group to hire a consultant to assist them in finishing the Plan. A Selection Committee was formed by the larger Planning Group to work on selecting a consultant.
- **March-May 2002: Consultants Selected.** The Selection Committee for the Planning Advisory Group distributed a Request for Proposal for Planning Services. Five Proposals were submitted, interviews held, and the Selection Committee chose to work with Planning and Design Institute (**PDI**) out of Milwaukee to perform the physical planning activities and Stitt Facilitations (**Bert Stitt**) out of Madison to perform the necessary planning process services, such as facilitation, public participation, mediation, awareness.
- **June 27, 2002: Initial Meeting with Consultants.** PDI and Stitt Facilitations held a kick-off meeting with the larger Planning Advisory Group to introduce themselves and discuss the timeline and activities over the next year in which to complete the County Comprehensive Plan.
- **July 2002 to June 2003: Planning Advisory Committee and Consultants Meet Monthly to Develop County Plan.** PDI in collaboration with the Planning Advisory Committee and Stitt Facilitations met monthly to prepare the County Plan,

specifically the Land Use Policy Framework Map and Framework Policies for all 9 elements of the County Comprehensive Plan. In addition, the following activities occurred during this period:

- ❑ **July 20, 2002: Countywide Bus Tour Held.** PDI and the Planning Group participated in an all-day bus tour of the County. The tour visited many sites throughout the County and was designed to provide the Planning Group Representatives and PDI with a visual feel of existing land use planning and development issues in the County.
- ❑ **September 18, 2002: Management Group Subcommittee of the Planning Advisory Group begins to meet.** Group will meet weekly or as necessary throughout the planning process to manage the planning project (meeting times, locations, public relations, citizen participation and other activities related to the Project).
- ❑ **September 26, 2002: Stakeholder Interview Report submitted to Planning Advisory Committee.** Bert Stitt, Stitt Facilitations submitted a report entitled “Summary Notes Taken from Conversations with Winnebago County Comprehensive Planning Advisory Committee Members and Others”. The report summarizes a collection of anonymous comments during one-on-one interviews held by Bert Stitt with Planning Advisory Committee members and other stakeholders in the County in regard to their sentiment on planning issues/concerns as it may relate to the County Planning Process.
- ❑ **October 24, 2002: Planning Advisory Group addresses two key items:**
 - 1) Planning Group receives completed “Winnebago County Comprehensive Plan Visioning Report”, authored by Mike Koles, former Winnebago County UW-Extension Community Development Educator.
 - 2) Planning Advisory Group supports use of the “Winn Tomorrow – Winnebago Citizens Planning our Future” logo. The use of the logo serves to validate the Planning Advisory Group’s overall sense and purpose of what the County Comprehensive Planning effort is all about. The logo will be used for all meeting notices, correspondence and documents, created as part of this project.
- ❑ **November 12, 2002: 1st Public Open House and Planning Fair held at The Pub in Winneconne.** Over 100 citizens attend. PDI presents Framework Policy concept to the Public for input; and local plans were on display for the public to view.
- ❑ **January 14, 2003: First Meeting of Plan Amendment/Adoption Subgroup.** Subcommittee of the larger Planning Advisory Group meets for the first time to work on a set of “understandings” on how the County Comprehensive Plan will be adopted and amended. The key to the understandings is how the process intends to include the involvement of local units of government and citizens. The Subgroup agreed to meet weekly to complete their mission in a timely manner (see May 29, 2003).

- **January 20, 23, 27, 2003: Focus Group Sessions held.** Bert Stitt, Stitt Facilitations, held a series of three Focus Group Sessions with the purpose of “providing County citizens with the opportunity to speak to their concerns regarding the County’s Comprehensive Plan and the Planning Process”. The “Winnebago County Focus Group Report” is a compilation of these citizen views and was authored by Bert Stitt.
- **March 27, 2003: 2nd Public Open House and Planning Fair held** at the Fox Valley Lanes in Neenah. Local plans were put on display for public review and PDI presents updated Framework Policy concept to the Public for additional input. In addition, the County Plan Amendment Process Flow Chart was presented by the Plan Amendment Subgroup.
- **April 17 & 24, 2003: PDI holds two Planning Workshop Panels to review Framework Policies.** The mission of the Workshop Planning Panels was to fine-tune the framework policies developed over the course of the last eight months by PDI and the Planning Group. Specifically, the April 17 Workshop was for the Urbanizing areas and the April 24 Workshop was for the Rural areas. Participants were chosen based on their interest in “rolling up their sleeves” to better define the policies and recommend changes and additions.
- **May 15, 2003: Presentation Session and Open House Held.** The public was invited to participate in a series of three one-hour presentations. The presentations were made by the Department of Natural Resources, East Central Regional Planning Commission, and Department of Transportation and related to how their programs and activities may impact property owners in Winnebago County and the County Plan in general. The Session began with a Pre-meeting Review of Exhibits and Maps from the three agencies.
- **May 29, 2003: PDI presents preliminary Draft of Comprehensive Plan; Bert Stitt presents draft Memorandum of Understanding for County Plan Amendment and Adoption.** A Preliminary “Draft Winnebago County Comprehensive Plan” is distributed by PDI to the Planning Advisory Group. Work on the preliminary draft is still required by PDI to fully complete the draft document for wider distribution. Bert Stitt distributed a draft “Memorandum of Understanding” prepared by the Plan Amendment/Adoption Subgroup. The document describes a series of understandings regarding the process for adopting the County Umbrella Plan and for amendment of the Plan.
- **June 24, 2003: Planning Advisory Group reviews the content of the preliminary Draft Plan Document.** PDI worked with the Planning Group to go over the plan document and suggest any changes or additions as necessary. PDI took the information to prepare a more complete document in time for the next meeting. In addition, the Planning Group reviewed with Bert Stitt the Memo of Understanding from the Plan Adoption/Amendment Subgroup. Additional Changes were suggested for that document as well. Changes were scheduled to be brought forth to the next meeting on July 8.
- **July 8, 2003: Planning Advisory Group reviews updated content of Draft Plan Document.** PDI and Planning Group reviewed the document for any additional changes. Communities were to provide PDI with changes so that they can be included in the document in time for the July 30, 2003 Planning Advisory Group meeting. In addition, the Planning Group briefly

discussed the Memo of Understanding document. It was agreed to pursue changing this document to a more formal *Intergovernmental Agreement* between the local communities and the County.

- **July 30, 2003: PDI presents Updated Draft Comprehensive Plan Document to the Planning Advisory Group.** The Planning Advisory Group reviews the updated draft and PDI discusses the proposals contained in the document. It was agreed to have the local communities bring the “Draft Winnebago County Comprehensive Plan” document to their respective local Boards and Planning Committees to review the contents and submit written comments on any changes that they suggest should be made.

APPENDIX B: MORATORIUM RESOLUTION:

RESOLUTION NO. 135-122000: Place Two year Moratorium on Adoption of County Land Use Comprehensive Plan

WHEREAS, while recent state law provides that all municipalities shall adopt a comprehensive land use plan within the State of Wisconsin, federal law provides that the adoption of said comprehensive plan is not required until 2010; and

WHEREAS, the majority of towns in Winnebago County are in disagreement with a tentative comprehensive land use plan which is likely to be proposed to the Winnebago County Board of Supervisors in the near future.

NOW, THEREFORE, BE IT RESOLVED by the Winnebago County Board of Supervisors that a moratorium of at least two (2) years be placed upon the adoption of any comprehensive land use plan by Winnebago County.

BE IT FURTHER RESOLVED by the Winnebago County Board of Supervisors that it hereby directs the Winnebago County Planning and Zoning Department and the Winnebago County Planning and Zoning Committee to work with the towns of Winnebago County to prepare a plan which is agreeable to the majority of the towns within Winnebago County.

Submitted by:

HARVEY RENGSTORF, DIST. #37
JOSEPH MAEHL, DIST. #6
BERNIE EGAN, DIST. #35
DAVID METZIG, DIST. #38
JOANNE SIEVERT, DIST. #31
PATRICK BRENNAND, DIST. #34
MIKE HERT, DIST. #21
DAVID ALBRECHT, DIST. #11
TOM PECH, DIST. #12
STEVE SPANBAUER, DIST. #30
TOM WIDENER, DIST. #9
DON GRIESBACH, DIST. #3
RON EICHMAN, DIST. #24
KEN ROBL, DIST. #23
HERB KRAMER, DIST. #27
COUNTY BOARD SUPERVISORS

Motion by Supervisor Rengstorf and seconded to adopt.

Motion by Supervisor Schaidler and seconded to amend Line 30 after “Winnebago County” by adding, “, plus the Winnebago County Board of Supervisors.” CARRIED BY VOICE VOTE. Supervisor Finch voted nay.

Vote on Resolution as amended: Ayes: 33. Nays: 1 – Koziczkowski. Excused: 1 – Crowley. Absent: 3 – Savas, Maehl and Metzиг. CARRIED.

APPENDIX C:

KEY CONTACTS – PUBLIC PARTICIPATION PLAN:

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