

# COUNTY TRANSPORTATION PLANNING: GENERAL APPROACH & JEFFERSON COUNTY CONSIDERATIONS

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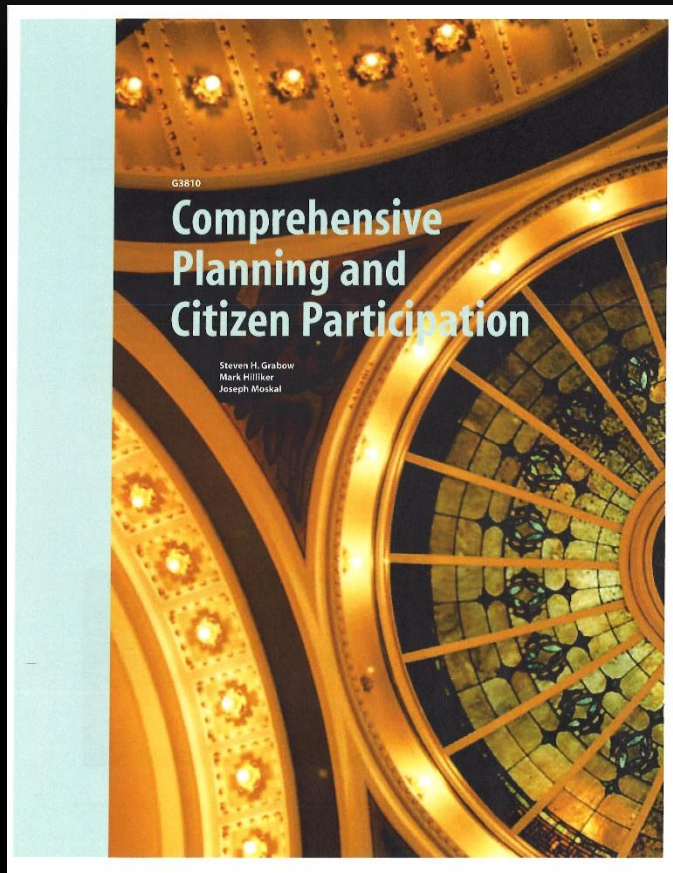
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March 16, 2015

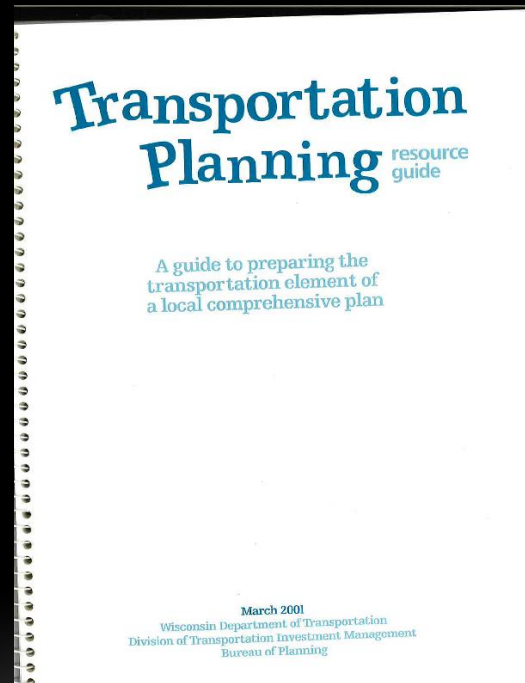
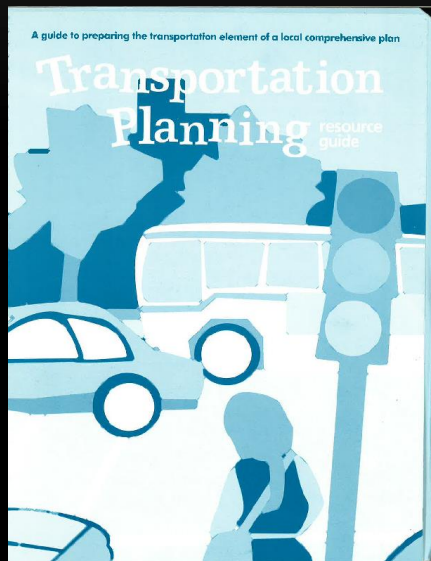
# TODAY'S OBJECTIVES

- To provide an overview of a general approach to comprehensive planning and the required elements.
- To familiarize participants with the typical steps in a comprehensive plan.
- To share considerations underway with a potential Jefferson County Transportation Plan.
- To provide a forum for discussion and sharing about the status of transportation planning in the six ICC counties.

# BACKGROUND ON COMPREHENSIVE PLANNING



# CONTEXT FOR TRANSPORTATION PLANNING



# 9 ELEMENTS OF COMPREHENSIVE PLANNING

The Wisconsin Comprehensive Planning Act of 1999 identified nine required elements in a comprehensive plan.

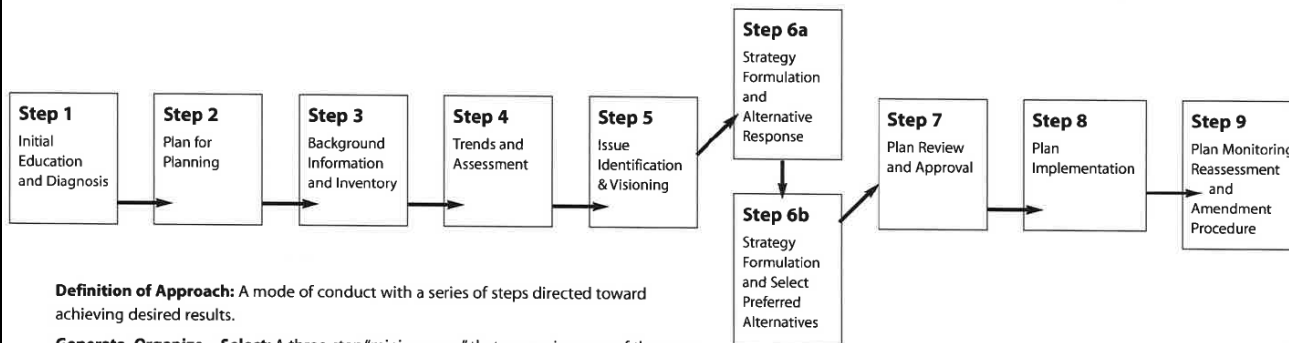
- Six Content Elements:
  - Housing Element
  - Transportation Element
  - Utilities and Community Facilities Element
  - Agricultural, Natural Resources and Cultural Resources Element
  - Economic Development Element
  - Land Use Element
- Three Step or Process Elements: Issues and Opportunities, Intergovernmental Cooperation and Implementation Elements

# APPROACH TO COMPREHENSIVE PLANNING

**Figure A**

## General approach to comprehensive planning: a proposed road map

### The Approach



**Definition of Approach:** A mode of conduct with a series of steps directed toward achieving desired results.

**Generate—Organize—Select:** A three-step “mini-process” that occurs in many of the steps in the comprehensive planning approach.

#### Determine how the Smart Growth Law and elements relate to the approach

(See figure B for each step.)

**Examples of Plan Product for Each Step** See figure B for each step

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**Source:** University of Wisconsin—Extension  
Citizen Participation Team/Comprehensive Planning Committee  
Facilitated and compiled by Steve Grabow, professor, May 2000



**Figure B—An approach to comprehensive planning:**  
**In context with the Smart Growth Law and plan products—Steps 1, 2 and 3**


The Approach	Step 1 Initial Education & Diagnosis	Step 2 Plan for planning	Step 3 Background Information Inventory
<b>Smart Growth Law and Elements (Ohm, 2001)</b>	<ul style="list-style-type: none"> <li>■ Clarify the planning is the needed purpose</li> <li>■ Profile existing plans and assess effectiveness (Audited)</li> <li>■ Analyze change dynamics (Growth and Change Assessments)</li> <li>■ Review fundamental and principles of planning</li> <li>■ Review possible plan approach and output</li> <li>■ Determine initial concerns, preliminary issues and community values</li> <li>■ Assess capacity and readiness to plan</li> </ul>	<ul style="list-style-type: none"> <li>■ Determine the purpose for the effort</li> <li>■ Determine plan sponsors/champions</li> <li>■ Determine planning team and manager</li> <li>■ Determine other people's involvement (stakeholders—who, when, how)</li> <li>■ Determine process steps/scope</li> <li>■ Determine plan output</li> <li>■ Determine plan timeline</li> <li>■ Determine resources</li> <li>■ Determine initial start-up requirements</li> <li>■ Determine associated additional, evaluation and citizen involvement approaches</li> </ul>	<ul style="list-style-type: none"> <li>■ Document demographic profile</li> <li>■ Document existing and use and development patterns</li> <li>■ Document physical and environmental features</li> <li>■ Document economic base</li> </ul>
<b>Plan product examples</b>	<ul style="list-style-type: none"> <li>■ Educate and program workshops</li> <li>■ Workshops on community issues and concerns</li> <li>■ Mini-strategic planning workshops</li> <li>■ Background for planning report and newsletter</li> <li>■ General planning capability assessment</li> </ul>	<ul style="list-style-type: none"> <li>■ Plan program design workshops</li> <li>■ Plan design report</li> <li>■ Scope of work and deliverables document</li> <li>■ Profile the planning effort report</li> <li>■ A "Request for Proposal" document</li> </ul>	<ul style="list-style-type: none"> <li>■ Research reports by topic</li> <li>■ Overall background report</li> <li>■ Background tables and charts</li> <li>■ Background/aerometry maps</li> <li>■ Map and chart display</li> </ul>



COMPREHENSIVE PLANNING & CITIZEN PARTICIPATION

# FIRST TWO STEPS OF COMPREHENSIVE PLANNING APPROACH

## Step 1 – Initial Education and Diagnosis



**Jefferson Plan 2020**  
.... preserving the quality of life in Jefferson County

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Topics	Page
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What County Plans Currently Exist? .....	5
Population and Growth .....	11
Some Fundamentals of Planning and Growth Management: A Planning Primer .....	15
Possible Approach For Plan Update: A Time to Plan .....	27

### Plan Product Examples:

- Educational programs/workshops
- Workshops on community “hopes and concerns”
- Mini-strategic planning workshops
- Background for planning report and newsletter
- General planning capability assessment



## Step 2 – Plan for Planning

- Purpose
- Stakeholder Analysis (People to involve and how)
- Steps
- Form and Timing of Reports
- Roles (Consultant, Planning Team, Staff, Citizens)
- Resources
- Boundaries

### Plan Product Examples:

- Plan program design workshops
- Plan design report
- Scope of work and deliverables and document
- Profile the planning effort report
- A “Request for Proposal” document

# JEFFERSON COUNTY CONSIDERATIONS

- **Resources:** Reference to a report entitled “Draft Plan Consideration and Scope” (An educational piece that is an initial diagnosis and plan for planning document)
- **Initial Needs:** The need for a rigorous transportation plan was identified in the County Comprehensive Plan Update (with Economic Development Emphasis) and County Government Strategic Plan.

# PLAN PURPOSE, OWNERSHIP & DURATION

- **Primary Purpose:** To develop a consensus plan (vision and strategies) for the transportation system of Jefferson County and its communities.
- The plan would further refine economic development implementation strategies.
- **Plan Ownership:** County-led process with significant community partnerships.
- **Duration:** Short-term strategy grounded in a longer-term vision.

# KEY ISSUES TO BE ADDRESSED & EMPHASIZED IN PLAN:

An initial scoping document identified the immediate need for guidance in:

- **Mobility:** Transit/shared-ride/mobility of people for human service-related and workforce transportation (building on planning for Jefferson and Rock counties done by the Community Transportation Association of America.).
- **Rail:** Emphasis should also be given in freight rail transportation.
- **Technical Highway Updates:** The initial scoping document also speaks to technical updates for highway improvement considerations, airports and State initiatives affecting Jefferson County.
- **Bicycling Affirmation:** Affirmation and advocacy for the County's innovative leadership in bicycling initiatives should be addressed in the plan.
- **Integration:** Integration with best practices and principles of land use and community placemaking.

# OTHER ISSUES:

A workgroup of County and community officials also identified other issues at a transportation dialogue session (7/22/14), including:

- Linkage and improvement opportunities along I-94.
- Longer-range organizational changes such as formalizing/enhancing relationships with regional planning organizations.
- Operational enhancements for funding projects.
- There is an opportunity to coordinate economic development and transportation strategies in a comprehensive approach.
- This plan could be considered a formal Comprehensive Plan Update (required every 10 years)

# MEASURES OF EFFECTIVENESS

- Plan provides a clear short and long range **vision** for a strong overall transportation system for the County and individual communities.
- Plan provides a useful, short-term set of **strategies** for human service, workforce, education and other mobility needs.
- Plan provides a **policy direction** for those involved with freight rail enhancements.
- Plan provides the agreed-upon direction for priority actions by the large **network** that relies on a solid transportation system. (General **consensus** of plan findings by a broad network of stakeholders.)
- Plan establishes strategy **links** between economic development and transportation systems (including infrastructure).
- Plan provides recommendations and a **path** for organizational and operational changes (i.e. possible regional and/or collaborative implementation)

# PROCESS LEADERSHIP AND PARTICIPANTS

## Plan sponsors:

- Include the Jefferson County Economic Development Consortium (with representatives from the County and its communities), the County Planning and Zoning Committee, Jefferson County Highway Committee, Jefferson County Parks Committee, Jefferson County Human Services Board, local businesses and institutions, Regional Economic Development Partners, Other)

# PROCESS LEADERSHIP AND PARTICIPANTS - CONTINUED

## Key County staff representatives:

- Include Jefferson County Administrator, Jefferson County Department Heads and Staff (Economic Development, Planning and Zoning, Human Services, Highways, Other.)



# PROCESS LEADERSHIP AND PARTICIPANTS - CONTINUED

## Planning Team:

- Of 12-15 members could comprise the planning team. This could be comprised of county officials, city/village officials, community transportation representatives, business representatives, targeted technical representatives.

# PROCESS LEADERSHIP AND PARTICIPANTS - CONTINUED

## A core group:

- Of 5 or 6 Steering Committee members could coordinate the process with the consultant/resource experts.

# PROCESS LEADERSHIP AND PARTICIPANTS - CONTINUED

## Professional Consultant:

- Professional transportation planning expertise to guide and support the process as well as provide advice on decision-making and feasible strategy development is desirable.

# PROCESS STEPS

- Step 1 Further Diagnosis and Education Phase- Initial Coordinating Group; Key stakeholders.
- Step 2 Plan Process Design and Solicit Consultants/Resource Experts- Initial Coordinating Group.
- Step 3 Background Information and Inventory- Consultants/Resource Experts
- Step 4 Trends and Assessments- Consultants/Resource Experts, Steering Committee, Coordinating Committee, Citizens/Public (As Identified in Public Participation Plan)
- Step 5 Issue Identification and Visioning- Consultants/Resource Experts, Steering Committee, Coordinating Committee, Citizens/Public (As Identified in Public Participation Plan)

# PROCESS STEPS - CONTINUED

- Step 6 Strategy Formulation and Alternative Response and Select Preferred Alternatives- Consultants/Resource Experts, Steering Committee, Coordinating Committee, Citizens/Public (As Identified in Public Participation Plan)
- Step 7 Plan Review and Approval- Consultants/Resource Experts, Steering Committee, Coordinating Committee, Citizens/Public (As Identified in Public Participation Plan); Identified Formal Review Bodies (Boards, Councils, other)
- Step 8 Plan Implementation and Other Plan Management- Relevant Organizations and Community Structures (Guided by Consultants/Resource Experts, Steering Committee, Coordinating Committee)

# LOGISTICAL, PRACTICAL, TIMING & COSTS

- Final Product: Final reports would include a full planning report and an executive summary. Electronic presentation format with high end graphics for multi-media application.
- Time and effort of Plan Steering Committee and Coordinating Committee:  
3 hours for 15 meetings/workshops = 45 hours  
Coordinating Committee: 2 hours for 15 meetings = 30 hours  
This provides a general idea that significant time commitment is required.
- Expected Process Length: 18 months estimate.

# LOGISTICAL, PRACTICAL, TIMING AND COSTS-CONTINUED

- **Professional Planning/Consultants**: Professional transportation planning expertise to guide and support the process as well as provide advice on decision-making and feasible strategy development is desirable. With strong county and local professional, civic and University support, the technical planning roles of the transportation planning consultant will need to be carefully described in the scope of work and deliverables. The public participation plan will outline the types of engagement methods/techniques to provide necessary input of values, vision and community preferences. Based on experience, there will likely be a strong working relationship between the facilitation roles of consultants and client team.
- **Cost Estimates**: Cost associated with Consultants/Resource Experts is estimated at \$50,000 to \$100,000 depending on identified scope.
- Considerable in-kind staff time is expected, and there will likely be other communication costs.

# SOURCE AND REFERENCES:

- University of Wisconsin-Extension, Cooperative Extension, Training Program on Strategic Planning: Local Government and Community Applications. 2014.
- Bryson, John M. and Alston, Farnum K. *Creating and Implementing Your Strategic Plan: A Workbook for Public and Nonprofit Organizations*. Adapted from Worksheet 6, pp. 31-35. Jossey Bass Publishing. San Francisco. 1996
- Grabow, Steven H., Hilliker, Mark, & Moskal, Joseph. (2006). *Comprehensive Planning and Citizen Participation*. Madison, Wisconsin: University of Wisconsin-Extension, Publication G3810.  
<http://learningstore.uwex.edu/Comprehensive-Planning-and-Citizen-Participation-Guide-P1158C49.aspx>
- Wisconsin Department of Transportation, *Transportation Planning: A Guide to Preparing the Transportation Element of a Local Comprehensive Plan*. 2001.

*Note: This was prepared by Steve Grabow to illustrate key planning considerations needed to design a customized planning process. In practice, key organizational leaders, along with a process facilitator, would be involved in putting together a desired scope of work. SHG 11/10/14*