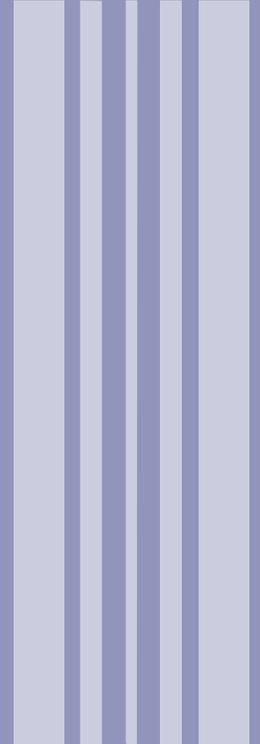
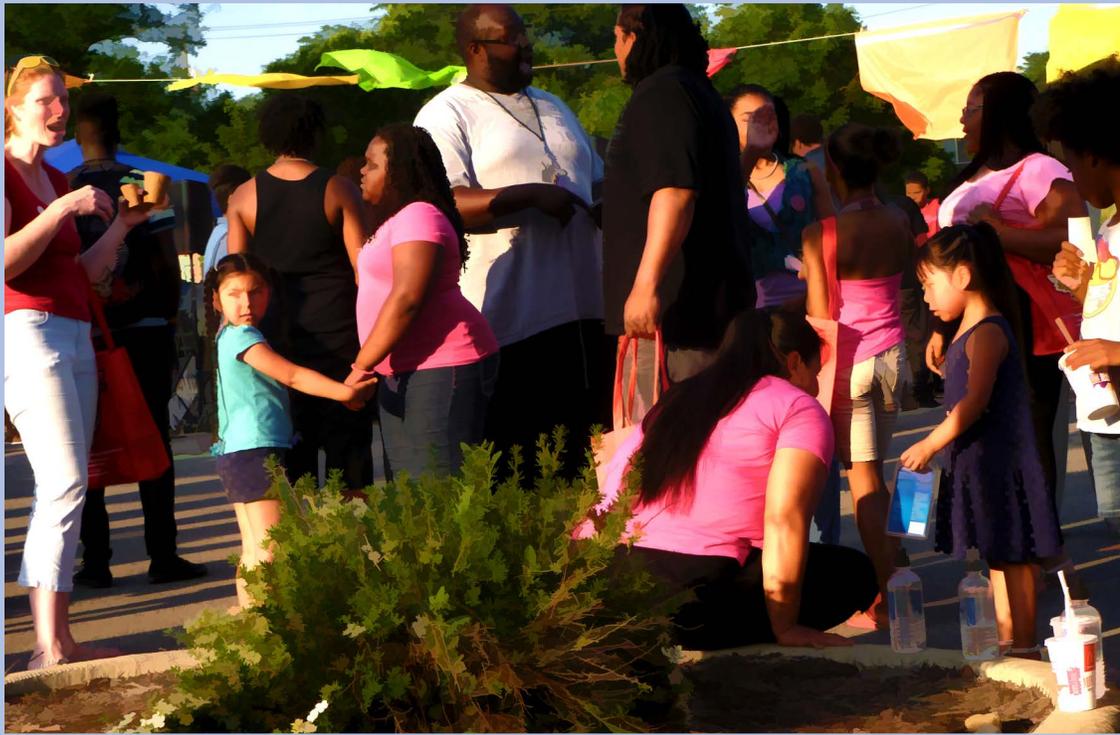


# Public Participation

Resource Guide



“

it's not enough just  
to change the system.  
we need to change ourselves.  
we have got to make this  
world user friendly. user friendly”

*From the poem “r/evolution,” by Assata Shakur*



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## Table of Contents

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Introduction .....	3
Why is Public Participation Important?.....	4
How to Be: The Five R’s of Meaningful Public Participation .....	5
Centering Race and Inclusion, and Improving Access for Historically Marginalized Voices .....	7
Spotlight on Neighborhood Resource Teams .....	11
Step 1: Define the Project’s Scope and Stakeholders .....	12
Step 2: Select the Right Level of Public Participation .....	15
The IAP2 Spectrum .....	16
Step 3: Implement .....	18
Step 4: Follow-Up .....	18
Step 5: Evaluate.....	19
Case Studies .....	20
Imagine Madison Resident Panels .....	20
Triangle Monona Bay Neighborhood Plan.....	22
2018 Flood Response .....	25
Appendices .....	27
Tool for Planning Public Participation .....	27
Meeting Demographics Survey Card .....	28
Additional Resources .....	29

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Racial Equity & Social Justice Initiative  
Community Connections Team Members: Donna Collingwood, Kirstie Laatsch, Erin Nuñez (co-leader), Nancy Saiz, Tariq Saqqaf (co-leader), Jule Stroick, and Annie Weatherby Flowers. For questions about this guide contact DCR@cityofmadison.com, (608) 266-4910.

Materials in this guide were used with the permission of the IAP2 Federation

*One note on language within the guide: you will see several terms such as “public participation,” “community engagement,” “connecting with the community,” and others in this guide. For purposes of this work, please consider all these terms synonymous and interchangeable.*



We must embrace our roles as stewards of an equitable and inclusive process. This means not only soliciting the participation of people of color and others who have historically been left out of decision-making processes, but actually carrying that feedback and elevating it and incorporating it into the final designs."

*Tariq Saqqaf*

# Introduction

**THE COMMUNITY CONNECTIONS TEAM** for the City of Madison’s Racial Equity & Social Justice Initiative (RESJI) is pleased to present the RESJI Public Participation Resource Guide.

The three goals of this guide within the City of Madison are:

1. Elevate the role of public participation
2. Develop a shared approach and set of values for community engagement
3. Help agencies center racial equity and inclusion when planning for public participation and when developing projects, programs, and policies

It is critical that City staff acknowledge that government has historically struggled to engage with communities of color and other marginalized communities, which has effectively silenced many voices in our community. Grounding engagement work in a common approach and set of values that elevates the voices of people who have too often been left out of public discourse and decision-making will help City staff focus on overall City efforts and maximize City of Madison resources, staffing, and expertise among agencies. Intentional community engagement with a racial equity lens is an absolute must if the City of Madison is to be true to staff roles as public servants and uphold the vision of Madison as Inclusive, Innovative, and Thriving.

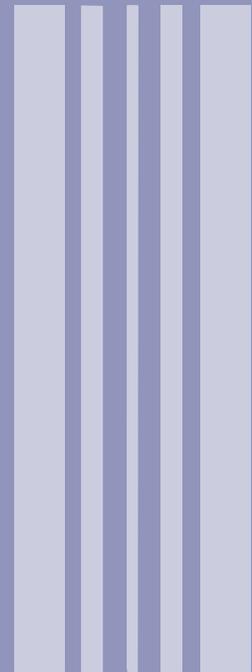
The Public Participation Resource Guide contains information on how to bring authenticity to this work, how to center racial equity and inclusion, and how to develop a public participation plan. The Community Connections Team has compiled local and national resources with additional tools and techniques for public participation. We do not intend for this guide to be the answer to community engagement; instead it is meant to help staff ask and wrestle with the right questions as staff examine and improve their agency’s current public participation efforts.



“

Alone, we can do so little; together, we can do so much.”

*Helen Keller*



## Why is Public Participation Important?

**THE RACIAL EQUITY & SOCIAL JUSTICE INITIATIVE'S MISSION** is to establish racial equity and social justice as core principles in all decisions, policies, and functions of the City of Madison. Public participation benefits the community and government by allowing both groups to identify goals, concerns, opportunities, options, and solutions. Ongoing public participation leads to better communication, greater awareness and understanding about an issue, more transparency, and stronger relationships between the community and government.

RESJI asks all staff members to commit to a shared set of public participation values in order to practice engagement that meets the needs of the community and increases transparency of decision-making:

1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

*Source:* International Association for Public Participation (IAP2) Core Values

## CITY OF MADISON VALUES



### Equity

We are committed to fairness, justice, and equal outcomes for all.



### Civic Engagement

We believe in transparency, openness, and inclusivity. We will protect freedom of expression and engagement.



### Well-Being

We are committed to creating a community where all can thrive and feel safe.



### Shared Prosperity

We are dedicated to creating a community where all are able to achieve economic success and social mobility.



### Stewardship

We will care for our natural, economic, fiscal, and social resources.



## How to Be: The Five R's of Meaningful Public Participation

**WHEN ENGAGING WITH THE COMMUNITY** – well, with anyone really – it's important to be authentic. Being authentic and coming across that way is the key to building trust. It can be the difference between a technically great process that falls flat and a clumsy one where people come away feeling heard. Public participation is not a box to check, but is a real opportunity to learn about the values, interests, and positions of community members. Bringing our best selves to the table will allow us to listen to, learn from, and work with members of the public.

It can be hard to know how to “be authentic,” however, when standing in front of a room or sitting at a table with people we don't know, and where trust is not a given by any means. So how do we want to be, as City staff, when engaging with the community? Keeping these five R's in mind can help.

**BE RESPECTFUL:** Oftentimes, people running public meetings or facilitating community engagement sessions aren't really that excited to be there. They may see it as a chore or, worse yet, as a problem or as a problematic set of people to be dealt with. That mentality comes across; even if we think we've left it behind in our meeting with colleagues from earlier in the day. It's hard to get to a good endpoint if we're starting out essentially closed and not respecting the perspectives of the people we're interacting with.

Instead, we need to go in with respect and truly valuing what folks have to offer and their perspectives and expertise. We must recognize that what matters to people, matters to them, and the more we can understand their perspective, the better. That doesn't mean we have to agree with them. There will certainly be times where, as guardians of the process and the ones who are tasked with making sure voices that may not be in the room are also considered, we will have to respectfully voice other considerations and expand the breadth of the conversation. That may not always feel very comfortable. Nonetheless, respect and authenticity can't go wrong, even if it feels like they are.

“

I've learned that people will forget what you said, people will forget what you did, but people will never forget how you made them feel.”

*Maya Angelou*

“

If you want to go quickly, go alone. If you want to go far, go together.”

*African Proverb*



**BE RELATIONAL:** How we show up matters. It’s about people, first and foremost. Be open. Be kind. Be inviting. Smile. It can set a tone for an entire evening. This “R” also speaks to relationships and the tremendous value they hold when working with the community. Having pre-existing relationships in communities can go a long way toward breaking down barriers. Even knowing one person can open doors with many others. As government employees, we can quickly get cast as cold bureaucrats beholden to systems. Break the stereotype. Getting to know people and showing our humanity can go a long way to shifting dynamics and creating much more pleasant experiences for everyone involved.

**BE RECEPTIVE:** If we aren’t genuinely open and ready to listen to people and incorporate what they have to say, we absolutely shouldn’t be there asking questions in the first place. We may not hear what we were expecting to but we need to be able to adapt and shift directions. Sometimes we may have to make that shift even after putting considerable time into a project. In the end though, if we have created an inclusive and robust public participation process, we as public servants will still be doing our job of lifting up and supporting the Madison the community wants to see. It also helps to really try and shift from hearing the “yes/no” of people’s positions to understanding their deeper values and desires that show up when they express their interests.

**BE RESPONSIVE:** We asked; people spoke up; we listened. Now what? We need to use the feedback and the input people have provided and put it into action. This is one of the key places where trust oftentimes gets burned; when people spend their energy participating in a process but don’t see how their input impacted the final product. It’s also important to make sure that we let people know that we did indeed respond and even in those cases where we didn’t, let them know why. Again, being relational and communicating clearly and respectfully in these situations goes a long way to building trust and developing relationships.

**BE REAL:** We have to be transparent with folks. If there are certain decision points that are off the table, we need to own that (but also be open to being challenged on those assumptions and whether those decision points really are off the table). It’s important for us to set realistic expectations and communicate those clearly to community members. Let people know what we can do, what we can’t do, and be willing to explain it in a way that people understand. Help them understand the process and the places where the decisions get made. Simplifying the complexities of government decision-making in ways that make it accessible to people can go such a long way.

**BONUS!!! BE RELEVANT:** Sometimes, things just aren’t going to be that important to people even if they feel important to us. We need to engage with people about those things that they are actually interested in. People are going to get involved and speak up about those issues that matter to them and their level of interest may change depending on the phase of the project. It’s important for us to develop ways to identify and bring those issues of relevance to people and not to try to get folks interested in things that just don’t matter to them. Not everything needs to have a public participation process.

# Centering Race and Inclusion, and Improving Access for Historically Marginalized Voices

**THE CITY OF MADISON HAS ALWAYS** valued public participation and has worked hard to create opportunities for its residents to help create and inform various projects, programs, and policies. While many residents have taken advantage of opportunities such as serving on various committees or participating in public meetings, many others have not. Often, the opportunities created for people to participate in city processes left out many voices. Our City's processes tend to reinforce the status quo and give more weight to those who have more free time and know how to access and navigate systems and institutions. As a result we leave out the needs and priorities of those with less political and social capital – oftentimes Black, Indigenous, and People of Color (BIPOC).

In order for the City of Madison to have inclusive processes, staff must commit to three principles:

1. Be willing to center BIPOC voices and others who have historically been marginalized. We must be explicit about this, in order to gain the trust of the very people we say we want to include.
2. Recognize that as members and employees of this institution, it is our responsibility to engage with people; not simply create opportunities for people to engage with us. Go to the people. Talk to them. Listen to them.
3. Embrace your role as employees and stewards of an equitable and inclusive process, by elevating and incorporating the feedback received from BIPOC and other communities historically left out of the decision-making processes. This has been found especially difficult since final decisions are made in public meetings, where if the last person is compelling, their argument can easily drown out issues raised earlier. It is our responsibility, as employees and policy-makers for the City of Madison, to be the guardians of the process and to value the feedback provided by historically marginalized communities.



## Don't Minimize the Importance of Non-Verbal Communication

- Be happy to be there!
- Be prepared - understand your audience and anticipate their needs
- Be willing to adapt
- Maintain good eye contact
- Create a welcoming environment
- Make sure your tone and body language match your message
- Use a diverse team of facilitators

“

They tried to bury us, but they did not know we were seeds.”

Mexican proverb

**ENGAGING A DIVERSE COMMUNITY** requires a wide array of techniques that are responsive to residents' needs. Multiple techniques may be required to reach your desired demographic. It is important to engage with people of color, people with low income or differing socioeconomic status, students, youth, and other groups. Consider the barriers that limit access to information and active engagement, such as physical barriers, transportation, childcare, language interpretation needs, location, time of day, and technological barriers. Keep in mind that residents may face more than one barrier and each barrier is an opportunity to conduct outreach differently. Evaluate your understanding of the community, your timeline, your budget, and other resources to see what strategies you can employ to overcome these barriers.



### **Reaching Residents Who Feel Disengaged**

Many residents, especially people of color, may feel hesitant to engage with the City. This can happen for a variety of reasons. Often this occurs when residents feel like their voices are not being heard. Residents may also lack trust in their local government or have had a bad experience in the past. So what should you do if the voices of BIPOC and those most impacted are missing? You will need to modify your public participation plan. You may need to revise your timeline and/or techniques. Be intentional about equity and giving weight to diverse voices.

- What do we know about this target audience and their needs?
- Are there organizations in the community that can help us reach this group?
- Which media outlets or other partners can help us spread our message?

Remember, the weight of a stakeholder's input should not be determined by their level of participation. We have a responsibility to consider the voices of all stakeholders potentially impacted by a proposed decision.

### **Budget**

Examine the budget for your public participation plan. Have you allotted sufficient funds to carry out your plan? Costs for printing, mailings, facility rental, childcare, food, and transportation need to be budgeted for if they are part of your plan. If your budget is not sufficient, explore additional funding from the City or grants. If your project involves more than one City agency, see if you can work with those other department(s) to find funding, or combine efforts to save costs, such as holding your event together and coordinating efforts. You may also be able to combine efforts with external stakeholders. If you'd like to partner or share costs with an external stakeholder, plan ahead for how this will work and consult your department purchasing contact and the City Attorney's office if needed.

### **Language Access**

The City of Madison strives to provide meaningful access to City services, programs, and activities regardless of an individual's disability and/or level of English proficiency. Language assistance is provided without cost to the individual. Consider the language needs of the community you are trying to reach. You may need to provide materials in other languages and you may need to request interpreters for your public meetings. Email LAP@cityofmadison.com at least a week in advance for translation of documents or to reserve interpreter services.

### **Types of Barriers**

- Trust
- Location
- Time of Day
- Access
- Language
- Transportation
- Childcare
- Technological Barriers

## Selecting a Location

Consider the needs of the community when selecting your location. While many City meetings are held downtown at the City-County Building and Madison Municipal Building, this can limit community participation. When possible, we encourage you to go where the community is to expand access. Familiar, accessible sites in the affected area(s) reduce the transportation barrier. Do you need to offer transportation for residents? Consider whether your event rises to the level of a public meeting where an agenda and public notice are required. If so, there are additional rules for meeting location and accessibility. Consult the City Attorney if you are unsure.

## Paying for Participation Feedback

Another topic to consider is whether you can reimburse members of the public for their time or expenses in participating in your outreach activity, in recognition that their time and experience has value. The method of reimbursement could be through a stipend, a gift card, or another form of compensation if appropriate City Purchasing procedures are followed.

Policy / Equity questions to consider:

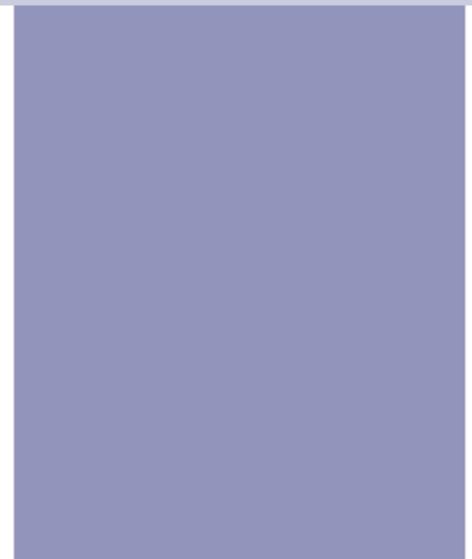
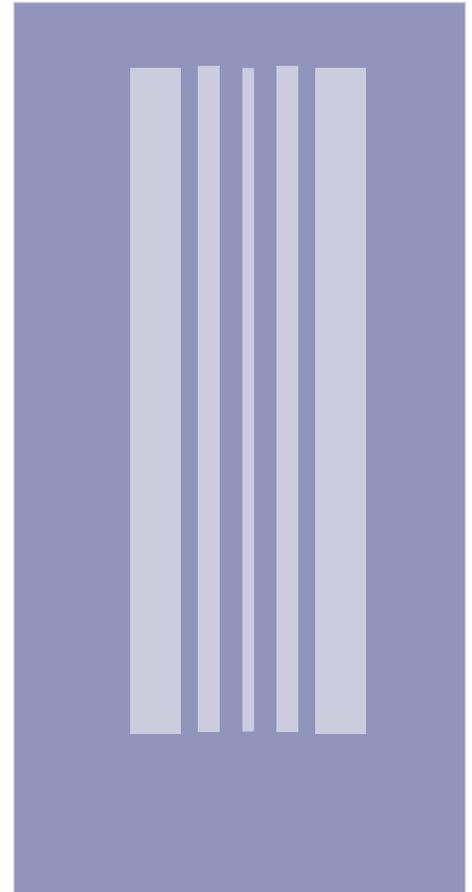
Can paying for engagement help us reach voices that are traditionally marginalized?

- Who will be paid and how?
- How much will be given?
- Where is the money coming from (department budget, a grant, etc.)?
- How do we ensure funds are distributed in an equitable manner?
- What are other ways we can communicate to residents that we want to hear from them and their participation is valued?

Consistent and transparent engagement is an important piece to building a long-lasting relationship with the community. Whether you compensate for participation or not, you need to consider all of the implications of monetizing certain voices and not others.

Process questions to consider:

- What City processes must you follow to provide the payment?
- What payment method will Purchasing approve for this, and how long will it take to make payment?
- Will payment require a contract with the participant? Do you have the appropriate contract form for this?
- Are other procedures required? (For example, to pay a resident, they must be set up as a vendor in Munis, provide the City a W-9, and if paid more than \$600 per year, the City must send a 1099 tax form.)



Embedding Racial Equity  
in COVID-19 Response and  
Recovery:

[cityofmadison.com/  
civil-rights/programs/  
racial-equity-social-justice-  
initiative/tools](https://cityofmadison.com/civil-rights/programs/racial-equity-social-justice-initiative/tools)

“

If you have come here to help me, you are wasting your time. But if you have come because your liberation is bound up with mine, then let us work together.”

Lilla Waton, Aboriginal Activist

## Engagement in Times of Crisis: COVID-19 and Beyond

The City’s ability to consistently engage well with marginalized communities has been difficult, even under normal conditions. The COVID-19 pandemic has exacerbated many of the existing inequities in our community, including health disparities, unemployment, food insecurity, and access to affordable housing, reliable health care, and the internet. How do we respond with our community to overcome these challenges? How do we as staff navigate these changes? How do we rebuild in a way that centers equity?

This crisis highlights the need for strong relationships with residents and community partners. Having those relationships in place before a crisis also helps us respond more quickly to emergencies. When trusted community partners work with us to spread our messages, it gives our communication more credibility and expands our reach. It also helps us leverage the expertise in the community and elevate their messages.

COVID-19 also required staff to be more flexible with their engagement efforts. It limited the ability for staff to meet face-to-face with residents. E-newsletters and text alerts helped keep people informed. Common Council and board/committee/commission meetings moved to a Zoom platform. Public information meetings became virtual events. In some cases, using an online platform increased access for residents. Timelines and strategies used during a pandemic are likely very different than what you’ll employ during “normal” times.



## Spotlight on Neighborhood Resource Teams

**OFTENTIMES WE SEPARATE GOVERNMENT** from community. It doesn't necessarily have to be that way. The City of Madison's Neighborhood Resource Teams (NRTs) are a way in which government can be part of the community by staying present, maintaining relationships, and committing to understanding and elevating the needs, issues, and priorities of the people living in areas where the teams operate.

Recognizing the racialization of poverty, NRTs operate in areas of Madison where there are higher concentrations of people living with lower incomes; most of whom are people of color, people who are renting, and people who government has historically not done a very good job listening to. NRTs are there to buck that trend. They are there to pay attention, make connections, cut through red tape, and to make things happen. Ultimately, they are there to get government to work better for people. Over the years, numerous City and community projects have been launched through NRTs, ranging from implementing better lighting and traffic calming to developing food pantries and community programming to creating parks and neighborhood plans.

Connecting with NRTs is a great early step for any agency thinking about designing or implementing a project, program, or policy that may have an impact on an area where a NRT exists or the people who live there. Since they have been in areas for some time, the people affiliated with the different NRTs have a good understanding of the different dynamics, stakeholders, and issues in those areas. There are usually monthly NRT meetings that bring together a host of neighborhood stakeholders including residents, staff from community-based organizations and other government entities, and staff from multiple departments across the City of Madison.

See the map and more information on NRTs here:  
[www.cityofmadison.com/mayor/programs/neighborhood-resource-teams](http://www.cityofmadison.com/mayor/programs/neighborhood-resource-teams)

There are currently nine NRTs focused on the following areas:

- |                                |                        |
|--------------------------------|------------------------|
| Brentwood / Northport Corridor | Allied Drive           |
| Owl Creek                      | Balsam / Russett       |
| Darbo / Worthington            | Hammersley / Theresa   |
| Southside                      | Park Edge / Park Ridge |
| Leopold / Arbor Hills          |                        |

For more information, contact **Tariq Saqqaf**, Department of Civil Rights, at (608) 266-6352 or [tsaqqaf@cityofmadison.com](mailto:tsaqqaf@cityofmadison.com).

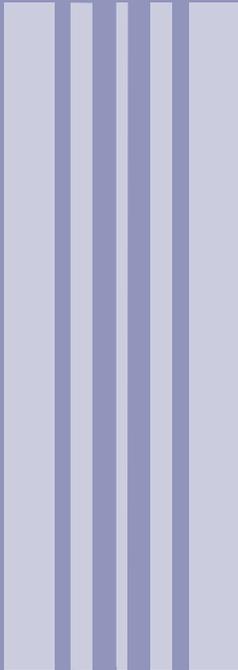
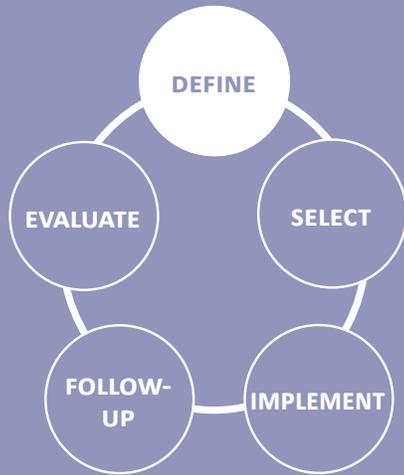


### NRT Mission:

To promote racial equity and improve the quality of life for Madison residents by understanding and elevating the needs, issues, and priorities of people living in areas with NRTs.

### NRT Goals:

- Develop relationships and enhance communication among City staff, neighborhood residents, and other stakeholders
- Coordinate, develop, and improve City services to neighborhoods in concert with residents and other stakeholders
- Increase the City's knowledge of neighborhood issues and opportunities
- Highlight issues that cut across multiple NRT focus areas to address systemic barriers



## Step 1: DEFINE the Project’s Scope and Stakeholders

**IT IS IMPORTANT TO DEFINE** the scope of your project, program, or policy at the beginning of the process in order to be successful. You will need to determine the decision points and stakeholders. Remember, each project, program, or policy is unique, and your team should be flexible as additional needs are often uncovered during the process.

An excellent way to do this scoping is to use the scoping guide that is part of the City of Madison’s RESJI Process Guide and Comprehensive Tool:

- [cityofmadison.com/civil-rights/documents/RESJIprocessguide.pdf](http://cityofmadison.com/civil-rights/documents/RESJIprocessguide.pdf)
- [cityofmadison.com/civil-rights/programs/racial-equity-social-justice-initiative/tools](http://cityofmadison.com/civil-rights/programs/racial-equity-social-justice-initiative/tools)

### Define the Project’s Scope

When should a public participation plan be prepared? In order to know if your project needs any level of community engagement and help you understand what you know and don’t know about the project, ask the following questions:

- What are the project’s goals?
- Does the project have potential environmental, economic, safety, and/or health impact in the community?
- Have community members voiced interest, concerns, or opposition to the project?
- Would public participation help the project achieve equitable outcomes for all community members?
- Will the project be asking the community to provide additional funding (i.e. assessment, tax increase, bond referendum, etc.)?

Use the Tool for Planning Public Participation (Page 27 of this guide) to document your responses.

If you answered “yes” to any of the questions, you and your team should work on a public participation plan. A public participation plan is an outline of specific communication and public participation strategies with assigned roles and a timeline for new or reoccurring projects that will affect the community at the neighborhood and/or citywide level. To design your public participation plan, see Step 2.

### Define the Stakeholders and Their Roles

**IT IS IMPORTANT TO UNDERSTAND** who will be impacted by this project, program, or policy and how. The different groups impacted by your project are your stakeholders. Understanding their needs and their different role(s) is crucial for public participation.

- Who are the decision makers?
- Who are the key stakeholders?
- Which key audiences or communities do you want to engage with?

Also consider the following:

- What is the current level of community awareness about the project?
- Who is already engaged? Disengaged?
- Who needs to be invited to participate?
- What are the anticipated impacts (both positive and negative) at the neighborhood level? What about at the citywide level?
- What are the possible consequences/outcomes (if any) of not engaging the community?

Document your responses using the “Tool for Planning Public Participation” on page 27.

## Internal Stakeholders



City staff have extensive knowledge on engaging the community. Do you need help with your public participation plan? Do you need help engaging the community or planning your event? Contact one (or more) of your internal resources, such as:

- Members of the Neighborhood Resource Teams (NRTs)
- The Alders
- Department Public Information Officers (PIOs)
- RESJI Co-Leads
- Department Equity Teams
- Civil Rights Coordinators
- Latinx Community Engagement Team
- Staff from other departments



“

Now we have black and white elected officials working together. Today, we have gone beyond just passing laws. Now we have to create a sense that we are one community, one family. Really, we are the American family.”

*John Lewis*

## External Stakeholders

Community partners can be key to your public participation plan. Establishing strong relationships with service providers, neighborhood groups, faith-based organizations, and other agencies with strong ties to the communities you are trying to reach helps you to better understand your audience and their needs. Collaborating with community partners can also help increase capacity and expand the reach of your message. Consider collaborating with groups active in the community, like the following:

- Business Associations and major employers
- Cultural Organizations
- Schools and other educational institutions, including student and parent groups
- Neighborhood associations or groups
- Faith-Based Organizations
- Nonprofit Organizations
- Others relevant to the area

This is not an exhaustive list. Also consider what other groups and media outlets can help spread the word. And don't forget to communicate directly with residents themselves!



## Step 2: SELECT the Right Level of Public Participation

**THE BASIS OF PUBLIC PARTICIPATION** is that those impacted by a decision have a right to be involved in the decision-making process. The nature and scope of your project will determine the appropriate level(s) of public participation. This is not a one-size-fits-all approach. You need to consider the project, stakeholders, and what decisions need to be made when designing your public participation plan.

First, you need to determine what level of public participation is appropriate based on the scope of the project and what decision makers need in their decision-making process. The level of potential influence can vary from none to giving the public final decision-making power. Most public participation falls between these two extremes and many projects utilize several different levels depending on the different stages of the project and the levels at which the public wants to engage. Ultimately, the level of potential influence needs to be aligned with what decision makers are willing to support, and clarifying this at the beginning helps staff determine the right questions to ask throughout the public participation process.

Second, you need to communicate to the community the level(s) of potential impact on the decision. Failure to clearly define roles at the beginning of your project can lead to unintended consequences and affect the success of your public participation plan. If community members perceive that their input will significantly influence the decision but it does not, they can feel alienated by the process. This is true for all stakeholders, but is especially important when engaging with communities whose voices have traditionally been marginalized, such as people of color. Understanding your stakeholders and clearly communicating their role(s) will prevent you from overpromising regarding their level of potential influence, and increases the level of transparency in the process. Creating these common expectations from the beginning also allows you to ensure that the commitment of staff, time, and resources are aligned with your goals.

### Consider the Following

What is your project looking to accomplish?

What pieces of the project can the public influence?

How will you set realistic expectations for how feedback will be gathered and used while not overpromising?

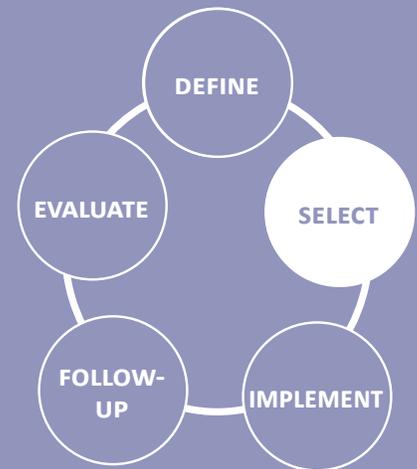
What parts of the project can the public participate in?

Where, when, and how can they give input?

What is your timeline and budget?

Document your responses using the “Tool for Planning Public Participation” on page 27.

### PUBLIC PARTICIPATION CYCLE



## The IAP2 Spectrum

**THE INTERNATIONAL ASSOCIATION FOR PUBLIC PARTICIPATION (IAP2)** is an international leader in advancing the practice of public participation and engagement. IAP2 established Core Values and a Code of Ethics that value transparency, inclusivity, and integrity. IAP2 created the Public Participation Spectrum that helps define the community’s role in the engagement process and what level of public participation is appropriate for a project. Levels of participation will vary depending on the project.

Study the IAP2 Spectrum below and note the different Public Participation Goals and Promise to the Public across the spectrum:

INCREASING IMPACT ON THE DECISION 					
	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.

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The greatness of a community is most accurately measured by the compassionate actions of its members.”

Coretta Scott King

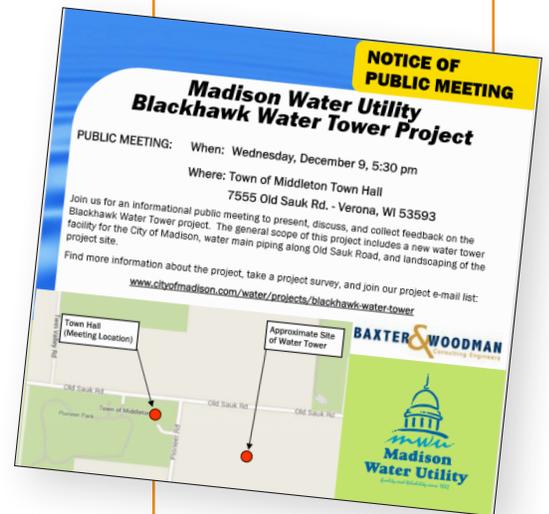
Robust community engagement often includes using a variety of techniques and strategies to reach your public participation goal. Your public participation goal will determine which tools and techniques are appropriate for your project. Some techniques will be simpler (e.g. informing people about a project via postcard mailings), while other techniques will require more resources (e.g. funding local nonprofits to assist with gathering feedback). It is important to dedicate time at the beginning of the project to define your project’s scope, stakeholders, and the particular levels of engagement for each phase of the project. Document your public participation objectives, tools and techniques, and communication plan using the “Tool for Planning Public Participation” on page 27; attach additional sheets if necessary.

# Examples from the City of Madison

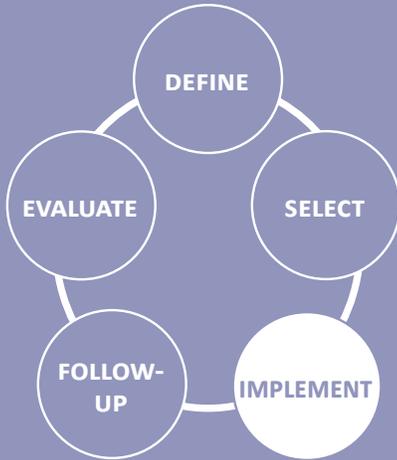
We have compiled a list of common techniques used across the City and where they fall on the IAP2 Spectrum.

- Which techniques have you used in the past?
- Which techniques align with your current public participation goals?

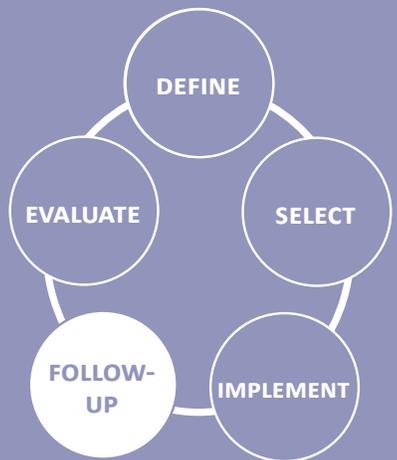
Inform	Consult	Involve	Collaborate
<p>Fact sheets</p> <p>City and agency websites, social media, QR codes, list serves</p> <p>Open houses</p> <p>Tables/booths at community gatherings</p> <p>Press releases</p> <p>Articles in local newspaper/magazines</p> <p>Alder communications/blogs</p> <p>City department newsletters</p> <p>Voter ambassadors</p> <p>Local radio programs</p> <p>City Channel</p> <p>Calendar of events</p> <p>Weekly e-blasts</p> <p>Podcasts</p> <p>Post cards, door hangers</p> <p>Story telling</p> <p>Infographics</p> <p>Site/bike/walk tours</p> <p>Zoom meetings</p>	<p>Public comment</p> <p>Public meetings</p> <p>Focus groups</p> <p>Surveys</p> <p>InstantpPolling</p> <p>Interactive websites</p> <p>iClicker audience share</p> <p>Facebook Live</p> <p>Ideashare</p> <p>POI voting</p> <p>Interviews</p> <p>Online commenting</p>	<p>Workshops</p> <p>Deliberative polling</p> <p>Design charrettes</p> <p>Community photo mapping</p> <p>Visioning</p>	<p>Library takeover</p> <p>Participatory budgeting</p> <p>Advisory or steering committees</p> <p>Study circles</p>



PUBLIC PARTICIPATION CYCLE



PUBLIC PARTICIPATION CYCLE



## Step 3: IMPLEMENT

**NOW IS THE TIME** to put your public participation plan into action.

- Listen.
- Acknowledge the public’s participation and responses.
- Document and summarize the feedback you receive.

Don’t forget to be:

<b>RESPECTFUL</b>	<b>RELATIONAL</b>	<b>RECEPTIVE</b>
<b>RESPONSIVE</b>	<b>REAL</b>	<b>+ RELEVANT</b>



## Step 4: FOLLOW-UP

**YOU HAVE NOW STARTED** to implement your public participation plan.

What feedback have you received? Have you learned new information about your audience? Are there changes to the proposed project, program, or policy? It may be necessary to adjust or revise your plan as you uncover additional information. You may need to revise your timeline to add additional public information sessions, adjust your meeting time or location, or pull in additional staff resources. It is important to monitor and evaluate your public participation efforts throughout your plan, not only at the conclusion.

The City of Madison is dedicated to ensuring that all residents have a voice in processes that affect them. You need to monitor the feedback you receive and what group(s) are providing that feedback. You can use the Meeting Demographics Survey Card (page 28) to learn more about who is participating in your meetings or events. If you aren’t hearing from all impacted groups you will need to be strategic about making participation more accessible and inclusive - build ongoing relationships with the community, go to them, provide the information they need to get involved, and gather their feedback.

You also have a responsibility to share feedback received with decision makers and the public. This “feedback loop” shows participants that they have been heard and shows them how their feedback is being used to influence the decision. Follow up with participants to keep them updated throughout the public participation process. There is also an opportunity to highlight pieces of the project once it is approved or adopted (ex. groundbreaking ceremonies, construction updates, and opening day tours for new facilities).

## Step 5: EVALUATE

**EVALUATION IS A KEY COMPONENT** of your public participation plan. While this step is often overlooked, thoughtful evaluation ensures that you capture the effectiveness of your public participation plan. When you designed your plan, you considered what you knew about the project, program, or policy and your stakeholders. As you implemented your plan, you likely uncovered new information that caused you to reassess. Flexibility allows you to learn and adapt as you go. Evaluation at the end of the process also helps inform planning for future public participation.

Use this step as an opportunity to examine the results of your public participation plan and measure if you achieved your goals. Consider sharing the results of your evaluation with internal and external stakeholders to improve transparency with the process and future engagement efforts.

### Setting Goals

What will success in your engagement efforts look like? What outcomes will you see?

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How will you embed racial equity in this process?

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What are the specific goals and objectives of your outreach and public participation efforts?

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Are there any indicators you can measure that allow you to determine if you achieved your engagement goals?

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### Post Project Assessment and Evaluation

Based on the goals you set for your engagement at the beginning of this process, which did you meet and which did you not meet?

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What strategies did you use to advance racial equity and engage with marginalized residents?

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For the goals you met, what helped accomplish them?

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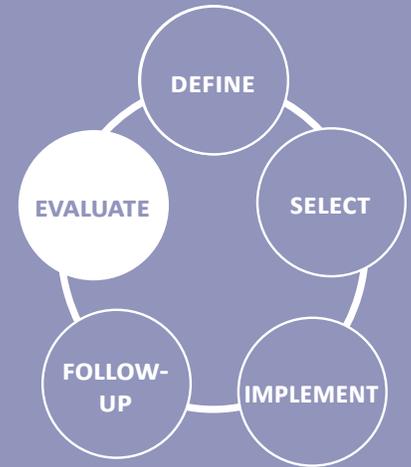
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For the goals you did not meet, what could you have done better and how?

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#### PUBLIC PARTICIPATION CYCLE



We cannot seek achievement for ourselves and forget about progress and prosperity for our community... Our ambitions must be broad enough to include the aspirations and needs of others, for their sakes and for our own.”

*Cesar Chavez*



## Case Studies

Inform	Consult	Involve	Collaborate
--------	---------	---------	-------------

### Community Partners

- Centro Hispano
- Foundation for Black Women’s Wellness
- Goodman Community Center
- Hmong Language & Culture Enrichment Program
- Hmong Professional Networking
- Madison-Area Urban Ministry in partnership with Street Pulse
- Rebalanced-Life Wellness Association in partnership with JP Hair Design Barbershop
- Sustain Dane in partnership with Ho-Chunk Gaming Madison
- Vera Court Neighborhood Center in partnership with Latino Academy of Workforce Development and Bridge-Lakepoint-Waunona Neighborhood Center
- Retired and Senior Volunteer Program in partnership with Madison senior coalitions
- WI Transgender Health Coalition
- Young Gifted & Black Coalition

### Imagine Madison Resident Panels

**IN 2016, THE CITY OF MADISON PLANNING DIVISION** began an 18-month, multi-faceted approach to update the City’s Comprehensive Plan, Imagine Madison. Imagine Madison is the collective vision which guides the City of Madison’s future policies, budgets, growth, and direction. An important piece of the process was engaging with the community to determine their priorities, visions, and ideas. The team developed a Public Engagement Plan to gather input from community stakeholders. Over 15,000 people were reached through Imagine Madison. Public participation was done in four phases, each a refinement of the prior. The primary engagement methods used were Community Meetings, Resident Panels, and the project website.

Resident Panels were key to engagement. The program was designed to eliminate barriers to participation and engage with those that have been historically underrepresented in previous planning processes, including people of color and lower-income residents. The Imagine Madison team solicited community partners with established ties to the community. The application process and contracts were simplified to reduce barriers to interested community partners. Twelve diverse community partners (see sidebar) were chosen and each was given flexibility in how they engaged with residents. These partners then recruited approximately 10 to 15 residents for their panels. The City provided resources and funding, and the community partners coordinated their own meetings, using the funding to cover costs related to transportation, childcare, food, facility rentals, and other needs. City staff was not present for their meetings unless specifically requested to answer questions. This approach allowed a safer and more welcoming space for participants to provide feedback candidly.

The Resident Panels’ focus on equitable community outreach centered the voices of marginalized residents in guiding our shared future. After each phase of engagement, staff elevated and emphasized the feedback heard from Resident Panels, especially when reporting out to each of the 18 City Boards, Commissions, and Committees involved in the process. Direct quotes from participants were also incorporated into the final Plan document.





## Evaluation

When the process concluded, feedback from the Resident Panel partners and participants was solicited to learn from and evaluate the experience. While many involved noted the process was a positive step in the right direction, participants identified a need for:

- ongoing engagement outside of the ten-year Comprehensive Plan cycle,
- ongoing funding streams that recognize participants’ time and roles in the community,
- more ways to see how their panel’s specific feedback was used in the plan, and
- community involvement, as early as possible, in developing the engagement process.

These findings are being incorporated into future engagement.

## Want to Learn more about Imagine Madison?

- Visit: <https://imaginemadisonwi.com>



## Shared Values

### *We want to:*

Preserve the Triangle as safe, familiar, and secure with stable and affordable housing for residents.

Offer people with different lifestyles and incomes a range of housing options and related ‘complete neighborhood amenities’.

Be an intentionally diverse, inclusive and welcoming neighborhood for people of all backgrounds and abilities.

Be a green and environmentally friendly place with a healthy bay and beautiful, welcoming open spaces that encourage play, relaxation, and joy.

### *We want our neighbors to:*

Build a sense of community and belonging among neighbors in the Triangle and people living near Monona Bay, in Greenbush and Bassett. We want our neighbors to get to know each other, form friendships, and share skills and resources.

Build connections with and share resources fairly among neighbors with very different socio-economic backgrounds.

Realize a high quality of life through health services, educational resources, employment training, commercial enterprises, recreation programs, arts/culture programs, events, and other offerings that support residents’ health and well-being.

## Case Studies

Inform	Consult	Involve	Collaborate
--------	---------	---------	-------------

### Triangle Monona Bay Neighborhood Plan

In 2017, the Planning Division began working with Triangle Monona Bay (TMB) Neighborhood residents and other stakeholders to strategically assess neighborhood assets and issues, and determine best strategies for investing in housing, open space, streets, lighting, and bike, transit, and walking facilities. The most challenging factor in this complex planning effort was the pending redevelopment of Bayview and Community Development Authority (CDA) housing where people of diverse racial, ethnic, and international backgrounds live. Most of these residents also live with very low incomes and many have physical and/or mental disabilities. Discussion around redevelopment created concern and fear among many residents. This was complicated by the historical backdrop of urban renewal in the 1950’s and 1960’s where the original neighborhood of the early 1900’s was demolished and the low-income residents uprooted.

Other complicating factors included growth and development pressure from ongoing construction of high density mixed-use and residential buildings all around the planning area, discussion of other potential large-scale redevelopment projects in the area, and plans for Bus Rapid Transit and Smart Street Technology on South Park Street.

Given this complexity of factors, the Planning Division took great care to create a uniquely tailored planning process. **The first step was working with the City’s Office of Organizational Development to conduct a Racial Equity and Social Justice Analysis that would set guidelines for equitable composition of the Steering Committee, and an inclusive planning process. Assembling a steering committee that was representative of the diverse income levels, ethnic and racial backgrounds, and business types in the neighborhood was a high priority.** The resulting 11-member Ad-Hoc Triangle Monona Bay Steering Committee (TMB SC) was comprised of Bayview, Brittingham and Gay Braxton apartment residents, Monona Bay homeowners, a South Park Street business owner, a hospital representative, and representatives from two large-scale residential properties. One Steering Committee member spoke Spanish as a first language and another spoke Hmong, therefore the city provided language interpretation for these members at all Steering Committee meetings.

**The TMB SC’s role was to utilize their expertise of living in the neighborhood, working there, or owning and managing property to identify challenges and opportunities, and work with Planning Division staff to guide development of plan content.** The SC also helped organize and host public engagement efforts to learn firsthand the priorities of neighborhood residents and other stakeholders, and to help ensure the voice of the community was represented.

The TMB SC met 16 times from February 2018 to April 2019. All meetings were held on the Triangle in publicly accessible places. Steering Committee members became very familiar with the neighborhood environment, and heard directly from residents during the public comment portion of each meeting. Steering Committee members were invaluable in formulating a shared set of values for the area (see sidebar), identifying relevant issues, providing input on alternative strategies, and assisting at community-wide planning events. Future land use and urban design principles were a focus of planning discussions, especially for Bayview and CDA-owned properties. Community services, parks and open space, pedestrian and bike mobility, and vehicle transportation were also priorities.

# Triangle Monona Bay Public Participation Process

Data Gathering and Plan Introduction

Issue Identification

Strategies & Recommendations



## Plan Adoption & Implementation

## Shared Values

*We want our neighborhood to be truly great by:*

Celebrating the unique character of the area in relation to the bay, multicultural pride and traditions, and historic roots.

Enhancing aesthetics, wayfinding, and amenities on neighborhood streets, walkways, and in the park.

Improving connectivity, especially as it relates to safety, enjoyment, and convenience of pedestrians, bicyclists, and wheelchair users.

Nurturing native habitats in Monona Bay and Brittingham Park, and expanding their reach onto commercial and residential properties.

Preserving and enhancing iconic views of Brittingham Park, Monona Bay, and the State Capitol.

We want to continue to be responsive to future generations who may want new ways of working, living, and playing.



Thanks to Linda Horvath for her work on this case study

The Planning Division provided professional planning services, technical assistance for the Steering Committee meetings, and public engagement with residents, the business community, and stakeholders. **Residents participated in three public open houses, community surveys, small focus groups, and individual interviews.** Planning Division staff also hosted office hours at each of the five CDA apartment lobbies, the Bayview Community Center, and the Park View Apartment rental office. Interpreters helped non-native English speakers and those with limited English proficiency to participate in a meaningful way.

The robust public engagement process resulted in **input from over 500 residents**, which was used to prepare land use, housing, transportation, parks and open space, and community service recommendations. The resulting major improvements fall into the categories of: *Neighborhood Connections within the neighborhood and to nearby places; Age - Friendly and Specialized Design; Community Center and Activity Spaces; Housing Diversity; Upgrade and Expand Affordable Housing; New Housing and Shopping on Park Street; Preserve Single-Family Character; Improvements to Brittingham Park.*

**Evaluation was also part of this planning process.** At the end of each Steering Committee meeting, there was a check-in agenda item where SC members could provide feedback on the meetings, planning process, and related topics. Planning Division staff also met with the Steering Committee Chair and Co-Chair, and spoke with individual SC members to hear feedback. Some of the resulting improvements included extending the project timeline, changing meeting procedures and adjusting public engagement efforts in certain ways. The SC members who spoke Hmong and Spanish felt there were times they were not heard. The power dynamic of having residents of diverse backgrounds and lower incomes at the same table with developers and large landowners was a big obstacle to overcome. City staff worked to create a more welcoming and productive environment, including having the Project Team's Spanish speaking planner provide interpretation at times, bringing in new faces from Planning Division and an expert facilitator from the City's Organizational Development Division.

Steering Committee members also sometimes disagreed with city staff and each other about what to include in the plan. Some of the liveliest discussion and debate focused on Triangle area recommendations for a new narrow street, public pathways, extension of East Campus Mall, and additional housing units in new, taller buildings. By the end of the process most Steering Committee members supported these recommendations with modifications such as traffic calming features, separation of bikes and pedestrians on the East Campus Mall extension, and building step-backs on taller structures to reduce their visual impact.

**Conclusion.** At its last meeting, the Steering Committee was responsible for reviewing and commenting on final draft plan recommendations. Planning Division staff agreed with all but one Steering Committee change: removal of a proposed public pathway from W. Washington Avenue to Bayview Community Center. Planning Division staff highlighted this difference in a Staff Memo submitted with the final draft plan to City Boards, Committees and Commissions. The Common Council adopted the Triangle Monona Bay Neighborhood Plan on July 2, 2019 with minor amendments, including the Steering Committee's recommendation to remove the public pathway.

## Case Studies

### 2018 Flood Response

Inform

Consult



**DURING THE SUMMER AND FALL OF 2018**, Madison experienced historic flooding. Employees in the Engineering Department used public participation to learn about residents' needs and provide ongoing updates to the public. They are now leveraging what they have learned to plan their education and outreach efforts for their new watershed studies.

Historic rainfall in August of 2018 caused flash flooding which overwhelmed existing infrastructure and caused damage to streets, storm sewers, homes, and businesses. The risks of not informing the public were many. It was imperative that City took time to fully understand the scope of the flooding and educate residents on how the system works. Staff planned four large public information meetings for residents and businesses and communicated with them via mailings, flyers, social media, email lists, and alder postings. Residents were encouraged to attend the initial public information meetings and to join smaller focus groups where City staff did walking tours with residents in local neighborhoods to gather feedback and give neighborhood-specific information. Engineering staff also created a robust website that consolidated flooding-related information from multiple agencies, including Dane County, Public Health, and Building Inspection. The website also gives residents and owners the option to self-report flooding online.

Engineering staff is continuing to fine-tune their outreach and education plan as they continue their watershed studies. As of 2020, the City has eleven studies and over the course of the next 5-8 years anticipate a total of 23 studies, which will cover the entire city. Each project will have at least three public information meetings. Staff is utilizing ongoing relationships with stakeholders, including NRT members, neighborhood groups, church groups, community groups, and others, to plan their outreach and spread the message. All residents and property owners in the affected areas are invited. Attendees

“

Staff strives to fix existing problems without creating new problems for someone else.”

“

Staff worked hard to build equity into the process. They strived to reach diverse audiences and not just the voices of the most connected.”

who opt into focus groups will be put on an email list and subsequently invited to future meetings to review models and give feedback. Consulting with residents on the issues and involving them in the solutions shows residents how their feedback influences the actual engineering modeling efforts and the outcome of the studies. The plan is also designed to be flexible, and the team is incorporating lessons they learned into planning future studies.

- **Did you know?** The 2018 Flood Response was the first time the City used an ASL interpreter for a live news conference.



Challenge:	Solutions:
Challenge #1: Getting Stakeholders to attend meetings	Meeting dates/times geared to audience preference
	Held meetings in multiple locations
	Held meetings on neighborhood/block level
	Held public information meeting on a Saturday
	Met with stakeholders multiple times to resolve issues
	Ensured staff at meetings were knowledgeable about all projects so residents could choose any meeting and get their questions answered
	Made sure meeting sites were accessible
	Get to know your audience
Challenge #2: Budget	Public participation plans required staff commitment and significant resources
Challenge #3: Reaching Affected Stakeholders	Need to reach both residents and business community
	Targeted outreach to both renters and owners
	Provided materials in multiple languages and in multiple formats
Challenge #4: Weather	Some focus group walking tours were affected by the weather and teams needed to switch gears and meet inside instead

# Appendices

## Tool for Planning Public Participation



### Racial Equity and Social Justice Initiative Tool for Planning Public Participation

DECISION SCOPE/ISSUE STATEMENT	DECISION MAKERS	KEY STAKEHOLDERS	COMMUNICATION OBJECTIVES
LEVEL OF IMPACT OF ISSUE (POTENTIAL FOR RISK)	LEVEL OF CONTROVERSY (POTENTIAL FOR OUTRAGE)	RANGE OF VALUE AND VIEWS	KEY AUDIENCES
DESIRED LEVELS ON IAP2 SPECTRUM	LEVEL ON SPECTRUM ESTABLISHED	POLITICAL VIEWS	TARGET MEDIA
INTERNAL:			
EXTERNAL:			
OVERALL P2 GOAL	ADDITIONAL ONGOING P2 OBJECTIVES	OVERALL P2 PROMISE	KEY MESSAGES

Decision Steps	P2 Objectives for each Decision Step	Tools and Techniques	Communication Plan	
			STAGE SPECIFIC TOOLS	ONGOING?
Define Issues/Decision Scope				
Gather Data				
Establish Decision Criteria				
Develop Options/Alternatives				
Evaluate Options				
Make Decisions				

EVALUATION PLAN

*This tool was adapted and used with the permission of the IAP2 Federation*

# Meeting Demographics Survey Card

**The City of Madison is dedicated to ensuring that all residents have a voice in processes that affect them. Please help us make this happen by taking a minute to fill out this optional card.**

Which of the following best describe your race/ethnicity?  
*(check one or more)*

- Are you Hispanic or Latino? Yes  No
- American Indian or Alaskan Native
  - Asian or Pacific Islander
  - Black or African American
  - White
  - Other: \_\_\_\_\_

What is your household income?  
*(includes all members of the household)*

- Less than \$25,000
- \$25,000 – \$49,999
- \$50,000 - \$74,999
- \$75,000 - \$99,999
- \$100,000+

What is your age? \_\_\_\_\_

Zip Code? \_\_\_\_\_

Do you Own  or Rent  your place of residence?

**Thank you!**

*All responses are private and will only be used in aggregate and not reported out individually.*

*(meeting information - for staff use only)*



**La ciudad de Madison se dedica a garantizar que todos los residentes tengan voz en los procesos que afectan a todos. Por favor, ayúdenos a hacer que esto suceda tomando un minuto para llenar este formato opcional.**

¿Cuál de las siguientes opciones describe mejor su raza/etnicidad?  
*(marque uno o más)*

- ¿Es usted Hispano o Latino? Sí  No
- Indio Americano o Nativo de Alaska
  - Asiático o Isleño del Pacífico
  - Negro o Afro-americano
  - Blanco
  - Otro: \_\_\_\_\_

¿Cuál es el ingreso de su hogar? *(incluyendo todos los miembros del hogar)*

- Menos de \$25,000
- \$25,000 – \$49,999
- \$50,000 - \$74,999
- \$75,000 - \$99,999
- \$100,000+

¿Cuál es su edad? \_\_\_\_\_

¿Código postal? \_\_\_\_\_

¿Es usted Dueño  o Inquilino  en donde vive?

**¡Gracias!**

*Todas las respuestas son privadas y solo se utilizarán en conjunto y no de manera individual*

*(información de la reunión - sólo para uso del personal)*



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## Additional Resources

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Become familiar with different tools and strategies for public participation. Below is a list of links to a variety of helpful resources.

### Public Participation Planning Tools and Examples of Public Participation Plans

International Association of Public Participation (IAP2): [www.iap2.org](http://www.iap2.org)

City of Madison Census 2020 Outreach Plan (DPCED – Planning Division): [www.cityofmadison.com/search/City%20of%20Madison%20Census%202020%20Outreach%20Plan](http://www.cityofmadison.com/search/City%20of%20Madison%20Census%202020%20Outreach%20Plan)

Imagine Madison (DPCED – Planning Division): Engagement Summary Document and Engagement Overview Video

The Madison Area Transportation Planning Board’s Public Participation Evaluation:

[www.greatermadisonmpo.org/planning/documents/ppe\\_2017.pdf](http://www.greatermadisonmpo.org/planning/documents/ppe_2017.pdf)

### Aligning to City Goals, Priorities and Evaluations

#### Racial Equity and Social Justice Initiative

Process guide for Equity Analysis - [www.cityofmadison.com/civil-rights/documents/RESJprocessguide.pdf](http://www.cityofmadison.com/civil-rights/documents/RESJprocessguide.pdf)

Fast Track Tool - [www.cityofmadison.com/civil-rights/documents/RESJfast.docx](http://www.cityofmadison.com/civil-rights/documents/RESJfast.docx)

Comprehensive Tool - [www.cityofmadison.com/civil-rights/documents/RESJcomp.docx](http://www.cityofmadison.com/civil-rights/documents/RESJcomp.docx)

Equitable Hiring Tool - [www.cityofmadison.com/civil-rights/documents/RESJEquitableHiringTool.docx](http://www.cityofmadison.com/civil-rights/documents/RESJEquitableHiringTool.docx)

#### Performance Excellence

[www.cityofmadison.com/employeenet/documents/announcements/performance\\_excellence.pdf](http://www.cityofmadison.com/employeenet/documents/announcements/performance_excellence.pdf)

#### Data Resources

Neighborhood Indicators (UW Applied Population Lab and City of Madison): <https://madison.apl.wisc.edu/>

Open Data Portal (City of Madison): <https://data.cityofmadison.com>

Madison Measures (City of Madison): [www.cityofmadison.com/finance/documents/madisonmeasures-2013.pdf](http://www.cityofmadison.com/finance/documents/madisonmeasures-2013.pdf)

Census reporter (US Census Bureau): <http://censusreporter.org/profiles/06000US5502548000-madison-city-dane-county-wi>

MMSD school data Link: - [www.madison.k12.wi.us/school-profiles](http://www.madison.k12.wi.us/school-profiles)