

# 9 Implementation

## 9.1 Implementation Chapter Purpose and Contents

Wisconsin's comprehensive planning law (section 66.1001) requires the preparation of an Implementation Element as part of a nine-element comprehensive plan. The implementation plan needs to include:

*A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs (in the plan).*

This element includes a compilation of regulatory and non-regulatory measures to implement the objectives of this comprehensive plan. The chapter also includes the process for adopting, monitoring, and updating the comprehensive plan.

## 9.2 Citizen Participation Process

The main purpose of the public participation process was to make all citizens of Waushara County aware of the progress of the countywide comprehensive plan and to offer the public opportunities to make suggestions or comments during the process. The plan activities were designed to effectively and efficiently disseminate information and maximize the opportunity for citizen involvement and comment. Public information meetings provided the primary means for the public to openly discuss comprehensive planning issues with local decision makers, county staff, and the hired planning consultant. Formal public hearings were also conducted as part of the plan adoption process to allow public testimony to be made regarding the *Waushara County Comprehensive Plan (Vols. 1 and 2)*. During plan development, every effort was made to ensure that public meetings were held at one or more public locations central and convenient to all citizens of Waushara County.

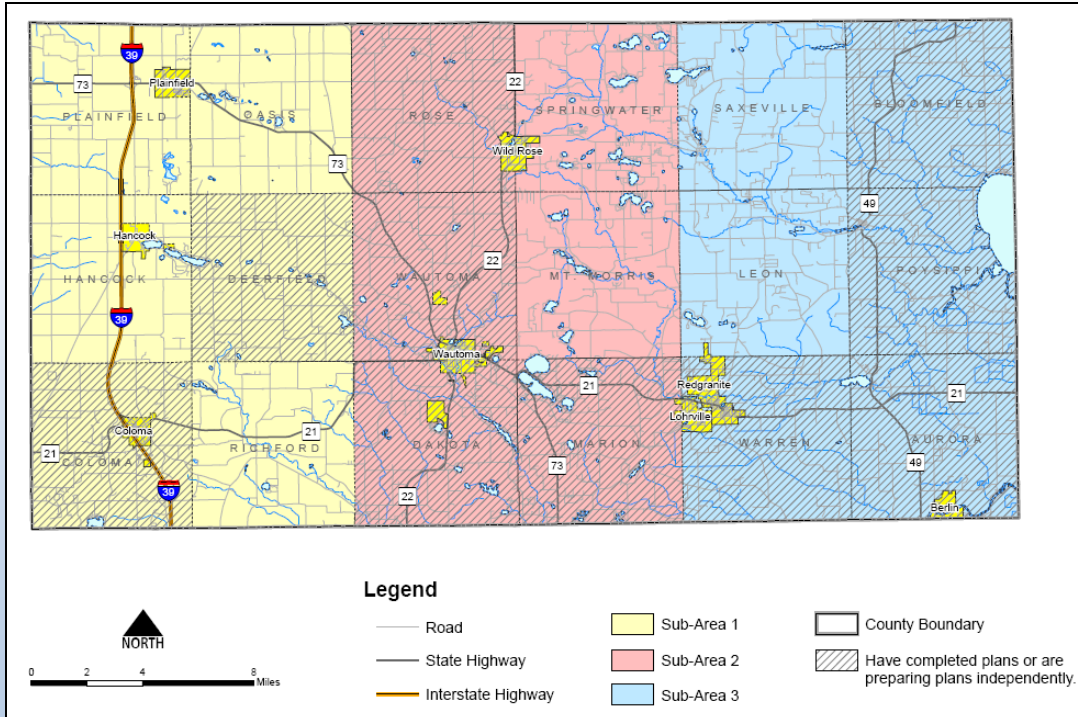
The following is a list of objectives for public participation that Waushara County sought to achieve throughout the development of the *Waushara County Comprehensive Plan*. These same objectives apply for implementation strategies.

- The public has opportunities to provide their input (both formally and informally) to the county, their local Land Use Committee (Plan Commission) and local governing body.
- The public has access to all technical information and any analyses performed throughout the planning process.
- 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.
- This process of public involvement strengthens the Waushara County sense of community.

### 9.2.1 Public Information Meetings

One major undertaking during this process was a series of sub-area meetings throughout the County. Local residents, interested parties, and non-committee members were encouraged to participate as equals and attend county public information meetings throughout the process. This was the primary public participation method for disseminating progress made on the countywide comprehensive plan. These meetings occurred at key benchmarks in the planning process with one meeting held in each sub area (See Figure 9-1). All meeting dates were listed on the Waushara County UW-Extension website and were announced in local media including press releases and public announcements.

Figure 9-1: Waushara County Sub-Areas



The planning process, and public information meetings (PIM), occurred over three phases. A summary of the events and outcomes at each PIM were posted to the website. General descriptions and outcomes from the public information meetings are listed below. (See Appendix B for complete summaries.)

#### PIM #1: September 29, 30 and October 1, 2008

Phase 1 began with a Public Information Meeting in each of the three sub areas. There were two major intentions for the meeting. The first was to convey information about the planning process. The second was to gather information from attendees that would be useful in developing the countywide plan. After a discussion about the planning process, participants discussed preliminary strengths, weaknesses, opportunities, and threats within the county.

#### PIM #2: March 23-25, 2009

At the mid-point of the process, a second Public Meeting Information meeting was held. The purpose of PIM #2 was to report progress on the countywide planning process and to provide a brief summary of completed planning elements. The meeting marked the mid-point of the process with six of the nine elements completed. Each meeting provided the public an opportunity to learn about existing conditions related to each plan element, hear about proposed actions, and to comment on plan content and direction. A presentation was given during the meeting, and followed with a public comment period. Note cards were provided for attendees to record comments. Draft plan elements and sample maps were also available for viewing and discussion.

#### PIM #3: August 31 – September 2, 2009

When all comprehensive plan elements were finalized, a third Public Information Meeting was held in each of the three sub areas. The purpose of PIM #3 was to report progress on the countywide planning

process and to provide an overview of the Waushara County Comprehensive Plan, in draft form, and to review land use maps and implementation schedules. Each meeting provided the public an opportunity to learn about the planning process, see the countywide future land use map and how it was developed, and provided an overview of the action plan containing each plan element. A presentation was given during the meeting, and followed with a public comment period. Note cards were provided for attendees to record comments. Draft plan elements and sample maps were also available for viewing and discussion.

### **9.2.2 Distribution of Draft Copies**

Drafts of the plan were available to the County Land Use Committee for review two weeks prior to each meeting. Drafts were also available electronically on the Waushara County UW-Extension website. Members of the public were encouraged to attend County Land Use Committee meetings where elements were reviewed. Extra copies of comprehensive planning elements were available at the County Land Use Committee meetings. Dissemination of draft and final documents were also distributed per the requirements of the comprehensive planning law.

### **9.2.3 Informational Presentations at Local Organizational Meetings**

UW-Extension was available to speak to local governments on the countywide planning process and other related issues. Members of local organizations and the public were encouraged to read the papers, look for updates on the UW-Extension Waushara County website, and look at draft copies of the plan to stay informed about the comprehensive planning process.

### **9.2.4 Plan Review**

Beyond citizen involvement, other stakeholder groups such as county boards and commissions, county staff, and other public or private entities were included in the development of recommendations to ensure implementation steps are realistic and practical.

The County Land Use Committee was the steering committee that led the development of the countywide plan. This committee included representatives from each municipality in Waushara County. The County Land Use Committee utilized objectives articulated in local plans to review the countywide document. Members of the public were encouraged to attend meetings of the County Land Use Committee. All meetings were noticed in accordance with county protocol.

## **9.3/9.4 Implementation Tools**

Implementation Tools include the rules, policies, and ordinances used to facilitate or control for a desired outcome. Examples include zoning ordinances and official maps, or the availability of certain incentives. Sections 9.3 and 9.4 describe regulatory and non-regulatory measures to control growth and provide effective community management.

## **9.3 Regulatory Measures**

The following regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. Municipal, county, or state authorities officially adopt these regulatory and land use control measures as ordinances or laws. Some of the implementation tools are meant solely for use by municipalities within Waushara County who may or may not choose to utilize these measures at their discretion with or without county assistance.

### **9.3.1 Zoning Ordinance**

Zoning is used to guide and control the use of land and structures on land. In addition, zoning establishes detailed regulations concerning the areas of lots that may be developed, including setbacks and separation for structures, the density of the development, and the height and bulk of building and

other structures. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

Chapter 58 of the Waushara County Code of Ordinances includes zoning standards adopted to provide reasonable standards for buildings and structures, to regulate and restrict lot coverage and population density, and to conserve the value of land and buildings in all of the unincorporated areas of the county.

The code includes districts for open space (O-S), agriculture (A), residential (R), commercial (C), and manufacturing (M). The code also includes a groundwater protection overlay district (GWPOD) to protect municipal water supplies.

Unique aspects of the current code include provisions for a cafeteria-style agricultural zoning district. The general agricultural zone (AG) allows municipalities to choose different minimum lot sizes (example: AG-5 equals five acres minimum acreage). The code also includes two planned residential development zones to enhance flexibility for development. The single-family zone (RS-P) allows planned development for single-family residential uses and requires a minimum 20 percent of the developable area to be dedicated as common open space. The multiple-family zone (RM-P) applies to denser multifamily developments allowing up to 20 dwelling units per buildable acre.

#### Actions:

Continue to routinely update the zoning regulations as necessary to ensure they support the goals and objectives outlined in the County and local comprehensive plans.

#### Commentary

The county should work with municipalities to determine conditions for an expedited approval process in key growth areas. Conditions may include performance standards that exceed adopted regulations concerning traffic impacts, density, noise, light, and setbacks or stabilization of key environmental features on the site. Expedited review is also appropriate for developments that have already been master-planned as part of a public land planning activity. Examples include implementation of a site master plan developed in an open process in coordination with area landowners and municipalities.

This incentive provides a faster method of development review if certain criteria are met (e.g. increased design standards or preservation of unique lands). The process does not circumvent formal review or public comment, but increases the speed with which development proposals are reviewed if developers agree to voluntarily forward a community goal or objective that would not otherwise be required. This may be appropriate in unincorporated areas that have identified “growth areas”. Criteria should be jointly developed by the county and participating unincorporated areas where the standards are meant to apply.

Sample language that has been applied in other counties include the following:

*Proposed development reviewed using the expedited review process shall comply with the following resource protection guidelines:*

- a. *The development is outside buffer zones for wetlands, streams, rivers, ponds, and lakes. This guideline shall not apply to lot line adjustments or development located inside road, utility or railroad rights-of-way or easements that have been previously disturbed and regularly maintained.*
- b. *The development is at least 1,000 feet from known sensitive wildlife areas or sites and known sensitive plants.*
- c. *The development does not disturb the ground or is inside road, utility or railroad rights-of-way or easements or other areas that have been previously disturbed and regularly maintained.*

### 9.3.2 Shoreland Zoning

Waushara County regulates shorelands and floodplains within its jurisdiction. The zoning code controls for water pollution, protects spawning grounds for fish and aquatic life, controls building sites including placement of structures and land uses, and preserves natural shore cover. The shoreland provisions of Chapter 58, Article VI are established to prevent the uncontrolled use of shorelands and pollution of the navigable waters of the county. Standards apply in all unincorporated areas of the county.

#### Actions:

- a. Continue to enforce current rules and regulations.
- b. Review updated state standards to ensure compliance.

#### Commentary

The Department of Natural Resources is updating shoreland development standards for unincorporated areas to improve lake and river protection, provide more flexibility for property owners, and streamline permitting. The current Waushara County regulations comply with revised standards. A general listing of revised state standards is provided below:

- a. Building setbacks and minimum lot sizes stay the same
  - i. Structures must be at least 75 feet from the ordinary high water mark.
  - ii. Minimum lot size would remain 10,000 square feet with 65 feet of frontage for lots served by sanitary sewers and 20,000 square feet and 100 feet of frontage for lots not served by sanitary sewers.
- b. Rules on legal nonconforming structures made clearer and more flexible - Legal nonconforming structures, those built before their counties adopted shoreland standards and now closer to the water than standards allow, could more easily be maintained and repaired. The proposal would:
  - i. Eliminate dollar limits on the maintenance and repair of legal nonconforming structures.
  - ii. Allow some expansion of buildings at least 35 feet from the water if the owner takes offsetting steps like restoring native plants or taking measures to reduce runoff.
  - iii. Set height restrictions for those portions of buildings within the first 75 feet from the water's edge.

### 9.3.3 Official Maps

An official map shows the location of areas where a municipality has identified future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for a future public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

#### Action:

Municipalities adopting an official map must record a certificate showing that the municipality has established an official map with the register of deeds at Waushara County.

### 9.3.4 Sign Regulations

Governments may adopt regulations, such as sign ordinances, to limit height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by establishing standards that assure the provision of signs adequate to meet essential communication needs while safeguarding the rights of the people in the community to a safe, healthful and attractive environment.

The County has sign regulations (Chapter 58, Article V, Division 2) that specify types, sizes, locations, and prohibited characteristics.

Actions:

Continue to utilize and revise current standards.

Commentary:

The purposes of the sign regulations are to balance public and private interests in a manner that recognizes the importance of business advertising, through signs, by acknowledging that signs and their message must be visible and comprehensible in order to provide identification and thus assuring that the intended audience is able to find their way.

**9.3.5 Erosion/Stormwater Control Ordinances**

The purpose of stormwater or erosion control ordinances is to set forth stormwater requirements and criteria which will prevent and control water pollution, diminish the threats to public health, safety, welfare, and aquatic life due to runoff of stormwater from development or redevelopment. Adoption of local ordinances for stormwater do not pre-empt more stringent stormwater management requirements that may be imposed by WPDES Stormwater Permits issued by the Department of Natural Resources.

Generally speaking, erosion control plans are required to be submitted as part of land use regulation controls. For example, the Waushara County subdivision code (Chapter 42, Sec. 42-126) establishes erosion controls during construction activities. The County does not have separate erosion or stormwater control ordinances. However, county building and mechanical codes require erosion control plans as does the Department of Commerce for commercial building projects, and the WDNR for other projects over one acre in size.

Actions:

Sufficient controls are already in place to control for erosion and stormwater in unincorporated areas.

Commentary:

Best Management Practices (BMPs) are encouraged for stormwater management, as opposed to conventional engineering strategies. Typical BMPs include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and maximum impervious surface ratios for development sites.

**9.3.6 Building/Housing Codes**

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

Waushara County has adopted building regulations (Chapter 8) that expand upon the UDC. The County provides inspection and plan examination of commercial buildings with certified commercial building inspectors. The County enforces Chapter 8 in all unincorporated communities (except Warren) and five villages (Coloma, Hancock, Lohrville, Plainfield, Redgranite).

Action:

Continue inspection activities on all one- and two-family dwellings, and commercial buildings/structures.

### 9.3.7 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

Action:

Waushara County requires that builders follow local and state building and mechanical codes.

### 9.3.8 Sanitary Codes

Sanitary codes, which are usually enforced at the county-level, provide local regulation for communities that do not have municipal sanitary service. These codes establish rules for the proper siting, design, installation, maintenance and management of private sewage systems and non-plumbing sanitation systems.

To meet 2008 changes in state legislation (Comm 83.255, Governmental inventory and maintenance program), the County will have to complete an inventory of existing septic systems by 2011. By 2013, all septic systems will need to be a part of a regular inspection program. Developments utilizing private sewage systems are required to obtain a permit and abide by regulations set forth in the Waushara County Private On-Site Wastewater Treatment Systems ordinance (Chapter 54).

Action:

- a. Continue to administer current permitting and approval process.
- b. Continue a septic maintenance program for compliance with Comm 83.255.

Commentary:

In September 2008, the State (Department of Commerce) modified the plumbing code to include a requirement that all counties develop and implement a POWTS program. At minimum, the counties are required to do the following:

1. Complete and maintain an inventory of all POWTS located in the county;
2. Notify owners and service providers of the required state septic system maintenance requirements;
3. Notify owners that are delinquent in submitting maintenance reports and enforce compliance;
4. Provide annual reports to the state summarizing the results of the maintenance program.

The state did not appropriate any funds to support this new code requirement and therefore, the counties are responsible to provide the funding for this program. Some counties are enacting fees established by their County Board of Supervisors to help the county recover most of the costs associated with operating this maintenance program.

### 9.3.9 Land Division/Subdivision Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed land division by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, road design, open space, and other improvements necessary to ensure that new development will be an asset to the community.

Waushara County has a subdivision ordinance (Chapter 42) to control design of new neighborhoods. Many communities discussed the importance of maintaining rural character and were receptive to the idea of conservation design principles. The County ordinance does not contain specific provisions for conservation subdivisions, though the “planned residential unit design” (Sec. 42-87) provides a similar function by allowing for the grouping of lots below the minimum size specified under the zoning classification for the property.

Actions:

- a. Continue to utilize the current ordinance.
- b. Encourage communities that would like to promote conservation subdivision design to enact a local ordinance.

Commentary:

- a. Where municipalities are considering residential subdivision development, encourage the utilization of conservation subdivision design standards. Sec. 42-87 of the County's subdivision regulations allow dwelling units to be grouped on lots below the minimum size required through zoning if certain conditions are met. Local communities that would like to develop a local ordinance to control subdivision design using conservation principals should consider the following requirements in addition to county requirements.
  - i. "Hide" development from main roads through natural vegetation & topography.
  - ii. Provide vegetative buffers between building sites and sensitive environmental areas.
  - iii. Preserve mature trees, vegetation, and other attributes that relate to the site's historical or natural character.
  - iv. Prohibit or limit the placement of homes and buildings on exposed bluffs or ridge lines.
  - v. Create an interconnected network of streets and trails with connections to the larger community.
  - vi. Integrate natural resources into the subdivision design as aesthetic and conservation landscape elements.
  - vii. Restore degraded environmental areas within the subdivisions, such as streams and wetlands.
  - viii. Encourage Best Management Practices (BMPs) for stormwater management, as opposed to conventional engineering strategies. Typical BMPs include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and maximum impervious surface ratios for development sites.
  - ix. Provide wide areas for public access to parks and common open spaces.
  - x. Maximize preservation of common open space in the neighborhood through public dedication and/or private management of open space.

**9.3.10 Site Plan Regulations**

Site plan regulations detail minimum regulations, provisions and requirements for development. The purpose of site plan regulations is to ensure development occurs consistent with municipal values. This tool can help preserve community character, sustain property values and the property tax base, and help realize the objectives of a comprehensive plan.

Waushara County controls siting of structures through subdivision and zoning ordinances. Zoning controls include lot size, height, yard and setback regulations. Subdivision controls require a series of design standards for streets, utility and drainage easements, setbacks, blocks, and lots.

Action:

- a. Utilize existing controls in the zoning and subdivision regulations until additional standards are desired.
- b. Encourage the development of local controls where additional regulation is desired; determine future need for additional county regulations.

Commentary

Some communities control placement of structures utilizing building site ordinances and site plan regulations. These are generally created to encourage sound, creative and innovative design and to ensure that land is used in a manner that is efficient, in harmony with neighboring property and the



environment, that promotes high standards in the design, layout, landscaping and construction of development, and is in accordance with the Comprehensive Plan.

Specific language that municipalities should consider for site plan regulations may include the following:

*A plan of the proposed site development at a scale of one inch equals fifty (50) feet or larger that includes the following elements:*

1. North arrow, scale and date.
2. Proposed streets and easements.
3. Location, types and size of vehicle entrances including fire lanes.
4. All off-street parking, loading and stacking indicating surfacing, size and angle of stalls, width of aisles and the schedule of spaces to serve the proposed development.
5. Location and layout of proposed structures including number of floors, floor area, height, gross density (building square footage per total acres) and net density (building square footage per net acres – total acres minus setback and required conservation area), setback and proposed use of each structure.
6. Proposed grading matched to existing contours and supplemented by finished floor, building and spot elevations, where appropriate.
7. Location, type and height of lighting, fencing, retaining walls and screen planting, where required, and signage.
8. Drainage channels and their direction of flow and stormwater management facilities.
9. Proposed utility connections and location, size and grade of sewer and water lines and plan and profile sheets.
10. Refuse collection and removal areas and their screening from adjacent streets and properties.

### **9.3.11 Historic Preservation / Design Review Ordinances**

Design guidelines are a set of standards that define general parameters to be followed in site and/or building design. Such standards do not prescribe architectural style or exact site layout. In many cases, design guidelines are used to preserve the historic or architectural character of an area. They may also be used to preserve important scenic corridors by requiring development to be integrated into the landscape.

Waushara County does not have a historic preservation ordinance. Some communities that would benefit from design review or historic preservation have adopted local regulations. The Village of Hancock, for example, has adopted local regulations to protect and enhance places with special character. Utilization of these ordinances is particularly important in some “Main Street” communities as historic structures fall into disrepair.

#### Action

Determine the need for increased design characteristics to be applied to non-residential development. The UDC is used to regulate one- and two-family structures and should not be included in these regulations.

#### Commentary

A variety of specific design guidelines are used across the State of Wisconsin. Some apply specifically to structures in historic districts while others concentrate on materials and composition of new structures throughout a community. Essential components of the regulations include determining where standards apply, then detailing specific elements that will be evaluated. Often, these include lighting, parking, ratio of impervious surfaces, screening, and building materials or architectural elements.

- a. Specific language that should be considered when developing design strategies may include the following:

*To successfully shape the County's future, piecemeal regulations must be replaced by overall strategies, guidelines and standards that maintain base values and promote connectivity. Design strategies have been developed to provide for the continuous evolution of urban and rural form consistent with the sense of knowing where one is, the enjoyment in moving through urban/rural environments and providing the opportunity to experience physical and visual variety and diversity throughout the County. Enhancing community edges, landmarks, districts, nodes and paths can strengthen the physical and visual experiences creating this composite image of Waushara County. Design strategies include:*

- a) Recognizing each community in the County as an identifiable and unique place*
- b) Defining corridors that, on the one hand link communities, but on the other create distinctive edges that separate and protect each community's qualities and character*
- c) Promoting interesting juxtapositions that contrast boundaries between distinctly different characteristics of existing neighborhoods*
- d) Identifying and protecting commonly used view points, view paths, natural panoramas and views of major community landmarks*
- e) Protecting, repairing, restoring and interconnecting natural watercourses and associated riparian habitat which serve as a unifying element*
- f) Planning and designing streets and thoroughfares which are visually integrated into the landscape by promoting a distinct sense of district, neighborhood and place*
- g) Preserving natural and built landmarks which create a special or unique community flavor*
- h) Protecting and preserving buildings, structures and established public places which are historically and culturally significant to local communities and County institutions*
- i) Planning and designing new neighborhoods in ways that make them visually distinctive / identifiable and please the senses*

*The Planning & Zoning Committee or the Board of Supervisors may consider variations to the design standards as part of their hearing process. Staff may modify design guidelines during the project review process if alternatives meet the intent or context of the adopted guidelines. However, changes to the guidelines will be noted as part of staff reports to the Hearing Officer, Planning & Zoning Committee or Board of Supervisors.*

- b. A historic preservation ordinance is a voluntary code established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history. The jurisdiction's governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (county, village, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a "certified municipal register of historic property" to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes. Historic property is exempt from property tax under Sec. 70.11(34), Wis. Stats.

#### **9.4 Non-regulatory Measures**

The following non-regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. These measures often exist as policies or as special incentives available to willing participants. For the purposes of this document, "non-regulatory

measures” are meant to encourage a particular practice, but not legislate it. Some of these tools are meant solely for use by municipalities within Waushara County who may or may not choose to utilize these measures at their discretion with or without county assistance.

#### **9.4.1 Capital Improvement Plan**

This is an ongoing financial planning program intended to help implement planning proposals. The program allows counties and local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects that require the expenditure of public funds for the acquisition or construction of a needed physical facility.

A capital improvement plan lists proposed projects according to a schedule of priorities over a short time period. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities over a three-to-five year programming period. Improvements or acquisitions considered a capital improvement include:

- Public buildings (i.e. municipal buildings, fire and police stations)
- Park acquisition and development
- Roads and highways
- Utility construction and wastewater treatment plants
- Joint school and other community development projects
- Fire and EMS protection equipment

A capital improvement plan (CIP) or program is a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the use of public funds. Each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community’s changing needs.

##### *Preparation of a Capital Improvement Program*

The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, various staff, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a comprehensive plan, a planning agency review of the proposed capital improvement program is desirable.

The County has not formalized a Capital Improvement Plan. All working budgets are established for approval by the County Board of Supervisors on an annual basis.

##### Action:

Utilize a multi-year system of funding allocation, such as capital improvement plan, to ensure adequate funding and programming for needed upgrades and repair of capital improvements.

#### **9.4.2 Cooperative Boundary Agreements**

These agreements attempt to facilitate problem solving through citizen involvement, negotiation, mediation, and other cooperative methods. Generally, boundary agreements help both an incorporated community and an unincorporated community forecast future lands for annexation so that infrastructure needs can be forecast and funded. They can also ease contentious relationships.

##### Action:

Waushara County can provide technical assistance to communities interested in developing a cooperative boundary agreement per the direction given by the Planning & Zoning Committee upon

formal request. This assistance may include providing maps or other assistance for the unincorporated area. Any cooperative agreement developed as a result of actions between two municipalities is purely between these entities. Waushara County will not be an arbitrator for these agreements.

Commentary:

Communities involved in the boundary agreement process must submit copies of the draft plan to the county zoning/planning authority and regional planning organization for their comments before they can be formalized. The county will also receive authorizing resolutions from the municipalities involved and should review the proposed boundaries against the adopted Waushara County Future Land Use Map (Exhibit 8-3).

#### **9.4.3 Comprehensive Outdoor Recreation Plan (CORP)**

The Wisconsin Department of Natural Resources (WDNR) requires the preparation of a comprehensive outdoor recreation plan to obtain grants for outdoor recreation projects. These grants can be used for a variety of projects including land acquisition, facilities development, and resource protection and restoration.

The Waushara County Comprehensive Outdoor Recreation Plan discusses longstanding goals and objectives, inventories existing park and recreation needs and opportunities, and presents recommendations and an action program for addressing the system's growth and development. The current plan was adopted in April 2006.

Actions:

- a. Continue to implement and fund objectives identified in the 2006 plan.
- b. Update the document in 2011 to ensure compliance with state standards. Consider recommending expanding facilities development of linear trail systems to increase recreation and transportation options for non-motorized uses.

#### **9.4.4 Farmland Preservation Plan**

The Working Lands Initiative (adopted June 2009) requires counties to adopt a farmland preservation plan. The plan must fulfill several requirements defined in the budget, including incorporating the farmland preservation plan in the comprehensive plan. This includes ensuring consistency between the farmland preservation plan and the comprehensive plan. The County currently has a Farmland Preservation Plan (1981).

Action:

Update the existing Waushara County Farmland Preservation Plan by January 1, 2013 and apply for grants through DATCP to offset the cost of preparing this plan.

#### **9.4.5 Lake Management Plans**

The most recent lake management plans accepted by Waushara County may be used to consider certain actions or in the implementation of zoning and other applicable regulations. The County Board of Adjustments and the County Planning and Zoning Committee may reference the lake management plans when considering zone changes, variances, conditional uses, and suitable mitigation measures. The lake management plans may be reviewed when considering decisions that impact a lake in the county. The lake management plans may be used to determine technical and financial assistance provided by Waushara County.

#### **9.4.6 Non-Regulatory Conservation Programs**

Conservation of Waushara County's agricultural, natural, cultural, and energy resources is a primary focus within several elements of this comprehensive plan. Some of these non-regulatory implementation

tools include new approaches for the management of land, resources, and utilities. The following tools are listed to explain and inform future decision making.

**Purchase of Development Rights or Conservation Easements:** A purchase of development rights (PDR) program is a voluntary preservation program whereby a landowner voluntarily sells or donates his or her rights to develop a parcel of land to a public agency or charitable organization charged with the preservation of farmland or natural areas. The landowner retains all other ownership rights attached to the land, and a conservation easement is placed on the land and recorded in the title. The buyer (often a local unit of government) essentially purchases the right to develop the land and retires that right permanently, thereby assuring that development will not occur on that particular property. In placing such an easement on their farmland or natural area, participating landowners often take the proceeds from the sale of the development rights to invest in their farming operations or retire from the business, allowing another farmer or other user to purchase the land at lower rates devoid of development rights.

**Transfer of Development Rights:** A transfer of development rights (TDR) program is a technique involving the designation of development (receiving) zones and protected (sending) zones for guiding growth away from sensitive resources and toward controlled development centers. This is accomplished by transferring the development rights from one area to another via local law authorization such as a deed restriction or easement.

**Wisconsin Focus on Energy:** Focus on Energy is a public-private partnership offering energy information and services to residential, business and industrial customers throughout Wisconsin. These services are delivered by a group of firms contracted by the Wisconsin Department of Administration's Division of Energy.

Focus on Energy offers several grant programs to support the development of renewable energy. The following types of grants are currently available:

- a) Site Assessments
- b) Feasibility Study Grants
- c) Implementation Grants
  - Solar Hot Water
  - Wind Electric
  - Biomass Combustion
  - Farm Anaerobic Digester

**Action:**

Explore these and other conservation programs as funding, demand, and priorities change over time.

#### 9.4.7 County All-Hazard Mitigation Plan

The County All-Hazard Mitigation Plan is adopted by reference into this comprehensive plan subject to the following limitations:

- The County All-Hazard Mitigation Plan Update is adopted as a reference document to be used by Waushara County as an aid in land use, capital facilities, and public policy discussions, and by members of the public wishing to propose projects, pursue grants for projects, or propose agreements with landholders.
- Non-compliance or inconsistency with the County All-Hazard Mitigation Plan Update shall not be considered noncompliance or an inconsistency with the comprehensive plan; nor may any noncompliance or inconsistency with the County All-Hazards Mitigation Plan be a basis for appeal of any land use or public policy decision made by Waushara County.

## 9.5 Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine elements will be integrated and made consistent with the other elements of the plan. Since the Waushara County completed all planning elements simultaneously, no known inconsistencies exist.

This Comprehensive Plan references previous planning efforts, and details future planning needs. To keep consistency with the Comprehensive Plan, the County should incorporate existing plans as components to the Comprehensive Plan, and adopt all future plans as detailed elements of this Plan.

## 9.6 Plan Adoption, Monitoring, Amendments and Update

### 9.6.1 Plan Adoption

In order to implement this plan it must be formally adopted by ordinance. This action formalizes the plan document as a frame of reference for general development decisions over the next 20 years. Once formally adopted, the plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Specific details for adopting a comprehensive plan can be found in Wisconsin Statutes 66.1001 Section 4. A generalized process is outlined below.

- a. Adopt a Public Participation Plan.
- b. Plan Commission must recommend (with official Resolution by majority vote) the Plan to the governing body (County/County Board, City Council). Notice this meeting the same as any other Plan Commission meeting.
- c. After Plan Commission approval, mail draft Plan copies to statutory list (RPC, County, DOA, adjacent governmental units, local library).
- d. Publish Class 1 Notice at least 30-days prior to Public Hearing. *Jurisdictions that contain nonmetallic mineral extraction operations must mail written notice of the Public Hearing to the operator of the nonmetallic mineral extraction site. 66.1001 (4)(e)*
- e. Approval by Board/Council (with Ordinance by majority vote of members elect) after Public Hearing. *The Public Hearing may take place at the regular Board/Council meeting, or be held separately on a different date.*
- f. Mail final Plan copies to statutory list (c.).

### 9.6.2 Plan Use and Evaluation

Waushara County will base all of its land use decisions against this plan's goals, objectives, policies, and recommendations including decisions on private development proposals, public investments, regulations, incentives, and other actions.

Although this plan has described policies and actions for future implementation, it is impossible to predict the exact future condition of the County. As such, the goals, objectives, and actions should be monitored on a regular basis to maintain concurrence with changing conditions.

The plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the County Board of Supervisors, Planning & Zoning Committee, Land & Water Education Committee, and any other decision-making body that may be affected by the policies of this plan should periodically review the plan and identify areas that might need to be updated. The evaluation should consist of reviewing actions taken to implement the plan's vision, its goals and objectives.

### 9.6.3 Plan Amendments

The Waushara County Comprehensive Plan may be amended at any time by the County Board following the same process to amend the plan as it originally followed when it was initially adopted regardless of how minor the amendment or change is.

To keep current with municipal actions, Waushara County will update the Waushara County Future Land Use Map (Exhibit 8-3) annually, or as needed. Municipalities amending or updating their local comprehensive plan should inform the county about these decisions and submit appropriate documentation to ensure consistency between the local and county plans. The following criteria will be considered before amending the Waushara County Future Land Use Map:

- a. The change is consistent with the goals and objectives or other elements of the county and local comprehensive plan.
- b. The change does not create an adverse impact on public facilities and services that cannot be mitigated. Public facilities and services include roads, sewers, water supply, drainage, schools, police, fire and parks.
- c. Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- d. The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- e. The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- f. The change corrects an error made in the original plan.
- g. There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- h. The change helps the County implement its overall goals.
- i. The change does not adversely impact any historical or culturally significant structures or properties unless mitigated through relocation, commemoration or dedication.
- j. The amendment is in compliance with Wisconsin state laws.

Additional amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the plan's maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity.

The Waushara County Land Use Committee (assembled through UW-Extension Waushara County) should reconvene annually, or as needed after the initial adoption of the *Waushara County Comprehensive Plan* to review the comprehensive plan and suggest any amendments to the Waushara County Board. The meeting should be set after unincorporated communities have had their annual meeting and have had the opportunity to review their local comprehensive plans. Review of the countywide plan should include the following steps:

1. Solicit recommendations for amendments from the general public, using procedures described in the *Public Participation Plan*;
2. Review annual reports on the comprehensive plan, generated when updates to the Future Land Use Map are made;
3. Review goals and objectives to ensure they are still relevant and reflect current community desires;
4. Review policies, programs, and implementation strategies to eliminate completed tasks and identify new approaches if appropriate;
5. Update Action Plan, as needed.

#### **9.6.4 Plan Update**

According to the State Comprehensive Planning Law this Plan must be updated at least once every ten years. If the evaluation and amendment process outlined above takes place, it is likely these periodic amendments will keep the plan current.

**9.6.5 Enactment and Severability**

Upon enactment of this plan, all zoning recommendations and subdivision regulation decisions shall be consistent with this plan. The provisions of this plan shall be deemed severable, and it is expressly declared that the County Board would have passed the other provisions of this plan irrespective of whether or not one or more provisions may be declared invalid. If any provision of this plan or the application thereof to any person or circumstances is held invalid, the remainder of the plan and the application of such provisions to other persons or circumstances shall not be affected thereby.



## 9.7 Ten-Year Action Plan

This 10-Year Action Plan provides a summary list and work schedule of short-term actions that the County may complete as part of the implementation of the Comprehensive Plan. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Waushara, County Committees, County staff, and local/state agencies. The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the County.

Table 9.1 includes an action identified for a specific element of the plan followed by columns identifying who is involved in implementing the action, when the action may be completed, and a reference for where in the plan document (Elements 1-9) the specific action is discussed in more detail.

<b>Table 9.1: Action Plan</b>			
<b>Action</b>	<b>Who is involved?</b>	<b>Schedule</b>	<b>Reference</b>
<b>Housing</b>			
Encourage development of a variety of housing types to meet the needs of all age groups, income levels, special needs populations, and cultural heritages	CAP Services, UWEX, UMOS, WHEDA, Waushara County Health Dept, Waushara County Dept. of Human Services	Ongoing	Goal 2.1
<b>Action</b>			
Explore opportunities for financial assistance to homeowners with properties in need of building code compliance and construction updating	Waushara County Health Dept, CAP Services, USDA	Ongoing	2.2.4
Encourage incorporated communities to provide incentives for senior housing	Waushara County Economic Development Corporation, CAP Services	2010	2.1.3
<b>Transportation</b>			
Continue or increase services and infrastructure projects to support growth in the air industry	Wautoma Municipal Airport, Waushara County Board	Ongoing	Goal 3.1
Preserve local access to the state highway system	WisDOT, Waushara County Highway Dept., Waushara County Board	Ongoing	Goal 3.2
Install a park and ride lot near the STH 21 and STH 49 intersection and along the I-39 corridor	WisDOT, Waushara County Highway Dept.	Ongoing	3.3.6
Encourage all levels of government to utilize a formal capital improvements program (CIP)	Waushara County Board	2010	3.4.9, 9.4.1
Increase regional coordination for public transportation to enhance mobility for all populations (elderly, special needs, low income, etc.)	Waushara County Aging & Disability Resource Center, ECWRPC	2012	Goal 3.3

<b>Action</b>	<b>Who is involved?</b>	<b>Schedule</b>	<b>Reference</b>
Promote and enhance the countywide bike route network by developing a facilities implementation plan	WisDOT, Waushara County Highway Dept., Parks/Recreation/Solid Waste Dept.	2015	Goal 3.5
<b>Community Facilities and Utilities</b>			
Continue to monitor county facilities needs as appropriate	Waushara County Board	Ongoing	Table 4.2, 4.1.2
Implement and update the Comprehensive Outdoor Recreation Plan	Waushara County Parks/Recreation/Solid Waste Dept.	Ongoing, 2011	4.2.9, 9.4.3
Complete inventory of private onsite wastewater treatment systems	Waushara County Land Conservation & Zoning Dept.	2011	4.1.4, 9.3.8
<b>Agricultural, Natural, and Cultural Resources</b>			
Implement actions from the Land and Water Resource Management Plan (2006)	Waushara County Land Conservation & Zoning Dept.	Ongoing	5.1.1
Develop countywide lake management plan	Waushara County Land Conservation & Zoning Dept.	2010	9.4.5
Update the Farmland Preservation Plan	Waushara County Land Conservation & Zoning Dept.	2013	5.3.3, 9.4.4
<b>Economic Development</b>			
Support the Waushara County Economic Development Corporation and the Tri County Regional Economic Development Corporation	Waushara County Board, Waushara Area Chamber of Commerce	Ongoing	6.1.1
Support the creation of small and “home-based” businesses	Waushara Area Chamber of Commerce	Ongoing	6.1.6
Promote new commercial or industrial development in any of the seven industrial parks located within Waushara County	Waushara County Board, Waushara County Economic Development Corporation	Ongoing	Goal 6.4
Promote niche crop development using organic or sustainable practices	UW-Extension Waushara County	Ongoing	6.2.3
Educate landowners and community members on the land preservation tools	UW-Extension Waushara County	Ongoing	6.2.7
<b>Intergovernmental Cooperation</b>			
Encourage municipalities to create joint committees to identify areas of mutual benefit including cooperative agreements or shared facilities/services	Waushara County Board, UW-Extension Waushara County	2010	7.1.1

Action	Who is involved?	Schedule	Reference
Pool resources for local food banks and senior programming, including Meals on Wheels, to continue to operate throughout the County	Waushara County Board, Waushara County Aging & Disability Resource Center	2010	7.1.7
Assist in the development of Cooperative Boundary Agreements: <ol style="list-style-type: none"> <li>1. V. Redgranite, V. Lohrville, Leon, Mount Morris, Marion, Warren</li> <li>2. C. Wautoma, Dakota, T. Wautoma, Mount Morris, Marion</li> <li>3. Wild Rose, Springwater, Rose</li> <li>4. V. Plainfield, T. Plainfield, Oasis</li> <li>5. V. Coloma, T. Coloma</li> <li>6. V. Hancock, T. Hancock</li> <li>7. C. Berlin, Aurora</li> </ol>	UWEX, ECWRPC	As Needed	7.5(G), 9.4.2
<b>Land Use</b>			
Continue to utilize and revise sign regulations	Planning & Zoning Committee, Waushara County Land Conservation & Zoning Dept.	Ongoing	8.2.4, 9.3.4
Review updated state standards on shoreland zoning to ensure compliance	Planning & Zoning Committee, Waushara County Land Conservation & Zoning Dept.	2010	9.3.2
Work with municipalities to determine conditions for an expedited approval process in key growth areas	Planning & Zoning Committee, Waushara County Land Conservation & Zoning Dept.	2014	8.3.1, 9.3.1