

CHAPTER 4 – IMPLEMENTATION

The implementation chapter provides a compilation of the local actions necessary to achieve the goals and objectives of this comprehensive plan. Each action is accompanied by a suggested timeline for completion, and a consolidated list of actions appears in Appendix B. It also describes the implementation tools available to the community, including an assessment of current use and future intention to make use of those tools. This chapter addresses the issue of consistency, including how this plan is consistent with existing policies that affect the Village and how local decisions must be consistent with this plan. Finally, this chapter describes the process for reviewing implementation progress and amending the plan in future years.

4.1 ACTIONS BY ELEMENT

The following actions are intended to realize and reinforce the goals, objectives, and policies described in Chapter 2. Whereas policies are decision-making rules to determine how the Village will react to events, these actions require proactive effort. It should be noted that some of the actions may require considerable cooperation with others, including the citizens of Plainfield, local civic and business associations, neighboring municipalities, Waushara County, and State agencies.

Timelines:

Short Term: *This indicates that action should be taken in the next 5 years (highest priority).*

Mid Term: *This indicates that action should be taken in the next 10 years (medium priority).*

Long Term: *This indicates that action should be taken in the next 20 years (low priority).*

4.1.1 Housing Actions

1. Establish an award program to recognize exceptional exterior building and landscaping improvements

Existing village ordinances regulate property maintenance, though they are seldom enforced because neighbors are often reluctant to file complaints. The Village will consider creation of a simple program that rewards excellent exterior improvements and maintenance each year.

(Mid Term)

2. Build an assisted living/nursing home in the next five years.

Work with Wild Rose and Berlin hospitals to locate and build an assisted living/nursing home within the Village of Plainfield. *(Short term)*

4.1.2 Transportation Actions

1. Continue to schedule and budget for street maintenance with a Capital Improvement Plan.

Street repairs should be included in a 5-year Capital Improvement Plan (CIP). This plan should be updated each year as part of the annual budgeting process. *(Annual)*

2. Promote transit service alternatives.

Collect information from Waushara County programs and private vendors that offer alternative transportation options for Village residents, and make this information available at Village Hall. *(Continual)*

4.1.3 Agriculture, Natural, and Cultural Resource Actions

1. Adopt Waushara County's Floodplain Zoning Ordinance.

Section 87.30, Wisconsin Statutes, requires that each county, city, and village zone, by ordinance, all lands subject to flooding. Based on the current FEMA map, there is no land within the Village limits that is within the floodplain; however, there is over 148 acres of floodplain within the Planning Area. Prior to annexation of these lands, the Village shall adopt the County's Floodplain Zoning Ordinance. *(Mid Term)*

4.1.4 Utilities and Community Facilities Actions

1. Conduct a Park and Recreation Facilities Needs Assessment Study.

The Village currently has sufficient park land to meet local recreation needs, but improvements to those lands may be warranted, especially as additional development is proposed. Wisconsin Statute 236.45, as amended in 2008, allows the Village to require the dedication of park land or payment of a fee in lieu of land, but it also requires that the cost to the developer have a rational relationship to the need resulting from the development. A Park and Recreation Facility Needs Assessment Study will best enable the Village to plan future park improvements and will provide a defensible rationale for any fees charged to new development. *(Short Term)*

2. Conduct a Long Range Facilities Needs Study.

Conduct a long-range facilities needs study to assess the need for new or expanded Village facilities, including: administrative, emergency, library, and senior facilities. *(Mid Term)*

3. Create and Maintain a Capital Improvement Plan.

Adopt a Capital Improvement Plan (CIP) to provide a strategic framework for making prioritized short-term investments in the community's infrastructure, such as sewer, road, water, and park improvements. The CIP should establish a 5-year schedule identifying projects and costs for each year. The CIP should be updated annually for the next 5-year period. *(Short term, Continual)*

4.1.5 Economic Development Actions

1. Prepare a Downtown Revitalization Plan with assistance from the Community Development Block Grant (CDBG) Planning Program.

CDBG offers up to \$25,000 of grant funding assistance for planning studies to physically improve downtown business districts and address blight conditions. The Village will seek such assistance to study the downtown area in greater detail. This study should identify specific redevelopment opportunities, provide concepts for the use and design of new development, and offer specific implementation strategies. *(Short Term)*

4.1.6 Intergovernmental Cooperation Actions

1. **Coordinate Growth Plans with the Town of Plainfield, Town of Oasis, and Waushara County.**
Prior to the adoption of this Plan, and for subsequent updates, request comments from the officials from the Town of Oasis, Town of Plainfield, and Waushara County. *(Continual)*
2. **Seek input from the Tri-County School District whenever new residential neighborhoods are proposed.**
The Future Land Use Plan supports the creation of new residential neighborhoods and population growth. Planning for these new neighborhoods should include discussion with officials from the Tri-County School District concerning the need to provide or update school facilities to support these developments. The Village should request and receive comments from Tri-County School District officials before approving new development. *(Continual)*

4.1.7 Land Use Actions

This plan provides guidance for land use and zoning changes. Beginning January 1, 2010, zoning changes and land division decisions must be consistent with the Comprehensive Plan. This Plan provides a number of policies and actions which support Neighborhood design and Conservation Subdivision design. The Village should review all existing ordinances for consistency with the policies of this Plan, including zoning, land division, subdivision, site, building, and landscaping regulations.

1. **Review and consider amendments to the Village Zoning Ordinance to establish consistency with this plan, including consideration of recommendations in Chapter 3 – Future Land Use.** *(Short Term)*
2. **Review and consider amendments to the Village Subdivision Ordinance for consistency with this plan, especially parkland dedication procedures and conservation subdivision options.** *(Short Term)*
3. **Establish and adopt design guidelines or standards to regulate the character of new development.**
The Village's small-town character will be threatened as new development occurs, including that development envisioned in this plan. To protect this character the Village will consider the adoption of one or more zoning overlay districts to guide the design of new development. The Community Design Principle established in this plan (Section 2.8) should form the basis of such standards. *(Mid Term)*

4.1.8 Implementation and Plan Amendment Actions

1. **Hold one annual joint comprehensive plan review meeting with the Village Board and Plan Commission.**
In this meeting the Village should review progress in implementing the actions of the Plan, establish new deadlines and responsibilities for new or unfinished actions, and identify any potential plan amendments. See Sections 4.4 and 4.6 for more information about reviewing and amending this plan. *(Annual)*

2. Update this Comprehensive Plan at least once every ten years, per the requirements of the State comprehensive planning law.

State statute requires a complete update of this plan at least once every ten years. Updates after less than 10 years may be appropriate due to the release of new Census or mapping data, or because of major changes in the community not anticipated by the current plan. (*Mid Term*)

4.2 IMPLEMENTATION TOOLS

Local codes and ordinances are an important means of implementing the policies of a comprehensive plan. The zoning ordinance and subdivision regulations comprise the principal regulatory devices used to protect existing development and guide future growth as prescribed by the comprehensive plan. The Village Board is responsible for amending and adopting these local ordinances.

4.2.1 Zoning Ordinance

Zoning is used to regulate the use of land and the design and placement of structures. A zoning ordinance establishes how lots may be developed, including setbacks and separation for structures, the height and bulk of those structures, and density. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by setting standards for individual uses. It is also one of the important legal tools that a community can use to control development and growth.

- Zoning is controlled through the Village of Plainfield Zoning Code. The Village intends to use this plan along with the Village's Zoning Ordinance to guide future development.

4.2.2 Official Maps

An official map shows areas identified as necessary for 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 future dedication for a 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.

- The Village does not currently utilize an official map as authorized to do so by state statute (*65 ILCS 5 / Art. 11 Div. 12*), but may create one within the next 10-20 years.

4.2.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the 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 ensuring that signs do not compromise the rights of Village residents to a safe, healthful and attractive environment.

- The Village does not have a sign ordinance. Sign requirements are regulated under the Village's Zoning Code. This Plan includes several policies relating to sign development and the Village of Plainfield should work to make sure they are addressed during development review.

4.2.4 Erosion/Stormwater Control Ordinances

The purpose of stormwater or erosion control ordinances is to establish rules that will prevent or reduce water pollution caused by the development or redevelopment of land. Local stormwater ordinances may be adopted to supplement existing Waushara County and Wisconsin Department of Natural Resources permit requirements.

- The Village does not have an erosion or stormwater control ordinance, and does not have plans to create one.

4.2.5 Historic Preservation Ordinances

An historic preservation ordinance is 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 (city, 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.

- The Village does not have an historic preservation ordinance and does not have plans to adopt one.

4.2.6 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations requiring site plans prepared by an engineer, surveyor, or architect. Site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping and Lighting, and Building Elevations.

- The Village does not have site plan regulation and does not have plans to adopt one.

4.3.7 Design Review Ordinances

Design Review Ordinances are used to protect the character of a community by regulating aesthetic design issues. They include guidelines that can address a wide range of building and site design criteria, and they are typically implemented by a design review committee that reviews all proposed development within a designated area for consistency with the guidelines. Areas designated for application of a design review ordinance are called overlay districts, and they do not change the underlying zoning regulations.

- The Village does not have a design review ordinance, and it does not intend to create one. However, the Village has established specific site and design principals as established in Section 2.8 of this plan.

4.2.8 Building Codes and 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. Municipal or county building inspectors who must be state-certified primarily enforce the UDC. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just 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.

- The Village requires adherence to the Uniform Dwelling Code, including building permit and inspection requirements.

4.2.9 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.

- The Village requires adherence to all state mechanical codes.

4.2.10 Sanitary Codes

The Wisconsin Sanitary Code (WSC), which is usually enforced by a county, provides local regulation for communities that do not have municipal sanitary service. The WSC establishes rules for the proper siting, design, installation, inspection and management of private sewage systems and non-plumbing sanitation systems.

- The Village requires adherence to the Wisconsin Sanitary Code and Waushara County Sanitary Code.

4.2.11 Renewable Energy Ordinances

Renewable energy ordinances can be established to oversee the permitting of renewable energy systems (wind, solar, bio-fuels) to preserve and protect public health and safety without significantly increasing the cost or decreasing the efficiency of a renewable energy system.

- The Village does not have a renewable energy ordinance, but this Plan includes policies that seek to encourage renewable energy sources throughout the community.

4.2.12 Land Division and 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 subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design open space, other improvements necessary to ensure that new development will be an asset to the Village. The Village Board makes the final decisions on the content of the land division ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.

- The division of land in the Village is governed by the *Wisconsin Statutes*, the Village's *Subdivision Regulations*, and within 1.5 miles of the Village of Plainfield, by the City's extraterritorial plat review authority. This Plan includes recommendations to create subdivisions in the future using conservation subdivision design principles.

4.3 PLAN ADOPTION AND AMENDMENT PROCEDURES

The procedures for comprehensive plan adoption or amendment are established by Wisconsin's Comprehensive Planning Law (66.1001, Stats.). This comprehensive plan and any future amendments must be adopted by the Village Board in the form of an adoption ordinance approved by a majority vote. Two important steps must occur before the Village Board may adopt or amend the plan: the Plan Commission must recommend adoption and the Village must hold an official public hearing.

Plan Commission Recommendation

The Plan Commission recommends adoption or amendment by passing a resolution that very briefly summarizes the plan and its various components. The resolution should also reference the reasons for creating plan and the public involvement process used during the planning process. The resolution must pass by a majority vote of the Commission, and the approved resolution should be included in the adopted plan document

Public Hearing

Prior to adopting the Plan, the Village (either Village Board or Plan Commission) must hold at least one public hearing to discuss the proposed plan. At least 30 days prior to the hearing a Class 1 notice must be published that contains, at minimum, the following:

- The date, time and location of the hearing,
- A summary of the proposed plan or plan amendment,
- The local government staff who may be contacted for additional information,
- Where to inspect and how to obtain a copy of the proposed plan or amendment before the hearing.

The notice should also provide a method for submitting written comments, and those comments should be read or summarized at the public hearing.

Draft Distribution and Public Hearing Notifications

The Village is required to provide direct notice of the public hearing to any owner, leaseholder or operator of a nonmetallic mineral deposit (i.e. a gravel pit). The Village should send a copy of the public hearing notice at least 30 days prior to the hearing to any known mining operations in the Village and to anyone that has submitted a written request for such notification.

The Village is also required to maintain a list of any individuals who request, in writing, notification of the proposed comprehensive plan. Each such individual must be sent a notice of the public hearing and a copy of the plan at least 30 days prior to the public hearing. The Village may charge a fee equal to the cost of providing such notice and copy.

Finally, the Village should send the notice and a copy of the proposed plan to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Village, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Village.
3. The regional planning commission in which the Village is located.
4. The public library that serves the area in which the Village is located.

These draft distributions are not required by statute prior to adoption, but are strongly recommended as a matter of courtesy and good planning practice. The Village should coordinate directly with the public library to make a hard copy of the proposed plan available for viewing by any interested party.

Plan Adoption/Amendment

This plan and any future amendments become official Village policy when the Village Board passes, by a majority vote of all elected members, an adoption ordinance. The Board may choose to revise the plan after it has been recommended by the Plan Commission and after the public hearing. It is not a legal requirement to consult with the Plan Commission on such changes prior to adoption, but, depending on the significance of the revision, such consultation may be advisable.

Adopted Plan Distribution

Following final adoption of this plan, and again following any amendments to the plan, a copy of the plan or amendment must be sent to each of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the Village, including any school district, sanitary district, or other special district.
2. The clerk of every town, city, village, and county that borders the Village.
3. The regional planning commission in which the Village is located.
4. The public library that serves the area in which the Village is located.
5. The Comprehensive Planning Program at the Department of Administration.

4.4 CONSISTENCY AMONG PLAN ELEMENTS

Once formally adopted, the Plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Per the requirements of Wisconsin's Comprehensive Planning Law, beginning on January 1, 2010 if the Village of Plainfield engages in any of the actions listed below, those actions will be consistent with its comprehensive plan:

- Official mapping established or amended under s. 62.23 (6)
- Local subdivision regulations under s. 236.45 or 236.46
- County zoning ordinances enacted or amended under s. 62.23 (7)
- Village or city zoning ordinances enacted or amended under s. 60.61, 60.62, 60.23 (7)
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351 or 62.231

An action will be deemed consistent if:

1. It furthers, or at least does not interfere with, the goals, objectives, and policies of this plan,
2. It is compatible with the proposed future land uses and densities/intensities contained in this plan,

3. It carries out, as applicable, any specific proposals for community facilities, including transportation facilities, other specific public actions, or actions proposed by nonprofit and for-profit organizations that are contained in the plan.

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. Prior to adoption of the plan the Village of Plainfield reviewed, updated, and completed all elements of this plan together, and no inconsistencies were found.

Inconsistencies with the 2009 Waushara County Comprehensive Plan (adoption pending)

Waushara County is currently developing their Comprehensive Plan. The policies of this Plan encourage continued cooperation with Waushara County.

Inconsistencies with Towns of Oasis and Plainfield Planning

Currently both towns do not have Comprehensive Plans. The policies of this Plan encourage cooperation with the surrounding towns to jointly plan boundary areas and coordinate their long-term growth plans with the Village Comprehensive Plan.

4.5 PLAN MONITORING, AMENDING, & UPDATING

Although this Plan is intended to guide decisions and action by the Village over a 20-year period, it is impossible to predict future conditions in the Village. Amendments may be appropriate following original adoption, particularly if emerging issues or trends render aspects of the plan irrelevant or inappropriate. To monitor consistency with the Comprehensive Plan the Village will review its content prior to any important decisions, especially those that will affect land use. From time to time the Village may be faced with an opportunity, such as a development proposal, that does not fit the plan but is widely viewed to be appropriate for the Village. Should the Village wish to approve such an opportunity, it must first amend the plan so that the decision is consistent with the plan. Such amendments should be carefully considered and should not become the standard response to proposals that do not fit the plan. Frequent amendments to meet individual development proposals threaten the integrity of the plan and the planning process and should be avoided.

Any change to the plan text or maps constitutes an amendment to the plan and must follow the adoption/amendment process described in Section 4.4. Amendments may be proposed by either the Village Board or the Plan Commission, and each will need to approve the change per the statutory process. Amendments may be made at any time using this process, however in most cases the Village should not amend the plan more than once per year. A common and recommended approach is to establish a consistent annual schedule for consideration of amendments. This process can begin with a joint meeting of the Plan Commission and Village Board (January), followed by Plan Commission recommendation (February), then the 30-day public notice procedures leading to a public hearing and vote on adoption by Village Board (March or April).

As indicated in Section 4.2, some of the aspects of this plan require proactive action by the Village. A working action plan should be maintained on an annual basis, starting with the actions in Section 4.2 and evolving over time. Completed actions should be celebrated and removed, while those actions not yet carried out should be given new deadlines (if appropriate) and assigned to specific individuals, boards or committees for completion per the new schedule. If the updated action plan is consistent with the goals, objectives, and policies of the comprehensive plan, updating the action

plan should not require an amendment to the plan and can be approved simply by Village Board resolution.

Wisconsin's comprehensive planning statute (66.1001) requires that this plan be updated at least once every 10 years. Unlike an amendment, the plan update is a major re-write of the plan document and supporting maps. The purpose of the update is to incorporate new data and ensure that the plan remains relevant to current conditions and decisions. The availability of new Census or mapping data and/or a series of significant changes in the community may justify an update after less than 10 years. Frequent requests for amendments to the plan should signal the need for a comprehensive update.

4.6 SEVERABILITY

If any provision of this Comprehensive Plan will be found to be invalid or unconstitutional, or if the application of this Comprehensive Plan to any person or circumstances is found to be invalid or unconstitutional, such invalidity or unconstitutionality will not affect the other provisions or applications of this Comprehensive Plan, which can be given effect without the invalid or unconstitutional provision or application.