NORTH CENTRAL WISCONSIN REGIONAL PLANNING COMMISSION

IMPLEMENTATION RECOMMENDATIONS ELEMENT
This is the ninth, and final element of the Regional Comprehensive Plan. This element is based on the statutory requirement for a “compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in all earlier elements.

The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the progress toward achieving all aspects of the comprehensive plan. The element shall also address the process for updating the comprehensive plan.”

I. BACKGROUND:

As an advisory organization, the NCWRPC will suggest the recommendations of this Regional Comprehensive Plan to the best of its ability. As the Region’s many local units of government develop and update their plans, hopefully, they embrace the goals, objectives and recommendations of the RCP.

A. Plan Adoption

The North Central Wisconsin Regional Planning Commission has followed the process as outlined in the State’s comprehensive planning statute, section 66.1001(4) for plan adoption and statute 66.0309(10). See Resolution 2003-5 in Addendum.

B. Implementation

1. Regional

The first step towards implementation is adoption. Although the NCWRPC has no formal authority, it can undertake numerous activities to assist towards the implementation of the Regional Comprehensive Plan. Table 1 through table 7 provides a list of all of the recommendations developed in the previous elements.

Assistance towards implementation will be incorporated into the NCWRPC’s annual work plan. Generally, assistance would be provided through local plan development.

2. Local Level

As local units of governments develop their own comprehensive plans, it is recommended that they review and incorporate the goals, objectives and recommendations developed through the Regional Comprehensive Planning process. Local units have the authority to implement comprehensive plans. On January 1, 2010, any program or action that affects land use will have to be consistent with locally adopted
comprehensive plans, including zoning and subdivision ordinances, annexation, and transportation improvements. A variety of local tools are available to implement a plan, but zoning is the most common tools. Those local units that have zoning are displayed in Map 1.

Local units must have their own locally prepared comprehensive plan to implement. Ideally, the Regional Comprehensive Plan is used as an example and many of the goals, objectives and recommendations presented there are incorporated at the local level.

C. Plan Monitoring, Amendments, and Update

The North Central Wisconsin Regional Planning Commission will regularly evaluate its progress towards achieving the goals of the Regional Comprehensive Plan, as well as the level of incorporation at that local level. The NCWRPC’s annual work program will also be evaluated and modified, if needed, to achieve implementation.

This section suggests recommended criteria and procedures for monitoring, amending, and updating the Regional Comprehensive Plan. The North Central Wisconsin Regional Planning Commission will also monitor State law for any changes that may clarify the amendment process.

1. Plan Monitoring

The North Central Wisconsin Regional Planning Commission will annually evaluate the goals, objectives and recommendations included within this Regional Comprehensive Plan.

2. Plan Amendments

Amendments may be appropriate in the years following initial Plan adoption, particularly in instances where the Regional Comprehensive Plan contradicts emerging policies or trends. “Amendments” are generally defined as minor changes to the Plan maps or text. With local government involvement, the Regional Comprehensive Plan should be specifically evaluated for potential amendments. Frequent amendments to accommodate specific development proposals should be avoided, or else the Regional Comprehensive Plan will become meaningless.

3. Plan Update

The comprehensive planning law requires that a Comprehensive Plan be updated at least once every ten years. An update results from revisiting the entire plan document. As opposed to an amendment, an update is often a substantial rewrite of the plan document and maps.

The NCWRPC will complete a plan update on a ten-year cycle. This will be timed to follow the release of the U.S. Census data.

D. Consistency Among Plan Elements

The State comprehensive planning statute requires that the implementation element describe how each of the elements of the Comprehensive Plan shall be integrated and made consistent with the other elements of the comprehensive Plan. Because the various elements of the Regional Comprehensive Plan were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this Plan.

Actual or potential inconsistencies between various plans of the counties, towns, cities, and villages are addressed in the Intergovernmental Cooperation Element. Over time, the Regional Comprehensive Plan recommends that more detailed local level plans be prepared or updated.
DISPLAY 1:

Regional Comprehensive Plan
Natural, Agricultural, and Cultural Resources Element Recommendations:

1. Encourage local units of government to develop or update outdoor recreation plans to identify public park and recreational needs.
2. Encourage local units of government to identify and support the protection of sensitive wildlife habitat.
3. Encourage lake districts, local units of government and land trusts to promote shoreline preservation and restoration on both lake and stream/river systems.
4. Encourage lake or river protection plans on a regional scale. Utilize grants from the WDNR and other sources to fund protection and restoration projects on Wisconsin waters.
5. Local units of government may wish to repair, reconstruct, or remove old dams that do not remain viable and do not serve a useful purpose.
6. Encourage counties that do not have lake classification plans to develop and adopt one to provide additional resource protection.
7. Educate public officials and the general public on the importance of wetland to water resources.
8. Identify open space acquisition opportunities to protect important wetlands, or provide buffers around them.
9. Encourage local units of government to identify and maintain the habitats of animals, plants, and natural communities of special concern, endangered, or threatened in the Wisconsin Natural Heritage Inventory (NHI) in their area.
10. Encourage large blocks of habitat to be maintained whenever possible.
11. Promote clean energy sources in the Region.
12. Implement and enforce written erosion and sediment control plans for construction and post-construction sites along with transportation projects that are one acre or more.
13. Encourage local units of government to accurately map the location and size of non-metallic mines within their jurisdiction.
14. Encourage local units of government that contain deposit sites to develop a policy with respect to mining.
15. Local units of government may update and refine floodplain analysis and accurately map floodplains on large-scale topographic maps using digital technology.
16. Educate the public about the risks of developing in floodplains.
17. Those communities that are not in the National Flood Insurance Program (NFIP) that do have some flood risks may with to establish a community flood mitigation program and join the NFIP.
18. Counties continue to update and implement county forest plans.
19. Promote property owner enrollment in the State's Managed Forest Land (MFL) program to minimize forest fragmentation while preserving wildlife habitat and environmentally sensitive areas.
20. Discourage forest fragmentation with a mix of incentives and education, recognizing local regulations.

22. Local units of government within the Region may work together to encourage greater involvement with land trusts to accomplish preservation objectives.

23. Local units of government may seek funding from the State Stewardship grant program or other sources to assist in the purchase of property/easements for forestland.

24. Local units of government that wish to continue participating in the Farmland Preservation Program (FPP) may include an updated agricultural preservation plan in their comprehensive plan.

25. Local units of government may rezone to Exclusive Agricultural Zoning district as per their farmland preservation plan.

26. Consider the Purchase of Agricultural Conservation Easements (PACE), which transfers the rights to develop the parcel to another entity while the landowner retains the rights to farm the property.

27. Local units of government may use zoning authority to regulate new or expanding livestock operations.

28. Local governments may utilize the services of DATCP and WDNR on zoning and other local livestock regulations.

29. Counties may prioritize areas for State-funded cost-sharing to implement nutrient management practices. Farms located near outstanding or impaired waters, or within a source water protection area should be considered first.

30. Encourage best management practices including nutrient management plans, manure storage, and soil loss reduction.

31. Local governments along with area NRCS offices may promote the Conservation Security Program (CSP) to provide payments for producers who utilize best management practices on active agriculture lands.

32. Local governments may encourage farmers through the Conservation Reserve Program (CRP) to convert highly erodible cropland or other environmentally sensitive acreage to vegetative cover.

33. Develop historic preservation commissions to designate local historic properties and historic districts; regulate new construction, alterations, or demolitions that affect designated properties; and prepare programs for public education, draw up preservation plans, and promote local historic preservation.

34. Evaluate housing as a reuse in historic buildings.

35. Local units of government may work in conjunction with the State Historical Society to identify and map historic sites listed on the State or National Register of Historic Places, the Archeological Site Inventory (ASI), and the Architecture and History Inventory.

36. Encourage communities interested in revitalizing their downtowns to promote the historic and economic redevelopment of traditional business districts.

37. Encourage design standards that respect local vernacular architecture and protect community character.

See the element for the goals and objectives.
DISPLAY 2:

Regional Comprehensive Plan
Housing Element Recommendations:

1. Counties and municipalities that do not currently have them to establish housing authorities, as a vehicle for increasing the availability of State and Federal funding to address local problems.
2. Encourage manufactured housing to provide a low-cost housing alternative in areas where it is determined to be appropriate.
3. In areas experiencing significant growth in business, make efforts to ensure that sufficient affordable housing, especially rental units, is available to the service workers who are necessary to make those businesses successful.
4. Locate assisted rental housing only in areas, which are served or can readily be served by sanitary sewer.
5. Coordinate new residential development with the availability of such services as sanitary sewer, water and storm water facilities, police and fire protection, recreation facilities, schools, transportation facilities, and solid waste disposal.
6. Locate subsidized units for the elderly and handicapped within easy and safe access to medical care, shopping, transportation facilities, and other necessary services. Situate subsidized housing units for lower-income families with proximity to employment opportunities and transportation facilities.
7. Coordinate federal assisted home loan and sewer and water programs with local and regional plans and policies so that haphazard and potentially expensive development in previously undeveloped, rural areas does not occur.
8. As the population within the Region ages, especially in counties experiencing significant in-migration of retirees, care should be taken to adjust the housing mix and provide services required by older residents.
9. Conserved and improved existing housing stock and neighborhoods through available housing rehabilitation programs and through public and private improvements to neighborhood facilities and services.
10. Encourage units of government to adopt or strengthen local open housing ordinances which provide for investigative and enforcement powers, and adequate funding and personnel for administration.

See the element for the goals and objectives.
DISPLAY 3:

Regional Comprehensive Plan
Transportation Element Recommendations:

1. Update and implement local road improvement plans to identify priorities and needed maintenance of local roads within the Region.
2. Address seasonal weight limits.
3. Preserve bridges through sound management.
4. Work to develop local corridor plans and corridor overlay zoning districts.
5. Manage access to the State Trunk Highway System.
6. Update, as necessary, standards for development of local and county roads to safely serve multiple functions while retaining rural character.
7. Evaluate and implement, as appropriate, Intelligent Transportation Systems (ITS) strategies to help drivers avoid congestion and minimize delay as well as to improve efficiency and safety.
8. Plan for the extension of County highways and other major arterial streets as necessary to complete connections, provide for appropriate routes for trucks and emergency vehicles, and serve planned development areas.
9. Plan for a network of interconnected new roads in planned development areas to control highway access, preserve rural character, and improve access to these areas.
10. Consider the needs of bicyclists and pedestrians including those with disabilities in all road projects and build facilities accordingly.
11. Utilize federal/state funding programs to meet local bicycle and pedestrian needs.
12. Foster a comprehensive (engineering, enforcement and education) approach to promote and preserve a safe highway system.
13. Consider and implement safety improvements at the time of pavement work where a need is identified based on crash data.
14. Accommodate access requirements for emergency services (fire, EMS, ambulance, etc.) as well as schoolbus and snowplow on all local roads.
15. Work with WisDOT and the Office of the Commissioner of Railroads to improve safety at highway-rail crossings where warranted.
16. Support additional transportation options for those without access to an automobile, including the elderly, disabled, and children.
17. Coordinate existing public transit services in the Region to provide the greatest possible efficiency.
18. Manage local road systems to promote efficient use of land and efficient use of public services, facilities and tax dollars.
19. Utilize high volume industrial by-products (fly-ash, foundry sand, glass and slag) in highway construction if it can be done at no additional cost and the materials are suited for their intended use.
20. Work with local airports to develop and implement airport master plans.
21. Work with railroads to enhance and expand local rail service.
22. Develop, revise and update long-range bicycle and pedestrian plans and maps.

23. Work to implement the State Bicycle Transportation Plan and the State Pedestrian Policy Plan.

24. Plan and design a system of water trails where appropriate throughout the Region.

25. Consider future road locations, extensions or connections when reviewing development plans and proposals.

26. Carefully consider spacing of roadway access along existing town road networks to increase safety and preserve capacity.

27. Consider bicycle and pedestrian transportation in local land use plans.

28. Carefully plan new developments to minimize extensive road construction and avoid burden to local governments for maintenance. Consider implementing local road impact fees for new development projects that place a burden on or require the upgrading of local roads.

29. Avoid land uses that generate heavy traffic on local roads that have not been constructed or upgraded for such use.

30. Consider the secondary land use impacts in the transportation planning process.

31. Improve coordination between transportation and land use through Transportation Impact Analyses (TIAs).

32. Consider model traditional neighborhood design or conservation subdivision ordinances and adopt as required by state law.

See the element for the goals and objectives.
DISPLAY 4:

Regional Comprehensive Plan
Utilities and Community Facilities Element Recommendations:

1. Consider the cost of providing public services (police and fire, roads, snow-plowing, and school bus service) in permitting development in remote locations.
2. Municipalities may study and implement cost saving measures for services and facilities, and user fees calculated on an equitable basis.
3. Encourage municipalities to maintain and improve wastewater treatment systems, and through cooperative systems where appropriate.
4. Discourage construction of new public facilities when excess capacity exists nearby.
5. Promote use of “conservation” subdivisions (clustered development with greenspace between clusters) and community water supplies to ensure water quality.
6. Encourage protection of groundwater recharge areas through state and local public land purchases, as well as zoning ordinances.
7. Create incentives to preserve woodlots and plant trees to promote infiltration.
8. Prepare plans for effective stormwater management in urbanizing areas.
9. Promote rehabilitation of septic systems, or alternate disposal methods for existing development on poor soils or small lots.
10. Ensure that groundwater protection efforts are informed by empirical evidence and the most current scientific evidence available.
11. Develop and use regional hydrologic models to identify recharge areas and optimal pumping strategies.
12. Encourage formation of groundwater technical advisory committees tied to regional planning commissions and/or DNR watershed basins with representation from water utilities.
13. Identify regions or areas with “critical” water quantity issues to apply special management strategies.
14. Investigate the use of regional water authorities (such as in Central Brown County) to manage water supply needs in other parts of the state.
15. Establish regional waste reduction and disposal management coalitions.
16. Encourage coordinated service delivery at the local level.
17. Encourage the development of integrated waste management processing facilities.
18. Separate incompatible activities, and develop adjacent use areas. For example, separate mountain biking and hiking trails could be developed in the same area, sharing the same parking lot and visitor facilities, yet conflicts would be reduced or eliminated.
19. Identify and promote existing strategies that successfully integrate recreation resource protection and a community’s economic development.
20. Promote creative cooperation between public and private providers of outdoor recreation to draw from individual strengths.
21. Encourage local governments to prepare recreation plans.
22. Local governments may adopt zoning regulations conforming to the provisions of the Telecommunications Act of 1996 that control the location of wireless antennas.

23. Large-scale infrastructure projects, such as the Arrowhead-Weston line or proposed generating plants at Plover, Weston, or Arpin should be evaluated for how they serve customer needs within the Region, in the state, and in the Mid-America Interconnected Network power district.

24. Give major weight to environmental impacts of energy-related projects, including conservation or renewable source projects in assessing the relative merits of competing proposals.

See the element for the goals and objectives.
DISPLAY 5:

Regional Comprehensive Plan
Economic Development Element Recommendations:

1. Promote the Retention and Expansion of Existing Businesses.
2. Attract new employers and encourage the start-up of new firms in the Region.
3. Determine employment characteristics and needs.
4. Encourage educational institutions to develop training programs needed by the area’s businesses.
5. Inventory all businesses and industrial parks and available sites.
6. Suitable areas with needed infrastructure should be available for industrial and commercial development in the Region.
7. Promote telecommunications infrastructure and other technology development and expansion in the Region.
9. Pursue Wisconsin Department of Commerce and Wisconsin Housing and Economic Development Authority, among others.
10. Continue to utilize local revolving loan funds and seek additional recapitalization to provide capital throughout the Region.
11. Preserve the quality of life, and high aesthetic value the Region holds through sound management practices.
12. Encourage educational institutions to develop training programs needed by the area’s businesses.

See the element for the goal and objectives.
DISPLAY 6:

Regional Comprehensive Plan
Land-Use Element Recommendations:

1. Assist local units of government to plan for a compatible land use pattern throughout the Region.
2. Guide the location, mix, and quality of private development to meet both private and public land use objectives.
3. Update land use regulations to better guide and manage the location, mix, quality, and impacts of development in the Region.
4. Land uses should be planned so that development occurs in an orderly manner and land use conflicts are avoided.
5. Encourage infill and the reuse of underutilized areas.
6. Non-farm and non-forestry-related housing should be discouraged in prime agriculture and forestry areas.
7. Manage public lands in a manner compatible with land use goals, objectives, policies, and plans.
8. All comprehensive plans should strive to maximize public input in their planning efforts.

See the element for the goals and objectives.
DISPLAY 7:

Regional Comprehensive Plan
Intergovernmental Cooperation Element Recommendations:

1. Encourage communities to share their plans with adjacent communities.
2. Explore the feasibility of cooperative service and joint facility arrangements between local units of government.
3. Formulate local government strategies for dealing with planned and potential reductions in State and Federal assistance.
4. Work to resolve actual and potential conflicts between Counties and local plans through open dialog and cooperative initiatives.
5. Work with local units of government and regional planning commissions to identify and resolve potential conflicts between plans.
6. Work with the local planning and zoning officials, UW-Extension and citizens on educational forums and ongoing intergovernmental communication designed to inform local officials of opportunities related to land use, growth management, and intergovernmental relationships; and allow local officials to share information among themselves.
7. Promote some consistent standards among local governments, to assure that private development is of the same high quality regardless of the jurisdiction in which it is located.
8. Promote cooperative planning among all cities, villages, and their surrounding towns.
9. Work with the Wisconsin Department of Transportation local units of government to ensure that the regional transportation system is coordinated with surrounding systems and that Regional interests are served when major transportation facilities or programs are proposed.
10. Cooperate with other units of government on natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or cross-governmental boundaries.
11. Assist local units of government to prepare and update comprehensive plans to comply with the comprehensive planning law.

See the element for the goals and objectives.