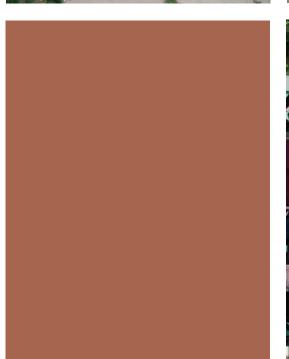


Wisconsin Comprehensive Planning Implementation Guide Toolkit

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Introduction and Overview

- General Introduction
- Guide Format and Purpose
- Implementation Trends
- Challenges and Opportunities
- Getting Started

General Introduction

Wisconsin's Comprehensive Planning Law

Wisconsin's Comprehensive Planning Law (Statute 66.1001, Wis. Stats.) was passed as part of the 1999 Budget Act. The law requires that if a local government engages in zoning, subdivision regulations or official mapping, those local land use regulations must be consistent with that unit of local government's comprehensive plan beginning on January 1, 2010. The law defines a comprehensive plan to have at least the following nine elements:

- Issues and Opportunities
- Housing
- Transportation
- Utilities and Community Facilities
- Agricultural, Natural and Cultural Resources
- Economic Development
- Intergovernmental Cooperation
- Land Use
- Implementation

The law requires public participation throughout the planning process and adoption of the final plan by ordinance by the local government's elected body. Please see the actual statute or the legislative guide linked below for more detail.

Wisconsin's Comprehensive Planning Law (Statute 66.1001, Wis. Stats.) Comprehensive Planning Law Legislative Guide

Check out what's already been implemented!

Since 2000, the Wisconsin Department of Administration has received over 620 final and draft plans, 530 of which are final, adopted plans. Many of these plans are posted online. Visit the Comprehensive Planning Grant Program's Library of Plans Web page for access to hundreds of Web links. Goals, objectives, policies and programs laid out in these adopted comprehensive plans are currently being implemented. Talking to planners on the ground from around the state, such as in Iowa, Brown, Iron, and Portage counties, is a great way to gain from recent experiences in implementing comprehensive plans.

Guide Format and Purpose

The Implementation Guide Toolkit was intended to provide the necessary tools to implement an adopted comprehensive plan. As work on the guide progressed, it became clear that there is a wealth of useful information already written about implementation tools in Wisconsin; therefore, this guide should serve as a reference tool to access documents already available in an electronic format, such as the various comprehensive plan element guides. This guide is one of a series of Wisconsin comprehensive planning guides which currently include the following:

- Housing Wisconsin: A Guide to Preparing the Housing Element of a Local Comprehensive Plan
- Transportation Planning Resource Guide: A Guide to Preparing the Transportation Element of a Local Comprehensive Plan
- Planning for Natural Resources: A Guide to Including Natural Resources in Local Comprehensive Planning
- A Guide to Smart Growth and Cultural Resource Planning
- Planning for Agriculture in Wisconsin: A Guide for Communities
- **A** Guide to Preparing the Economic Development Element of a Comprehensive Plan
- <u>Intergovernmental Cooperation: A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan</u>
- <u>Land Use Resource Guide: A Guide to Preparing the Land Use Element of a Local Comprehensive Plan</u>
- Implementation Element Guide: A Guide to Preparing the Implementation Element of a Local Comprehensive Plan

Implementation Trends

Community planning in Wisconsin did not start with the Comprehensive Planning Law. Historically, communities throughout the state developed and adopted land use plans, master plans and other community plans to deal with growth challenges and assure that a community vision for their future was articulated. As a result, planning implementation tools also have a long history in Wisconsin, providing communities with many historic references and examples to assist them in their efforts.

Traditional planning implementation tools in the state have included zoning, subdivision regulations, official mapping and capital improvement planning. However, emerging development patterns and new community growth strategies have warranted the use of new tools throughout the state, such as purchase of development rights, conservation subdivision ordinances and inclusionary zoning. As development pressures increase with a population projection of up to one million new people in the state by 2030, implementation tools, new and old, will help communities manage growth and attain their respective community visions.

Challenges and Opportunities to Implementation

Both professional and citizen planners face challenges when implementing an adopted comprehensive plan. One of the greatest is gaining public acceptance of a new strategy that may raise questions or uncertainty about the consequences of adopting the new code, policy or other plan implementation tool. Communities can ease these concerns by involving the public at the onset of the planning process, explaining the tools that may best serve the community and by showing real examples of where they have been successfully employed. Sometimes an outside consultant can assist in this by providing visual examples from a broad sample of work. Other communities may chose to host

trips for the plan commissioners to see first-hand the results of a particular planning tool in another community. Inviting in municipal officials from other jurisdictions may also be helpful, as well as providing a wide array of planning resources which are contained in this document. Citizen driven task forces or steering committees can be helpful in gaining acceptance of new strategies.

Writing codes can be a daunting task also when starting from scratch. Fortunately, there are many model ordinances and good examples for communities to reference when writing new codes. Communities should be cautious, however, of wholesale borrowing of material that may not serve the objectives of their particular comprehensive plan.

Legislative changes such as Wisconsin's recent Park Impact Fee Law require that communities keep their local ordinances current and consistent with state law. Communities may choose to be in contact with legislative bureaus or organizations such as the League of Wisconsin Municipalities or Wisconsin Towns Association to stay current on new legislation.

Intergovernmental cooperation can be challenging when trying to balance interests and create boundary agreements or other cooperative ventures. In these cases, elected officials may choose to appoint a small and determined group of residents and staff to sort through intergovernmental issues and to help build consensus. A memorandum of understanding (MOU) can be an effective tool to set the stage for acceptable terms between jurisdictions in advance of the adoption of a formal intergovernmental agreement.

Balancing property rights and common good is another struggle with a lengthy history in the United States. Grass roots campaigns and widespread public involvement throughout the planning process help in finding this balance before implementation begins. Yet, it is important to involve the public in implementation as well. Chapter 4 is dedicated to public involvement in implementation.

Getting Started

A newly adopted comprehensive plan may seem overwhelming with all of the issues that are typically addressed and corresponding implementation recommendations. In order to effectively execute these plans, a well written implementation element complete with a suggested schedule and responsible parties is important. Once the comprehensive plan is adopted, the community can use many of the resources listed in this document to implement its plan. Paid consultants, staff people, college interns, public agencies and many free resources are available to communities to assist in their efforts.



Implementing Comprehensive Plans

A Summary of the Element Guides

Housing Element Guide

General Overview

Housing Wisconsin: A Guide to Preparing the Housing Element of a Local Comprehensive Plan was made possible by a grant from the Wisconsin Realtors Association. The housing element contains goals, objectives, policies, programs and maps to be used by a community to provide an adequate supply of housing and a range of housing choices, as well as address affordability needs.

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Housing Element Guide.

Promoting the Development of Housing (Step 6, Page 40)

Implementation Tool	Housing Element Guide
FEDERAL Department of Housing and Urban Development (HUD) - A federal agency offering housing and community development programs	Step 6, Page 41
Rural Development-US Department of Agriculture (USDA-RD) - A federal agency providing a variety of housing and community development programs for rural areas	Step 6, Page 41
STATE Wisconsin Housing and Economic Development Authority (WHEDA) - A quasi-government agency that helps to develop housing through through the sale of bonds	Step 6, Page 41

LOCAL Housing Trust Funds - Financial resources available for housing projects targeting the needs of mid- or low- income households	Step 6, Page 42
Housing Linkage Projects - Programs that encourage commercial developers to provide financial contributions toward affordable housing	Step 6, Page 42
Tax Increment Financing - A tool available to local jurisdictions for redevelopment of blighted areas that can be used to cover the costs of needed infrastructure	Step 6, Page 43
PRIVATE Non Profit Housing Development Corporations - Organizations developing housing projects that qualify for tax-deductible donations, foundation grants and public funds	Step 6, Page 44

Developing Specific Actions (Step 6, Page 44)

Implementation Tool	Housing Element Guide
Standards in Zoning and Subdivision Ordinances - Amending local building, zoning or subdivision ordinances to foster housing affordability and opportunity	Step 6, Page 44
Zoning and Subdivision Regulations for Smaller Lot Size - Utilizing local ordinances to provide for a range of densities and lot sizes	Step 6, Page 46

Mixed Use Development - Permitting different land uses within a single development which may make housing economically feasible	Step 6, Page 47
Zero-Lot Line Housing - Permitting structures on a lot line in order to maximize land utilization	Step 6, Page 47
Cluster Development and Conservation Subdivisions - Permitting housing to locate on compact lots, clustered in order to preserve open space	Step 6, Page 48
Traditional Neighborhood Development - Encouraging mixed use development and design based on historic compact development patterns	Step 6, Page 48
Density Bonuses - Allowing developers to build more units than would otherwise be permitted by local ordinances in exchange for open space preservation or other community goals	Step 6, Page 50
Inclusionary Zoning - A zoning tool used to insure that a certain portion of a development meets local affordability standards	Step 6, Page 50
Accessory or "Granny" Apartments - Permitting a living unit separate from the principal structure, perhaps above a garage	Step 6, Page 50
Reduction of Impact Fees - Reduction of fees may mitigate the capital costs for new construction in exchange for low-cost housing	Step 6, Page 51
Streamlined Permitting Process - Eliminating delays in the permitting process may reduce the final cost of housing	Step 6, Page 51

Promoting the Availability of Land for the Redevelopment of Low to Moderate Income Housing (Step 6, Page 54)

Implementation Tool	Housing Element Guide
Community Land Trusts - Established to protect housing by keeping land out of the speculative market	Step 6, Page 55
Adaptive Re-Use - Converts surplus and/or outmoded buildings to economically viable new uses such as housing	Step 6, Page 56

Maintaining or Rehabilitating Existing Housing Stock (Step 6, Page 54)

Implementation Tool	Housing Element Guide
Building Codes - The State of Wisconsin Uniform Dwelling Code provides regulations for one and two family structures - typically enforced by local communities	Step 6, Page 59
Historic Building Codes - Permits flexible and cost effective approaches to rehabilitating historic buildings	Step 6, Page 59
Housing Code - Communities in Wisconsin may enact local housing codes to protect public health safety and welfare	Step 6, Page 59

Community Paint/ Fix Up

Events - Local governments may target home maintenance and rehabilitation programs at the neighborhood level in partnership with local professional, civic or citizen organizations

Occupant Education and

Cooperation - Education programs may be offered to homeowners and renters to assist with technical advice about home maintenance and repair

Rehabilitation Grants and

Loans - Code enforcement may be supplemented by financial and technical assistance to homeowners and tenants to solve issues Step 6, Page 60

Step 6, Page 60

Step 6, Page 60

Transportation Element Guide

General Overview

The *Transportation Planning Resource Guide: A Guide to Preparing the Transportation Element of a Local Comprehensive Plan* was developed in March 2001 by the Wisconsin Department of Transportation Division of Transportation Investment Management and Bureau of Planning. The guide emphasizes the fact that land use and transportation are inextricably linked to one another. Changes in land uses typically impact transportation facilities and changes in transportation facilities conversely impact land uses. Since transportation and land use are closely linked, it is critical that as comprehensive plans are implemented that this linkage is acknowledged and appropriate facilities (roads, sidewalks, bicycle lanes, trucking, rail, air, harbors/ports, etc.) are developed to complement the intended land use pattern.

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Transportation Element Guide.

Transportation Implementation Facilities, Processes and Tools

Implementation Tool	Transportation Element Guide
Pavement Surface Evaluation and Rating (PASER) and PASERWARE – A method of rating road conditions and the computer software that supports it	Chapter 4, Page 34 - 35
Transit Service – Includes a number of different modes of transit service	Chapter 4, Page 41
Transportation Demand Management (TDM) – Measures to shift travel to off-peak times, higher occupancy or non-motorized modes of transportation	<u>Chapter 4, 42 - 43</u>
Pedestrian Accommodations - Including sidewalks, shoulders, multi-use paths	Chapter 4, Page 42
Parking Management Options	Chapter 4, Page 43
Access Management – Controlling the amount of access onto and from a transportation facility	Chapter 5, Page 50 - 51

Transportation Corridor Planning	Chapter 5, Page 51 - 54
Land Acquisition for Transportation Facilities	Chapter 5, Page 54
Traffic Calming – Techniques to slow vehicular traffic through neighborhoods	Chapter 4, Page 39
Zoning Ordinances - Used to govern how land is used within a community	Chapter 7, Page 63
Subdivision/Land Division Ordinance – Identifies process to divide land into parcels, streets, etc.	Chapter 7, Page 64
Traditional Neighborhood Development Ordinance – Promotes mixed use developments to make walking and biking more attractive transportation options	<u>Chapter 7, Page 64</u>
Land Acquisition – Acquired land to allow for transportation rights-ofway along a corridor	Chapter 7, Page 64
Official Mapping – Adopted map that identifies the approximate location and width of future streets and highways	Chapter 7, Page 64
Intergovernmental and interagency agreements - May avoid future conflicts or disagreements when transportation facilities are constructed	Chapter 7, Page 64

Public Involvement Techniques/Outreach

Implementation Tool	Transportation Element Guide
Stakeholder Identification	Chapter 2, Page 13
Partnerships with MPO, RPC, and WisDOT	Chapter 2, Page 14
Including Traditionally Under- Represented Groups	Chapter 2, Page 15
Media Involvement	Chapter 2, Page 18
Listening Sessions	Chapter 2, Page 18
Workshops	Chapter 2, Page 18
Focus Groups	Chapter 2, Page 18
Public/Community Meetings	Chapter 2, Page 18
Open Houses	Chapter 2, Page 18
Newsletters	Chapter 2, Page 18
Web Page	Chapter 2, Page 18
Public Hearings	Chapter 2, Page 18
Summary of Public Involvement Techniques	Appendix 7, Page 85

Agency Coordination

Implementation Tool	Transportation Element Guide
WisDOT – Responsible for short and long-term transportation planning for state transportation facilities	Chapter 2, Page 15, Appendix 3 - Page 71
MPO – Metropolitan Planning Organizations – Responsible for long-range planning of the state's 14 urbanized areas	Chapter 2, Page 14, Appendix 2 - Page 70
RPC – Regional Planning Commissions – Eight agencies that provide planning and technical assistance to local governments within their planning areas	Chapter 2, Page 14, Appendix 1 - Page 69
Other Agencies	Chapter 4, Page 32

Funding Opportunities

Implementation Tool	Transportation Element Guide
Statewide Multi-Modal Improvement Program (SMIP) - Funds projects that enhance traditional highway facilities and promote multi-modal activities. Includes Local Transportation Enhancements (TE) and Surface Transportation Program Discretionary (STP-D) programs	Appendix 6 - Page 77
Transportation Demand Management (TDM) Programs – Grants to fund programs to reduce the number of single occupancy vehicles trips in a region during peak travel periods. Includes TDM grant program and Wisconsin Employment Transportation Assistance Program (WETAP)	Appendix 6 - Page 78
Transportation Economic Assistance (TEA) Program – Grant to provide 50% state funds to aid in transportation improvements for economic development	Appendix 6 - Page 78
Congestion Mitigation and Air Quality Program (CMAQ) – Provides funding for transportation projects that improve air quality and reduce congestion in counties classified as air quality non- attainment or maintenance areas	Appendix 6 - Page 79
Federal Airport Improvement Program – Provides funding for airport improvement projects through block grants or individual grants to primary commercial service airports	Appendix 6 - Page 79

Federal Discretionary Capital Assistance Program – Funds under this category are awarded through the congressional earmark process. May be used for purchase costs of equipment or modifications required by the Americans with Disabilities (ADA) or Clean Air Acts	Appendix 6 - Page 79
State Urban Mass Transit Operating Assistance Program - Provides funds for eligible project costs for bus and shared-ride taxi systems	Appendix 6 - Page 79
Elderly and Disabled Transportation Capital Assistance Program – Provides capital funding for specialized transit vehicles to serve the elderly and persons with disabilities	Appendix 6 - Page 80
Harbor Assistance Program (HAP) – Provides assistance to harbor communities along Great Lakes and Mississippi River to maintain and improve waterborne commerce	Appendix 6 - Page 80
Freight Railroad Grant and Loan Programs (FRIP and FRPP) - Two programs to help preserve and improve Wisconsin's freight rail service	Appendix 6 - Page 80
Surface Transportation Program – Urban (STP-U) – Provides funding for projects designed to improve federal aid eligible highways within urban areas	Appendix 6 - Page 81
Surface Transportation Program – Rural (STP-R) – Provides funding for projects designed to improve federal and eligible highways (generally county trunk highways) outside of urban areas	Appendix 6 - Page 81

General Transportation Aids (GTA) – Funding from this program represents a partial reimbursement for transportation-related expenditures made by local governments

Appendix 6 - Page 81 - 82

Connecting Highway Aids -

Program pays local governments for maintaining streets and highways within their jurisdictions that provide connections to the state trunk highway system Appendix 6 - Page 82

Lift Bridge and Expressway Policing Aids – Provides state aid to cities of Milwaukee, Racine, Green Bay, Manitowoc and Two Rivers for costs associated with their lift bridges and with the police patrolling of expressways in Milwaukee

Appendix 6 - Page 82

County Forest Road Aids -

Provides assistance to counties that have eligible roads located within county forests

Appendix 6 - Page 82

Flood Damage Aids – Provides local governments with financial assistance for replacing and improving roads or bridges that have had major damage caused by flooding

Local Roads Improvement

(TRIP) and Municipal Street

Improvement (MSIP)

Appendix 6 - Page 82

Program (LRIP) – Provides funding to local units of government for the costs associated with improving seriously deteriorating roads under the authority of the local unit of government. Includes County Highway Improvement (CHIP), Town Road Improvement

Appendix 6 - Page 82 - 83

Local Bridge Program – Funds 80% of project costs to replace and rehabilitate structures on the Federal Bridge Register, in excess of 20 feet Appendix 6 - Page 83

Federal Formula Grant Program for Urbanized Areas: Section 5307 – Federal transit aid program based upon population, population density and revenue miles of

service

Appendix 6 - Page 83

Rural and Small Urban
Area Public Transportation
Assistance Program: Section
5311 – Federal program through
the state to be used for operating
assistance and capital assistance
for public transportation operations
in non-urbanized areas.

Appendix 6 - Page 83

Rural Transportation Assistance Program (RTAP) – Funds projects that further the skills and/or knowledge of transit operators in the state's rural and small urban areas Appendix 6 - Page 83

Specialized Transportation
Assistance Program for
Counties – Funds may be used for
elderly and disabled person transit
services, facilities or programming

Appendix 6 - Page 83

Utilities and Community Facilities Element

General Overview

Portions of the guide for the utilities and community facilities element are currently being prepared by the Public Service Commission of Wisconsin. The utilities and community facilities element covers the following topics: wastewater, stormwater management, water supply, solid waste and recycling, parks, power generating plants and transmission lines, telecommunications, healthcare, cemeteries, childcare, public safety, schools, libraries and other governmental facilities. Relevant regulating agencies include the Public Service Commission (PSC), Department of Natural Resources (WDNR), Department of Public Instruction (DPI), Department of Commerce (DOC), Wisconsin Emergency Management, the Department of Health & Family Services (DHFS), and the Department of Justice (DOJ).

Selected references to tools to be included in the FUTURE Utilities and Community Facilities Element Guide.

Implementation Tool

Education & Citizen Participation - Used to give citizens and local officials an understanding of the utility and community facility goals, how these goals are to be achieved and the relationship between this element and the other elements of a comprehensive plan. Higher levels of citizen participation equate to greater ownership of the plan.

Regulatory Tools - Tools (zoning, subdivision regulations, official maps and density transfers) used by local governments to protect public health, safety and welfare.

(A) Zoning - Used to regulate land use, lot size and the height and bulk of structures. Zoning is also used to regulate solid waste and recycling facilities, onsite wastewater treatment facilities and wireless communication facilities.

Zoning Codes/Districts:

- (1) Sanitary Codes Wastewater treatment is regulated through both local codes and state statutes. Local codes regulate the proper siting, design, installation, inspection and maintenance of private on-site systems.
- (2) Overlay Zoning Used to allow special regulations within all or a portion of a zoning district or several districts. Helpful if there is one particular resource that needs to be protected in a consistent way, regardless of the zoning district it is in. Overlay zones are common for wellhead protection areas and groundwater recharge areas.

- (3) Planned Unit Developments (PUDs) Allows developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for denser development that can result in cost efficiencies. It may allow mixed use development and the pre-planning for public facilities such as parks, schools, fire stations, etc.
- **(4) Extraterritorial Zoning** Zoning authority that is exercised within 3 miles of a first, second or third class city, or within 1.5 miles of a fourth class city or village.

Innovative Zoning Techniques:

- (1) Performance Zoning Used to control development by being sensitive to cost efficiencies and effectiveness. It regulates the impact of land uses, rather than the uses themselves.
- **(2) Incentive Zoning** Allows developers to provide additional amenities such as open space in exchange for higher densities, additional floor area or other property enhancements. Higher densities can be used to achieve larger cost efficiencies.
- **(B) Subdivision Regulations** Allows communities to control land division and the quality of development by outlining the subdivider's responsibilities.
- **(C) Official Maps** Maps that are used to show existing and planned public facilities, including recreational corridors. They are also used to reserve land for future public use.
- **(D) Special Purpose Districts** A district that is created to provide a service such as wastewater treatment, water, fire protection and watershed protection. These districts are often multi-jurisdictional in nature and require intergovernmental cooperation to gain greater economies of scale and better address the scope of the issue. Examples would include town sanitary districts, sewerage districts and utilities.

Acquisition Tools:

- (A) Eminent Domain A tool that allows government or a utility to take private property for public purposes, even if the owner does not consent, if the government or utility compensates the property owner for their loss. This tool can be used to acquire critical land for utility and facilities use.
- **(B) Dedication** Land that is set aside for future community facility use. Developers sometimes have the option of donating land for future parks in lieu of fees.
- **(C) Donation -** Land that is given to a community, school district or others to be used for future park, church, school or other public facility.
- **(D) Land Acquisition -** A tool used by communities or non-profits to purchase land outright.

Fiscal Tools:

- **(A) Capital Improvement Program (CIP)** A budgeting tool used by communities to plan for the timing and location of capital improvements.
- **(B) Impact Fees** A financial contribution imposed on new development to pay for capital improvements that are needed to serve the development.
- **(C) Fiscal Impact Analysis** A tool used to estimate the impact of development or land use change on the costs and revenue of governmental units serving the development.
- **(D) Shared Service Agreements** Agreements between municipalities or departments that allow local governments to provide critical services. These agreements can provide for higher levels of service and greater efficiencies.
- **(E) Bonds** Municipalities can issue interest bearing obligations to finance operating or capital improvement costs.

Other Plans: A tool used by communities to address certain issues in more detail. **(A) Municipal Plans**

- (1) Park and Open Space Plans Developed by local governments to inventory existing park and open space facilities, identify needs and opportunities, and present recommendations and an action program for addressing the growth and development.
- (2) **Solid Waste Plan** Inventories current waste management activities, projects future waste volumes and discusses alternatives that local communities may want to consider.
- (3) Sewer Service Area Plans Identifies wastewater collection and treatment needs, and looks at future needs.
- **(4) School District Plans** School districts develop various plans to assist them in facility development.

Grant and Loan Programs:

Programs administered by the United States Department of Agriculture (USDA):

Community Facilities Grant Program - This program provides assistance to rural communities in the development of essential community facilities.

Rural Emergency Responders Initiative - Funds that can be used to strengthen the ability of rural communities to respond to local emergencies.

Water and Waste Grant and Loan Program - Funds that can be used to develop water and wastewater systems, including water supply, storage, waste disposal and storm drainage in rural areas.

Programs administered by the United States Environmental Protection Agency (USEPA):

Water Pollution Control Act - Provides grants to communities to assist with planning and construction to upgrade facilities.

Programs administered by the Wisconsin Department of Commerce: Community Development Block Grants-Public Facilities (CDBG-PF) - Assists communities with financing public works projects.

Community Development Block Grants-Public Facilities for Economic Development (CDBG-PFED) - Grants that help underwrite municipal infrastructure development that retains or promotes business development by creating employment opportunities.

Wisconsin Fund - Provides grants to homeowners and small commercial businesses to repair, rehabilitate or replace an existing on-site wastewater treatment system.

Programs administered by the Wisconsin Department of Natural Resources: Knowles-Nelson State Stewardship Fund - A land acquisition program that can be used to purchase lands for parks and other recreational purposes.

Clean Water Fund (CWFP) - A fund that provides loans to municipalities for wastewater treatment and urban stormwater projects.

Safe Drinking Water Loan Program (SDWLP) - A fund that offers loans to construct or modify public water systems.

Programs administered by the Wisconsin Community Action Program Association (WISCAP):

Rural Community Assistance Program (RCAP) - Offers training and technical assistance to small rural low income communities and sanitary districts and isolated rural areas for problems related to water and wastewater systems.

Programs administered by the Board of Commissioners of Public Lands(BCPL):

State Trust Fund Loan Program - Offers loans for a wide variety of municipal purposes.

Others:

Wisconsin Rural Water Association - Offers rural communities loans, grants and technical assistance for approved Rural Utility Service, Clean Water, Safe Drinking Water and Brownfield Projects.

Cultural Resources Guide

General Overview

A Guide to Smart Growth and Cultural Resources Planning was prepared by the Division of Historic Preservation, Wisconsin Historical Society. The Cultural Resources Guide is accompanied by two other separately written guides: the Agricultural Planning Guide and the Natural Resources Guide which correspond to the agriculture, natural and cultural resources element.

In Part II of the Cultural Resources Guide, the reader will find the following chapters pertaining to implementation tools and techniques:

- Chapter 5: Promotional and Educational Strategies
- Chapter 6: Legal Strategies
- Chapter 7 Funding Sources

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Cultural Resources Guide.

Promotional and Educational Strategies (Chapter 5, Page 23)

Implementation Tool	Cultural Resources Guide
Walking Tours - Serving as an educational tool, walking tours bring local awareness of cultural and historic resources to the public	Chapter 5, Page 23
Workshops - Attendees may learn about specific historic preservation programs such as tax credit programs or information on historic architectural styles	Chapter 5, Page 23

Wisconsin's Historical Market
Program - Historical markers and
plaques are available through the
State Historic Society's Division
of Historic Preservation to honor
Wisconsin's significant historical
events

Chapter 5, Page 24

Chapter 5, Page 24

Establishing a Local Plaque Program - Organized and administered by local historic commissions, local plaque programs promote local landmarks and recognize local properties and owners of historic landmarks

Historic Preservation and Archaeology Week - Local jurisdictions may choose to participate in Wisconsin's Historic Preservation and Archaeology Week, a statewide celebration showcasing local preservation activities

Chapter 5, Page 24

Wisconsin's Main Street
Program - A comprehensive
revitalization program designed
to promote historic and economic
redevelopment of traditional
business districts in Wisconsin.
Participating communities can
benefit from technical support
and training to restore historic
downtown areas

Chapter 5, Page 25

Design Guidelines - Used by local historic preservation commissions or local zoning and planning departments, design guidelines offer a regulatory tool to guide development to fit in with local architectural character

Legal Strategies (Chapter 6, Page 29)

Implementation Tool	Cultural Resources Guide
State Register or National Register of Historic Places - A tool for identifying significant architectural, engineering, archaeological, cultural or historical resources, designation in these programs offers a realm of local, state and federal preservation resources	Chapter 6, Page 29
National Historic Landmarks - The highest level of national designation, NHL nomination works toward long range preservation, maintaining a high degree of architectural and historic integrity	Chapter 6, Page 29
Cataloguing Burial Sites - A regulatory tool offering prohibition of unauthorized disturbances of burial sites to preserve genealogical information and ancestral resting places	Chapter 6, Page 30
Protecting Cultural Resources During Public Projects - Application of certain laws assists local municipalities in preserving cultural and historic sites	Chapter 6, Page 31
Historic Preservation Ordinances - Either honoring local landmarks or serving as a regulatory tool, local historic preservation ordinances can assist local jurisdictions to meet preservation objectives	Chapter 6, Page 33

Towns and Historic Preservation Ordinances - Towns are also enabled under state law to enact ordinances preserving historic and cultural resources	Chapter 6, Page 35
Demolition Controls - Typically administered by a local preservation commission, demolitions may be reviewed to determine whether a structure or site may be demolished	Chapter 6, Page 35
Archaeological Ordinances - More specific than local historic preservation ordinances, archaeology ordinances serve to protect these resources encountered by development	Chapter 6, Page 36
Coordinating Zoning and Historic Preservation - Zoning regulation may be aligned to protect historic areas perhaps minimizing the likelihood of land use change which could affect historic properties	Chapter 6, Page 36
Coordinating Protection of Cultural and Natural Resources - Protecting environmentally sensitive lands in developing areas may also serve the purpose of preserving cultural and historic sites	Chapter 6, Page 37
Open Space Preservation and Archaeological Site Preservation - Park land dedication, conservancy areas and public acquisitions may serve to protect sensitive archaeological sites in developing areas	<u>Chapter 6, Page 38</u>
Greenways - Comprehensively planned systems of open space may consider sensitive cultural or historic site preservation as part of the criteria for public acquisition or conservancy areas	Chapter 6, Page 38

Land Trusts - Private non-profit organizations serving to protect significant natural and cultural resources may partner with local jurisdictions to assist in preservation and management of these resources

Chapter 6, Page 38

Cluster Subdivisions and Planned Unit Developments (PUDs) - Implementing unique neighborhood designs may serve to protect sensitive historic and cultural resources

Chapter 6, Page 38

Bonus or Incentive Zoning

- Additional density offered to developers may be exchanged for preservation of sensitive historic sites Chapter 6, Page 39

Mandatory Dedication -

Municipalities may employ public land dedication requirements when development occurs. These dedicated public lands can serve multiple purposes such as a park with an undisturbed archaeological site

Chapter 6, Page 39

Subdivision Controls - Plat and extraterritorial plat review may require developers to provide a local jurisdiction with a resource survey so that the subdivision may be designed to avoid sensitive areas

Chapter 6, Page 39

Transfer of Development Rights

(TDR) - Seperates the rights to develop a parcel of land from other rights associated with the parcel. The development rights are transferred or sold for use in another location where higher density developments is permitted or encouraged

Historic Building Code - As an alternative to the International Building Code, adopted in Wisconsin in 2002, owners of historic properties may use the Wisconsin Historic Building Code to avoid updates that may affect historic significance	Chapter 6, Page 40
Minimum Maintenance Standards - Typically administered by local inspection or building departments, property maintenance ordinances may prevent the gradual destruction of historic buildings due to neglect	Chapter 6, Page 40
Local Taxation Policies - Local jurisdictions may work with local assessors to lower the assessment of local landmarks, if appropriate	Chapter 6, Page 40
Covenants and Easements - Drafted to 'run with the land' property restrictions may serve to protect certain features of historic structures or sites	Chapter 6, Page 41
Easements and Tax Incentives - Local property tax reduction may provide financial incentives to donate open-space easements, thereby preserving historic sites	Chapter 6, Page 41
Establishing an Easement Program - A legal agreement to donate interest in historic or archaeological property as an easement may provide the property owner with tax benefits	Chapter 6, Page 41
Acquisition - Communities, non- profit organizations, private parties or partnerships may acquire historic properties for preservation	Chapter 6, Page 43
Life Estates - Historic property may be donated and thereby preserved as a life estate by owners	Chapter 6, Page 43

Funding Sources (Chapter 7, Page 44)

Implementation Tool	Cultural Resource Guide
Business Improvement Districts (BID) - BID districts may be employed by local jurisdictions to collect a special assessment to be used for specific purposes such as building façade restoration	<u>Chapter 7, Page 45</u>
Private Revolving Loan Funds - Typically a low interest loan program that provides funding for historic projects and is made available to new projects as funds are repaid	Chapter 7, Page 45
Historic Building Tax Exemption - Historic properties may qualify for tax exemption under Wisconsin Statute 70.11	Chapter 7, Page 46
Archaeological Tax Exemption - Owners of property having a state of federally registered archaeology site may qualify for property tax exemption	Chapter 7, Page 46
Architectural Conservancy Districts - Special assessments may be levied under an operations plan to use for architectural improvements within the district	<u>Chapter 7, Page 46</u>
Federal and State Investment Tax Credits - Owners of historic buildings in Wisconsin may participate in tax incentive programs offered for rehabilitation of historic properties	Chapter 7, Page 47
Wisconsin Department of Transportation Local Transportation Enhancements - Funding provided by the Wisconsin Department of Transportation for local units of government and state agencies may be utilized for the rehabilitation of historic transportation features such as railroad depots	Chapter 7, Page 47

Jeffris Family Foundation - 1 million dollars in grants available annually for preservation projects including studies, full restorations and follow up publications	Chapter 7, Page 47
National Trust for Historic Preservation/ Jeffris Preservation Services Fund - Seed grants for preservation organizations and local governments for planning, research and education efforts associated with historic preservation	Chapter 7, Page 49
Wisconsin Humanities Council/ Historic Preservation Program Grants - Oriented toward significant preservation projects in small towns, grants are provided for projects that enhance the appreciation of the importance of particular historic buildings	Chapter 7, Page 49
Small Business Administration Certified Development Company Loan Program - Loans provided to small businesses in order to preserve or create jobs may also preserve historic structures	Chapter 7, Page 49
Wisconsin Coastal Zone Management/ Public Access-Low Cost Construction Grants - Matching grants available for renovation of underutilized or deteriorated waterfronts	Chapter 7, Page 50
Wisconsin Department of Commerce - Grant and loan programs for a variety of economic development projects that may also preserve historic sites	Chapter 7, Page 50
Wisconsin Department of Natural Resources - Grant and loan programs available for a wide array of environmental and recreational projects which may also promote the protection and restoration of historic resources	Chapter 7, Page 51

The Natural Resources Element

General Overview

Planning for Natural Resources: A Guide to Including Natural Resources in Local Planning was prepared by the Department of Urban & Regional Planning, University of Wisconsin-Madison/Extension and the Wisconsin Department of Natural Resources. The Natural Resources Guide is accompanied by two other separately written guides: the Agricultural Planning Guide and the Cultural Resources Guide which correspond to the agriculture, natural and cultural resources element.

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Natural Resources Guide.

An Overview of Some General Implementation Tools (Chapter 2, Page 13)

Implementation Tool	Natural Resources Guide
Education & Citizen Participation - Used to help citizens and local officials understand the relationship between natural resources and the other elements of the comprehensive planning process. Education is also used make citizens and local officials aware of the natural resource goals when making land use decisions. Higher levels of citizen participation equate to greater ownership of the plan	Chapter 2, Page 13
Environmental Analysis - Used to provide communities with detailed information about the project and its potential environmental and socio-economic impacts so that local government can make informed decisions about proposed development	Chapter 2, Page 13
Other Plans - A tool used by communities to address certain issues in more detail	Chapter 2, Page 14

Regulatory Tools: Tools (zoning, subdivision regulations, official maps and density transfers) used by local governments to protect public health, safety and welfare

(A) **Zoning** - Used to regulate land use, lot size and the height and bulk of structures. Some zoning techniques are summarized below:

(1) Performance Zoning -Used to control development by being sensitive to the environment. It regulates the impact of land uses, rather than the uses themselves

(2) Overlay Zoning - Used to allow special regulations within all or a portion of a zoning district or several districts. Helpful if there is one particular resource that needs to be protected in a consistent way, regardless of the zoning district it is in

(3) Incentive Zoning - Allows developers to provide additional amenities such as open space in exchange for higher densities, additional floor area or other property enhancements

(4) Planned Unit Developments (PUDs)

- Allows developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for better design and arrangement of open space to protect natural resources Chapter 2, Page 14

(B) Subdivision Regulations - Allows communities to control land division and the quality of development by outlining the subdivider's responsibilities. Also can address land suitability and environmental and design issues
(C) Official Maps - Maps that are used to show existing and planned public facilities. They are also used to reserve land for future public use
(D) Density Transfers - A tool used by communities to direct

(D) Density Transfers - A tool used by communities to direct development from one parcel or area to another. A Transfer of Development Rights (TDR) allows for the transfer of development rights from one parcel in an area that the community wants to protect to another parcel where it wants development to occur. It can also be used to direct development away from features or areas in a single

Private Action Tools:
(A) Non-Profit Conservation
Organizations - Are private nonprofit organizations that have been
established to protect land and water
resources for the public benefit

parcel to another area in that parcel

Acquisition Tools:

(A) Land Acquisition - A tool used by communities and non-profit conservation organizations to acquire land for conservation purposes by purchasing it outright

(B) Conservation Easements
- Voluntary legal agreement used to limit land to specific uses and thus protect it from development

Chapter 2, Page 15

- (C) Purchase of Development
 Rights (PDR) A land conservation
 tool used to protect important
 natural resources. The rights
 purchased are recorded in a
 conservation easement
- (D) Eminent Domain A tool that allows government to take private property for public purposes, even if the owner does not consent, if the government compensates the property owner for their loss. This tool can be used to acquire critical natural resource land

Fiscal Tools:

- (A) Capital Improvement
 Program (CIP) A budgeting tool
 used by communities to plan for
 the timing and location of capital
 improvements
- (B) Impact Fees A financial contribution imposed on new development to pay for capital improvements that are needed to serve the development
- (C) State and Federal Resources
- The Wisconsin Department of Natural Resources (WDNR) administers grant and loan programs that can be used to help communities assess and meet their needs in recreation, clean water, in the protection of lakes, rivers, environmental corridors and sensitive plant and wildlife communities

Chapter 2, Page 16

Chapter 2, Page 16

Chapter 2, Page 16

Chapter 2, Page 16

Development Approaches

- Some conventional zoning and subdivision regulations can discourage environmentally sensitive design. However, since the impacts of development not only depend on how much land is developed but also on how land is developed. These regulations can be refocused to encourage more environmentally sensitive development patterns and designs

Infill Development - A development pattern that accommodates new growth in already developed areas. It is an alternative to using up new land on the periphery of a region. Infill development is often accessible via transit or walking, requires shorter trip distances and therefore generates less air pollution than periphery development

Cluster Development and Conservation Subdivisions -

Cluster development is often referred to as conservation subdivisions. It enables a developer to concentrate units on the most buildable portion of the site, preserving natural drainage systems, open space, and environmentally and culturally sensitive areas

Traditional Neighborhood
Development - This type of
development is a form of compact
development. It is designed to
include a mixture of uses (residential,
commercial and public). Since it
uses less land, it can reduce habitat
disruption and adverse impacts on
wildlife, vegetation, and water quality

Chapter 2, Page 18

Chapter 2, Page 18

Chapter 2, Page 18

Sustainable Development - This type of development maintains or enhances economic opportunity and community well being while protecting and restoring the natural environment. Generally this type of development meets the needs of the present without compromising the ability of future generations to meet their needs

Chapter 2, Page 21

The Agricultural Planning Guide

General Overview

Planning for Agriculture in Wisconsin: A Guide for Communities was prepared by the University of Wisconsin Cooperative Extension and the Wisconsin Department of Agriculture Trade and Consumer Protection. The Agriculture Planning Guide is accompanied by two other separately written guides: the Cultural Resources Guide and the Natural Resources Guide which correspond to the agriculture, natural and cultural resources element.

In Section 5 of the Agricultural Planning Guide, the reader will find strategies and polices for planning for agriculture including:

- Planning versus Zoning
- Managing Development on Agriculture Lands, Regulatory Strategies
- Managing Development on Agriculture Lands, Non-Regulatory Tools
- The Wisconsin Farmland Preservation Program
- Local Planning and Policy Tools for Livestock Agriculture
- Agriculture Economic Development Policies

Section 6 is specifically dedicated to challenges of implementing a plan.

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Agricultural Planning Guide.

Section 5.2 Planning Versus Zoning

Implementation Tool	Agricultural Planning Guide
Types of Zoning - Summary of zoning types unique to agricultural areas	Chapter 5, Page 58
Limitations on Government Action - Provides specific information about municipal legal authority to adopt and enforce policies and tools	Chapter 5, Page 59

Managing Development on Agricultural Lands, Regulatory Strategies (Chapter 5, Page 59)

Implementation Tool	Agricultural Planning Guide
Traditional Agriculture Zoning - Designation of preferred agricultural land use areas, typically by soil quality and location criteria	<u>Chapter 5, Page 60</u>
Innovative Agricultural Zoning Concepts - Regulation of non-farm housing to locate on smaller lots in certain locations in order to preserve valuable farmland	<u>Chapter 5, Page 63</u>
Land Division and Subdivision Controls - Regulation of the legal creation of boundaries of a parcel of land in order to foster preservation of contiguous tracts of farmland	<u>Chapter 5, Page 65</u>
Conservation Subdivisions and Rural Clustering - A divergence from conventional subdivisions, providing regulation and incentives to minimize the consumption of land for housing in order to protect farmland	<u>Chapter 5, Page 67</u>
Driveway and Road Ordinance Standards - Regulation of driveways and public road access in order to site development so as not to interrupt productive agricultural land	<u>Chapter 5, Page 68</u>
Building Permits - Local governments may review building permit applications for conformance with local land use goals	Chapter 5, Page 69
Septic, Water and Sewer Policies - Local Government review of utility plans in order to influence the pattern of development on the landscape in order to preserve agricultural lands	<u>Chapter 5, Page 70</u>

Managing Development on Agricultural Lands: Non Regulatory Tools (Chapter 5, Page 70)

Implementation Tool	Agricultural Planning Guide
Right to Farm and "Notification" Provisions - Laws that protect farmers from complaints resulting from land use conflict associated with development	Chapter 5, Page 70
Agricultural Conservation Easements - Provides land use restrictions on the use of farmland for non-farm development	Chapter 5, Page 72
Other Incentive Programs to Protect Agricultural and Natural Resources - Financial incentive programs for farmers and landowners to protect environmental and natural resources including: The Conservation Reserve Program, The Wetland Reserve Program, Environmental Quality Incentives Program, Wildlife Habitat Incentives Program, Grazing Lands Conservation Initiative	Chapter 5, Page 74

The Wisconsin Farmland Preservation Program (Chapter 5, Page 75)

Implementation Tool	Agricultural Planning Guide
The Wisconsin Farmland Preservation Program - Land Conservation, tax relief and land use planning programs to assist in agriculture preservation	Chapter 5, Page 75
Statutory Requirements for Agriculture Preservation Plans - Specific requirements for a certified preservation plan to protect agricultural lands	<u>Chapter 5, Page 76</u>
Updating the County Agricultural Preservation Plan - Local units of government may draft agricultural plans under recent Wisconsin legislation in order to protect farmland. These plans may be updated for consistency in conjunction with local comprehensive planning efforts	Chapter 5, Page 76
Farmland Preservation Agreements - An agreement or contract between a farmland owner and the state as a means of protecting farmland. These agreements may be eventually converted to exclusive agriculture zoning	Chapter 5, Page 77
Exclusive Agriculture Zoning - A county, city, village or town ordinance that preserves agricultural uses on land and provides eligibility for farmland owners to receive tax credits	Chapter 5, Page 78

Local Planning and Policy Tools for Livestock Agriculture (Chapter 5, Page 78)

Implementation Tool	Agricultural Planning Guide
Federal and State Regulation of Large Livestock Operations - Permitting programs designed to protect water quality by regulating manure runoff, storage and application in the field	<u>Chapter 5, Page 79</u>
Using Local Zoning Authority to Regulate Large Livestock Operations - Counties, towns and villages may use local zoning laws to regulate new or expanding livestock operations	<u>Chapter 5, Page 80</u>
Local Authority to Protect Public Health and the Environment - Regulation of local livestock operations in order to protect public health through specific technical operational requirements	Chapter 5, Page 80
Zoning Versus Environmental Regulation - Consideration of the right tool for the intended purpose	Chapter 5, Page 81
Local Oversight of Crop Production Practices - Regulations such as soil erosion control that serve to manage the impacts of crop production on the land	Chapter 5, Page 83

Agriculture Economic Development Policies (Chapter 5, Page 84)

Implementation Tool	Agricultural Planning Guide
Supporting Local Farm Expansion and Modernization Efforts - Offering technical and financial assistance or complementary land use policies to expanding farm operations in order to foster long term farm survival and sustainability	Chapter 5, Page 84
Promoting New Farm Commodities and Farm Diversification - Tools that promote the diversification of crops or products to protect farmers from price volatility	<u>Chapter 5, Page 85</u>
Promoting Local Agriculture Products and Markets - Farm markets, roadside stands and other methods of marketing locally grown crops to the population may boost economic gains for local farmers	<u>Chapter 5, Page 85</u>
Promoting Value Added Processing of Agriculture Products - Utilization of specialty products in order to add value to traditional farm production. Example products range from specialty cheeses to ethanol	<u>Chapter 5, Page 86</u>
Facilitating Farm Transition and Retirement Programs - Using economic development programs to encourage the entry of new people into farming and assist new farmers to enter successfully	<u>Chapter 5, Page 87</u>
Urban Food Systems Planning - Local communities may foster a strong relationship between local growers and the urban population by providing space for local markets and cooperative gardens	Chapter 5, Page 89

Economic Development

General Overview

A Guide to Preparing the Economic Development Element of a Comprehensive Plan was developed in August 2003 by the Wisconsin Economic Development Institute, Inc. According to the Guide, "Economic development comprehensive planning recognizes the connection between economic development and quality of life. It leverages new growth and redevelopment to improve the community."

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Economic Development Element Guide.

Organizational Development

Implementation Tool	Econ. Dev. Element Guide
Planning for Economic Development – Identifies the process to develop an economic development plan	Chapter 3, Pages 8-15
Economic Development Models - Three types of economic development frameworks: private, public, public/ private partnerships	Chapter 4, Page 17
SWOT Analysis – Method to determine a community's or organization's, strengths, weaknesses, opportunities and threats	Chapter 4, Page 19
Community Economic Development Checklist – Analyzes a community's strengths and weaknesses before developing a plan to improve economic development opportunities	Appendices, Page 47
New Economy Economic Development Strategies	Chapter 2, Sidebar Page 7
Steps to Economic Development Planning	Chapter 3, Sidebar Page 10

Measures of Economic Activity	Chapter 3, Sidebar Page 11
Five General Components of Economic Development Practice	Chapter 3, Sidebar Page 13
Examples of Contemporary Economic Development Concepts	Chapter 3, Sidebar Page 13
Five General Components of Economic Development Practice and Strategic Overview	Chapter 3, Page 14-15

Infrastructure

Implementation Tool	Econ. Dev. Element Guide
Inventory of Available Buildings and Sites – Description of sites and buildings available for development or sale	Chapter 5, Page 22
Brownfield Remediation – Clean up polluted or potentially polluted sites for redevelopment	Chapter 5, Page 22
Financial Resources – Revolving loan funds, venture capital, angel investors and investment capital	Chapter 5, Page 22
Entrepreneurial Support – Training and education, business incubators, universities and colleges, technical colleges, associations and business groups	Chapter 5, Page 22

Business Development

Implementation Tool	Econ. Dev. Element Guide
Community Business Assessment - Process to understand the community's existing business base	Chapter 6, Page 24-25
Business Retention and Expansion - Programs to retain and expand existing businesses	Chapter 6, Page 25-26
Business Attraction – Attraction of new or expanding businesses to your community	Chapter 6, Page 27-28
Entrepreneurship and New Business Development – Local support for the development of new businesses	Chapter 6, Page 29
Three Goals of Business Retention and Expansion Strategies	Chapter 6, Sidebar, Page 25
Benefits of Business Retention and Expansion Visitation Programs	<u>Chapter 6, Sidebars, Pages 25</u> <u>- 26</u>
Business Attraction Promotion Strategies	Chapter 6, Sidebar, Page 27
Business Location Factors	Chapter 6, Sidebar, Page 28
Resources for New and Emerging Businesses	Chapter 6, Sidebar, Page 29
Incentives for Business Development	Chapter 6, Sidebar, Page 30

Workforce Development

Implementation Tool	Econ. Dev. Element Guide
Role of Professional Economic Developer – Professional position to increase the number of jobs in a community	Chapter 7, Page 34
Workforce Development Strategies – Should include key players and programs	Chapter 7, Pages. 32-33
Partners in Workforce Development	Chapter 7, Sidebar, Page 32
Types of Workforce Development Programs	Chapter 7, Sidebar, Page 33

Community Cash Flow Development

Implementation Tool	Econ. Dev. Element Guide
Cash Flow through Individuals - Capture individuals' discretionary dollars from outside your community	Chapter 8, Page 36, Sidebar Page 35
New Dollars through Institutions or Entities – Increase the number of short-term visitors who spend money in your community.	<u>Chapter 8, Page 36, Sidebar Page</u> 35
Community Cash Flow Strategies	Chapter 8, Page 39, Sidebar
Entrepreneurship and New Business Development – Local support for the development of new businesses	Chapter 6, Page 29
Types of Individual Cash Flow Dollars	Chapter 8, Sidebar, Page 35

Types of Institutional/ Organizational dollars	Chapter 8, Sidebar, Page 35
Strategies for Creating Positive Community Cash Flow	Chapter 8, Page 39
Community Guide to Development Impact Analysis	Chapter 8, Page 40

Regional Collaboration

Implementation Tool	Econ. Dev. Element Guide
Reasons to Collaborate - Collaboration can help multiple communities quickly address the emerging needs of the New Economy	Chapter 9, Page 42, Sidebar Page 42
Regional Collaboration in Economic Development	Chapter 9, Page 43
Community Cash Flow Strategies	Chapter 9, Page 39, Sidebar, Page 36
Entrepreneurship and New Business Development – Local support for the development of new businesses	Chapter 6, Page 29
Types of Healthy Collaborations	Chapter 9, Sidebar, Page 42

Intergovernmental Cooperation Element Guide

General Overview

Intergovernmental Cooperation: A Guide to Intergovernmental Cooperation was prepared by the Wisconsin Department of Administration. The intergovernmental cooperation element creates an opportunity for a community to coordinate with other communities and governmental units to promote compatibility between plans.

In the Intergovernmental Cooperation Element Guide, the reader will find the following chapters pertaining to implementation tools and techniques:

- Chapter 5: Cooperating with Planning
- Chapter 6: Implementation Tools
- Chapter 7: Techniques for resolving Disputes

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Intergovernmental Cooperation Element Guide.

Cooperating with Planning (Chapter 5, Page 25)

Implementation Tool	Intergov. Element Guide
Share Plan Drafts with Neighboring Jurisdictions	Chapter 5, Page 27
Invite Representatives from Neighboring Jurisdictions to Serve on Plan Advisory Committees, Workgroups or Meetings	Chapter 5, Page 28
Conduct Joint Planning Educational efforts - Such as speakers, newsletters, web sites, tours, etc	Chapter 5, Page 29
Contract with other Jurisdictions - Such as your county or RPC for planning work	Chapter 5, Page 30
Develop a Joint Planning Area - Such as an area of common interest where municipal boundaries coincide or where regulatory authority overlaps	Chapter 5, Page 30
Prepare a Multi-Jurisdictional Plan	Chapter 5, Page 31
Create a Library of Planning Materials	Chapter 5, Page 34

Implementation Tools (Chapter 6, Page 35)

Cooperating with Services

Implementation Tool	Intergov. Element Guide
Trade Services	Chapter 6, Page 40
Rent Equipment to or from Your Neighbors	Chapter 6, Page 40
Contract with a Neighbor to Provide a Service	Chapter 6, Page 40
Share Municipal Staff	Chapter 6, Page 41
Consolidate Services	Chapter 6, Page 41
Joint Use of a Facility	Chapter 6, Page 42
Create a Special Purpose District to Provide a Service Area-Wide, Spanning Multiple Jurisdictions	Chapter 6, Page 42
Purchase Equipment or Supplies jointly	Chapter 6, Page 42

Cooperating with Regulations (Chapter 6, Page 46)

Implementation Tool	Reference
Full List of Laws and Ordinances that Can be Shared	Chapter 6, Sidebar, Page 46
Zoning (General, Extraterritorial, Airport, Shoreland, Wetland and Floodplain Zoning Ordinances);	Chapter 6, Page 47
Land Division Ordinances	Chapter 6, Page 51
Official Mapping	Chapter 6, Page 54

Cooperating by Sharing Revenue (Chapter 6, Page 56)

Implementation Tool	Reference
Property Tax Revenue from New Growth	Chapter 6, Page 56
State or Federal Grants (Apply Jointly)	Chapter 6, Page 56
Locally Collected Fees	Chapter 6, Page 56

Cooperating with Boundaries (Chapter 6, Page 58)

Implementation Tool	Intergov. Element Guide
Annexation	Chapter 6, Page 59
Detachment	Chapter 6, Page 61
Incorporation	Chapter 6, Page 62
Consolidation	Chapter 6, Page 64
Intergovernmental Boundary Agreement	Chapter 6, Page 65

Techniques for Resolving Disputes (Chapter 7, Page 69)

The Comprehensive Planning Law requires that your community's intergovernmental cooperation element identify processes to resolve conflicts that are identified. This chapter describes mediation and other more formal dispute resolution techniques.

Implementation Tool	Intergov. Element Guide
Formal Dispute Techniques	Chapter 7, Page 69
Mediation	<u>Chapter 7, Page 71</u>

The Land Use Element Guide

General Overview

The Land Use Resource Guide: A Guide to Preparing the Land Use Element of a Local Comprehensive Plan was prepared by a multi-disciplinary team chaired by Anna Haines, Director of the Center for Land Use Education, University of Wisconsin-Stevens Point/Extension.

In Chapter 8 of the Land Use Element Guide, the reader will find:

- Roles and Responsibilities for Plan Implementation
- Types of Implementation Tools
- Developing a Strategy
- Checking for Consistency

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Land Use Element Guide.

Non-regulatory Implementation Tools (Chapter 8, Page 67)

Implementation Tool	Land Use Element Guide
Education - Efforts to inform and involve citizens and local decision makers throughout the planning process	<u>Chapter 8, Page 67</u>
Grant Procurement	Chapter 8, Page 68
Hire Planning Staff or Zoning Administrator	Chapter 8, Page 68
Detailed or Special Purpose Planning - i.e. neighborhood or corridor plan	Chapter 8, Page 68
Public Investment – i.e. land acquisition or utility expansion	<u>Chapter 8, Page 68</u>

Voluntary Implementation Tools (Chapter 8, Page 68)

Implementation Tool	Land Use Element Guide
Conservation Easement – Allows landowners to permanently limit future development on their property. It is a voluntary legal agreement between the landowner and a public agency or non-profit organization	<u>Chapter 8, Page 68</u>
Purchase of Development Rights (PDR) – A voluntary program in which a landowner sells the development rights of his or her land to a local unit of government or qualified organization	<u>Chapter 8, Page 68</u>

Incentive-Based Implementation Tools (Chapter 8, Page 69)

Implementation Tool	Land Use Element Guide
Transfer of Development Rights (TDR) – A program that creates a market for buying and selling the rights to develop property. To implement a TDR program, the local governing body must identify one or more "sending areas" where land conservation is sought and one or more "receiving areas" where development of property is desired and can be serviced properly	Chapter 8, Page 69
Density Bonus - Allows a parcel to accommodate additional building space or additional units beyond the maximum for which the parcel is zoned, usually in exchange for the preservation of an amenity at the same site or at another location	Chapter 8, Page 69

Regulatory Implementation Tools (Chapter 8, Pages 70 - 71)

Implementation Tool	Land Use Element Guide
Zoning - Zoning ordinances regulate how a parcel of land in a community may be used. They also may regulate the size and shape of lots along with the density, height, shape, bulk, and placement of structures. Wisconsin statutes, however, require communities to administer certain types of zoning as described below:	Chapter 8, Page 70
(A) Shoreland Zoning - Provides development standards near waterways to protect water quality, aquatic and wildlife habitat, shore cover and natural scenic beauty. It is required of counties	Chapter 8, Page 70
(B) Shoreland - Wetland Zoning - Generally prohibits or severely restricts development in wetlands near waterways. It has the same objectives as shoreland zoning and is required of counties, cities and villages that have received wetland maps from the state	Chapter 8, Page 70
(C) Floodplain Zoning - Provides location and development standards to protect human life, health and property from flooding. It is required of communities that have been issued maps designating flood prone areas	Chapter 8, Page 71

Land Division and Subdivision
Regulations – Defines how a
large parcel of land is divided into
smaller parcels for development,
and ensures the proper design
of new developments including
infrastructure such as roads,
sidewalks, water, sewer, etc.
In addition, land division and
subdivision regulations determine
who is responsible for financing
and maintenance costs associated
with new developments

Conservation Subdivisions

- An alternative to conventional subdivision regulation that directs the location of residential dwellings on a parcel of land to protect open spaces and sensitive areas. This allows for dwelling units to be grouped or "clustered" on only a portion of a parcel, while the remainder of the site is preserved as open space, farmland, or as an environmentally or culturally sensitive area. Clustering of the dwellings into a small area is made possible by reducing the individual lot sizes

Chapter 8, Page 71

Chapter 8, Page 71

Identifying and Selecting Plan Implementation Tools (Chapter 8, Page 71)

Implementation Tool	Land Use Element Guide
Identifying and Selecting Plan Implementation Tools –	Chapter 8, Page 71
(A) Accomplished iteratively throughout the planning process	
(B) Tools that are best-suited to address a community's needs naturally emerge when identifying goals, objectives and policies for each of the elements	
(C) Most communities find that using a combination of plan implementation programs and initiatives is better than using only one tool	
(D) After identifying a range of potential plan implementation tools, the tools should be selected in a coordinated manner taking into account the community's available resources and abilities	
Community Resource Assessment - Allows a community to assess its political, fiscal, economic and social resources and environment to determine which implementation tools can be realistically used in the community	Chapter 8, Page 72

Implementation

General Overview

The *Implementation Element Guide: A Guide to Preparing the Implementation Element of a Local Comprehensive Plan* was prepared by a multi-disciplinary team chaired by Anna Haines, Director of the Center for Land Use Education, University of Wisconsin - Stevens Point/Extension.

In the Implementation Element Guide, the reader will find the following chapters pertaining to implementation tools and techniques:

- Chapter 1: Introduction
- □ Chapter 2: Creating the Implementation Element
- Chapter 3: Monitoring Plan Implementation
- Chapter 4: Amending and Updating Your Comprehensive Plan

In order to serve as a quick and handy reference to these tools, this guide is formatted to give the reader direct references to the Implementation Element Guide.

Introduction (Chapter 1, Page 1)

Implementation Tool	Implementation Element Guide
Guiding Principals for Plan Implementation	Chapter 1, Page 2

Creating the Implementation Element (Chapter 2, Page 5)

Implementation Tool	Implementation Element Guide
Who Should Review Implementation Actions	<u>Chapter 2, Page 6</u>
How to Prioritize Necessary Actions for Implementation	Chapter 2, Page 6
How to Develop Consistency Between the Plan Elements	Chapter 2, Page 8
How to Prioritize the Actions Needed to Implement the Plan	Chapter 2, Page 10

Monitoring Plan Implementation (Chapter 3, Page 19)

Implementation Tool	Implementation Element Guide
Who Should Be Involved in Monitoring the Progress of Plan Implementation	Chapter 3, Page 19
When Should Progress on the Plan be Monitored	Chapter 3, Page 20

Amending and Updating Your Comprehensive Plan (Chapter 4, Page 23)

Implementation Tool	Implementation Element Guide
This Section Lists Several Strategies for Amending and Updating Comprehensive Plans	Chapter 4, Page 24
This Section Suggest Possible Procedures for Amending and Updating Comprehensive Plans	Chapter 4, Page 26



Factsheets, Bulletins and Brochures for Commonly Used Implementation Tools

Agriculture Protection

Conservation Easements

Conservation Subdivision Design

Density Bonuses

Economic/Environmental Impact Analysis

Forest Protection

Impact Fees

Land Division Ordinance

Official Mapping

Overlay Zoning

Planned Unit Developments

Purchase of Development Rights (PDR)

Tax Incremental Financing

Traditional Neighborhood Development

Transfer of Development Rights (TDR)

Zoning Ordinance



Involving the Public in Implementation

Why involve the public in implementation?

Public participation does not stop with the adoption of the plan. It also plays a critical role in implementing the action steps identified to reach the plan goals and objectives. Hopefully, citizens were actively involved in the creation of the plan and will support the implementation of decisions they had a hand in creating. During plan implementation, new people will move to the community and elected officials will change. Economic and social conditions at the local, state and national levels may also be different at the time an action step is implemented than when the plan was created. To create the best possible decision/outcome you still need to review all of the perspectives of everyone who is impacted by the decision and adapt decisions to reflect any change.

When to involve the public?

The citizen committees and task forces established for the planning process should continue on with a new charge after plan adoption, based on the action steps of the plan. Membership should reflect the needs of these implementation items and may involve different people than when the plan was created. Websites should also be continued and utilized for plan implementation. Updates on the success of plan implementation should be included in regular community mailings. One-time events (charrettes, public hearings, open houses) serve a specific purpose but it is the continuous ongoing involvement opportunities that generate the best opportunity to educate citizens on land use and improve the democratic process.

What do you need from the public? What do they need from you?

For implementation activities, it will be important to identify exactly what the public's role will be for each of the action items. Some steps may involve internal changes made by the community's staff. While the public need not be a part of that, they should at least know that the step was completed. Ordinance changes have established procedures that require a public hearing. However, public hearings could become contentious if there is uncertainty about what is being done and why the changes are being made. Education and an opportunity for public input prior to the hearing could help alleviate concerns and smooth the approval process. A separate plan may be needed for other items and the public should be involved in its creation for the same reasons they were involved in creating the comprehensive plan. Any change to the actual comprehensive plan needs to follow the prescribed methods as outlined in state statute which includes a public participation component. The public needs to be informed and to have opportunities to be involved in government activities.

How to choose a tool?

There isn't one magic tool that will provide the information you may need to plan for public involvement in the plan implementation. Having clearly identified goals and objectives for involving the public in each action step should help with the choice of participation tools. See the resources below for help in establishing goals and objectives. The greater the variety of methods for involving the public, the greater the amount and quality of citizen participation. People have a desire to be informed and to have their opinions heard. The resources included below provide ideas for possible techniques for involving community members.

Evaluation - did we get what we needed?

Token public involvement may satisfy the letter of the law, but it may not provide any useful information that could expedite the community's ability to fulfill the goals and objectives of their comprehensive plan. It's also not good use of public funds. The most cost-effective strategy is to evaluate every public involvement opportunity against the identified goals and objectives to ensure that you obtained all of the information that was needed. Continually improving participation efforts increases the chance of smoothly implementing the comprehensive plan and also building the public's trust in government.

References

This section offers an overview of tools that can be used to provide public participation in the implementation of a community's comprehensive plan. The Center for Land Use Education www.uwsp.edu/cnr/landcenter and the International Association for Public Participation www.iap2. org offer additional guidance and resources for involving the public in implementation activities.

Selected References on Public Participation from:

Crafting an Effective Plan for Public Participation

The following is an index to the contents of the sections of this bulletin as well as links to copies of worksheets to support decision-making on questions posed in that section. The bulletin was originally written to guide public participation in the creation of the comprehensive plan. The information is also applicable during the implementation of the plan's action steps.

Implementation Tool	Public Participation
Outline for a Model Plan for Public Participation	Section 2, Page 4
Identifying the Purpose for Public Participation	Section 2, Page 7
Establishing Planning Tasks	Worksheet 1
Determining who Should Participate	Section 2, Page 12
Stakeholder Analysis	Worksheet 2
Public Officials Contact List	Worksheet 3
Professionals and Technical Staff Contact List	Worksheet 4
Determining How People Should Be Involved	Section 2, Page 14

List of Methods	Section 2, Page 16
Documenting and Evaluating the Public Participation	Section 2, Page 18
Example Public Participation Plans	Section 2, Page 19

Comprehensive Planning and Citizen Participation

One of the purposes of this guide is to help local elected officials ensure purposeful citizen participation throughout the comprehensive planning process. The guide provides a detailed examination of fourteen techniques for public participation. These techniques and accompanying worksheets can also be used during plan implementation.

Implementation Tool	Public Participation
Goals for Citizen Involvement	Section 3, page 27
Comparison of Fourteen Participation Techniques	Section 4, page 31
Direct Mail	Section 4, page 35
News Releases and Mass Media	Section 4, page 36
Displays and Exhibits	Section 4, page 37
Public Education Meetings	Section 4, page 38
Websites	Section 4, page 39
Open Houses	Section 4, page 40
Public Hearings	Section 4, page 41
Visual Preference Survey	Section 4, page 42
Focus Groups	Section 4, page 43
Opinion Surveys	Section 4, page 44
Citizen Advisory Committee	Section 4, page 45

Visioning	Section 4, page 46
Citizen Planning Committees	Section 4, page 47
Referenda	Section 4, page 48
Worksheets for Planning for Public Participation	Section 4, page 49

The International Association for Public Participation

The International Association for Public Participation helps organizations and communities around the world improve their decisions by involving those people who are affected by those decisions. The documents below are part of the educational tools available from the organization.

Implementation Tool	Public Participation
Core Values for the Practice of Public Participation - The purpose of these core values is to help make better decisions which reflect the interests and concerns of potentially affected people and entities	<u>Core Values</u>
Participation Spectrum – This chart depicts the increasing levels of public participation showing goals met and promises made to the public. Also included are some example techniques	Participation Spectrum
A list of Public Participation Techniques - Organized by the type of participation. Gives suggestions for implementation, what is good about this technique and where problems might arise	<u>Toolbox</u>



Where to Go For More Information

Department of Administration Comprehensive Planning Resources and Links: http://www.doa.state.wi.us/ (Keyword: Comprehensive Planning)

Federal Agencies

Federal Highway Administration - http://www.fhwa.dot.gov/

National Resources and Conservation Services - http://www.nrcs.usda.gov/

United States Department of Agriculture - http://www.usda.gov

USDA Forest Service - http://www.fs.fed.us/

U.S. Department of Housing and Urban Development - http://www.hud.gov/

U.S. Environmental Protection Agency - http://www.epa.gov/

U.S. Geological Survey - http://www.usgs.gov/

Metropolitan Planning Organizations

Appleton - Oshkosh http://www.eastcentralrpc.org/

Beloit, WI-IL

http://www.ci.beloit.wi.us/index.asp?Type=B_BASIC&SEC=%7B9FF28AF3-10AB-43F2-9880-2618F1F9E34F%7D

Dubuque, WI-IL-IA http://www.ecia.org

Eau Claire - Chippewa Falls http://www.wcwrpc.org

Fond du Lac http://www.eastcentralrpc.org/

Green Bay http://www.co.brown.wi.us/Planning/

Janesville http://www.ci.janesville.wi.us

Kenosha, Milwaukee, Racine http://www.sewrpc.org

La Crosse

http://www.lapc.org/

Madison

http://www.madisonareampo.org/

Sheboygan

http://www.baylakerpc.org

Superior-Duluth, WI-MN www.ardc.org

Wausau

http://www.co.marathon.wi.us/infosubtop.asp?dep=27&tid=1

Statewide Non-Governmental Organizations

1,000 Friends of Wisconsin - http://www.1kfriends.org/

Gathering Waters Conservancy - http://www.gatheringwaters.org/

The Nature Conservancy of Wisconsin - http://www.nature.org/wherewework/northamerica/states/wisconsin/contact/

River Alliance of Wisconsin - http://www.wisconsinrivers.org/

Sierra Club - Wisconsin John Muir Chapter - http://wisconsin.sierraclub.org/index.htm

Wisconsin Association of Lakes - http://www.wisconsinlakes.org/

Wisconsin Wetlands Association - http://www.wiscwetlands.org/

Wisconsin Wildlife Association - http://www.wiwf.org/

Regional Planning Commissions

Bay-Lake Regional Planning Commission

Representing the counties of: Brown, Door, Florence, Kewaunee, Manitowoc, Marinette, Oconto and Sheboygan

http://www.baylakerpc.org

Capital Area Regional Planning Commission (Proposed)
Representing Dane County
http://www.danecorpc.org/

East Central Wisconsin Regional Planning Commission
Representing the counties of: Calumet, Fond du Lac, Green Lake, Marquette, Menominee,
Outagamie, Shawano, Waupaca, Waushara and Winnebago
http://www.eastcentralrpc.org

Mississippi River Regional Planning Commission Representing the counties of: Buffalo, Crawford, Jackson, La Crosse, Monroe, Pepin, Pierce, Trempealeau and Vernon http://www.mrrpc.com

North Central Wisconsin Regional Planning Commission Representing the counties of: Adams, Forest, Juneau, Langlade, Lincoln, Marathon, Oneida, Portage, Vilas and Wood http://www.ncwrpc.org

Northwest Regional Planning Commission Representing the counties of: Ashland, Bayfield, Burnett, Douglas, Iron,, Price, Rusk, Sawyer, Taylor and Washburn http://www.nwrpc.com

Southeastern Wisconsin Regional Planning Commission Representing the counties of: Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington and Waukesha http://www.sewrpc.org

Southwestern Wisconsin Regional Planning Commission Representing the counties of: Grant, Green, Iowa, Lafayette and Richland http://www.swwrpc.org

West Central Wisconsin Regional Planning Commission Representing the counties of: Barron, Chippewa, Clark, Dunn, Eau Claire, Polk and St. Croix http://www.wcwrpc.org

Quasi-Public Agencies

Forward Wisconsin - http://forwardwi.com/

Wisconsin Economic Development Association - http://www.weda.org/

Wisconsin Housing and Economic Development - http://www.wheda.com/

Wisconsin Historical Society - http://www.wisconsinhistory.org/

Wisconsin Small Business Development Center - http://www.wisconsinsbdc.org/

State Agencies

Wisconsin Catalog of Community Assistance http://www.doa.state.wi.us/dhir/wcca_catalog_all.asp (Type into Browser)

WI Department of Administration – Intergovernmental Relations - http://www.doa.state.wi.us/dhir/index.asp (Type into Browser)

WI Department of Agriculture, Trade and Consumer Protection - http://www.datcp.state.wi.us/

WI Department of Commerce - http://commerce.wi.gov/

WI Department of Natural Resources - http://www.dnr.state.wi.us/

WI Department of Transportation - http://www.dot.wisconsin.gov/

State Chapter Organizations

American Institute of Architects - Wisconsin Chapter - http://www.aiaw.org/

American Planning Association - Wisconsin Chapter - http://www.wisconsinplanners.org

American Society of Landscape Architects - Wisconsin Chapter - http://www.asla.org/

University of Wisconsin

Applied Population Laboratory - http://www.ssc.wisc.edu/poplab/

Center for Community Economic Development – UW Extension - http://www.uwex.edu/ces/cced/

Center for Land Use Education – UW Stevens Point http://www.uwsp.edu/cnr/landcenter/

Department of Urban and Regional Planning – UW Madison - http://www.wisc.edu/urpl/

Land Information and Computer Graphics Facility - UW-Madison - http://www.lic.wisc.edu/

School of Architecture and Urban Planning - UW Milwaukee - http://www.uwm.edu/SARUP/

UW-Extension - http://www.uwex.edu/