

Waupaca County Year 2030 Comprehensive Plan

Contents

	Page
1. Issues and Opportunities	1-1
1.1 Introduction.....	1-1
1.2 Plan Summary.....	1-2
1.3 Waupaca County 2030 Vision	1-5
1.4 Comprehensive Planning Law Local Planning Goals	1-7
1.5 Comprehensive Plan Development Process and Public Participation	1-9
1.6 Issues and Opportunities Policies and Recommendations.....	1-10
2. Population and Housing	2-1
2.1 Population and Housing Plan.....	2-1
2.2 Housing for All Income Levels.....	2-1
2.3 Housing for All Age Groups and Persons with Special Needs.....	2-2
2.4 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing	2-3
2.5 Maintaining and Rehabilitating the Existing Housing Stock.....	2-4
2.6 Population and Housing Goals and Objectives.....	2-4
2.7 Population and Housing Policies and Recommendations.....	2-5
3. Transportation	3-1
3.1 Transportation Plan.....	3-1
3.2 Planned Transportation Improvements	3-1
3.3 Comparison with County, State, and Regional Transportation Plans.....	3-2
3.4 Transportation Goals and Objectives.....	3-4
3.5 Transportation Policies and Recommendations.....	3-5
4. Utilities and Community Facilities.....	4-1
4.1 Utilities and Community Facilities Plan	4-1
4.2 Planned Utility and Community Facility Improvements.....	4-2
4.3 Coordination of Community Facility Improvements.....	4-17
4.4 Utilities and Community Facilities Goals and Objectives.....	4-18
4.5 Utilities and Community Facilities Policies and Recommendations.....	4-21
5. Agricultural, Natural, and Cultural Resources	5-1
5.1 Agricultural, Natural, and Cultural Resources Plan.....	5-1
5.2 Key Planning Process Results.....	5-1
5.3 Agricultural, Natural, and Cultural Resources Goals and Objectives	5-7
5.4 Agricultural, Natural, and Cultural Resources Policies and Recommendations	5-10
6. Economic Development	6-1
6.1 Economic Development Plan.....	6-1
6.2 Economic Development in the Planning Process	6-2
6.3 Strengths and Weaknesses Analysis	6-3
6.4 Desired Business and Industry.....	6-4

6.5	Sites for Business and Industrial Development	6-5
6.6	Economic Development Goals and Objectives.....	6-6
6.7	Economic Development Policies and Recommendations.....	6-7
7.	Intergovernmental Cooperation.....	7-1
7.1	Intergovernmental Cooperation Plan	7-1
7.2	Intergovernmental Opportunities, Conflicts, and Resolutions.....	7-1
7.3	Key Planning Process Results.....	7-4
7.4	Intergovernmental Cooperation Goals and Objectives	7-8
7.5	Intergovernmental Cooperation Policies and Recommendations	7-9
8.	Land Use.....	8-1
8.1	Preferred Land Use Plan	8-1
8.2	Preferred Land Use Classifications and Policies	8-7
8.3	Key Land Use Tools	8-17
8.4	Existing and Potential Land Use Conflicts	8-24
8.5	Edge-Matching of Local Land Use Plans	8-25
8.6	Opportunities for Redevelopment.....	8-27
8.7	Designation of “Smart Growth” Areas	8-28
8.8	Land Use Goals and Objectives.....	8-30
8.9	Land Use Policies and Recommendations	8-32
9.	Implementation.....	9-1
9.1	Action Plan.....	9-1
9.2	Recommended Changes to Land Use Programs and Regulations	9-5
9.3	Non-Regulatory Land Use Management Tools	9-15
9.4	Functional and Strategic County Plan Updates	9-15
9.5	Coordinated County-Town Review: Sideboard Approach	9-16
9.6	Comprehensive Plan Amendments and Updates	9-24
9.7	Integration and Consistency of Planning Elements	9-25
9.8	Measurement of Plan Progress.....	9-28
9.9	Implementation Goals and Objectives	9-28
9.10	Implementation Policies and Recommendations	9-29

Tables

Table 4-1	Coordination Opportunities for County and Local Planned Capital Projects	4-17
Table 8-1	Preferred Land Use, Waupaca County, 2007	8-16

Figures

Figure 6-1	The Centrality of Economic Development.....	6-2
Figure 6-2	Economic Development and Quality of Life Connections	6-3
Figure 7-1	Density and Timing of Development Scenarios.....	7-7
Figure 8-1	Preferred Land Use, Waupaca County, 2007	8-17
Figure 9-1	The Sideboard Approach.....	9-16
Figure 9-2	Interrelationships of Land Use Decisions	9-17
Figure 9-3	County/Local Coordinated Decision Making Process	9-21

Maps

Map 4-37	Planned Community Facility and Transportation Improvements, Northwest Cluster	4-7
Map 4-41	Planned Community Facility and Transportation Improvements, Northeast Cluster	4-9
Map 4-45	Planned Community Facility and Transportation Improvements, Central Cluster	4-11
Map 4-48	Planned Community Facility and Transportation Improvements, Southwest Cluster	4-13
Map 4-51	Planned Community Facility and Transportation Improvements, Southeast Cluster	4-15
Map 8-72	Preferred Land Use	8-5

Appendices

Rural Land Development Potential Scenarios	Appendix A
Public Participation Plan and Survey Results	Appendix B

Element Abbreviations

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

1. Issues and Opportunities

1.1 Introduction

For the first time in its history, Waupaca County has developed a long range, comprehensive vision for the future of its landscape, economy, and society. This document captures the portions of that vision that can be expressed through words, maps, and other images. To understand the rest of Waupaca County's vision for the future, one must visit its landscape, patronize its businesses, and most importantly, talk with its citizens. The Waupaca County comprehensive planning process represents perhaps the most extensive grass-roots process of citizen participation ever undertaken in the county's history. For nearly four years, volunteers from 33 of Waupaca County's 34 local units of government have worked to develop their own long range, comprehensive visions for the futures of their communities. This process culminated in the production of the county-wide plan. This plan responds to the 33 local comprehensive plans, captures the common themes, and expresses the overall vision for the future of Waupaca County.

Waupaca County began a multi-jurisdictional planning effort in 2003 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. In addition to the county, a total of 21 towns, six cities, and six villages participated in the planning process. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *Waupaca County Year 2030 Comprehensive Plan* will guide decision making in Waupaca County for the next 20 to 25 years. The county's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the county's decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the background data for Waupaca County and its communities. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine -

1. Issues and Opportunities
2. Population and Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

The *Waupaca County Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain land use decisions. After the year 2010, any county or municipality that

regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with its comprehensive plan.

Waupaca County developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. For a complete analysis of the county's identified issues and opportunities, please refer to Chapter 1 of the *Inventory and Trends Report*. The *Issues and Opportunities* element of the comprehensive plan provides perspective on the planning process, public participation, the overall vision and goals of the county, and policies for the overall operation of county government.

1.2 Plan Summary

Waupaca County is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community or county is immune to its effects. How a county changes, how change is perceived, and how change is managed are the subjects of comprehensive planning. An understanding of both the county's history and its vision for the future are essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the county now?
2. How did the county get here?
3. Where does the county want to be in the future?
4. How does the county get to where it wants to be?

The overriding intent of Waupaca County's comprehensive plan is to manage change to the benefit of the county, its communities, and its citizens. Over the next 20 to 25 years, change will probably not take place in leaps or bounds. It will probably take place in small steps. For example, it is not anticipated that 200-lot, residential subdivisions will happen frequently in Waupaca County, but there may very well be 20 subdivisions with 10 lots or more. It is expected that anywhere from about 4,700 to 7,100 new housing units will be added to the landscape by 2030. It is expected that the county population will grow by anywhere from about 5,300 to 14,800 persons by 2030. The Waupaca County comprehensive plan creates a framework to help ensure that over time change results in a positive future. A cohesive vision and relevant public policy is important to have when change takes place slowly over time. Only by intentionally managing growth and development will the sum of the parts fit together to fulfill a county's or community's vision for the future.

Waupaca County property owners responded to two planning process surveys. Between the two surveys, every county property owner was given the opportunity to respond. The results of the survey responses reflect the top public priorities and concerns relative to several elements of comprehensive planning. There was very strong consensus on many questions, and the following areas showed agreement of 80% or more:

- ◆ Protecting lakes, streams, wetlands, and groundwater (97%)
- ◆ Protecting natural resources (96%)

- ◆ Protecting wildlife habitat (91%)
- ◆ Protecting property rights (90%)
- ◆ Attracting and retaining businesses that create jobs (88%)
- ◆ Decreasing runoff pollution (85%)
- ◆ Protecting rural character (85%)
- ◆ Supporting the resources and services of the agriculture industry (84%)
- ◆ Protecting farmland from development (82%), especially the most productive land (85%)
- ◆ Using land use strategies to balance residential growth with farmland protection (81%)

Slightly lower, but nonetheless important, public priorities and concerns can be seen by looking at responses that showed agreement of 75% or more. There was strong consensus in the following areas as well:

- ◆ Protecting historic sites and structures (79%)
- ◆ Using land use strategies to protect community interests (78%)
- ◆ Managing the placement of development to control community service costs (77%)
- ◆ Saving money by consolidating public services and facilities (76%)
- ◆ Protecting large forest tracts from fragmentation (75%)

Waupaca County will achieve its vision for the future by implementing its comprehensive plan with a continued commitment to meaningful public participation. The individual elements of this plan provide the county's specific goals, objectives, policies, and recommendations for the future. The following summary provides a sense of the major themes of the county plan.

Population and Housing

Waupaca County's plan for population and housing is to be prepared for projected growth and to encourage the development and redevelopment of housing that contributes to the fulfillment of county and local comprehensive plans.

Transportation

Waupaca County's plan for transportation is to continue to provide a safe, efficient, and cost-effective transportation system, to support the expansion of multiple modes of transportation, particularly through improved consideration of bicycle and pedestrian routes, to promote well planned connectivity of road and highway networks, and to provide leadership and technical assistance to local communities.

Utilities and Community Facilities

Waupaca County's plan for utilities and community facilities is to maintain adequate levels of service in the areas where it is directly responsible, to balance the level of service with the cost implications to county taxpayers, to encourage the management of land use in a way that facilitates efficient expansion of utilities and services, and to encourage the construction of new utilities and community facilities in a way that upholds the rural character and economic base of the county.

Agricultural, Natural, and Cultural Resources

Waupaca County's plan for agricultural, natural, and cultural resources is to work cooperatively with communities and stakeholders to preserve and manage these valued features of the landscape. More specifically, Waupaca County plans to work cooperatively with these same partners to help maintain the viability of its agriculture industry, to help maintain the integrity of its natural resources, and to encourage the documentation, recognition, and preservation of its cultural resources.

Economic Development

Waupaca County's plan for economic development is to provide leadership in support of and in cooperation with local economic development efforts, to maintain the quality of life that attracts residents, visitors, and businesses to the area, to help maintain a supply of land that is suitable for commercial and industrial development, and to support local communities in helping to ensure that future commercial and industrial development use quality construction and site design that preserve the rural and small town character of the county.

Intergovernmental Cooperation

Waupaca County's plan for intergovernmental cooperation is to provide leadership to ongoing intergovernmental cooperation efforts, to maintain the momentum built during comprehensive planning by keeping land use planning and implementation issues in an intergovernmental setting, and to tackle the tough issues of providing services in the face of shrinking budgets by employing creative intergovernmental approaches.

Land Use

Waupaca County's preferred land use map shall be the equivalent of the most current locally adopted preferred land use map of each municipality in Waupaca County. In other words, the local preferred land use map is the county preferred land use map for that area. Waupaca County and its communities will utilize innovative land use strategies like conservation and cluster land division design, site planning, design review, purchase of development rights, and density management.

Implementation

Waupaca County's plan for implementation was developed with both county and local responsibilities in mind. County plan provisions in areas of overlapping authority are general enough to provide flexibility, but specific enough to provide direction for county decision makers. The "Sideboard Approach" is a key component of the County's plan for implementation.

1.3 Waupaca County 2030 Vision

Waupaca County's vision for the future is expressed in its goal statements for each of the comprehensive planning elements. The county's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

Goal: Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents on a county-wide scale.

Goal: Support housing development that maintains the attractiveness and rural character of the county.

Goal: Support the maintenance and rehabilitation of the county's existing housing stock.

Transportation Goals

Goal: Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods.

Goal: Support the development and use of multiple modes of transportation.

Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Goal: Provide leadership and coordination to highway and transportation planning throughout Waupaca County.

Utilities and Community Facilities Goals

Goal: Support the efficiency, quality, and coordinated planning of county government, community facilities and services, and utilities.

Goal: Provide quality and accessible parks and recreational facilities.

Goal: Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Goal: Ensure that the county's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture.

Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

- Goal: Promote effective solid waste disposal and recycling services that protect the public health, natural environment, and general appearance of land use in the county.
- Goal: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development.
- Goal: Support access to quality health and child care facilities.
- Goal: Ensure a level of police protection, fire protection, and emergency services that meets the needs of existing and planned future development patterns.
- Goal: Promote quality schools and access to educational opportunities.

Agricultural, Natural, and Cultural Resources Goals

- Goal: Maintain the viability, operational efficiency, and productivity of the county's agricultural resources for current and future generations.
- Goal: Balance the protection of farmland with the exercise of development rights in rural areas.
- Goal: Balance future development with the protection of natural resources.
- Goal: Protect groundwater and surface water quality and quantity.
- Goal: Protect air quality.
- Goal: Preserve green space for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.
- Goal: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.
- Goal: Balance future needs for the extraction of mineral resources with potential adverse impacts on Waupaca County.
- Goal: Provide leadership and coordination to natural resource protection efforts throughout Waupaca County.
- Goal: Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small town atmosphere, small businesses, and quiet enjoyment of these surroundings.
- Goal: Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.
- Goal: Strengthen opportunities for youth in Waupaca County including youth-oriented activities and facilities and additional job opportunities.

Economic Development Goals

- Goal: Support the organizational growth of economic development programs in the county and region.
- Goal: Maintain the utility, communication, and transportation infrastructure systems that promote economic development.
- Goal: Balance the retention and expansion of existing business with entrepreneurial development and new business attraction efforts.
- Goal: Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Intergovernmental Cooperation Goals

- Goal: Foster the growth of mutually beneficial intergovernmental relations between Waupaca County and other units of government.
- Goal: Foster the growth of mutually beneficial intergovernmental relations between local units of government within and outside of Waupaca County.

Land Use Goals

- Goal: Plan for land use in a way that integrates and harmonizes the future vision of Waupaca County with those of its towns, cities, and villages.
- Goal: Plan for a desirable pattern of land use that contributes to the realization of the county's, towns', cities', and villages' goals and objectives.

Implementation Goals

- Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect Waupaca County.
- Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Planning Law Local Planning Goals

Wisconsin's Comprehensive Planning legislation establishes 14 local comprehensive planning goals that attempt to encourage consistency between the plans of agencies and units of government on a state-wide scale. As a grant recipient, Waupaca County is required to address these goals in its planning effort. Over the course of the planning process, communities were presented with information and implementation strategy options that were consistent with the locally applicable portions of the state's planning goals. The county plan has addressed each of

these goals by adopting policies and recommendations from nearly every strategy listed under Section 9.7 of the *Implementation* element. These implementation strategies were designed to provide connections with the state's comprehensive planning goals. The 14 comprehensive planning goals are listed here for reference.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.
7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and which meets the needs of all citizens including transit-dependent and disabled.

1.5 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. Waupaca County has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The county's adopted *Public Participation and Education Plan* is found in Appendix B.

The Waupaca County comprehensive planning process was designed to encourage extensive and meaningful citizen participation. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the *Waupaca County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Waupaca County Inventory and Trends Report*, the process of adopting the *Waupaca County Year 2030 Comprehensive Plan* included several public participation activities. These include a public informational meeting, Planning and Zoning Committee and County Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Informational Meeting

On June 5, 2007, two public informational meetings were held on the draft *Waupaca County Year 2030 Comprehensive Plan*. One was held at the County Courthouse in Waupaca, and one was held at the Manawa Middle School. Public comments were strongly in favor of not only adopting but also implementing the county comprehensive plan. The importance of protecting the county's base of working lands and its importance to the county economy was a recurring theme. Between the two meetings, verbal comments and questions were submitted by 22 Waupaca County citizens and County Board Supervisors. One comment was submitted by a lobbyist. Citizen comments were submitted by farmers, realtors, developers, town officials, business owners, city officials, residents, and property owners.

Core Planning Committee Action

The Core Planning Committee represents the primary source of direct citizen participation in the development of the county level comprehensive plan. This group included representation from the County Board and every community participating in the planning process. Before the formal plan adoption process began, this group took action to express its unified support for the draft

county plan document. On June 27, 2007, the Core Planning Committee unanimously passed a motion to approve the preliminary draft of the county comprehensive plan and to forward it to the Waupaca County Zoning and Land Use Planning Committee and County Board for consideration.

Zoning and Land Use Planning Committee and County Board Action

On July 17, 2007, the Waupaca County Zoning and Land Use Planning Committee discussed the draft comprehensive plan and unanimously passed resolution number 14(07-08) recommending approval of the plan to the County Board. After completion of the public hearing, the Waupaca County Board discussed and unanimously adopted the comprehensive plan by passing ordinance number 45 on September 18, 2007.

Public Hearing

On August 20, 2007, a public hearing was held on the recommended *Waupaca County Year 2030 Comprehensive Plan* at the County Courthouse. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. A total of 21 verbal and written comments were recorded during the hearing. Only one comment was registered in opposition to the plan. The vast majority of the comments were very supportive of both adopting and implementing the recommended plan.

Distribution of Plan Documents

Copies of the recommended and final plan documents were provided to adjacent and overlapping units of government, the local libraries, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix B.

1.6 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The county’s policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county's policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Directive

- IO1 The county shall conduct all business related to land use decision making by utilizing an open public process and by considering its comprehensive plan.
- IO2 Public participation shall continue to be encouraged for all aspects of county governance.

2. Population and Housing

For data on existing population and housing conditions and trends in Waupaca County and its communities, please refer to Chapter 2 of the *Inventory and Trends Report*.

2.1 Population and Housing Plan

Waupaca County's plan for population and housing is to be prepared for projected growth and to encourage the development and redevelopment of housing that contributes to the fulfillment of county and local comprehensive plans. Waupaca County as a whole is expected to experience steady growth over the next 20 to 25 years at a rate faster than that of the State of Wisconsin. Projections for 2030 population range from about 10% to 25% growth. Projections for 2030 housing units range anywhere from about 20% to more than 50% growth. From the county perspective, the primary issues and opportunities related to these expected changes are the diversifying needs of the population (e.g., the aging segment of the population, increasing racial diversity, changing housing needs, etc.) and the potential impacts of housing growth on the landscape, economy, and cost of providing public services and utilities.

Due to its nature as a county unit of government, Waupaca County has the most direct influence over population and housing in the unincorporated areas. Since providing for the diversifying needs of the population will be accomplished primarily in cities and villages where more diverse housing options are present and where urban services and amenities are available, Waupaca County's plan for population and housing is primarily focused on managing rural housing growth. In order to ensure a desirable future for the county landscape, economy, and public service costs, the county's top population and housing priority is to encourage the development and redevelopment of rural housing that:

- ◆ Preserves rural character.
- ◆ Does not conflict with productive lands, both agricultural and forest land.
- ◆ Makes efficient use of community facilities and services.

Waupaca County's plan for population and housing will be accomplished by evaluating and updating county ordinances, policies, and fees that impact housing. Many of the growth management tools, like site planning and conservation land division design, addressed in the *Land Use and Agricultural, Natural, and Cultural Resources* elements are also integral parts of the plan for population and housing.

2.2 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to the county and local communities to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in Waupaca County on the average appears to be affordable. The median household income in the county in 1999 was \$40,910 per year, or \$3,409 per month. The median monthly owner cost for a mortgaged housing unit in the county was \$865, and the median monthly gross rent in the county was \$450. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in Waupaca County spends about 25 percent of household income on housing costs, and therefore has affordable housing. The average renter in Waupaca County spends about 13 percent of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 18% of households in Waupaca County paid 30 percent or more of their household income on housing costs.

Waupaca County has addressed the issue of housing for all income levels. Refer to the following goals, objectives, and policies for the county's approach to this issue.

- ◆ Goal H1 and supporting objectives H1a and H1d
- ◆ Objective H2b
- ◆ Policy H1

2.3 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Wisconsin Department of Administration has projected that a significant shift in Waupaca County's age structure will take place by 2030. More than 13,000 Waupaca County residents are expected to be age 65 and older by that time, growing from 13% of the 2005 estimated population to 23% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs. For information on assisted living and other life care facilities in Waupaca County refer to Sections 2.5 and 4.13 of the *Waupaca County Inventory and Trends Report*.

Waupaca County has addressed the issue of housing for all age groups and persons with special needs. Refer to the following goals, objectives, and policies for the county's approach to this issue.

- ◆ Goal H1 and supporting objectives H1c and H1d
- ◆ Policy H4

2.4 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the *Housing* element, a community can set its goals, objectives, and policies for affordable housing. In the *Land Use* element, a community can identify potential development and redevelopment areas.

The availability of land for the development and redevelopment of low-income and moderate-income housing is addressed extensively in the county and local maps of preferred land use. Such lands might be available both under urban and rural scenarios. Preferred land use classifications with opportunities for residential or mixed use development and redevelopment at higher densities and smaller lot sizes include:

Urban Classifications

- ◆ Single Family Residential (SFR)
- ◆ Multi-Family Residential (MFR)
- ◆ Community Downtown Commercial (CDC)

Rural Classifications

- ◆ Rural Residential (RR)
- ◆ Sewered Residential (SR)
- ◆ Rural Crossroads-Mixed Use (RCM)

In total, these preferred land use classifications include nearly 40,000 acres of Waupaca County's landscape.

In addition to these preferred land use classifications, some communities have adopted policies that will help support the availability of land for the development and redevelopment of low-income and moderate-income housing. Such policies are found in the *Housing* element of the local comprehensive plans and require new subdivisions to include a certain proportion of affordable lots, or new multi-family developments to include a certain proportion of affordable units.

Also refer to the following goals, objectives, policies, and recommendations for the county's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

- ◆ Goal H1 and supporting objectives H1a, H1b, and H1d
- ◆ Policies H1 and H3
- ◆ The *Housing* element recommendations

2.5 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the county is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on county and local resources.

Waupaca County has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals and objectives for the county's approach to this issue.

- ◆ Goal H3 and supporting objectives

2.6 Population and Housing Goals and Objectives

Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the county. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents on a county-wide scale.**

Objectives

- 1.a. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing.
- 1.b. Encourage residential development that provides a mix of single-family, two-family, and multi-family housing that is appropriate for the location.
- 1.c. Coordinate with the county's communities to plan for the aging population's housing needs.
- 1.d. Support the improvement of local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-need individuals.

Goal 2 Support housing development that maintains the attractiveness and rural character of the county.

Objectives

- 2.a. Direct the development of large residential subdivisions to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
- 2.b. Require the development of low to moderate-income housing to be consistent in quality, character, and location with the goals, objectives, and policies of applicable comprehensive plans.
- 2.c. Encourage the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

Goal 3 Support the maintenance and rehabilitation of the county’s existing housing stock.

Objectives

- 3.a. Enforce zoning and nuisance abatement code requirements on blighted residential properties.
- 3.b. Continue to provide education on unsafe and unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, private well contamination and testing, failing septic systems, and broken or missing smoke detectors.
- 3.c. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.7 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The county’s policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county's policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Directive

- H1 Decisions regarding lot size regulations and local land use controls and fees should be made in consideration of impacts to affordable housing (Source: Strategy H2).
- H2 In a fashion that considers local plans and ordinances, the county zoning ordinance and map shall identify an appropriate district for mobile and manufactured homes and set performance standards for mobile and manufactured homes and mobile home parks (Source: Strategy H2, H3).
- H3 The county shall plan for a sufficient supply of developable land that allows for a variety of housing types and densities (Source: Strategy H1).
- H4 As the aging segment of the population grows, the county should evaluate its preparedness for meeting the related changes in housing needs (Source: Strategy H1).

Policies: Development Review Criteria

- H5 Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies.

Recommendations

- ◆ Review zoning and land division ordinances for their impacts on opportunities to create a variety of housing types in the county (Source: Strategy H1).
- ◆ Annually assess the availability of developable land for residential development (Source: Strategy H1, H2).
- ◆ Update county zoning and land division ordinances to assist with the implementation of local policies for mobile homes, manufactured homes, and mobile home parks (Source: Strategy H2, H3).

3. Transportation

For details on Waupaca County’s existing transportation systems, traffic volumes and trends, highway functional and jurisdictional classifications, and the like, please refer to Chapter 3 of the *Inventory and Trends Report*.

3.1 Transportation Plan

Waupaca County’s plan for transportation is to continue to provide a safe, efficient, and cost-effective transportation system, to support the expansion of multiple modes of transportation, particularly through improved consideration of bicycle and pedestrian routes, to promote well planned connectivity of road and highway networks, and to provide leadership and technical assistance to local communities. Key tools for implementation of the county’s plan for transportation include modifying the county zoning and subdivision ordinances to promote better development design, updating county highway construction specifications and the county driveway ordinance, and providing model ordinances and specifications for adaptation by interested communities. The *Transportation* element goals, objectives, policies, and recommendations provide further detail on how Waupaca County’s plan for transportation will be achieved.

3.2 Planned Transportation Improvements

Planned transportation improvements from the local, county, state, and regional levels were incorporated into the multi-jurisdictional comprehensive planning process. Planned transportation improvements are shown on Maps 4-37 through 4-54 (Planned Community Facility and Transportation Improvements), and each local plan document assesses the compatibility of these planned improvements with the local plan for preferred land use.

Existing plans that were incorporated into the planning process include both transportation system plans and plans for capital or physical improvements. Section 3.7 of the *Inventory and Trends Report* provides detail on the transportation system plans taken into consideration. The focus of this section is capital and physical improvements. The specific plans taken into consideration for capital and physical improvements include the following:

- ◆ Town, city, and village road and street improvement plans (where available)
- ◆ The Waupaca County Highway Department Capital Improvements Program, 2007 – 2011

Improvement Coordination

The county must ensure that its interests are well served when major transportation facilities or programs are proposed. The county should continue to work with the WDOT, ECWRPC, the FAA, local governments, and railroad companies to develop and implement improvements to existing federal, state, and county infrastructure and facilities. Any improvements will have important implications on many of the land use recommendations provided in this plan.

- ◆ The Wisconsin Department of Transportation Six Year Highway Improvement Program for Waupaca County, 2006 – 2011
- ◆ The East Central Wisconsin Regional Planning Commission US Highway 10 Corridor Primary Recommendations, 2001
- ◆ The East Central Wisconsin Regional Planning Commission US Highway 45 Relocation and Corridor Study, 2001

County Transportation Facilities Planned Improvements

In addition to county highway improvements, Waupaca County has identified other transportation facility improvements that are essential to the efficient and effective operation of the County Highway Department. These include maintenance and replacement of highway shops, reclamation of sand and gravel pits, shared facilities opportunity studies, and the like. The following improvements have been identified as short-term (1-5 years) and long-term (6-20 years) recommendations, and if associated with a specific location in the county, are shown on Maps 4-37 through 4-54:

Short Term

- ◆ Conduct a cooperative Highway/Parks and Recreation Departments shared facilities opportunity study.
- ◆ Conduct a highway facility replacement study for the Waupaca location.
- ◆ Land acquisition for Waupaca highway facility replacement.
- ◆ Land acquisition for Larrabee highway facility expansion.
- ◆ Provide a floor drain containment system for Helvetia highway facility.
- ◆ Provide a floor drain containment system for Larrabee highway facility.

Long Term

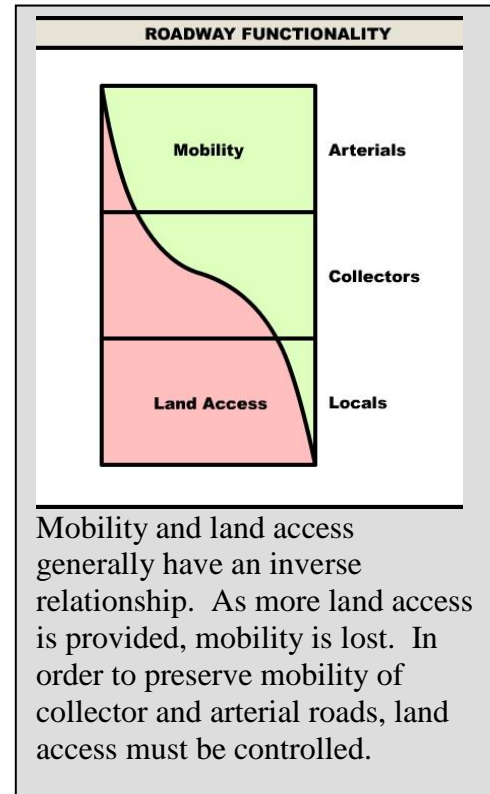
- ◆ Waupaca highway facility replacement.
- ◆ New London highway facility maintenance and improvements.
- ◆ Larrabee highway facility maintenance and improvements.
- ◆ Helvetia highway facility maintenance and improvements.
- ◆ Implement shared Highway/Parks and Recreation Departments shared facilities study.
- ◆ Provide a wetland mitigation site.
- ◆ Reclaim the Thiel non-metallic mine.
- ◆ Reclaim the Abrahamson non-metallic mine.

3.3 Comparison with County, State, and Regional Transportation Plans

Existing plans that were reviewed as part of the planning process include both transportation system plans and plans for capital or physical improvements. Section 3.7 of the *Inventory and Trends Report* provides detail on the transportation system plans taken into consideration. Section 3.2 above identifies the relevant capital and physical improvement plans.

Analysis of Capital and Physical Improvement Plans

Analysis of the transportation improvement plans found that there are no major, apparent conflicts between the plans of different jurisdictions or between plans for land use and transportation. There are several potential issues that were identified, mainly connected to the dynamic between public investment in roads and highways and private investment in land use. For example, potential land use conflicts may arise along highway corridors where lower densities of development are planned. Planned highway improvements in these locations can support productive land uses like agriculture and forestry by increasing the mobility of the road, but may also increase the desirability of the adjacent lands as building sites. These forces may compete with a community's desire to keep portions of these lands primarily in agricultural or woodland use. Careful use of regulatory tools like zoning and driveway ordinances should be applied to these situations along with ongoing monitoring for potential conflicts. This potential issue is widespread throughout the county.



Potential issues were also identified relative to the need for access and traffic control along arterial highways. Arterial corridors are often attractive for communities to plan for future commercial, industrial, or medium to high density housing development. Some of these land uses have the potential to generate substantial amounts and peaks of traffic. In these situations, communities have been advised to plan for frontage roads, internal circulation streets, or other traffic control features in cooperation with Waupaca County and WDOT. There are relatively few specific occurrences of this potential conflict, so they are identified here for reference:

- ◆ The US Highway 10 corridor in the Town of Lind
- ◆ The US Highway 45 corridor in the Town of Caledonia
- ◆ The US Highway 45 corridor in the Town of Larrabee

Recommended Changes to Functional or Jurisdictional Classification

The current functional and jurisdictional classifications of roads and highways were reviewed during the planning process. Some communities made recommendations for changes to functional and jurisdictional classifications within their boundaries, and these recommendations can be found (where applicable) in Section 3.3 of the local plans. The county should lead the process of reviewing, studying, and implementing changes, if necessary.

The County and Wisconsin Department of Transportation have reviewed and made the following changes to the Waupaca County Functional Classification System:

- ◆ CTH C from STH 49 to CTH E (north of Big Falls) changed from a Rural Major Collector (RMAC) to a Rural Minor Collector (RMIC)
- ◆ CTH C from CTH E (south of Big Falls) to USH 45 changed from RMAC to RMIC
- ◆ CTH D from USH 45 to 0.27 mi. east of Airport Road changed from RMAC to RMIC
- ◆ CTH E from STH 161 to Shawano County line changed from RMAC to RMIC
- ◆ CTH G from CTH E (north of Big Falls) to STH 110 changed from RMAC to RMIC
- ◆ CTH J from STH 49 to CTH C changed from RMAC to RMIC
- ◆ CTH K from Waushara County Line to STH 22 changed from RMAC to RMIC
- ◆ CTH O from CTH B to Butternut Road changed from RMIC to Rural Local Road (RLOC)
- ◆ CTH Q from STH 54 to USH 10 changed from RMAC to RMIC
- ◆ CTH S from Prospect Avenue to USH 45 (0.44 mile) changed from no classification to RMIC
- ◆ CTH W from USH 45 to STH 96 went from RLOC to RMIC

3.4 Transportation Goals and Objectives

Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the county. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Provide a safe, efficient, and cost-effective transportation system for the movement of people and goods.

Objectives

- 1.a. Balance competing community desires (i.e., environmental features, abundant wildlife, scenic beauty, direct highway access, etc.) with the need to provide for safe roads/streets, intersections, interchanges, rail crossings, and other transportation features.
- 1.b. Reduce accident exposure by improving deficient roadways.
- 1.c. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.d. Require developers to bear an equitable share of the costs for the improvement or construction of roads needed to serve new development.
- 1.e. Guide new growth to existing road systems so that new development does not financially burden the county or make inefficient use of tax dollars.
- 1.f. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing county and local road maintenance.

Goal 2 Support the development and use of multiple modes of transportation.

Objectives

- 2.a. Support bicycling and walking as viable, convenient, and safe transportation choices in the county.

- 2.b. Improve accommodations on pedestrian facilities for people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).
- 2.c. Encourage the monitoring of transit needs, particularly for senior residents.
- 2.d. Support and encourage the utilization of railroads.
- 2.e. Support and encourage the utilization of air transportation.

Goal 3 Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Objectives

- 3.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
- 3.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 3.c. Direct truck traffic to appropriate routes and plan cooperatively with affected communities.

Goal 4 Provide leadership and coordination to highway and transportation planning throughout Waupaca County.

Objectives

- 4.a. Encourage communication between communities regarding transportation projects that cross municipal boundaries.
- 4.b. Encourage local communities to actively participate in transportation planning at the regional level with East Central Wisconsin Regional Planning Commission, the Wisconsin Department of Transportation, and Waupaca County Highway Department.
- 4.c. Educate citizens on transportation systems and planning.
- 4.d. Communicate with community groups on transportation systems to assist communities in prioritization and funding of projects.

3.5 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are

considered loose guidelines. The county's policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county's policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Position

T1 Where road weight limits are posted, access to agricultural lands should be allowed for the conduct of all normal and necessary farming operations. This can be achieved through the use of Class B weight limits or through the issuance of exemption permits (Source: Strategy ANC2, ANC3, ED1, ED2, IC3). Note: No vehicle is automatically exempt from posted weight limits. Exemptions only occur through the issuance of exemption permits or through the use of Class B weight limits.

Policies: County Directive

T2 County highway design standards that coincide with pedestrian routes (especially those used by school children, senior citizens, or physically challenged persons) shall include intersection design features, signal phasing, and roadway width that enhance the safety of pedestrians and minimize conflict with motorists (Source: Strategy T4, T7).

T3 A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources (Source: Strategy T5).

T4 The county shall consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made (Source: Strategy T7).

Policies: Development Review Criteria

T5 Substantial development proposals shall provide the county with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the county will be appropriate for the intensity of the proposed development (Source: Strategy T1, LU9).

T6 Residential subdivisions and non-residential development proposals shall be designed to include:

- ♦ A safe and efficient system of internal circulation for vehicles and pedestrians.
- ♦ Trails or sidewalks where applicable.
- ♦ Bicycle routes where appropriate.
- ♦ Safe and efficient external collector roads where appropriate.
- ♦ Safe and efficient connections to arterial roads and highways where applicable.
- ♦ Connectivity of the road network with adjacent developments (where practical and desirable).

- ◆ Cul-de-sacs or dead-ends, only where connections to other roads are not possible or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development (Source: Strategy T6, T7, LU9).

T7 As part of the review of major subdivisions or conditional uses for commercial or industrial uses, developers shall submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties (Source: Strategy LU9).

Recommendations

- ◆ Work with Waupaca County towns to develop a consistent approach for the posting of seasonal and permanent weight limits, especially with respect to the conduct of agricultural operations (Source: Strategy ANC2, ANC3, ED1, ED2, IC3).
- ◆ Actively pursue available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized where appropriate (Source: Strategy T1, T7).
- ◆ Modify the county land division ordinance to support local requirements for the execution of a development agreement when ever public roads or other infrastructure is included in a development. Create a model development agreement for adaptation by interested towns (Source: Strategy T1).
- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts (Source: Strategy T1, LU9).
- ◆ Update county highway construction specifications to include options for pedestrian and bicycle features (Source: Strategy T4, T7).
- ◆ Create a set of model town road construction specifications to include modern requirements for road base, surfacing, and drainage construction as well as options for pedestrian and bicycle features. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1, T4, T7).
- ◆ Update and maintain the county highway access control (driveway) ordinance to implement access control and emergency vehicle access standards (Source: Strategy T2, T3, T4).
- ◆ Create a model town road access control (driveway) ordinance to assist towns with implementing access control and emergency vehicle access standards (Source: Strategy T2, T3, T4).
- ◆ Train local communities in the use of the PASER system to maintain local road improvement plans (Source: Strategy T5).

- ◆ Continue to bi-annually update a detailed capital improvement plan that includes transportation, public facility, and other capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available (Source: Strategy UCF2).

4. Utilities and Community Facilities

For details on existing utilities and community facilities and expected trends in Waupaca County and its communities, please refer to Chapter 4 of the *Inventory and Trends Report*.

4.1 Utilities and Community Facilities Plan

Waupaca County's plan for utilities and community facilities is to maintain adequate levels of service in the areas where it is directly responsible, to balance the level of service with the cost implications to county taxpayers, to encourage the management of land use in a way that facilitates efficient expansion of utilities and services, and to encourage the construction of new utilities and community facilities in a way that upholds the rural character and economic base of the county. Waupaca County's plan for utilities and community facilities recognizes that it has direct responsibilities in some areas, and that local units of government also provide a vast array of utilities and services. As such, this plan includes policy guidance relative to the county's primary areas of responsibility: county buildings, county administrative facilities and services, law enforcement including the County Sheriff and County Circuit Court, county parks and recreation, solid waste disposal and recycling, county highways, and social services. And in recognition of locally provided utilities and services, this plan also advocates for sound decision making at the local level.

Waupaca County and its communities will face some very significant challenges relative to utilities and community facilities over the next 20 to 25 years. Several important trends are expected to impact units of government throughout Wisconsin and the U.S.:

- ◆ Limited availability of public funds at all levels
- ◆ Increasing demand for services as a result of population and housing growth
- ◆ Aging infrastructure and the associated costs
- ◆ Rising fuel and energy costs

These challenges are defined by the combination of shrinking government budgets, the need to maintain existing infrastructure, and the potential need to expand services with new growth. Compounding the problem is the rising cost of fuel and energy and the impacts on construction costs, vehicle use costs, and the cost of heating, cooling, and powering public buildings. As a result of these trends, Waupaca County should also expect increased emphasis on cost-saving measures such as intergovernmental cooperation and sustainable practices.

Waupaca County and its communities have addressed these challenges in their comprehensive plans. Waupaca County will accomplish its plan for utilities and community facilities by continuing to utilize capital improvement planning, by maintaining and expanding county park and recreation facilities, by considering sustainable practices when physical improvements are made, and by applying site planning policies to the development of new utilities and public facilities. Because intergovernmental cooperation is such a significant component of the county's plan for utilities and community facilities, many related policies and recommendations are also found in the *Intergovernmental Cooperation* element.

4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and county facilities. In addition to infrastructure needs, there are also service level needs that may arise in the county. For example, additional sheriff services or additional park and recreation services may become necessary.

Waupaca County has determined through its annual capital improvement planning process that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Note that funding has only been secured and approved for projects noted with the years 2007 and 2008. Projects for the year 2009 and later are part of the approved capital improvement plan, but are not funded at this time. Projects in addition to those included in the capital improvement plan may also be identified here, and are noted as such. Projects associated with a specific location in the county are shown on Maps 4-37 through 4-54. Refer to the local *Plan Recommendations Reports* for maps showing improvements planned for county facilities that are located in cities and villages.

Public Buildings and Administrative Facilities and Services

Refer to Section 4.1 of the *Inventory and Trends Report* for information on existing public buildings and administrative facilities and services in Waupaca County.

Planned Capital Improvements:

- ◆ Heating, ventilation, air conditioning repairs (replace critical DDC controls and install VFDs (2) at courthouse) (2007)
- ◆ Heating, ventilation, air conditioning repairs (replace DDC controls on 153 VAV boxes at courthouse) (2009)
- ◆ Replace roof system (non-ballasted, thermoplastic) at courthouse (2009)
- ◆ Information Systems Department, upgrade Microsoft Office software, 350 users (2007-2008)
- ◆ Information Systems Department, replace core network switching infrastructure at courthouse (2009-2010)
- ◆ Information Systems Department, replace uninterruptible power supply unit at courthouse (2008)

Police Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on the County Sheriff and other existing police services in Waupaca County.

Planned Capital Improvements:

- ◆ Sheriff's Department, radio equipment, Waupaca and Symco tower sites (2007)
- ◆ Sheriff's Department, squad car radio replacements (2007-2008)
- ◆ Sheriff's Department, Spillman server replacement and offsite backup server (2007)
- ◆ Sheriff's Department, microwave rack systems, dishes and cabling, all tower sites (2007)
- ◆ Sheriff's Department, radio equipment, Scandinavia tower site (2007 and 2009)

- ◆ Sheriff's Department, radio equipment, Clintonville and Fremont tower sites (2008 and 2011)
- ◆ Sheriff's Department, radio equipment, new tower site (2010)

Fire and Rescue Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services available in the county. No short term or long term recommendations have been identified with regard to county facilities or services. Existing fire protection and EMT/Rescue services are primarily provided by local municipalities.

Libraries and Cemeteries

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries and cemeteries in Waupaca County. No short term or long term recommendations have been identified with regard to county facilities or services. Existing library and cemetery facilities and services are generally provided by local municipalities.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve Waupaca County. No short term or long term recommendations have been identified with regard to county facilities or services. A few of the school districts identified potential short term and long term needs during the planning process, and these are documented in the *Inventory and Trends Report*. Over the course of the planning period, the school districts should be consulted directly for additional information and plans as they become available.

Parks and Recreation

Refer to Section 4.6 of the *Inventory and Trends Report* for information on existing park and recreational facilities in Waupaca County.

Planned Capital Improvements:

- ◆ ¾ ton pickup truck (2008 and 2010)
- ◆ Tractor, 60HP (2009)
- ◆ 4WD diesel commercial mower (2009 and 2011)
- ◆ Playground equipment, three park sites (2008)
- ◆ Cold storage building at parks workshop area (2009)
- ◆ North Lake parking lot/concrete replacement at shelters (2008)
- ◆ Hwy 10 Friendship Trail – Fremont area (pedestrian/biking) (2010)
- ◆ Fairgrounds, water main upgrades (2008-2009)
- ◆ Fairgrounds, 90' x 120' dairy/beef barn (2008)
- ◆ Fairgrounds, new shelter building (2009)
- ◆ Fairgrounds, new blacktopping of roads/walkways (2008-2009)

Additional Potential Projects

- ◆ Fairgrounds, construct wastewater treatment facility for livestock cleaning area
- ◆ Complete the Tomorrow River State Trail

Solid Waste Disposal and Recycling

Refer to Section 4.7 of the *Inventory and Trends Report* for information on existing solid waste and recycling service in Waupaca County.

Planned Capital Improvements:

- ◆ New front end loader for the Processing and Transfer Facility (PTF) (2007)

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County. No short term or long term recommendations have been identified with regard to county facilities or services. All sanitary sewer service in the county is provided by local municipalities.

On-Site Wastewater Treatment Technology

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County. No short term or long term recommendations have been identified with regard to county facilities or services.

Water Supply

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County. No short term or long term recommendations have been identified with regard to county facilities or services. All public water service in the county is provided by local municipalities.

Stormwater Management

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Waupaca County. No short term or long term recommendations have been identified with regard to county facilities or services. Stormwater management facilities and services are generally provided by local municipalities.

Telecommunication Facilities and Power Plants/Transmission Lines

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve Waupaca County. No short term or long term recommendations have been identified with regard to county facilities or services. Slated for completion by 2009, an American Transmission Company project (Morgan – Werner West transmission line) is expected to improve power service in north central and northeast Wisconsin. Over the course of

the planning period, telecommunication and power service providers should be consulted directly for additional information and plans as they become available.

Health Care and Child Care Facilities

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Waupaca County.

Planned Capital Improvements:

- ◆ Lakeview Manor Nursing Home Facility, replace existing roof (2009)
- ◆ Lakeview Manor Nursing Home Facility, replace existing heating, ventilation, air conditioning system (2009)

Highways and Bridges

Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Waupaca County. Existing highways and bridges will be maintained as needed with guidance provided by the county's five-year road improvement plan.

Planned Capital Improvements:

- ◆ Various road and bridge projects
- ◆ Refer to the maps of *Planned Community Facilities and Transportation Improvements* and Section 3.2 the *Transportation* element for further detail

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Map 4-37 Planned Community Facility and Transportation Improvements, Northwest Cluster

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Map 4-41 Planned Community Facility and Transportation Improvements, Northeast Cluster

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Map 4-45 Planned Community Facility and Transportation Improvements, Central Cluster

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Map 4-48 Planned Community Facility and Transportation Improvements, Southwest Cluster

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Map 4-51 Planned Community Facility and Transportation Improvements, Southeast Cluster

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4.3 Coordination of Community Facility Improvements

The *Utilities and Community Facilities* element of the multi-jurisdictional comprehensive planning process presents opportunities for intergovernmental coordination of capital improvements. Table 4-1 compiles the major utility and community facility improvement projects identified in the county and local comprehensive plans. Only projects that are recommended by two or more communities have been included. Projects for regular or ongoing maintenance of existing facilities have not been included. Communities that have planned no major improvement projects are not shown.

**Table 4-1
Coordination Opportunities for County and Local Planned Capital
Projects**

	C. Clintonville	C. Manawa	C. Marion	C. New London	C. Waupaca	C. Weyauwega	V. Big Falls	V. Embarrass	V. Fremont	V. Iola	V. Ogdensburg	V. Scandinavia	T. Caledonia	T. Dayton	T. Dupont	T. Farmington	T. Fremont	T. Harrison	T. Lebanon	T. Lind	T. Royalton	T. Saint Lawrence	T. Weyauwega	Waupaca County
Municipal hall/administrative space*	S	S	L	L				L	L		S		S	L		S/L	L		S		L	L	L	
Police department*	S	L	L		S	L			L	S				L		L								
Fire department*	S			L	L	L		L																
Ambulance facility*			L		L	L																		
Public works facility/municipal garage/storage*		S	L	S/L	L		L	L	L					L										
Parks department facility*				L	S																			S
Community center*				L		L																		
Library facility*			L	L		L	L		L	S		L												
Park shelter/bathrooms/kitchen*				S	S		L	L				L				S								S
Sport/play fields*				S/L						S														
Park site*		S	L	L								L		S						L				
Swimming pool*		L		S		L																		
New park play equipment				S					S				S											S
Trail development				S		L										L	L							S
Purchase of police dept equipment/technology					S																			S
Purchase of computer equipment/software															S									S
Purchase of emergency vehicles						L		S	S/L															S
Add administrative staff					S				L		S			L		L								
Add emergency services staff					S/L					S				L		L	L	L						
Sewer main improvements			L	L	S	S				L						L								
Lift station upgrades					S	L																		
Sewer treatment facility*			L	S	L				S/L			L												
Water main improvements			L			S				L														S
New well		L	L		L	L		L																
Public land acquisition		S				S	L							L										
Compost/yard waste site*				S		L				L														

S = Short term recommendation (one to five years)

L = Long term recommendation (six to 20 years)

* Includes expansion, renovation, and new construction projects.

Where communities have planned similar projects with a similar time frame, opportunities for joint purchasing or other coordinated planning should be explored. Communities may even

consider adjusting the timing of planned projects to create and take advantage of a substantial cost savings opportunity. For example, 14 communities have identified the need for expansion, renovation, or new construction of a municipal hall or other administrative space. This includes six short term projects and nine long term projects. Communities that need to make such improvements may be able to save money by coordinating a joint bidding process, by using the same contractors, architects, or engineers, or by using similar construction types, materials, and methods. At a more detailed level, communities might find additional opportunities for cost savings by developing their capital improvement plans on a regional or cooperative basis. Several types of projects were addressed by multiple community plans, and the following were identified by five or more units of government:

- ◆ Municipal hall/administrative space (expansion, renovation, or new construction)
- ◆ Police department (expansion, renovation, or new construction)
- ◆ Public works facility/municipal garage/storage (expansion, renovation, or new construction)
- ◆ Park shelter/bathrooms/kitchen (expansion, renovation, or new construction)
- ◆ Library facility (expansion, renovation, or new construction)
- ◆ Add emergency services staff
- ◆ Park site (expansion, renovation, or new construction)
- ◆ Trail development
- ◆ Add administrative staff
- ◆ Sewer main upgrades

4.4 Utilities and Community Facilities Goals and Objectives

Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the county. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Support the efficiency, quality, and coordinated planning of county government, community facilities and services, and utilities.**

Objectives

- 1.a. Improve the efficiency of both county service delivery, and county facilities operation, while striving to meet public expectations with respect to both service levels and costs.
- 1.b. Consider the impacts of development proposals on the cost and quality of county and community facilities and services.
- 1.c. Guide intensive development to areas where appropriate utilities, community facilities, and public services are available.
- 1.d. Monitor the need for new, expanded, or rehabilitated services and county government facilities.
- 1.e. Maintain an adequate level of properly trained county staff and volunteers.

- 1.f. Explore opportunities to provide or improve county facilities, equipment, and services cooperatively with other units of government.
- 1.g. Encourage increased coordination between community facilities and utilities planning and planning for other elements such as land use, transportation, natural resources, and cultural resources.

Goal 2 Provide quality and accessible parks and recreational facilities.

Objectives

- 2.a. Monitor the adequacy of park and recreational facilities, and identify areas where improvements are needed.
- 2.b. Seek improved accessibility for all age groups and abilities at appropriate county park and recreational facilities.
- 2.c. Pursue state, federal, and private funding programs that can aid in the acquisition and development of parks, trails, and scenic or environmentally sensitive areas.
- 2.d. Consider the continued viability of outdoor recreational pursuits when reviewing development proposals and making land use decisions.
- 2.e. Maintain existing, and seek additional, public access to waterways.
- 2.f. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with county and local comprehensive plans.

Goal 3 Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Objectives

- 3.a. Consider the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development that will rely on private onsite wastewater treatment systems.
- 3.b. Work cooperatively with providers of public wastewater treatment when reviewing a proposed development that will rely on public sewer service.
- 3.c. Encourage the use of alternative wastewater treatment options (i.e., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

Goal 4 Ensure that the county's water supply has sufficient capacity, remains drinkable, and is available to meet the needs of residents, businesses, industry, and agriculture.

Objectives

- 4.a. Continue to provide county-wide leadership and coordination of efforts to monitor groundwater quality and potential contamination issues.
- 4.b. Encourage the increased use of wellhead protection planning as cooperative efforts between municipalities.
- 4.c. Consider the potential impacts of development proposals on public and private wells.

Goal 5 Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives

- 5.a. Support the preservation of environmental features that minimize flooding such as wetlands and floodplains.
- 5.b. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- 5.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- 5.d. Encourage the use of stormwater management practices to abate non-point source pollution and address water quality.

Goal 6 Promote effective solid waste disposal and recycling services that protect the public health, natural environment, and general appearance of land use in the county.

Objectives

- 6.a. Support public involvement in decisions involving the type, location, and extent of disposal facilities and services provided in the county.
- 6.b. Continually evaluate municipal and county provisions for solid waste, hazardous waste, and recycling services and opportunities for greater cooperation or cost-effectiveness.
- 6.c. Require substantial development proposals to adequately address solid waste disposal and recycling needs.

Goal 7 Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and planned development.

Objectives

- 7.a. Cooperate in the planning and coordination of utilities with other agencies and units of government.
- 7.b. Direct new utility transmission and distribution lines to planned and existing public rights-of-way whenever feasible.
- 7.c. When reviewing the proposed design and location of telecommunication, wind energy, or other utility towers, seek to minimize conflicts between land uses and balance desired service levels with potential negative impacts to the environment, community character, and planned growth areas.

Goal 8 Support access to quality health and child care facilities.

Objectives

- 8.a. Maintain county public health and social services facilities.
- 8.b. Support requests for the development of properly located and operated health care and child care facilities.

- 8.c. Support school districts and community organizations in their sponsorship of child care programs and early development programs.
- 8.d. Support improved transportation options to and from regional health care facilities.

Goal 9 Ensure a level of police protection, fire protection, and emergency services that meets the needs of existing and planned future development patterns.

Objectives

- 9.a. Provide an adequate level of police protection, law enforcement, and emergency response through County Sheriff and Emergency Management programs.
- 9.b. Support the provision of fire protection and emergency services through local fire departments, ambulance services, and first responders.
- 9.c. Encourage the continued use of police, fire, and emergency medical service mutual aid and cooperative agreements.

Goal 10 Promote quality schools and access to educational opportunities.

Objectives

- 10.a. Coordinate planning efforts with the school districts that serve the county in order to allow them to anticipate future growth and demographic changes and respond with appropriate facilities.
- 10.b. Support technical colleges, University of Wisconsin Extension, and community libraries in their efforts to increase community education.

4.5 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The county’s policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county's policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Position

- UCF1 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, UCF6, ANC4, ANC5, LU2).
- UCF2 Capital expenditures for the major expansion or rehabilitation of existing facilities or services shall be supported by an approved Capital Improvement Plan. Capital expenditures for the establishment of new facilities or services shall be handled on a case-by-case basis (Source: Strategy UCF2).
- UCF3 All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems (Source: Strategy ANC4).

Policies: County Directive

- UCF4 The county shall maintain adequate staffing and professional service levels relative to planning, ordinance development and enforcement, and other governmental services to successfully implement the comprehensive plan (Source: Strategy UCF5).
- UCF5 The county shall maintain adequate administrative facility and public building space (Source: Strategy UCF5).
- UCF6 The county shall maintain adequate emergency service staffing, training, space, and equipment in order to maintain response times and the quality of service (Source: Strategy UCF5).
- UCF7 The county shall support efforts that are consistent with the comprehensive plan to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like (Source: Strategy UCF7).
- UCF8 Funding for park land maintenance and improvement shall be budgeted annually (Source: Strategy UCF7).
- UCF9 Trail development projects supported by the county shall have a long term development plan that addresses ongoing maintenance and funding, presents solutions for possible trail use conflicts, and enhances opportunities for interconnected trail networks (Source: Strategy UCF7).
- UCF10 When making physical improvements to county facilities, the county should employ the most energy efficient equipment, technology, and infrastructure practicable. Consideration should be given to alternatives for construction materials and methods, vehicles and fuels, energy sources, recycling, and the like (Source: Strategy UCF1).

Policies: Development Review Criteria

- UCF11 Substantial development proposals shall provide an assessment of potential impacts to the cost of providing county facilities and services. The depth of analysis required by the county will be appropriate for the intensity of the proposed development (Source: Strategy UCF1).
- UCF12 New development and planned utilities, service facilities, and roads should be designed to limit the potential negative impacts to recreational resources such as public lands, wildlife habitat, surface water, interconnected green space corridors, wetlands, woodlands and other existing vegetation, public access, hunting opportunities, existing and proposed trails, and motorized recreational vehicle (ATV, snowmobile, etc.) use opportunities (Source: Strategy UCF6, LU2).
- UCF13 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC4, LU2).
- UCF14 Planned utilities, service facilities, and roads should be designed to limit the potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy ANC5, LU2).
- UCF15 Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding (Source: Strategy ANC4).

Utility Towers

- UCF16 New telecommunication antennas and other devices shall be placed on existing towers and other existing structures to the maximum extent possible (Source: Strategy UCF8).
- UCF17 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy UCF8, ANC5, LU2, LU9).
- UCF18 Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties and public lands, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security (Source: Strategy LU9).

Solid and Hazardous Waste

UCF19 Solid and hazardous waste handling and disposal sites shall be located and designed to cause no harm to surface water and groundwater and to minimize or mitigate potential land use conflicts. They should be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk (Source: Strategy ANC4, LU9).

School Facilities

UCF20 New development near school facilities shall be limited to land uses that do not pose threats to public health or safety, produce little noise, generate minimal traffic, and are consistent with the applicable area development plan (Source: Strategy LU9).

Recommendations

- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).
- ◆ Continue to bi-annually update a detailed capital improvement plan that includes transportation, public facility, and other capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available (Source: Strategy UCF2).
- ◆ Determine which lands in the county would enhance the county park and open space system based on county and local comprehensive plans. Facilitate acquisition of these lands (Source: Strategy UCF2).
- ◆ Maintain an up-to-date county Comprehensive Outdoor Recreation Plan and integrate it with the “Smart Growth” comprehensive plan to ensure consistency (Source: Strategy UCF2).
- ◆ Work cooperatively with towns interested in establishing park impact fees (Source: Strategy UCF7).
- ◆ Update the utility tower provisions of the zoning ordinance to improve implementation of related county and local comprehensive plan policies (Source: Strategy UCF8, ANC5, LU2, LU9).

5. Agricultural, Natural, and Cultural Resources

For data and maps inventorying existing agricultural, natural, and cultural resources in Waupaca County and its communities, please refer to Chapter 5 of the *Inventory and Trends Report*.

5.1 Agricultural, Natural, and Cultural Resources Plan

Waupaca County's plan for agricultural, natural, and cultural resources is to work cooperatively with communities and stakeholders to preserve and manage these valued features of the landscape. More specifically, Waupaca County plans to work cooperatively with these same partners to help maintain the viability of its agriculture industry, to help maintain the integrity of its natural resources, and to encourage the documentation, recognition, and preservation of its cultural resources. Waupaca County and its communities have adopted robust plans for the future of agricultural, natural, and cultural resources. This is driven by, and in response to, the extensive public participation process that was used to develop the comprehensive plans. The public's commitment to these resources is readily visible in the results of the public opinion surveys that were conducted as part of the planning process (see Appendix B). Some of the strongest points of consensus on the surveys were related to agriculture, natural resources, and cultural resources, including:

- ◆ Protecting groundwater, wetlands, and waterways
- ◆ Protecting forests and wildlife habitat
- ◆ Protecting farmland and productive soils
- ◆ Supporting the agriculture industry
- ◆ Protecting rural character
- ◆ Protecting historic sites and structures

Waupaca County will implement its plan for agricultural, natural, and cultural resources with a variety of tools, the most important of which include: county zoning and subdivision ordinance revisions, development density management, a purchase of development rights program, cluster and conservation land division design, a right to farm policy and ordinance, development impacts assessment, site planning, and livestock facility zoning and performance standards. Related policies and recommendations and more detailed explanations on the proposed use of these tools are found not only in this element, but also in the *Land Use and Implementation* elements of this plan.

5.2 Key Planning Process Results

Wisconsin's Livestock Facility Siting Law

Midway through the Waupaca County comprehensive planning process, the Wisconsin legislature passed Act 235, known as the Livestock Facility Siting Law. The Livestock Facility Siting Law consists of a state statute (Ch. 93.90) and a state administrative rule (ATCP 51). It changed how local governments regulate the siting of new and expanded livestock operations.

The statute limits the exclusion of livestock facilities from agricultural zoning districts. It establishes procedures that local governments must follow if they decide to issue conditional use or other local permits for the siting of livestock facilities. It also created the Livestock Facility Siting Review Board to hear appeals concerning local decisions on permits.

The Livestock Facility Siting law has two primary impacts on livestock farming and units of government.

1. It places limitations on the application of zoning and other ordinances to the siting of new livestock facilities and the expansion of existing livestock facilities.
2. For those units of government that regulate such facilities, it establishes a uniform, state-wide framework of performance standards that may be applied to livestock facilities.

In general, the applicability of this law is with regard to the siting of new livestock farms and the expansion of existing livestock farms, either of which result in a facility with 500 or more animal units. It should also be noted that under the administrative rule, the definition of “livestock” is constrained to include only cattle, swine, poultry, sheep, and goats.

Applicability

The siting standards only apply to new and expanding livestock facilities in areas that require county or local permits, and then only if they will have 500 animal units (AU) or more and expand by at least 20%. It applies to cattle, swine, poultry, sheep, and goat operations.

General Permitting Limitations

A permit for the siting of a new livestock facility or the expansion of an existing livestock facility can only be disapproved by a unit of government under certain circumstances. One of the following must be true before a permit application can be disapproved.

- ◆ The site is in a non-agricultural zoning district.
- ◆ The site is in an agricultural zoning district that prohibits livestock facilities over 500 animal units (subject to the *Zoning Limitations* below).
- ◆ The site violates a duly adopted shoreland zoning, floodplain zoning, construction site erosion control, or stormwater management ordinance, or a duly adopted building, plumbing, or electrical code.
- ◆ The site will have 500 or more animal units but does not comply with the performance standards of this law.

Zoning Limitations

The zoning limitations of this law apply to those units of government with zoning requirements that do any of the following.

- ◆ Require conditional use or special exception permits for livestock facilities or expansions.
- ◆ Differentiate between livestock operations of different sizes.
- ◆ Prohibit livestock operations in all zoning districts.

For those zoning ordinances that differentiate between livestock operations of different sizes, a district must also be included that does not differentiate between livestock operations of different sizes. For example, if a “General Agriculture” district only allows livestock operations and expansions with fewer than 500 animal units, then there must also be an “Intensive Agriculture” district that allows livestock operations and expansions of any size as permitted or conditional uses. Ordinances that prohibit livestock operations in all zoning districts may no longer be legally defensible. Any such ordinance must be based on scientifically defensible findings of fact that clearly show that such prohibitions are necessary to protect public health or safety.

Performance Standards

Units of government are not required to adopt the performance standards and permitting process established by this law – it is an optional program. However, units of government that administer local regulations that overlap with the performance standards of this law must now adopt the uniform, state-wide performance standards. Such regulations might include manure storage ordinances, feedlot ordinances, livestock facility licensing ordinances, or performance standards within zoning ordinances.

Units of government that wish to begin or continue to enforce performance standards that apply to livestock facilities with 500 or more animal units must bring their ordinances into compliance with this law. Units of government may only set more restrictive local performance standards if they are based on scientifically defensible findings of fact that clearly show the standards are necessary for the protection of public health or safety. Neither Waupaca County nor any communities within the county have identified any such existing ordinances that would need to come into conformance with the state-wide standards.

The specific performance standards are defined in ATCP51, and areas of regulation include the following.

- ◆ Property line and road setbacks
- ◆ Water quality setbacks
- ◆ Odor management for livestock structures
- ◆ Odor management for land application of stored, untreated liquid manure
- ◆ Waste and nutrient management
- ◆ Waste storage facilities
- ◆ Runoff management (including animal lots and feed storage)
- ◆ Mortality management

Each performance standard has its own thresholds for various levels of required compliance. In general, applicability is similar to the rest of the law at 500 or more animal units, except that existing livestock farms are allowed to increase the number of animal units by 20% (over the number of animal units on the effective date of the law, October 1, 2005) without coming into compliance with the new performance standards.

Livestock Siting Ad Hoc Committee Recommendations

In response to this change in policy at the state level, Waupaca County assembled an ad hoc committee to learn about the new law and to formulate recommendations on how it should be addressed in the planning process. The Livestock Siting Ad Hoc Committee consisted of 15 regular participants including local agricultural producers and local elected officials. The following recommendations were forwarded by the ad hoc committee.

1. The ATCP 51 siting standards should be adopted through a zoning ordinance that is consistent with the county comprehensive plan.
2. The county should develop the comprehensive plan to enable consistency with this policy proposal.
3. Use the county zoning ordinance to develop a system of multiple agriculture zones.
4. The multiple agriculture zoning system should create at least one zone in which farms under 500 animal units are allowed and farms at or over 500 animals units are conditional uses. Within the context of the preferred land use classifications (refer to Section 8.2 of the *Land Use* element), this policy would be applied anywhere that is planned for Agriculture Enterprise (AE), Agriculture Retention (AR), and Agriculture and Woodland Transition (AWT) with the exception of the areas under recommendation five.
5. The multiple agriculture zoning system should create one zone for areas planned for agriculture within one quarter to one half mile of incorporated areas and sanitary districts. The committee could not reach consensus on whether it should be one quarter or one half mile, but a majority favored one half mile. This “buffer” should be static and not move with future annexations but instead be based on the incorporated and sanitary district boundaries that exist on the date of ordinance adoption. Within this zone, new farms over 500 animal units would not be allowed. New farms under 500 animal units would be allowed. The legality of grandfathering existing farms within this zone should be further investigated. Options should be explored for allowing expansion above 500 animal units with a conditional use permit and for allowing expansion up to 50% of the grandfathered number of animal units.
6. Areas planned for rural residential in the comprehensive plan would allow for crop agriculture, but intensive livestock agriculture would be prohibited. “Intensive livestock agriculture” would have to be defined during the ordinance revision process.
7. A 1,000 foot reverse setback should be applied around farms with 500 or more animal units. Within this setback area no new, non-farm structures would be allowed with the exception of affiliated parties (e.g., house for a son or daughter or farm employee). The animal unit level could be determined as part of an affidavit recorded prior to a development proposal or as part of the building/land use/zoning permit, rezone, certified survey map, or platting process.
8. Right to farm language should be included in all property deeds upon sale of land in towns.

9. If an odor easement is recorded as part of the conditional use permitting process for farms that complete the odor worksheet, the easement should be recorded on the deed. The legality of this requirement should be investigated.
10. Waupaca County should consider using the following tools in the comprehensive plan so that agriculture is further protected and the agriculture economy is enhanced.
 - a. Requiring conditional use permits for residential development within an agriculture zone.
 - b. Establishing minimum and maximum lot size and residential density requirements that are formulated to protect the agriculture industry.
 - c. Using conservation land division design to ensure that development consumes land more efficiently and occurs as far away as possible from agriculture operations.
 - d. Using site planning and driveway ordinances to protect productive agricultural land to the extent possible and to ensure that development occurs as far away as possible from agriculture operations.

These recommendations were incorporated into the multi-jurisdictional planning process and further refined in a few areas where additional clarity was needed. Policies ANC11, 12, 13, and 14 of this plan were adopted as a direct result. The points of clarification that were further refined in the planning process are with regard to recommendations four and five. A preferred land use classification called Agriculture/Urban Interface (AUI) was developed for consideration by towns. Refer to section 8.2 of the *Land Use* element for the full definition of AUI. It was decided that the AUI classification would have a buffer distance of one half mile from cities, villages, and sanitary districts. Upon further investigation, Waupaca County was advised by the Wisconsin Department of Agriculture, Trade, and Consumer Protection, the Wisconsin Counties Association, and the Wisconsin Towns Association on the following points:

- ◆ It would not likely be legally sound to employ a static boundary in a zoning district that restricts large farms. By its justification that such a zone is preventing health and safety issues based on the potential for conflict between large livestock farms and the high densities of settlement found in cities, villages, and sanitary districts, the zone should be dynamic. In other words, it should be expanded concurrently with annexations.
- ◆ The grandfathering of existing farms is not likely to be considered a legally valid approach, but this is currently unknown. Until such a case is tested in court, there cannot be much certainty in this area. The same holds true for the potential use of a 50% expansion allowance for grandfathered farms.

It is important to understand that this is a very new law, and more complete understanding will develop over time as more counties and communities begin to use its provisions. For this reason, future meetings of the Livestock Siting Ad Hoc Committee are advisable as the county moves forward with implementation of these recommendations and as new information becomes available. In fact, after further consideration of the advice provided by the various agencies, the Livestock Siting Ad Hoc Committee still supported the idea of creating a static boundary for the related zoning district. Further investigation of this issue is needed.

An analysis of existing farms within the proposed AUI classification was conducted to aid the discussion of the ad hoc committee. It was found that there are currently no farms with 500 or more animal units located within one half mile of a city, village, or sanitary district. There were two farms with nearly 500 animal units that could potentially be affected by these recommendations in the future. One is located inside the Village of Embarrass, and the other is located near the City of Marion in the Town of Dupont.

Eastern U.S. Land Use Study Tour

During the course of the comprehensive planning process, Waupaca County citizens were given the opportunity to participate in a land use study tour of the eastern U.S. including Maryland, New Jersey, and Pennsylvania. This region of the country has decades of practice using many of the agricultural and natural resource preservation tools that Waupaca County communities are considering for the first time. Two tours were organized by Waupaca County's University of Wisconsin-Extension office and the Wisconsin Department of Agriculture, Trade, and Consumer Protection, and a total of 31 Waupaca County citizens participated in the program. These tours reflect the high importance and priority of agriculture in Waupaca County, as substantial investments of public and private time, resources, and dollars were required to make them happen.

The tour focused on examples of how land use management tools, or the lack thereof, can impact the agricultural landscape and economy for better or for worse. Purchase of Development Rights (PDR) was a key implementation tool with examples of successful protection of working lands. PDR is described in Section 9.2 of the *Inventory and Trends Report*, and Waupaca County's recommended use of PDR is discussed in Section 8.3 (*Land Use* element) of this plan. Key findings of the land use study tour include the following.

- ◆ It is critical that Waupaca County and its communities start to preserve their working lands today. While rates of growth are higher in the eastern U.S., Waupaca County's current landscape is reminiscent of parts of Maryland, New Jersey, and Pennsylvania 20 years ago. If these states had not taken strides to preserve working lands at that time, agriculture would have lost its place as a strong, diverse, and broad-based economic engine.
- ◆ Comprehensive planning is a required prerequisite for the effective preservation of working lands. Waupaca County and its communities have the opportunity to build a solid foundation through the planning process.
- ◆ Innovative tools for preserving working lands do not work without a strong zoning ordinance and a comprehensive plan that supports the zoning. To use tools like PDR, Waupaca County's zoning ordinance must raise the bar in its agricultural zoning districts.

5.3 Agricultural, Natural, and Cultural Resources Goals and Objectives

Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the county. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Agricultural Resources

Goal 1 Maintain the viability, operational efficiency, and productivity of the county's agricultural resources for current and future generations.

Objectives

- 1.a. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- 1.b. Allow for farming expansion in areas where conflict with existing residential land uses can be prevented or mitigated.
- 1.c. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agricultural industry.
- 1.d. Allow for the opportunity to accommodate creative and unique forms of agriculture.
- 1.e. Increase awareness relative to the importance of protecting the viability of the county's agricultural industry.
- 1.f. Explore opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of farmland.
- 1.g. Encourage the use of agricultural Best Management Practices to minimize erosion and groundwater and surface water contamination.

Goal 2 Balance the protection of farmland with the exercise of development rights in rural areas.

Objectives

- 2.a. Identify lands where the primary intent is to preserve productive farmland and to allow for farming expansion.
- 2.b. Identify lands where the primary intent is to allow for rural residential development.
- 2.c. Consider establishing site design requirements that direct rural residential development to areas that minimize conflicts between residential and agricultural land uses and maintain the rural character of the county.

Natural Resources

Goal 1 Balance future development with the protection of natural resources.

Objectives

- 1.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands.
- 1.b. Direct future growth away from regulatory wetlands and floodplains.
- 1.c. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP), and conservation easements.

Goal 2 Protect groundwater and surface water quality and quantity.

Objectives

- 2.a. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality, and flow patterns of groundwater.
- 2.b. Support efforts that ensure the quality, safety, and quantity of groundwater to meet drinking water supply needs.
- 2.c. Decrease sources of point source and non-point source water pollution.
- 2.d. Require the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- 2.e. Continue to develop partnerships with local communities, conservation organizations, and state agencies to address water quality issues.

Goal 3 Protect air quality.

Objectives

- 3.a. Encourage efforts to decrease unauthorized outdoor burning and the burning of garbage and other materials that release toxic substances.
- 3.b. Manage growth to prevent conflict between residences and agricultural odors and dust.

Goal 4 Preserve green space for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Objectives

- 4.a. Manage growth to protect large, interconnected green space areas.
- 4.b. Manage growth to protect small, isolated green spaces with aesthetic qualities that contribute to community character.

Goal 5 Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives

- 5.a. Conserve large contiguous wooded tracts in order to reduce forest fragmentation, maximize woodland interiors, and reduce the edge/area ratio.

- 5.b. Consider the use of conservation land division design, which reduces further forest fragmentation.
- 5.c. Support efforts that preserve the integrity of working forest lands, especially the forest resources of northwestern Waupaca County.

Goal 6 Balance future needs for the extraction of mineral resources with potential adverse impacts on Waupaca County.

Objectives

- 6.a. Encourage the registration of known economically viable non-metallic mineral deposits.
- 6.b. Require the consistent regulation of non-metallic mineral extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.
- 6.c. Consider the potential adverse impacts of proposed metallic mineral extraction operations, and ensure that the siting of such facilities will not negatively impact Waupaca County's natural resources.

Goal 7 Provide leadership and coordination to natural resource protection efforts throughout Waupaca County.

Objectives

- 7.a. Encourage communication between communities regarding the protection of natural resources that cross municipal boundaries.
- 7.b. Support efforts that preserve the quality and accessibility of unique Waupaca County natural resources including the sand country trout streams, the forests of the northwest, the county's many State Natural Areas, the Wolf River ecosystem, and the Chain O' Lakes ecosystem.

Cultural Resources

Goal 1 Preserve rural character as defined by scenic beauty, a variety of landscapes, attractive design of buildings and landscaping, undeveloped lands, farms, small town atmosphere, small businesses, and quiet enjoyment of these surroundings.

Objectives

- 1.a. Consider the potential impacts of development proposals on those features that communities value as a part of their character and identity.
- 1.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.
- 1.c. Support the efforts of Waupaca County's cities and villages to preserve a small town atmosphere including attractive community entrances, small businesses, a vital downtown, and community culture and events.

Goal 2. Preserve significant historical and cultural lands, sites, neighborhoods, and structures that contribute to community identity and character.

Objectives

- 2.a. Encourage efforts to identify, record, and protect community features with historical or archaeological significance.
- 2.b. Consider the potential impacts of development proposals on historical and archeological resources.
- 2.c. Encourage efforts that promote the history, culture, and heritage of Waupaca County and its communities.

Goal 3 Strengthen opportunities for youth in Waupaca County including youth-oriented activities and facilities and additional job opportunities.

Objectives

- 3.a. Seek the involvement of youth in the comprehensive planning process.
- 3.b. Encourage the involvement of youth in county decision making.

5.4 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The county’s policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county's policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Position

ANC1 Conservation and cluster land division design shall be supported as options for proposed major land divisions to minimize the negative impacts to agriculture, active farms, natural

resources, cultural resources, and rural character while accommodating residential development (Source: Strategy ANC1, ANC3, ANC4, ANC5, ANC8, LU3).

ANC2 The county should support the clean-up and reuse of brownfield sites (Source: Strategy UCF8).

“Right-to-Farm” Policy

ANC3 Waupaca County permits properly conducted agricultural operations. Owners of property in areas planned for agricultural use (such as AE, AR, or AWT) or adjacent to such areas should expect that they will be subject to conditions arising from such agricultural operations. Conditions may include, but are not limited to, exposure to: noise; lights; fumes; dust; smoke; insects; chemicals; machinery operations, including aircraft, during any hour of day or night; storage and land application of manure; and application by spraying or other means of chemical pesticides, fertilizers, and other soil amendments. The conditions described may occur as a result of any agricultural operation which is in conformance with accepted customs, standards, laws and regulations. Residents in and adjacent to agricultural areas should be prepared to accept such conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector (Source: Strategy ANC2).

ANC4 Municipal wellhead protection shall be a priority when reviewing development proposals (Source: Strategy ANC4, IC2).

ANC5 Wisconsin Department of Natural Resources Best Management Practices and USDA Natural Resource Conservation Service standards and specifications shall be utilized to the maximum extent possible for activities approved in forests, shorelands, and wetlands (Source: Strategy ANC4).

Policies: Development Review Criteria

ANC6 Substantial development proposals shall provide the county with an analysis of the potential natural resource impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation. The depth of analysis required by the county will be appropriate for the intensity of the proposed development (Source: Strategy ANC4).

ANC7 Substantial development proposals shall provide the county with an analysis of the potential cultural resource impacts including, but not necessarily limited to, potential impacts to historic sites, archeological sites, and other cultural resources. The depth of analysis required by the county will be appropriate for the intensity of the proposed development (Source: Strategy ANC8).

ANC8 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC4, ANC5, LU2).

ANC9 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy ANC5, LU2).

ANC10 Development proposals in shoreland areas shall demonstrate compliance with the Waupaca County Shoreland Zoning Ordinance and Shoreland Protection Manual (Source: Strategy ANC4).

Agricultural/Residential Growth Interactions

ANC11 Land divisions approved in areas designated with the preferred land use classifications of AUI, AE, AR, or AWT shall bear the right to farm policy on the face of the recording instrument (certified survey map, subdivision plat, deed, etc.) (Source: Strategy ANC2, Act 235 Sub-Committee Recommendation).

ANC12 Consistent with the Agriculture/Urban Interface, the expansion or establishment of agricultural operations resulting in 500 or more animal units shall be preferred no closer than 2,640 feet (one half mile) of sewer service areas or incorporated areas (Source: Strategy ANC6, LU9, Act 235 Sub-Committee Recommendation).

ANC13 Consistent with Wisconsin Act 235, the establishment of new or expansion of existing animal agricultural operations that result in farms with more than 500 animal units shall comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management (Source: Strategy LU9, Act 235 Sub-Committee Recommendation).

ANC14 New non-farm residential structures shall not be allowed within 1,000 feet of structures (existing barns, manure storage structures, feed storage structures, etc.) related to livestock operations with 500 or more animal units. Residential structures for affiliated parties (house for child or farm employees) are exempted from this policy (Source: Strategy ANC2, ANC3, ANC 6, LU9, Act 235 Sub-Committee Recommendation).

Recommendations

- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural and cultural resource impacts and multiple site development alternatives as part of the development review process (Source: Strategy ANC8).
- ◆ Improve the menu of agricultural zoning districts and update the zoning map in cooperation with towns in order to recognize preferred areas for agricultural expansion and to preserve the best agricultural lands for agricultural use (Source: Strategy ANC1, ANC6).

- ◆ Improve the menu of forestry zoning districts and update the zoning map in cooperation with towns in order to recognize preferred areas for forestry enterprise and to preserve the best forest lands for productive use (Source: Strategy ANC1, ANC6).
- ◆ Work with towns to develop a county-wide right to farm policy and ordinance. Create options for towns that wish to require right to farm language to be shown on recorded land divisions (Source: Strategy ANC2).
- ◆ Work with local units of government and the agricultural industry to implement the zoning provisions and performance standards of Wisconsin Act 235 and ACTP 51 (the Livestock Facility Siting Law).
- ◆ Work with interested towns, villages, and cities to create a county-wide purchase or transfer of development rights program (Source: Strategy ANC1, ANC4, ANC5).
- ◆ Create and maintain an up to date inventory of active farms (including number of animal units per farm), feedlots, and manure storage facilities. This will be necessary for implementation of Wisconsin Act 235 (Source: Strategy ANC3).
- ◆ Work with communities and the Wisconsin Historical Society to maintain the map and database of historic and archeological sites (Source: Strategy ANC8).

6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community or region organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the area. Issues and opportunities in Waupaca County related to economic development include enhancing the county's competitiveness for attracting and retaining businesses, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of Waupaca County and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight forward. Economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs that provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a county can provide the level of service residents expect. A balanced, healthy economy is essential for overall county well being. Well planned economic development expenditures are a county investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows county residents and elected officials to determine future direction and guide appropriate types of development according to community goals.

Successful plans for economic development acknowledge the importance of:

- ◆ Knowing the region's economic function in the global economy
- ◆ Creating a skilled and educated workforce
- ◆ Investing in an infrastructure for innovation
- ◆ Creating a great quality of life
- ◆ Fostering an innovative business climate
- ◆ Increased use of technology and cooperation to increase government efficiency
- ◆ Taking regional governance and collaboration seriously

Waupaca County's plan for economic development is to provide leadership in support of and in cooperation with local economic development efforts, to maintain the quality of life that attracts residents, visitors, and businesses to the area, to help maintain a supply of land that is suitable for commercial and industrial development, and to support local communities in helping to ensure that future commercial and industrial development use quality construction and site design that preserve the rural and small town character of the county. In addition to this overall vision, the top economic development priorities for the future, as identified during the multi-jurisdictional comprehensive planning process, can be characterized as the following:

- ◆ Retain and grow existing businesses and attract new businesses – a balance of both is needed.

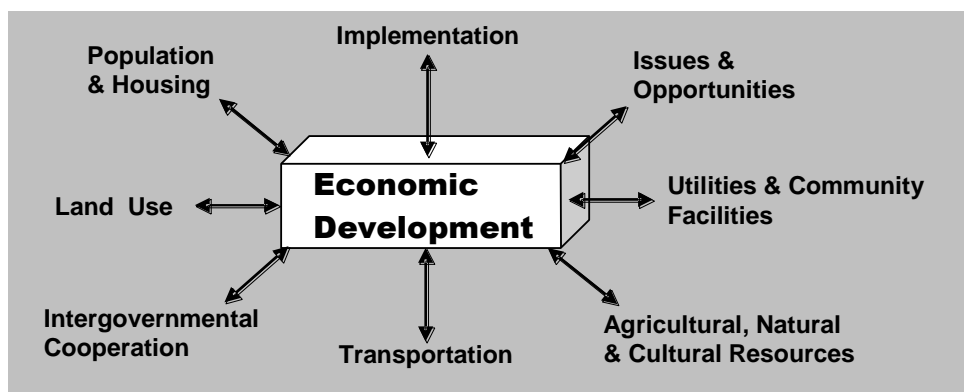
- ◆ Better connect education and other workforce development efforts with local business and industry workforce needs.
- ◆ Preserve a critical mass of land to support productive land uses (i.e., agriculture and forestry) and their network of related businesses and other economic activities.
- ◆ Leverage the county’s natural resources, parks, and public lands to promote tourism.

The *Economic Development* element goals, objectives, policies, and recommendations provide further detail on how Waupaca County’s plan for economic development will be achieved. Please refer to the *Economic Development* element of the *Inventory and Trends Report* for a detailed profile of Waupaca County’s existing economic characteristics and economic trends.

6.2 Economic Development in the Planning Process

The Economic Development element was central to Waupaca County’s multi-jurisdictional comprehensive planning process. This element was addressed at the midpoint of the public education and participation process in order to emphasize the connections between economic development and every other facet of comprehensive planning. For example, a safe, efficient, and connected transportation system is necessary to support nearly every economic sector. Municipal utilities and services are required to serve the needs of manufacturing facilities and other local businesses. Employees and employers need quality, affordable housing options. And perhaps most importantly, every economic sector is supported in one way or another by having a healthy natural resource base.

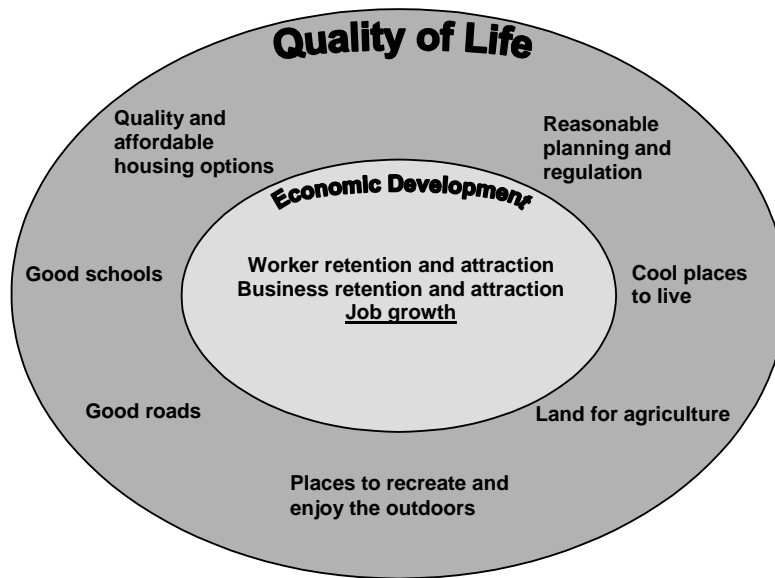
**Figure 6-1
The Centrality of Economic Development**



Because of these connections, planning for a positive future for Waupaca County is just as much an economic issue as it is a transportation, housing, natural resource, or land use issue. This is most readily apparent when examining the connection between economic development and quality of life. Many of the issues, opportunities, goals, objectives, and policies adopted by communities in their comprehensive plans are aimed at protecting and enhancing quality of life. These are the items on the outer ring of Figure 6-2. These in turn affect the items in the inner ring. Without good schools, good roads, quality, affordable places to live, and so on, a

community cannot attract or retain workers, attract or retain businesses, or grow the economy. Quality of life does not happen by accident, especially in the face of change. It requires planning. Comprehensive planning in Waupaca County is not only about preserving farmland and natural resources, it is also about protecting jobs, incomes, and a positive economic future.

**Figure 6-2
Economic Development and Quality of Life Connections**



6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of Waupaca County and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the county are as follows:

Strengths

- ◆ Natural Resources
- ◆ Elementary and Secondary Schools
- ◆ Industrial Parks
- ◆ U.S., State, County and Local Road Networks
- ◆ Central WI Railroad
- ◆ Regional and Local Airports
- ◆ Fox Valley Technical College Campuses
- ◆ Fox Valley Workforce Development
- ◆ Chambers of Commerce
- ◆ Skilled and Experienced Workforce
- ◆ Sewer and Water Infrastructure

- ◆ Electric and Gas Infrastructure
- ◆ Communications Infrastructure
- ◆ Waupaca County Economic Development Corporation
- ◆ Small Business Development Centers
- ◆ Wisconsin Department of Commerce Programs
- ◆ Wisconsin Department of Transportation Programs
- ◆ Regional and Local Financial Institutions
- ◆ County and Local Governments
- ◆ Revolving Loan Funds
- ◆ Tax Incremental Finance Districts
- ◆ Manufacturing Industry
- ◆ Tourism Industry
- ◆ Dairy Industry

Weaknesses

- ◆ Lack of Population Diversity
- ◆ Lack of Business Diversity
- ◆ Risk Averse Nature of Residents
- ◆ Lack of Capital/Financial Network for Entrepreneurs
- ◆ Perception of Tax Climate
- ◆ Lack of Collaborative Efforts between Governments
- ◆ Lack of Available Employment Opportunities for College Graduates
- ◆ Small Percentage of Workforce with Bachelor or Graduate Degrees
- ◆ Corporate Headquarters Located Outside County/Region for Several Major Employers
- ◆ Aging Workforce

6.4 Desired Business and Industry

Waupaca County would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of services per taxes levied. This requires careful examination of the location, design, and operation of proposed businesses and industries, which is a primary responsibility of planning and plan implementation. The categories or particular types of new businesses and industries that are desired by the county are generally described in the comprehensive plan goals, objectives, and policies, and more specifically with the following. Desired types of business and industry in Waupaca County include, but are not necessarily limited to:

- ◆ Limited heavy industry, and in appropriate locations such as city and village industrial parks or other planned industrial areas.
- ◆ Business and industry that retain the rural character of the county.
- ◆ Business and industry that retain the small town character of the county's cities and villages.
- ◆ Business and industry that utilize high quality and attractive building and landscape design.
- ◆ Business and industry that utilize well planned site design and traffic circulation.
- ◆ Business and industry that revitalize and redevelop blighted areas of the county.

- ◆ Businesses that provide essential services that are otherwise not available within the county or local community, such as retail stores, personal services, and professional services.
- ◆ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ◆ Business and industry that provide quality employment for county citizens.
- ◆ Business and industry that support existing employers with value adding services or processes.
- ◆ Business and industry that bring new cash flow into the county.
- ◆ Businesses that do not cause or contribute to the deterioration of downtowns.
- ◆ Business and industry in towns that fill a unique niche and complement economic development efforts in the nearby cities or villages.
- ◆ Business and industry that capitalize on county strengths.
- ◆ Business and industry that do not exacerbate county weaknesses.

6.5 Sites for Business and Industrial Development

Having available and desirable business and industrial sites within the county is vital if business recruitment is a goal. Having sites available also allows for existing businesses to expand locally. There are currently 13 industrial parks in Waupaca County and most of them have capacity for additional development.

Sites for business and industrial development are detailed on the preferred land use map (Map 8-72) for Waupaca County and in more detail on the preferred land use maps for each community. In total, business and industrial preferred land use classifications include over 6,000 acres of Waupaca County, which is nearly seven times the projected demand. Refer to Table 6-18 and Maps 6-1 through 6-7 of the *Inventory and Trends Report* for information on lands available in the county's business and industrial parks. The *Inventory and Trends Report* also provides information on brownfields, or environmentally contaminated sites, which may also be good candidates for clean-up and reuse for business or industrial development.

The urban preferred land use classifications geared toward potential business and industrial development include Planned Commercial (PC), Planned Industrial (PI), and Community Downtown Commercial (CDC). PC, PI, and CDC have been mapped extensively by the cities and villages and include both existing commercial and industrial development as well as vacant lands that are available for future development. Vacant lands are found more commonly in PC and PI areas, while CDC areas would primarily represent redevelopment and infill opportunities.

The rural classifications geared toward potential business and industrial development are Rural Commercial/Industrial (RCI) and Rural Crossroads-Mixed Use (RCM). RCI and RCM have been mapped in areas where existing and planned concentrations of commercial, light industrial, or mixed use development are found. RCI is planned mainly along major highway corridors, but is also found in some isolated locations to recognize existing businesses or industrial facilities. RCM has been used in a variety of ways, but is most readily noticeable in unincorporated rural hamlets or crossroads such as King (Town of Farmington), Dale (Town of Caledonia), and

Symco (Town of Union). RCM areas include areas of existing mixed-used development, but also provide potential opportunities for redevelopment, infill, or expansion.

6.6 Economic Development Goals and Objectives

Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the county. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Support the organizational growth of economic development programs in the county and region.

Objectives

- 1.a. Increase cooperation between counties regarding comprehensive planning and economic development issues.
- 1.b. Promote dialogue and continue to strengthen relationships between the county and local businesses.
- 1.c. Support the efforts of the Waupaca County Economic Development Corporation, community development organizations, and local chambers of commerce.

Goal 2 Maintain the utility, communication, and transportation infrastructure systems that promote economic development.

Objectives

- 2.a. Work to maintain an effective and efficient government to reduce the tax burden on local businesses.
- 2.b. Improve economic development opportunities along highway corridors.
- 2.c. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the local communities, Waupaca County, and the region.
- 2.d. Monitor the infrastructure needs of established businesses in order to meet their expansion and facility needs when they are consistent with the county's comprehensive plan.

Goal 3 Balance the retention and expansion of existing business with entrepreneurial development and new business attraction efforts.

Objectives

- 3.a. Support agriculture, manufacturing, tourism, and related support services as strong components of the local economy.
- 3.b. Promote business retention, expansion, and recruitment efforts that are consistent with the county's comprehensive plan.
- 3.c. Monitor opportunities to support existing businesses by establishing public-private partnerships.

- 3.d. Support the pursuit of local, state and federal funding and assistance that will help local businesses become more competitive.
- 3.e. Distinguish and promote features unique to the county in order to compete and complement the region.

Goal 4 Maintain a quality workforce to strengthen existing businesses and maintain a high standard of living.

Objectives

- 4.a. Support local employment of area citizens, especially efforts that create opportunities for local youth.
- 4.b. Support home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the area.
- 4.c. Support area school districts, technical colleges, universities, and other non-profit agencies that promote workforce development.

6.7 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The county’s policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county’s policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Position

- ED1 Manufacturing should be supported as a vital component of the county’s economic base (Source: Strategy ED1, ED2).
- ED2 Agriculture should be supported as a vital component of the county’s economic base (Source: Strategy ANC1, ANC2, ANC3, ANC6, ED1, ED2).

- ED3 Tourism should be supported as a vital component of the county's economic base (Source: Strategy ANC4, ANC5, ED1, ED2).
- ED4 Future economic development should include export businesses that produce goods and services within the county but are sold primarily to outside markets (Source: Strategy ED1, ED2).

Policies: County Directive

- ED5 The county should support existing business expansion and retention efforts and new business development efforts that are consistent with the comprehensive plan (Source: Strategy ED1, ED2).
- ED6 The county should encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs (Source: Strategy ED1, ED2).

Policies: Development Review Criteria

- ED7 Substantial development proposals should provide an assessment of potential impacts to economic health and markets including, as applicable, job creation, job retention, worker income, interactions with the existing local and regional economy, and impacts to the cost of providing community services. The depth of analysis required by the county will be appropriate for the intensity of the proposed development (Source: Strategy ED1, ED2, ED3).
- ED8 New commercial and industrial development should employ site and building designs that include:
- ◆ Attractive signage and building architecture
 - ◆ Shared highway access points
 - ◆ Screened parking and loading areas
 - ◆ Screened mechanicals
 - ◆ Landscaping
 - ◆ Lighting that does not spill over to adjacent properties
 - ◆ Efficient traffic and pedestrian flow (Source: Strategy ED3, LU10)

Recommendations

- ◆ Continue to work with the Waupaca County Economic Development Corporation as a resource to achieve county and local economic development goals and objectives (Source: Strategy ED1, ED2, ED4).
- ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to economic health and markets as part of the development review process. The assessment includes, as applicable, job creation, job retention, worker income, interactions with the existing local and regional economy, and impacts to the cost of providing community services (Source: Strategy ED1, ED2, ED3).

- ◆ Explore options for cooperative implementation of locally tailored architectural and site design review policies that protect and enhance the visual quality of the county and establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation (Source: Strategy ED3, LU10).
- ◆ Regularly evaluate economic development related grants, programs, and tax incentives for their applicability to the county and its communities (Source: Strategy ED4).

7. Intergovernmental Cooperation

For an analysis of existing intergovernmental relationships, an inventory of existing intergovernmental agreements, and anticipated intergovernmental trends in Waupaca County and its communities, please refer to Chapter 7 of the *Inventory and Trends Report*.

7.1 Intergovernmental Cooperation Plan

Waupaca County's plan for intergovernmental cooperation is to provide leadership to ongoing intergovernmental cooperation efforts, to maintain the momentum built during comprehensive planning by keeping land use planning and implementation issues in an intergovernmental setting, and to tackle the tough issues of providing services in the face of shrinking budgets by employing creative intergovernmental approaches. Waupaca County has a long history of intergovernmental cooperation, but it has perhaps reached a new height during the multi-jurisdictional planning process. The importance of intergovernmental cooperation in Waupaca County is evidenced by the fact that it is folded into nearly every other element of the county comprehensive plan. Many of the highlights provided in this element reference other portions of this plan where more detail can be found. Waupaca County will implement its plan for intergovernmental cooperation by considering and pursuing opportunities for sharing of resources, joint purchasing, and service consolidation. Accomplishing many of the county's planning goals will be facilitated by maintaining the Core Planning Committee as an active forum for the discussion and exploration of intergovernmental conflicts and opportunities.

7.2 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the county as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Provide leadership in developing plan implementation ordinances and other tools	Waupaca County Local Communities
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Waupaca County Local Communities
♦ Utilize a coordinated process to update and amend the comprehensive plan	Waupaca County Local Communities
♦ Work with the school districts to provide growth projections, plan for future needs, and assist with siting new facilities	Waupaca County Local School Districts
♦ Pursue opportunities for consolidation of police services and emergency dispatch	Waupaca County Cities and Villages
♦ Pursue intergovernmental cost saving opportunities through bulk purchasing, shared services, consolidations, etc.	Waupaca County Local Communities
♦ Pursue intergovernmental cost saving opportunities by working with communities on such items as road maintenance, park maintenance, and recreational services	Waupaca County Local Communities
♦ Reduce conflict over boundary issues through cooperative planning	Waupaca County Local Communities
♦ Provide leadership to the development of programs (like PDR) for the preservation of agricultural lands, natural resources, and cultural resources	Waupaca County Local Communities State of Wisconsin (DATCP)

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Annexation conflicts between the cities or villages and the adjacent towns	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings Continued meetings of the Core Planning Committee with representation from every Waupaca County community

Potential Conflict	Process to Resolve
<ul style="list-style-type: none"> ◆ Concern over too much intervention by Waupaca County and the state relative to local control of land use issues. 	<p>Adoption of local comprehensive plans</p> <p>The “Sideboard Approach” component of the county comprehensive plan</p> <p>Maintain communication between Waupaca County and towns on land use issues</p> <p>Provide ample opportunities for public involvement during ordinance and other implementation tool development efforts</p>
<ul style="list-style-type: none"> ◆ Siting of large livestock farms near incorporated areas or rural sanitary districts 	<p>Towns to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within one half mile of incorporated areas and sanitary districts</p> <p>Waupaca County to administer ACTP51 zoning and performance standards for livestock operations over 500 animal units</p>
<ul style="list-style-type: none"> ◆ Concern over the ability or willingness of Waupaca County to implement the recommendations of town plans 	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p>
<ul style="list-style-type: none"> ◆ Vastly different zoning and land division regulations from one town to the next 	<p>The “Sideboard Approach” component of the county comprehensive plan</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p>
<ul style="list-style-type: none"> ◆ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas of the county 	<p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning</p>

Potential Conflict	Process to Resolve
	Committee with representation from every Waupaca County community
	County leadership in the process of creating local design review standards
♦ Development or land use that threatens groundwater quality in municipal well recharge areas	Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings
	Continued meetings of the Core Planning Committee with representation from every Waupaca County community
	Cooperative planning and implementation of wellhead protection areas
♦ Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure	Distribution of plans and plan amendments to adjacent and overlapping governments
	Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings
	Continued meetings of the Core Planning Committee with representation from every Waupaca County community
	Cooperative implementation of area development planning
♦ Increasing cost of providing services and amenities that benefit the surrounding region	Continued meetings of the Core Planning Committee with representation from every Waupaca County community
	Cooperative planning for county and local economic development efforts – bring more money into Waupaca County

7.3 Key Planning Process Results

The multi-jurisdictional comprehensive planning process was intentionally designed to foster opportunities for intergovernmental coordination and to challenge communities to improve their relationships with neighboring units of government. The regional cluster meeting forum used to develop the community comprehensive plans served to facilitate intergovernmental discussion. Communities met with their neighbors along each step of the planning process, and a portion of the cluster meeting timeline was dedicated solely to intergovernmental issues. Communities met with their neighbors to discuss intergovernmental conflicts and opportunities and to attempt to

“edge-match” their plans for preferred land use. Communities explored the potential for intergovernmental cooperation in the following general areas.

- ◆ Shared services
- ◆ Joint purchasing
- ◆ Coordinated regulations
- ◆ Coordinated boundaries
- ◆ Cooperative agreements
- ◆ Communication
- ◆ Conflict resolution

The key intergovernmental conflicts and opportunities identified and addressed in the county and local comprehensive plans include coordinated planning for land use along community boundaries, coordinated planning for utility and community facility improvements, coordinated planning for the timing and density of development necessary to facilitate cost effective utility extension, and coordinated land use decision making between the county and towns. It is recommended that the Core Planning Committee remains active and continues to provide a forum for further discussion of such issues.

Planning for Land Use Along Community Boundaries

The comprehensive planning process was designed to provide opportunities for communities to plan for preferred future land use in a way that prevents conflicts along community boundaries. The Waupaca County Preferred Land Use Map (Map 8-72, *Land Use* element) is a consolidation of each locally adopted preferred land use map. Overall, a great deal of compatibility along community boundaries has been achieved, but there are places where the potential for conflict remains. Section 8.5 of the *Land Use* element provides a detailed analysis of unresolved preferred land use conflicts along community boundaries. This plan advocates for continued discussion between communities in order to resolve these situations. Reaching a mutually agreed upon preferred land use pattern provides the most certainty to both communities and potential developers, minimizes costly land use disputes, and provides better direction for related county land use decisions.

Over time, a community may have a change in land use or related policy in response to local community desires, new development proposals, or otherwise changing conditions. This plan provides a framework for addressing existing and potential differences that may arise over time, as well as how the plan amendment process will be managed. Section 9.6 of the *Implementation* element covers this process in detail.

Coordinated Planning for Utility and Community Facility Improvements

The comprehensive planning process was designed to help communities identify their short-term and long-term needs for utility and community facility improvements. As growth takes place, as existing infrastructure deteriorates, and as the demand for expanded services and utilities increases, intergovernmental options will become increasingly important as a means to manage cost. Section 4.3 of the *Utilities and Community Facilities* element provides a compilation of planned utility and community facility improvement projects. This analysis can be used as a

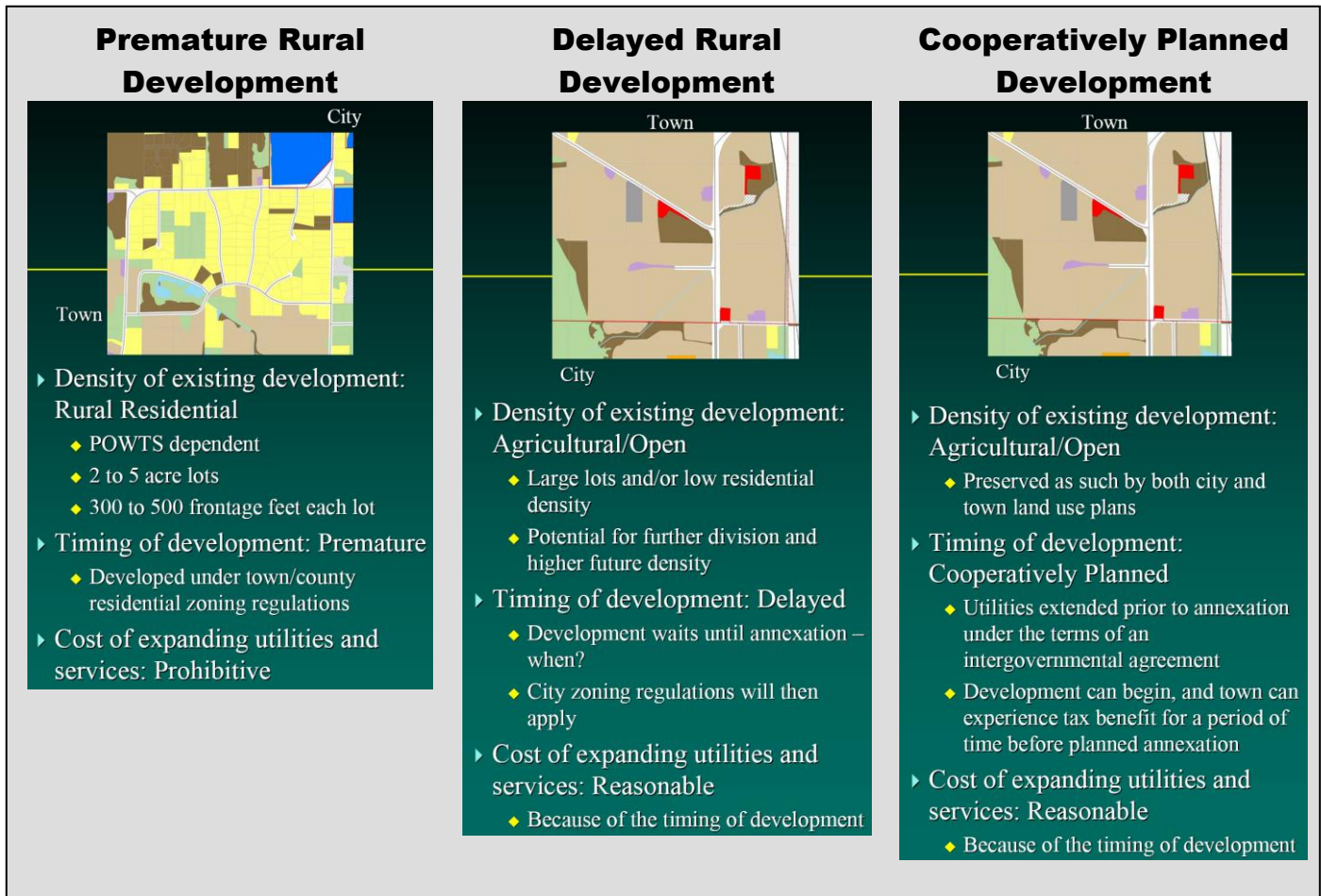
starting point to help identify and implement cost saving opportunities as communities move forward with capital expenditures. Opportunities for joint purchasing, consolidation of services, and sharing of resources should be further explored. This plan advocates for the continued, detailed planning of county and local capital improvements so that intergovernmental opportunities are more readily apparent. Waupaca County and its communities already make extensive use of shared service agreements. This plan advocates for the continuation of this practice, for the ongoing improvement of service agreements, and for the documentation of unwritten agreements.

Development Scenarios for the Cost Effective Extension of Utilities

There is an important link between land use and the extension of public utilities. Cost is the connection. Several of Waupaca County's cities and villages have identified the need to grow beyond their existing boundaries over the course of the planning period. Several towns have also indicated the desire to potentially extend public sewer service into their communities. These communities will need to carefully consider the interactions between the timing and density of development and the cost of extending public utilities to serve existing and planned future development. If the timing and density of development are not well planned, then the cost of providing utilities may be prohibitive.

The scenarios in Figure 7-1 provide examples of potential extraterritorial growth and utility extension situations.

**Figure 7-1
Density and Timing of Development Scenarios**



A high density of development is needed to cost effectively support the use of public utilities. As a basic example, more users of sewer and water can divide the cost of providing and maintaining the related infrastructure if they have smaller lots. For a block 1,000 feet long, ten utility users can divide the cost on lots with 100 frontage feet, versus only three users on lots with 300 frontage feet. In order to achieve the desired density, a low density must be preserved prior to the extension of service. The goal is to preserve existing tracts that are large enough to be further subdivided to provide the desired density. Road and utility extensions are planned concurrently with development, and the cost of extending the utilities can be paid by the subdivider. The problem comes where a medium density of development has already occurred with no opportunity to further subdivide for additional density. In this case, the cost will be higher because there is less economy of scale, and the individual property owners are the ones that will carry the cost burden.

Coordinated Land Use Decision Making Between County and Towns

One of the ongoing challenges in any Wisconsin county is to maintain a positive relationship between the county and the towns, especially with regard to land use decision making. In Waupaca County, this relationship is generally positive, but comprehensive planning provides a whole new set of questions and challenges. This is exactly why the multi-jurisdictional process was designed as a locally driven process. Waupaca County's priority is to maintain a constructive relationship with its towns and to provide land use planning and implementation services that are of value to its towns.

This plan advocates for a coordinated process of land use decision making between Waupaca County and its towns. This coordinated process is intended to share the responsibility for discretionary land use decision making (e.g., rezone requests, conditional use requests, subdivision requests, etc.) between Waupaca County and the affected town. The county's recommended approach has been named the "Sideboard Approach" and is detailed in Section 9.5 of the *Implementation* element.

7.4 Intergovernmental Cooperation Goals and Objectives

Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the county. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Foster the growth of mutually beneficial intergovernmental relations between Waupaca County and other units of government.**

Objectives

- 1.a. Continue to give due consideration to municipal (town, city, village) and special purpose (for example, school districts, sanitary districts, emergency service districts) units of government recommendations on matters of comprehensive and land use planning and regulation.
- 1.b. Seek opportunities to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.
- 1.c. Continue the use of joint purchasing and shared service arrangements with other units of governments to lower the unit cost of materials and supplies for such things including, but not limited to, office supplies, roadwork supplies, vehicles, equipment, professional services, and insurance.

Goal 2 Foster the growth of mutually beneficial intergovernmental relations between local units of government within and outside of Waupaca County.

Objectives

- 2.a. Provide leadership for community cooperation efforts in the comprehensive plan development, adoption, and implementation processes.
- 2.b. Encourage the use of cooperative agreements between municipalities for such things including but not limited to annexation, expansion of public facilities, sharing of services, and land use regulation.

7.5 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The county’s policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county's policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Directive

- IC1 The county shall provide leadership to the process of matching local land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts (Source: Strategy IC2).
- IC2 The county shall provide leadership to the process of local and county plan implementation through necessary staff, staff expertise, financing, and technology (Source: Strategy IC2).
- IC3 The county shall work to maintain ongoing communication and positive relationships with its communities, school districts, sanitary districts, neighboring counties and communities, and state and federal agencies (Source: Strategy IC3).

- IC4 Transportation issues under the jurisdiction of the Waupaca County Highway Department shall be jointly discussed and evaluated with the affected communities and if necessary, with the Wisconsin Department of Transportation (Source: Strategy T1, T5, UCF3, IC1, IC2, IC3).
- IC5 Educational efforts regarding planning, land use regulation, implementation, or natural resource management should be discussed as multi-jurisdictional efforts between the county and local communities (Source: Strategy UCF3, IC1, IC3).
- IC6 County facilities that have available capacity shall be considered for joint use with other units of government or community organizations (Source: Strategy UCF3, UCF8, IC1).
- IC7 The county shall consider intergovernmental and other cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services (Source: Strategy UCF3, UCF8, IC1).
- IC8 The county shall support the consolidation or shared provision of public services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3, IC1).
- IC9 Whenever the county makes a significant purchase, it should notify other units of government in the county for the purpose of making joint purchases as a cost saving measure (Source: Strategy UCF1, UCF3, IC1).

Recommendations

- ◆ Annually review intergovernmental agreements for their effectiveness and efficiency (Source: Strategy UCF3, IC1).
- ◆ Maintain the Core Planning Committee (CPC) as an active body for exploring intergovernmental plan implementation solutions and resolving intergovernmental conflicts. Convene a meeting of the CPC at least annually (Source: Strategy IC1, IC2, IC3).

8. Land Use

This chapter of the comprehensive plan provides Waupaca County’s plan for preferred future land use. This includes a discussion of key land use planning and implementation tools, an analysis of potential land use conflicts, identification of redevelopment opportunities, and designation of “Smart Growth” areas. For further detail on existing land use, existing development patterns, existing land management programs, and land supply, demand, and other trends please refer to Chapter 8 of the *Inventory and Trends Report*.

8.1 Preferred Land Use Plan

The preferred land use plan is one of the central components of the comprehensive plan that can be used as a guide by county and local officials when considering development and redevelopment proposals. When considering the role of the preferred land use plan in decision making, it is important to keep the following characteristics in mind.

- ◆ A land use plan is an expression of a preferred or ideal future – a vision for the future of the county.
- ◆ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ◆ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ◆ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ◆ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

As with the rest of the comprehensive plan, Waupaca County’s plan for preferred land use is a grassroots, locally driven plan. This translates very directly to the county map of preferred land use, as it is simply the compilation of each of the local maps of preferred land use. The primary components of the preferred land use plan include the Preferred Land Use Map (Map 8-72) and the Preferred Land Use Classifications (which are detailed in section 8.2). These components work together with the *Implementation* element to provide policy guidance for decision makers in the county.

This relationship between the county and local plans is most important from a practical standpoint when it comes to towns. Waupaca County has zoning and land division jurisdiction over the unincorporated areas of the county, so each town's plan for preferred land use has a very direct link to the county plan and to land use implementation tools. Despite the potential for infinite variety, there are some recognizable patterns in looking from the countywide scale at the assemblage of town preferred land use maps. However, the full intent of the preferred land use map can only be derived by looking at both the local plans and the county plan. The following discussion describes some of the overall themes and patterns. The primary source of intent is the local plan.

Town Patterns of Preferred Land Use

Resource Protection (RP) has been mapped in areas where communities have set priorities relative to the protection of natural resources. A wide variety of approaches were used in locally defining the mapping of RP, but every town has included at a minimum the general locations of regulatory wetlands (five acres and larger) and floodplains. This is a common thread that ties together all of the town plans and provides linkages throughout the county-wide map of preferred land use. In some towns, RP includes other features beyond wetlands and floodplains such as buffers around waterways, buffers around wetlands, areas of exposed bedrock, and the like.

Agriculture Enterprise (AE) has been mapped in areas where the long term viability of the agricultural industry and supporting land base are of highest priority. An expansive and connected area of AE has been mapped by towns spanning from west central to north central and northeast Waupaca County. And as might be expected based on soil characteristics, the Town of Lind is an isolated area where AE has been mapped extensively. The intent of the AE classification is to favor a wide variety of agricultural operations, potentially including very large operations. The long term viability of agriculture will be preserved in these areas by limiting residential development to very low overall densities, by establishing minimum and maximum lot sizes that reduce residential land consumption, and by encouraging the use of tools like site planning and conservation land division design. Areas included in AE would potentially represent prime candidates for a purchase of development rights program.

Agriculture Retention (AR) has also been mapped in areas where the long term viability of the agricultural industry and supporting land base are of highest priority. AR areas differ from AE areas in that they include smaller, more isolated agricultural areas, buffers between intensive agriculture and other uses, and in some locations, areas not defined as prime agricultural soils. AR has been mapped throughout the county, and there is at least one occurrence in almost every town. The long term viability of agriculture will be preserved in these areas by limiting residential development to moderately low overall densities, by establishing minimum and maximum lot sizes that reduce residential land consumption, and by encouraging the use of tools like site planning and conservation land division design.

Private Recreation and Forestry Enterprise (PVRF) has been mapped in areas where the long term viability of the forestry industry, outdoor recreation, and the supporting land base are of highest priority. The most expansive and interconnected areas of PVRF are found in the northwest and north central portions of the county roughly coinciding with the largest tracts of forested lands. More isolated, but also extensive planning of PVRF is found in the Towns of

Matteson, Farmington, and Weyauwega. Areas included in PVRF would potentially represent prime candidates for a purchase of development rights program.

Agriculture and Woodland Transition (AWT) has been mapped in areas where the presence of productive agriculture and productive woodlands is acknowledged, but where it is expected that these uses will transition out and be replaced by other uses over time. AWT is the predominant preferred land use across the southern tier of the county, but has also been mapped in many other locations with at least one occurrence in almost every town. The use of AWT across the southern tier is likely related to the presence of US Highway 10 and the associated development pressures that are expected to continue into the future. In other locations, AWT has been used to recognize a mixed pattern of existing land use, to provide buffers between intensive agriculture and other land uses, or to preserve development rights for current and future property owners. Transition in AWT areas will be facilitated by moderate development densities and a variety of available lot sizes. The use of tools like site planning and conservation land division design may be the most important in AWT areas, as the potential for land use conflict will be substantial in these transitional, mixed-use, mixed-density areas.

Rural Residential (RR) and Sewered Residential (SR) have been mapped to recognize existing and planned concentrations of residential development. Residential will be the primary use in these areas. The most notable patterns relative to RR are found in the vicinity of the county's largest cities - Waupaca and New London. Extensive RR areas are found in all four towns surrounding Waupaca. Extensive RR areas are planned north of New London in the Town of Lebanon, and as far south of New London as the Town of Caledonia. Smaller, more isolated occurrences of RR are found throughout the county. SR is planned in two general locations relative to the county's two rural sanitary districts – the Waupaca-Chain O' Lakes District, and the Wolf River, Fremont, Orihula District.

Rural Commercial/Industrial (RCI) and Rural Crossroads-Mixed Use (RCM) have been mapped in areas where existing and planned concentrations of commercial, light industrial, or mixed use development are found. RCI is planned mainly along major highway corridors, but is also found in some isolated locations to recognize existing businesses or industrial facilities. RCM has been used in a variety of ways, but is most readily noticeable in unincorporated rural hamlets or crossroads such as King (Town of Farmington), Dale (Town of Caledonia), and Symco (Town of Union).

Intensive Use Overlay (IUO) has been mapped to recognize a variety of existing and potential land use conflicts. For example, in the Town of Lebanon, every existing dairy farm was identified with a buffer of IUO to indicate the need to separate active livestock farms from non-farm residential development. In several towns, closed landfills, active industrial landfills, and active non-metallic mines have been mapped with a buffer of IUO.

City and Village Preferred Land Use

The city and village plans are important to the overall vision for preferred land use, but are not shown on map 8-72 for several reasons. First, they are simply not readable at this scale. But it is also important to note that Wisconsin's planning statutes require counties to incorporate city and village plans into the county plan, so it is a forgone conclusion that the city and village maps of

preferred land use are included as adopted or amended locally. Finally, Waupaca County has no direct jurisdiction over land use in the cities and villages. On the other hand, the county's plan does acknowledge the need for coordinated planning between units of government. For this reason, the county map of preferred land use specifically identifies areas where cities and villages have indicated the potential for extraterritorial growth – City/Village Expansion Areas (EXP). These are unincorporated lands that currently fall under county jurisdiction but are earmarked as likely city or village annexation areas. As such, proper planning for these lands in order to facilitate cost effective annexation and extension of urban services and utilities must be a cooperative effort between the county, the city or village, and the town.

Town of Mukwa Plan for Preferred Land Use

The Town of Mukwa was the only Waupaca County community to not participate in the multi-jurisdictional comprehensive planning process. However, the town did develop a comprehensive plan of its own. The Town of Mukwa's comprehensive plan is important as the town is part of Waupaca County. The land use plan is particularly important as the town is a participant in the county-wide zoning program administered by the Waupaca County Zoning Department, and because the town is adjacent to the county's largest city – New London. The town's plan includes a map of future land use, but the map does not use the same preferred land use classifications used by the rest of Waupaca County's towns. In an effort to integrate the Town of Mukwa's plan with the rest of the planning effort, some interpretation must be applied to the town's map of future land use. Based on the text of the town's plan, the pattern of preferred land use shown on Map 8-72 seems to be a reasonable interpretation of the town's map of future land use.

The Town of Mukwa's plan does not specify preferred land uses or preferred densities to the same level of detail as the plans developed in the multi-jurisdictional process, so the interpretation is primarily based on the overall pattern of future land uses. The town's wetlands and floodplains have been interpreted to match the RP classification. A mix of future uses is identified in a fairly compact area surrounding Northport. The plan text emphasizes the importance of building and site design in Northport, so this area seems to match well with the RCM classification. A substantial area of future residential land use as supported by private onsite wastewater treatment is identified southwest of New London, so this has been translated to the RR classification. The remainder of the town contains a mix of agricultural lands, woodlands, scattered residences and businesses, and does not identify any particular preferred densities or lot sizes. This most closely aligns with the AWT classification.

Map 8-72 Preferred Land Use

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8.2 Preferred Land Use Classifications and Policies

The following Preferred Land Use Classifications (PLUCs) have been utilized on the county's Preferred Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the county mapped under a particular PLUC. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Agriculture Enterprise (AE)

- ◆ Purpose: To preserve and promote a full range of agricultural uses. To implement comprehensive plan goals by encouraging livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- ◆ Primary Goal: To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture while optimizing agricultural production.

Agriculture Enterprise Policies

- ◆ In areas identified by a town with the AE preferred land use classification, new non-farm residential development shall be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses (Source: Strategy ANC1, ANC2, ANC3, ANC6, LU9).
- ◆ In areas identified by a town with the AE preferred land use classification, new non-farm development shall be placed on the landscape in a fashion that minimizes the loss of prime agricultural soils as defined by the Natural Resource Conservation Service (Source: Strategy ANC1, ANC6).
- ◆ New residential subdivisions with five lots or more shall not be allowed in areas planned for agricultural expansion as identified by the AE preferred land use classification, unless site planning or conservation design can be effectively used to minimize negative impacts to agriculture (Source: Strategy ANC1, ANC2, ANC3, ANC6, LU9).
- ◆ The preferred housing density shall be one unit per 20 acres at a minimum, but could be as restrictive as one unit per 80 acres, for example. A maximum residential lot size of two acres, the use of conservation or cluster land division design, and a maximum development density strategy should be utilized.
- ◆ The preferred land uses shall be all agricultural uses regardless of size, although large animal feeding operations greater than 1,000 animal units would still require WDNR permits. Specific preferred uses include livestock production, dairy, agriculturally-related residences, greenhouses, horse facilities, agriculture sales and service, agricultural storage, agricultural research and development, fish and wildlife management activities, timber harvest and milling, aqua culture, non-metallic mineral extraction, and home-based businesses.

- ◆ In areas identified by a town with the AE preferred land use classification, public funding should not be used to support the conversion of prime agricultural lands to non-agricultural use. This includes funding assistance for tree planting through county, state, and federal conservation programs (Source: Strategy ANC1, ANC6). Note: The county is just a conduit for the funding and technical assistance related to state and federal conservation programs. The county does not make these decisions. However, in AE and AR areas, the county can help implement this policy by encouraging the use of practices oriented toward prairie restoration rather than tree planting.

Agriculture Retention (AR)

- ◆ Purpose: To preserve and promote a full range of agricultural uses. To implement comprehensive plan goals by encouraging livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- ◆ Primary Goal: To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture while optimizing agricultural production.

Agriculture Retention Policies

- ◆ In areas identified by a town with the AR preferred land use classification, new non-farm residential development shall be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses (Source: Strategy ANC1, ANC2, ANC3, LU9).
- ◆ In areas identified by a town with the AR preferred land use classification, new non-farm development shall be placed on the landscape in a fashion that minimizes the loss of prime agricultural soils as defined by the Natural Resource Conservation Service (Source: Strategy ANC1).
- ◆ New residential subdivisions with five lots or more shall not be allowed in areas planned for agricultural retention as identified by the AR preferred land use classification, unless site planning or conservation design can be effectively used to minimize negative impacts to agriculture (Source: Strategy ANC1, ANC2, ANC3, ANC6, LU9).
- ◆ The preferred housing density shall be one unit per 10 acres to one unit per 20 acres. A maximum residential lot size of two acres, the use of conservation or cluster land division design, and a maximum development density strategy should be utilized.
- ◆ The preferred land uses shall be all agricultural uses regardless of size including land for livestock production, cash cropping, and specialty farming.
- ◆ In areas identified by a town with the AR preferred land use classification, public funding should not be used to support the conversion of prime agricultural lands to non-agricultural use. This includes funding assistance for tree planting through county, state, and federal conservation programs (Source: Strategy ANC1, ANC6). Note: The county

is just a conduit for the funding and technical assistance related to state and federal conservation programs. The county does not make these decisions. However, in AE and AR areas, the county can help implement this policy by encouraging the use of practices oriented toward prairie restoration rather than tree planting.

Private Recreation and Forestry Enterprise (PVRF)

- ◆ Purpose: To preserve forest and woodland and allow for recreational opportunities.
- ◆ Primary Goal: To encourage the continuation of large tracts of forest and woodland areas that are managed to produce sustainable forest products and to provide quality outdoor recreation experiences such as hunting, trail riding, and general wildlife viewing.

Private Recreation and Forestry Enterprise Policies

- ◆ In areas identified by a town with the PVRF preferred land use classification, new residential development shall be placed on the landscape in a fashion that prevents conflicts between forest management and outdoor recreation land uses and residential land uses (Source: Strategy UCF6, ANC4, ANC7, LU9).
- ◆ In areas identified by a town with the PVRF preferred land use classification, new development shall be placed on the landscape in a fashion that minimizes the fragmentation of large forest tracts.
- ◆ New residential subdivisions with five lots or more shall not be allowed in areas planned for forestry enterprise as identified by the PVRF preferred land use classification, unless site planning or conservation design can be effectively used to minimize negative impacts to forestry and outdoor recreation.
- ◆ The preferred housing density shall be one unit per 10 acres at a minimum, but could be as restrictive as one unit per 80 acres, for example. A maximum residential lot size of two acres, the use of conservation or cluster land division design, and a maximum development density strategy should be utilized.
- ◆ The preferred land uses shall be forest management, pulp and timber harvest and processing, outdoor recreational uses, single family residential development and seasonal dwellings (hunting cabins, for example) at appropriate densities, limited commercial and light industrial activity associated with primary residences (home-based business).

Public Recreation and Forestry (PURF)

- ◆ Purpose: To accommodate large existing publicly owned tracts of property for the purpose of resource management and recreation.
- ◆ Primary Goal: To maintain public ownership of property to the benefit of fish and wildlife habitats, surface water quality, groundwater recharge, and public outdoor recreation.

Agriculture and Woodland Transition (AWT)

- ◆ Purpose: To accommodate agricultural uses and woodlands but also allow for land use change or “transition” within these areas driven primarily by market forces or land sale trends.
- ◆ Primary Goal: To allow landowners the opportunity to respond to economic trends and market conditions while maintaining land in agriculture or woodland as the current primary use.

Agriculture and Woodland Transition Policies

- ◆ In areas identified by a town with the AWT preferred land use classification, new non-farm residential development should be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses (Source: Strategy ANC2, ANC3, LU9).
- ◆ The preferred housing density shall be a maximum of one unit per acre. Lots smaller than one acre should be allowed with the use of conservation or cluster land division design. Cluster or conservation land division design should be utilized.
- ◆ The preferred land uses should include conversion of some agricultural land or woodland to residential, commercial, or industrial uses, hobby farms, recreational uses, farming or forestry operations, and expansions of such existing operations with consideration given to potential conflicts with residential use.

Agriculture/Urban Interface (AUI)

- ◆ Purpose: To help plan for a multi-tiered agricultural zoning system in response to Wisconsin Act 235, known as the Livestock Facility Siting Law. This classification will help protect cities, villages, and rural sanitary districts from potential health and safety issues associated with close proximity to large livestock farming operations. This classification will help protect agricultural operations from the land use conflicts associated with close proximity to urban and suburban growth and development areas.
- ◆ Primary Goal: To establish an area within one half mile of the current boundaries of cities, villages, and rural sanitary districts where new livestock farming operations with fewer than 500 animal units will be allowed, but new operations with 500 or more animal units will not be allowed.

Agriculture/Urban Interface Policies

- ◆ New non-farm residential structures shall not be allowed within 1,000 feet of structures (barns, manure storage structures, feed storage structures, etc.) related to livestock operations with 500 or more animal units. Residential structures for affiliated parties (house for child or farm employees) are exempted from this policy (Source: Strategy ANC2).

- ◆ In areas identified by a town with the AUI preferred land use classification, new non-farm residential development shall be placed on the landscape in a fashion that is consistent with the policies of the overlying classification (AE, AR, or AWT).
- ◆ The preferred housing density shall be determined by the overlying classification (AE, AR, or AWT).
- ◆ The preferred land uses shall be determined by the overlying classification with livestock farming limited to farms with fewer than 500 animal units (Source: Strategy LU9).

Rural Residential (RR)

- ◆ Purpose: To include existing and planned residential development that relies on private on-site wastewater treatment systems and private wells.
- ◆ Primary Goal: To cluster residential development for the purpose of concentrating local services while minimizing the consumption of agricultural and forested land.

Rural Residential Policies

- ◆ The preferred housing density shall be a maximum of one unit per acre, but minimum lot size requirements could range from one to five acres with emphasis on the lower end of this range. Lots smaller than one acre should be allowed with conservation or cluster design.
- ◆ The preferred land uses shall include clustered residential development, major subdivisions located in rural settings, and compatible home-based businesses.

Shoreland Residential (SHR)

- ◆ Purpose: To accommodate single family residential development (both seasonal and permanent) along Waupaca County lakes and rivers.
- ◆ Primary Goal: To promote the natural resources found within these areas while allowing for residential uses.

Shoreland Residential Policies

- ◆ The preferred housing density shall conform to the standards of the Waupaca County Shoreland Zoning ordinance.
- ◆ The preferred land uses shall be primarily residential but may also include compatible commercial and recreational uses. Properties should be developed and improved to minimize impacts on the natural shoreline aesthetics, water quality, fish and wildlife habitat, and other public natural resource values of lakes and streams.

Sewered Residential (SR)

- ◆ Purpose: To include existing and planned residential development that is currently served by public sewer or is likely to be served by public sewer in the future.
- ◆ Primary Goal: To satisfy demand for residential growth while maximizing the use of existing public sewer infrastructure and allowing for the efficient expansion of such service in the future.

Sewered Residential Policies

- ◆ In areas defined by a town with the SR preferred land use classification, new development shall not include industrial uses, intensive livestock agriculture, or large lot residential development that would prevent the efficient use or expansion of public sewer infrastructure.
- ◆ The preferred housing density shall be greater than one unit per acre with minimum lot sizes sufficient to accommodate the safe use of private wells. Lots smaller than one acre should be allowed with conservation or cluster land division design, and a maximum lot size of one acre should be utilized.
- ◆ The preferred land uses shall be primarily high density rural residential development along with compatible convenience commercial uses, parks, schools, and other essential support services or businesses.

Rural Commercial/Industrial (RCI)

- ◆ Purpose: To accommodate occurrences of rural commercial and industrial development in isolated locations or along highway corridors.
- ◆ Primary Goal: To accommodate certain commercial and industrial activities in areas that can support such activities and recognize their unique needs.

Rural Commercial/Industrial Policies

- ◆ Development densities and lot sizes shall be allowed to vary in order to accommodate a variety of commercial or industrial land uses.
- ◆ The preferred land uses shall include rural industrial and commercial development that does not require municipal sewer or water and that provides proper buffers to residential or other potentially conflicting land uses.

Rural Crossroads-Mixed Use (RCM)

- ◆ Purpose: To include “hamlet” type development scattered throughout the unincorporated areas of Waupaca County such as King, Readfield, Rural, Royalton, Symco, etc.
- ◆ Primary Goal: To recognize the features of “hamlet” areas and plan for their possible expansion and overall influence on neighboring land uses.

Rural Crossroads-Mixed Use Policies

- ◆ Development densities and lot sizes shall be allowed to vary to accommodate new development opportunities.
- ◆ The preferred land uses shall include uses that are compatible with the existing mix of uses within each respective RCM area, in-fill development, and development of vacant land adjacent to existing development.

Resource Protection (RP)

- ◆ Purpose: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. It is strongly encouraged that this classification includes regulatory wetlands and floodplains at a minimum. Towns may also elect by local policy to include any or all of the following in this classification: surface water buffers, wetland buffers, floodplain buffers, steep slopes, exposed bedrock, wellhead protection areas, woodlots, scenic vistas, wildlife habitat, historic sites, archeological sites, and the like.
- ◆ Primary Goal: To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.

Resource Protection Policies

- ◆ At a minimum, the RP areas shall include regulatory wetlands and floodplains.
- ◆ Housing development shall not be permitted in RP areas.
- ◆ The preferred land uses shall include public or private greenspace, outdoor recreational uses, trails, and natural resource management activities that are not prohibited by wetland or floodplain zoning or by other applicable regulations.

Intensive Use Overlay (IUO)

- ◆ Purpose: To identify lands in close proximity to existing or planned uses that may generate noise, odor, dust, smoke, vibration, groundwater pollution, or other pollution in levels that may cause real or perceived conflicts with surrounding residential uses or otherwise severely impact the landscape or a viewshed. Such uses might include active or abandoned landfills, planned or existing mineral extraction sites, a large confined animal feeding operation, irrigated agriculture fields, planned utility corridors, or planned arterial highway corridors. This classification is intended to be used as an overlay in a buffer around the intensive use, as other planned land uses may coexist with a willingness to accept the potential impacts of the intensive use. The size of the buffer should be specified by local policy language.
- ◆ Primary Goal: To notify current and future residential property owners of the presence of a potential land use conflict in situations where the intensive use existed prior to the surrounding uses or where the unit of government has no control over the siting or

expansion of that use. Where an intensive use provides benefits to a community (such as aggregate for construction, agricultural products and jobs, transportation, etc.), an IUO may be used to acknowledge the presence of that use and its right to continue into the future. The specific intent should be clarified by local policy language.

Intensive Use Overlay Policies

- ◆ In areas identified by a town with the IUO preferred land use classification, the presence of the potential land use conflict shall be noted when new development takes place. Notification may include a note on the face of a plat or CSM, a condition of approval for a conditional use, or a note attached to a rezone approval.
- ◆ The preferred housing density and land uses shall be determined by the underlying preferred land use classification mapped by the town. Lower density residential classifications should be used given the potential for conflict.

Urban Transition (UT)

- ◆ Purpose: To identify lands that include logical locations for the future expansion of city or village boundaries. These areas are prime candidates for intergovernmental agreements that lay out specific plans for land use, boundary changes, and fiscal arrangements.
- ◆ Primary Goal: To encourage intergovernmental cooperation and planning for the types, densities, and timing of development along the urban fringe in a manner that allows the cost-effective expansion of urban services and utilities and equitable tax benefits for the town.

Urban Transition Policies

- ◆ In areas identified by a town with the UT preferred land use classification, the use of shadow platting and limits of disturbance limitations (to allow re-subdivision of lots) should be required if housing growth occurs prior to the availability of utilities.
- ◆ The preferred housing density shall be a maximum of one unit per 10 acres prior to the extension of utilities, and upon extension of utilities, densities high enough to cost-effectively support municipal utilities.
- ◆ The preferred land uses shall include agriculture, woodlots, and other green space uses, very low density housing, land divisions with shadow platting requirements, or housing on public sewer and/or water at urban densities.

City/Village Expansion Areas (EXP)

- ◆ Purpose: To acknowledge locations where cities and villages have identified areas that are desirable for expansion outside of their existing municipal boundary.

- ◆ Primary Goal: To encourage intergovernmental cooperation and planning for the types, densities, and timing of development along the urban fringe, regardless of whether a town has also identified the area as Urban Transition (UT).

City/Village Expansion Area Policies

- ◆ In areas identified by a city or village with an Expansion Area preferred land use classification, development proposals should be reviewed cooperatively between the applicable communities (Source: Strategy IC2, LU9).
- ◆ In areas identified by a city or village with an Expansion Area preferred land use classification, area development planning should be required prior to rezoning, subdividing, or development (Source: Strategy IC2).

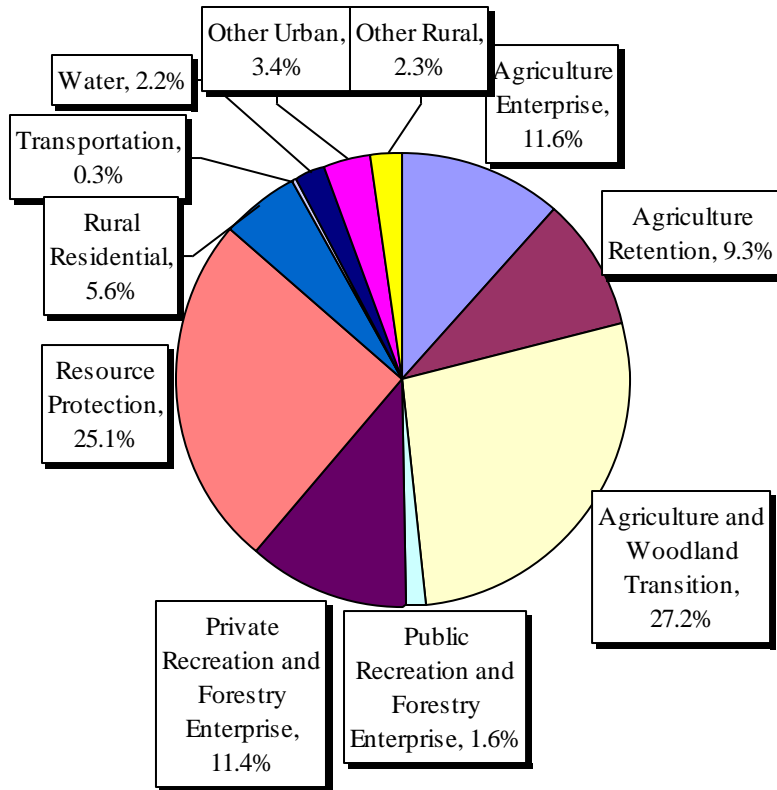
Table 8-1 and Figure 8-1 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

Table 8-1
Preferred Land Use, Waupaca County, 2007

Preferred Land Use Classification	Acres	Percent of Total
<u>Urban</u>		
Conservation	2,445.0	0.5%
Community/Downtown Commercial	288.9	0.1%
Multi-Family Residential	337.1	0.1%
Planned Commercial	874.3	0.2%
Planned Industrial	1,955.2	0.4%
Planned Manufactured Home Park	98.0	0.0%
Park/Recreation	1,289.0	0.3%
Public Institutional	1,526.6	0.3%
Resource Protection	3899.19	0.8%
Single Family Residential	4,112.8	0.8%
<u>Rural</u>		
Agriculture Enterprise	57,341.4	11.6%
Agriculture Retention	45,964.2	9.3%
Agriculture and Woodland Transition	134,005.7	27.2%
Public Recreation and Forestry Enterprise	7,687.3	1.6%
Private Recreation and Forestry Enterprise	55,963.9	11.4%
Rural Commercial/Industrial	3,073.6	0.6%
Rural Crossroads-Mixed Use	2,157.9	0.4%
Resource Protection	123,624.4	25.1%
Rural Residential	27,552.4	5.6%
Shoreland Residential	2,350.7	0.5%
Sewered Residential	2,683.3	0.5%
Urban Transition	834.0	0.2%
<u>Base Features</u>		
Transportation	1,572.4	0.3%
Water	10,599.8	2.2%
Total	492,237.2	100.0%

Source: Waupaca County, 2007. Includes 12,526 Intensive Use Overlay acres and 14,485 Agriculture Urban Interface acres.

**Figure 8-1
Preferred Land Use, Waupaca County, 2007**



Source: Waupaca County, 2007. Other Urban and Other Rural categories include preferred land uses which are individually less than 1% of total preferred land use.

8.3 Key Land Use Tools

In addition to the local maps of preferred land use and the county and local preferred land use classifications, the local plans identify several key tools for implementation of land use planning strategies. These tools are also essential components of the county plan for preferred land use in the sense that some of the implementation can best take place through the facilities and offices of county government, or at the very least, some of the implementation can take place at the local level as supported and understood at the county level. In examining alternatives for the implementation of town plans for preferred land use, some of the tools are already in place (e.g., basic zoning and subdivision regulations), but some of the key tools represent new endeavors for Waupaca County. The following discussion focuses on the tools and strategies that are generally new. The key new tools that rose to the top of the local planning process include density management, conservation or cluster land division design, site planning, maximum lot sizes, site and architectural design review, and purchase of development rights.

Density Management

Housing development density is a significant component of the county and local level preferred land use classifications, but it is a tool that is not presently used in Waupaca County. Waupaca County manages growth through a zoning code that defines allowed land uses and the associated minimum lot sizes. Growth is also managed through a subdivision ordinance that sets minimum standards for the design and layout of lots. Section 9.3 of the *Inventory and Trends Report* covers these existing regulations in detail. Section 8.2 of the *Inventory and Trends Report* provides a definition of housing density and contrasts a density management approach with a minimum lot size approach. A set of *Rural Land Development Potential* scenarios is found in Appendix A. These scenarios display a variety of common rural development densities for an undeveloped site.

The findings of the comprehensive planning process with regard to density management include the following:

- ◆ The consumption of productive lands is better managed by a density management strategy than a minimum lot size strategy alone.
- ◆ Market demands for a variety of lot size options are better served by a density management strategy than a minimum lot size strategy alone.
- ◆ The negative impacts of development on natural resources are better managed by a density management strategy than a minimum lot size strategy alone.
- ◆ Creative approaches to development design like site planning and conservation or cluster land division design are better facilitated by a density management strategy than a minimum lot size strategy alone.

This plan, as supported by the vast majority of the local plans and extensive public input, advocates for the establishment of a density based growth management system. This will require changes to land use ordinances, changes to the way zoning and land division regulations are administered, and the support of county land information systems, particularly the county's geographic information systems. Section 9.2 of the *Implementation* element provides specific recommendations on how density management should be incorporated into the county zoning and land division ordinances.

Site Planning

Site planning is a significant component of the county and local level plans, but it is a tool that is not presently used in Waupaca County. Site planning guides the placement of new development (buildings, roads, utilities, parking areas, etc.) on a given parcel in order to prevent negative impacts to valued features of the landscape. These features generally include natural resources, cultural resources, and agricultural lands and have been specifically defined by local comprehensive plan policies. Site planning can also be used to preserve locations for planned roads or infrastructure. Typical zoning setback standards alone can allow new construction to block a planned road connection or prevent the efficient extension of utilities. In conjunction

with Area Development Plans, these types of situations can be prevented. Site planning can be especially important along the urban periphery for this reason.

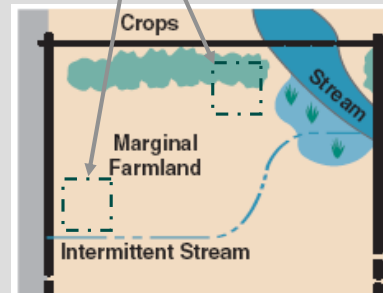
Implementing site planning requires two primary changes to existing land use management systems. First, land division and zoning ordinances need to be amended to determine where and what types of development will invoke site plan review, and to require the identification of limits of disturbance that denote the allowable extent of buildings, driveways, and utilities. Areas of a parcel outside of the limits of disturbance will then remain in open land, agriculture, woodland, or other green space uses. Second, a process must be developed that allows the evaluation of proposed limits of disturbance for development sites under the jurisdiction of this system.

The local plans lay out both qualitative and measurable site planning policies. For example, many local policies state that site development should qualitatively protect agricultural resources, natural resources, and rural character. The county plan generally defines qualitative standards (policy ANC 14 is the exception), and these are found in the preferred land use classification policies (Section 8.2). Some examples of measurable site planning policies found in local plans include:

- ◆ New development will not be located on prime agricultural soils.
- ◆ New development should not be located within 250 feet of irrigated agriculture fields.
- ◆ New development should not be located on steep slopes in excess of 12%.
- ◆ New development should not be located within 100 feet of MFL lands.
- ◆ New development will not be located in municipal wellhead protection areas.
- ◆ New non-farm development should not be located within 1,000 feet of very large livestock farms.

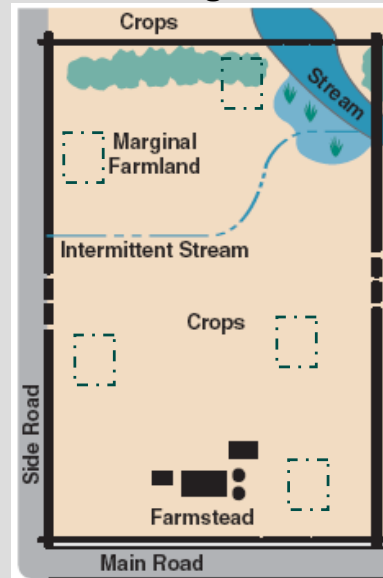
The methods used to implement site planning and limits of disturbance will require further study by Waupaca County and its communities. In general, the options are to use an administrative process or a subjective review process. Using an administrative process would require the development of a set of measurable standards that can be applied by a zoning administrator or building inspector. A subjective review process would allow the use of both measurable and

Limits of Disturbance



Limits of Disturbance is one ordinance tool to administer site planning. It allows the community to define the extent of development activities (buildings, driveway, septic system, etc.) on a development site.

Site Planning



Each potential development site has relative advantages and disadvantages depending on the plan objective being pursued. The job of site planning is to compare those relative merits and select a site that is consistent with the plan for preferred land use.

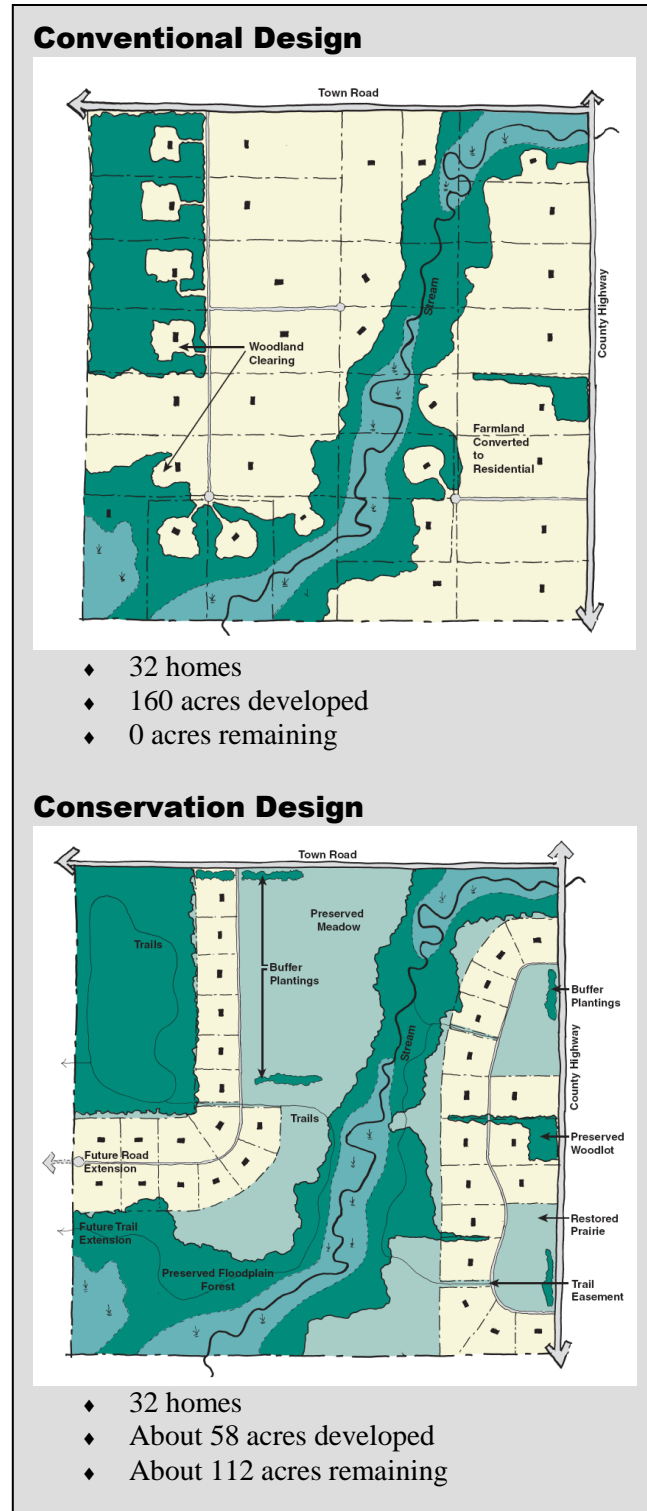
qualitative review standards, but generally takes more time. This would be handled through a local plan commission or perhaps the county Board of Adjustment or Planning and Zoning Committee. A third option is to combine these approaches and only require subjective review if the measurable standards cannot be clearly met.

The county should certainly work to integrate local and county level procedures relative to the issuance of permits when site planning is involved, but the source of site plan approval will likely need to be the individual communities. A wide variety of approaches to site planning have been taken in the local comprehensive plans. The comprehensive plan policies that would actually guide the development of site planning standards are even more diverse. Unless a significant level of consensus can be reached on the site planning guidelines and a more standardized approach, implementation of site planning will likely need to be a very locally driven process.

Conservation or Cluster Land Division Design

Conservation or cluster land division design is a significant component of the county and local level plans, but it is a tool that is not effectively used in Waupaca County at the present time. There are land division ordinances in Waupaca County (including the county subdivision ordinance) that allow for conservation design, but they do not include adequate incentives or mandates that seem to be necessary to get conservation subdivisions on the ground at this time in Wisconsin. Section 9.1 of the *Inventory and Trends Report* describes the intent and methodology of conservation land division design, and the *Rural Land Development Potential* scenarios in Appendix A display a variety of conservation design layout examples.

The findings of the comprehensive planning process with regard to conservation or cluster design include the following:



- ◆ It facilitates farmland protection by reducing the fragmentation and consumption of land.
- ◆ It facilitates natural resource protection by allowing the preservation of interconnected green space corridors.
- ◆ It allows property owners to “have their cake and eat it too.” Valued community features can be preserved, but development can still be allowed by clustering it in a planned location.
- ◆ It achieves greater efficiency in road access and costs less than conventional development in terms of road construction and utility installation.
- ◆ It can help preserve rural character if properly designed. Views of development should be screened. Overall density should be managed based on the preferred land use classification. And lots smaller than one acre are strongly recommended.
- ◆ It can harm rural character if the overall density is not managed, if screening of views is not utilized, or if lots are too large.
- ◆ It provides a mechanism to preserve the rural and environmental characteristics that drive some of the demand for rural residential development.
- ◆ If communities expect conservation design to be used in a significant way, it must either be required in some instances, or it must include an incentive (such as a density bonus) that is profitable for developers.

A variety of approaches to conservation and cluster land division design have been taken in the local comprehensive plans, but some important common themes and connections have been established. For example, most communities that address this tool have adopted a standard definition of a conservation land division and a cluster land division. These definitions are reflected in the county plan as policies LU3 and LU4. However, unless a significant level of consensus can be reached on issues of lot size reductions, priorities for landscape preservation, and the like, implementation of this tool will likely need to be a very locally driven process. County coordination of an overall process is a good possibility, but due to the variety of local priorities, approval of conservation and cluster land division designs will need to occur at the local level. This should not be a barrier to implementation, as the approval process for land divisions already requires coordination between the county and the towns.

Maximum Lot Sizes

The establishment of maximum lot sizes is a significant component of the county and several local level comprehensive plans, but represents another tool that is rarely used in Waupaca County. Existing zoning and subdivision ordinances currently used in Waupaca County at the county and town levels deal primarily in terms of minimum lot sizes. Maximum lot sizes are found in the existing county zoning ordinance relative to planned residential development districts, but these districts are rarely used. It is a finding of the comprehensive planning process

that maximum lot size is actually more important than minimum lot size with regard to reducing land consumption and facilitating the preservation of valued community features. Maximum lot size provisions work hand in hand with two of the other key land use tools discussed already: density management and conservation land division design.

This plan advocates for the establishment of maximum lot size standards in appropriate locations of Waupaca County and as supported by the local comprehensive plans and extensive public input. A wide variety of approaches have been taken in the local comprehensive plans with regard to maximum lot size. Because of this variety, the implementation of this tool will likely need to be very locally driven, but there is significant potential for county support through the county zoning ordinance. For example, one possible approach is to establish maximum lot size overlay zoning districts through the county zoning ordinance, but with the boundaries and district standards determined very directly by the interested towns. Another possible approach is for towns to implement such standards directly through a local land division ordinance, but without the zoning tool, this would result in a blanket provision across an entire town.

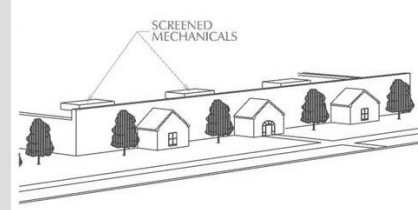
Site Plan and Architectural Design Review

Site plan and architectural design review is a significant component of the county and local level comprehensive plans, but currently sees very limited use in Waupaca County. The county zoning ordinance and several local zoning ordinances (primarily in the larger cities) provide some limited opportunities to qualitatively review the appearance and layout of proposed development sites. Section 9.1 of the *Inventory and Trends Report* provides a working definition of the design review tool and Section 9.3 points out the existing design review provisions of the county zoning ordinance.

There are two key areas of site plan and architectural design review that must be addressed in order to implement the county and local comprehensive plans. First, its applicability must be expanded to apply to more instances of commercial, industrial, multi-family, and institutional development, redevelopment, and expansion projects. Current provisions related to design review found in existing ordinances are often limited to only a few particular types of development (e.g., campgrounds, conditional uses, planned unit developments). While it is helpful to apply design review to planned unit developments, for example, most new commercial development is not part of a planned unit development, and therefore is never evaluated for its aesthetic or functional community impacts. The second primary need is for the establishment of

Site Plan and Architectural Design Review

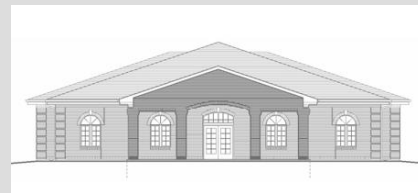
Standards and guidelines should be graphically depicted to clearly express the intent. For example...



- ◆ Avoiding a “boxy” look
- ◆ Screening mechanicals



- ◆ Use of monument signs



- ◆ Definition of the building entrance
- ◆ Preferred building forms or styles

specific design objectives, guidelines, and standards. The design review tool can be enhanced in Waupaca County by more specifically defining just what it is that communities are looking for. It is essential that public participation is utilized in developing design guidelines and standards.

Based on the local comprehensive plans and extensive public input, this plan advocates for the establishment of improved site plan and architectural design review standards and processes. There are many options for the implementation of this tool and further exploration by interested units of government is necessary. Implementation of this tool is best handled by units of government with zoning authority, which currently includes Waupaca County, its cities and villages, and the Town of Harrison. For most of the towns this means that implementation will likely need to be a cooperative effort. If substantial consensus can be reached on the process and design standards, then administration of design review through county zoning may be a good possibility. Where towns share common interests with cities or villages (i.e., along community boundaries, along key community entrance points, along key highway corridors) there may be potential for shared administration of this tool between communities. If both communities' interests can be effectively served, then a city or village may be able to provide administrative expertise, and towns may be able to provide extended reach of city or village zoning provisions through intergovernmental agreements. This approach can be implemented through the establishment of a shared design review ordinance and a joint design review committee or commission.

Purchase of Development Rights

Purchase of development rights (PDR) is a significant land use tool for implementation of the county and several of the town comprehensive plans. PDR represents a completely new endeavor for Waupaca County, and indeed, it is only presently used in a few locations around the State of Wisconsin. PDR is a tool that can be used to preserve green space and productive lands. It is a unique tool in the tool box in that it is completely voluntary and actually compensates property owners for agreeing not to develop their land. This tool is described in detail in Section 9.2 of the *Inventory and Trends Report*. PDR emerged as a very important concept as a direct result of the comprehensive planning public participation process, particularly as an outgrowth of the Eastern U.S. Land Use Study Tours (see Section 5.2 for more details). Fifteen of the town plans include a recommendation to pursue a purchase or transfer of development rights (PDR or TDR) program. However, it is most likely that a PDR program (rather than TDR) will be best suited for Waupaca County's needs and most feasible for implementation. Town plans with such a recommendation include the following:

- ◆ Bear Creek
- ◆ Dayton
- ◆ Dupont
- ◆ Farmington
- ◆ Fremont
- ◆ Harrison
- ◆ Helvetia
- ◆ Lind
- ◆ Little Wolf
- ◆ Matteson
- ◆ Saint Lawrence
- ◆ Scandinavia
- ◆ Union
- ◆ Weyauwega
- ◆ Wyoming

There appears to be substantial momentum behind the idea of PDR in Waupaca County and in the State of Wisconsin. What is significant about these plan recommendations is that they came from the local level, and that enough towns have shown an interest in the PDR tool that it may be feasible to facilitate such an effort at a county-wide scale. It is also worth noting that Waupaca County's interest in PDR appears to be well aligned with state priorities relative to the preservation of productive lands. One of the key recommendations of the Wisconsin Working Lands Initiative *Report from the Steering Committee* (August 17, 2006) is to "Create a new state Purchase of Development Rights grant program to permanently preserve selected properties, working in partnership with local governments and organizations." The Working Lands Initiative was an effort assembled by the Wisconsin Department of Agriculture, Trade, and Consumer Protection to address the issues and opportunities currently facing Wisconsin's productive agricultural and forest lands.

Wisconsin Working Lands Initiative, Report from the Steering Committee

(August 17, 2006)

Key Recommendation:

Create a new state Purchase of Development Rights grant program to permanently preserve selected properties, working in partnership with local governments and organizations.

This plan advocates for the establishment of a purchase of development rights program at the county level. Towns that have utilized the Agriculture Enterprise or Private Recreation and Forestry Enterprise preferred land use classifications (and to some extent, the Agriculture Retention classification) as part of their preferred land use plan have begun to lay the groundwork for the potential implementation of a PDR program. Such a program must be purely voluntary on the part of participating land owners. A successful PDR program must lay out criteria for the evaluation of proposed sites and a system for the valuation of development rights. The program must be laid out so well that it warrants funding, and state matching funds are likely to be available in the near future.

8.4 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified within Waupaca County communities. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved in some locations and should be monitored during plan implementation.

Existing Land Use Conflicts

- ◆ Storage of junk vehicles
- ◆ Lack of property and building maintenance
- ◆ Dilapidated mobile homes
- ◆ Lack of basic land use ordinances and related enforcement
- ◆ Power transmission lines
- ◆ Telecommunication towers
- ◆ Wind energy towers

- ◆ Solid or hazardous waste handling facilities
- ◆ Landspreading of biosolids (waste treatment products)
- ◆ Residential development next to industrial or high intensity commercial land use
- ◆ Residential development next to high intensity agricultural land use and threats to the right-to-farm
- ◆ Residential development next to extraction land uses
- ◆ Poorly designed or unattractive commercial or industrial development
- ◆ Lack of screening or buffering between incompatible uses
- ◆ Home-based businesses that take on the characteristics of primary commercial or industrial uses
- ◆ The over-consumption of rural lands by large lot subdivisions
- ◆ The loss of rural character in some locations

Potential Land Use Conflicts

- ◆ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools
- ◆ Annexation conflicts may arise between cities or villages and towns
- ◆ Meeting the service needs of newly developed areas
- ◆ Controlling and managing development along major highway corridors and interchanges
- ◆ Siting of power transmission lines
- ◆ Siting of telecommunication towers
- ◆ Siting of wind energy towers
- ◆ Siting of solid or hazardous waste handling facilities
- ◆ Landspreading of biosolids (waste treatment products)
- ◆ Residential development next to industrial or high intensity commercial land use (such as RR or SR areas directly adjacent to RCI areas)
- ◆ Residential development next to high intensity agricultural land use and threats to the right-to-farm (such as RR or SR areas directly adjacent to AR or AE areas)
- ◆ Residential development next to extraction land uses
- ◆ Poorly designed or unattractive commercial or industrial development
- ◆ Lack of screening or buffering between incompatible uses
- ◆ Lack of building and site design standards for RCI or RCM areas
- ◆ Home-based businesses that take on the characteristics of primary commercial or industrial uses
- ◆ The over-consumption of rural lands by large lot subdivisions
- ◆ The loss of rural character in some locations

8.5 Edge-Matching of Local Land Use Plans

Conflict along community boundaries is one of the risks in conducting a county-wide land use planning process with a strong focus on local autonomy. The following analysis identifies several primary areas of potential land use conflict along with example locations around Waupaca County. This analysis is focused on potential land use conflicts between communities, and not conflicts within communities. It is important to note, that despite the examples of potential land use conflict provided in this analysis, the vast majority of planning that has occurred between communities is not in conflict. Given that this is a locally driven planning

process, the communities should be commended for the amount of compatibility that they have achieved.

Town to Town Conflicts

Potential Conflict: Agriculture and Woodland Transition (AWT) or Rural Residential (RR) Adjacent to Agriculture Enterprise (AE)

Due to the potential intensity of use in both categories, this is a potential conflict. AWT can become intense rural residential use with densities as high as one unit per acre. RR is planned for primary rural residential use with densities as high as one unit per acre. AE can include large and expanding livestock farming operations. Planning these uses adjacent to each other could bring to bear all the potential conflicts of agriculture and rural residential development. There are some significant areas of the county with this potential conflict.

Examples

- ◆ Border between Towns of Royalton and Little Wolf
- ◆ Border between Towns of Farmington and Scandinavia
- ◆ Border between Towns of Iola and Scandinavia
- ◆ Border between Towns of Waupaca and Saint Lawrence
- ◆ Border between Towns of Helvetia and Union
- ◆ Border between Towns of Dupont and Union

Potential Conflict: Different Treatment of Similar Landscapes

Although these are not necessarily border issues, these situations can lead to land use conflicts in that land use in one community can have impacts that ripple to all surrounding communities.

Examples

- ◆ Towns of Larrabee and Dupont. Although there are similar densities of dairy farms in the Towns of Bear Creek, Union, Little Wolf, and Lebanon, the Towns of Larrabee and Dupont have mapped most of their farmlands as AWT. Prime agricultural soils are also prevalent in all of these towns. AWT offers little protection to farming operations. Other towns with a similar landscape have mapped much of their farmlands with AR or AE.
- ◆ Town of Iola. Although there is a similar mix of farmlands and woodlands, extensive enrollments in the MFL program, and an abundance of pristine, natural resources, the Town of Iola has mapped most of its landscape as AWT. AWT offers little protection to pristine landscapes as it does little to manage overall development density. Neighboring towns with a similar landscape, such as Scandinavia, Harrison, Helvetia, and Saint Lawrence have made more extensive use of classifications that include components of density management, like AE, AR, and PVRF.

Town to City or Village Conflicts

Potential Conflict: Planning for Medium Density Development in City/Village Expansion Areas

While time can only tell which plan will come to fruition in these instances, planning for medium density rural development in an area where a city or village plans to expand its territory is a potential conflict. Premature development at rural densities can make it impossible to make

cost effective expansions of urban services like sewer and water. Potential conflicts can be found where town classifications like RR and AWT (with housing densities of one unit per acre to one unit per five acres) are mapped in planned city or village expansion areas.

Examples

- ◆ Border between Town of Royalton and City of Weyauwega
- ◆ Border between Town of Larrabee and City of Clintonville
- ◆ Border between Towns of Iola and Scandinavia and Village of Iola
- ◆ Border between and Towns of Farmington and Waupaca and City of Waupaca
- ◆ Border between Town of Mukwa and City of New London

Potential Conflict: Planning for Rural Commercial/Industrial (RCI) in City/Village Expansion Areas

Commercial or industrial development that takes place under typical rural zoning requirements will rarely meet the requirements of an urban site plan review process. In places where a town has planned for RCI in city or village expansion areas, land use conflicts may result from building or site designs that are not compatible with a city's or village's vision of what the area should look like. These conflicts can be avoided by cooperatively administering site plan and architectural design review.

Examples

- ◆ Border between Town of Waupaca and City of Waupaca
- ◆ Border between Town of Lind and City of Waupaca
- ◆ Border between Town of Lebanon and City of New London
- ◆ Border between Town of Larrabee and City of Clintonville

Potential Conflict: Allowing for Large Scale Animal Agriculture Adjacent to Cities and Villages

The Agriculture/Urban Interface (AUI) preferred land use classification was developed to address the potential conflict between very large farming operations (with 500 or more animal units) and the high densities of land use found in urbanized areas. The potential for threats to public health and safety and to the right to farm are exaggerated in these situations. Towns were given the option to utilize the AUI classification, and as a result, not every town did. Where AUI has not been used, the potential for this conflict remains. Some towns opted not to map AUI, because local opinion was that the likelihood of very large livestock farms moving into the area is very low.

Examples

- ◆ Border between Town of Weyauwega and City of Weyauwega
- ◆ Border between Town of Scandinavia and Villages of Iola and Scandinavia
- ◆ Border between Town of Dupont and City of Marion
- ◆ Border between Town of Mukwa and City of New London

8.6 Opportunities for Redevelopment

In every instance where “green field” or vacant land development is considered in the *Waupaca County Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid

option. The term redevelopment is typically associated with urban infill areas, reuse of high density property, or refurbishing blighted areas. In a rural context, plan components that support the use of existing roads and other infrastructure encourages redevelopment. Redevelopment and downtown revitalization also help to protect rural character. Vibrant downtowns are especially important because they are the activity and commerce centers of Waupaca County. Wherever new development or redevelopment occurs, location, scale, and design decisions should be carefully considered. Opportunities for redevelopment are addressed in several of the goals, objectives, and policies of this plan.

- ◆ Objectives H3a, UCF1b, UCF1c, and LU2e
- ◆ Goal ANC4 and related objectives
- ◆ Policies UCF11 and ANC2

Opportunities for redevelopment in urban areas include deteriorating buildings and brownfield sites in the county's cities and villages. This plan supports a range of strategies to redevelop or revitalize these areas throughout the county. Specific strategies are primarily provided in the local comprehensive plans.

8.7 Designation of "Smart Growth" Areas

Wisconsin's Comprehensive Planning Grant Program, which is providing funding to Waupaca County, requires that funded projects identify "Smart Growth Areas." A Smart Growth Area is defined as "An area that, where practicable, will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, or that will encourage efficient development patterns that are contiguous to existing development and employ densities that result in relatively low governmental and utility costs."

The *Waupaca County Year 2030 Comprehensive Plan* and local comprehensive plans include areas that can be characterized as Smart Growth Areas. These include the potential redevelopment areas discussed above, but also extend to include potential for infill housing and commercial development within existing mostly developed areas, within existing city or village limits that are presently undeveloped, within existing utility or sanitary district boundaries, or in logical extensions of city and village boundaries as designated on Waupaca County's map of preferred land use (Map 8-72). These areas can be noted by their alignment with the following six principles as identified in the American Planning Association, Planning Advisory Service Report 479, *The Principles of Smart Development*.

Principle 1. Efficient Use of Land Resources

Smart development supports the preservation of land and natural resources. A significant portion of Waupaca County's rural landscape is planned for low densities of future development as designated by the Agriculture Enterprise, Agriculture Retention, and Private Recreation and Forestry Enterprise classifications. Conservation or cluster land division design coupled with maximum lot size provisions are recommended to minimize rural land consumption. A substantial portion of Waupaca County's future growth (anywhere from about 20% to 50% based on the various housing unit projections) is expected to take place in its cities and villages where the presence of utilities and other urban services allow for higher densities and minimal land

consumption. Sensitive areas such as wetlands, floodplains, and shorelands are protected through the existing Waupaca County and local shoreland-wetland zoning and floodplain zoning ordinances. These protections are reinforced through the Resource Protection preferred land use classification.

Principle 2. Full Use of Urban Services

Smart development means creating and maintaining neighborhoods where more people will use existing services like public water and sewer, roads, emergency services, and schools. Waupaca County's cities and villages are striving to make full use of urban services and have planned for growth within their boundaries, for growth in potential extraterritorial expansion areas, and for redevelopment opportunities. The county and many local plans include policies that when implemented will require substantial development proposals to assess the impact of the development on the cost of providing community services. Some local plans include policies to specify that proposed development should not be approved unless adequate facilities are present or will be provided concurrent with the development. Some town plans support full use of urban services by including components of growth management that direct certain types of new development to cities and villages. Several town plans, for example, specify that most commercial and industrial development should be directed to neighboring cities and villages where utilities and services are available.

Principle 3. Mix of Uses

Compact neighborhoods that contain a mix of residential, commercial, and recreational spaces within walking distance of each other promote a reduction in auto use, improved community identity, a variety of housing types, a safe environment for all age groups, and helps limit demand for low density rural land development. Waupaca County's cities and villages contain a well-balanced mix of residential, commercial, and industrial development, and downtowns are key. Continued investment in maintaining and improving attractive, walkable, and economically viable downtowns supports a mix of uses in Waupaca County. The city and village plans include policies and recommendations for sustaining and revitalizing downtowns and other existing urban neighborhoods. A mix of uses in rural settings is supported by the use of the Rural Crossroads-Mixed Use preferred land use classification. These areas are planned for infill and expansion with a mix of uses and attractive building and site design. Densities will be lower in many of these cases, as public sewer and water may not be available. King, Dale, Symco, and Royalton are examples of some of the largest areas planned for Rural Crossroads-Mixed Use.

Principle 4. Transportation Options

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution. Waupaca County's rural nature does not provide the density or population base to support a wide variety of specialized alternative modes of transportation such as public busing. Automobiles will likely continue to provide primary transportation options over the course of the planning period, but the county and many local plans have also taken walking and biking into consideration. These two modes are seen as the best options for improving transportation options in Waupaca County. The county and many local plans have addressed this by including recommendations for more detailed pedestrian and bicycle route

planning and policies that require the consideration of pedestrian and bicycle improvements when street or highway improvements are made.

Principle 5. Integrated Community Design

This principle promotes a wide mix of housing types and land uses clustered around one or more well-defined neighborhood centers, which support jobs, commercial activity, and a range of services. Waupaca County and many of the local communities have addressed this principle through policies and recommendations that support the establishment of neighborhood development and design review standards. The county and its communities have adopted policies and recommendations that encourage creative and high quality designs for new development or redeveloping neighborhoods. In a rural application of integrated community design, several of the county and town preferred land use classifications include language for encouraging or requiring clustering or conservation land division design.

Waupaca County's history is evident by the number of historic buildings and archeological sites found in the cities, villages, and rural areas. Many of the local plans encourage the rehabilitation and reuse of historic structures. Historic assets are identified and advocated for protection. Protecting historic resources is a powerful tool for economic revitalization that generates jobs and attracts tourists and investors.

In terms of design, 80 percent of everything ever built in the U.S. has been built since the end of World War II. This plan advocates for communities to do more to ensure that new construction – particularly chain stores, shopping centers, and franchises – respects local character. By identifying what makes each community unique, and what harms that uniqueness, communities can develop standards that foster distinctive, attractive communities with economic vitality and a strong sense of place.

Principle 6. Implementation

The final component of smart development is implementation. The county plan and each local plan have been built with a detailed implementation component. Action plans pull together plan recommendations and assign timing and responsible parties. Overarching strategies link the policies and recommendations that cross element boundaries, and specific recommendations for ordinance based implementation tools are provided. A community's ability to adopt smart development principles will also require intergovernmental cooperation to apply the principles. This plan recommends continued discussions and cooperation between Waupaca County and its communities relative to land use planning and ordinance administration. However, each community participating in the planning process has chosen an implementation strategy that best fits its local needs. The county planning process was constructed to build plans at all levels of government in parallel tracks to enable evaluation of implementation proposals while integrating recommendations into a county coordinated framework.

8.8 Land Use Goals and Objectives

Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the

county. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Plan for land use in a way that integrates and harmonizes the future vision of Waupaca County with those of its towns, cities, and villages.

Objectives

- 1.a. Establish a range of preferred land use classifications and a range of preferred development densities and assign them to areas of the county in order to identify planning guidelines (or “side boards”), within which a variety of local land use planning and implementation options will achieve long term land use compatibility.
- 1.b. Identify areas of potential conflict between the land use plans of Waupaca County and its communities and provide a process for the discussion and resolution of such conflicts.
- 1.c. Maintain and continually improve land use decision making policies and procedures that effectively and efficiently take into account the varying needs and desires of Waupaca County, its communities, and its citizens.

Goal 2 Plan for a desirable pattern of land use that contributes to the realization of the county’s, towns’, cities’, and villages’ goals and objectives for the future.

Objectives

- 2.a. Seek a pattern of land use that will preserve large tracts of highly productive agricultural areas and resources.
- 2.b. Seek a pattern of land use that will preserve productive forestry areas and resources.
- 2.c. Seek a pattern of land use that will preserve green spaces in developed areas, and natural resources, with a focus on groundwater and surface water resources.
- 2.d. Seek a pattern of land use that will maintain and enhance the county economy.
- 2.e. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 2.f. When new roads are necessary to accommodate development, encourage designs that provide functional connectivity with the existing road network.
- 2.g. Consider a variety of planning tools such as area development plans, density management regulations, purchase or transfer of development rights programs, site and architectural design review guidelines, and voluntary land management

programs to achieve the county's, towns', cities,' and villages' desired pattern of future land use.

- 2.h. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the local community, and that are suited to the specific location in which the development is proposed.
- 2.i. Explore alternatives for the management of potentially controversial land uses with the intent of protecting the county landscape.
- 2.j. Have a planned response in place before controversial developments are proposed.

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The county’s policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county's policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Position

- LU1 The county preferred land use map shall be the equivalent of the most current locally adopted preferred land use map of each municipality in Waupaca County. In other words, the local preferred land use map is the county preferred land use map for that area.
- LU2 The siting and construction of new developments shall be consistent with the purpose, intent, preferred use, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by comprehensive plan policies.

- LU3 At a minimum, the following characteristics shall be used to define a cluster design development:
- ♦ Residential lots or building sites are concentrated and grouped.
 - ♦ There are residual lands that are reserved for green space or future development.
 - ♦ The lot size is reduced from what is normally required.
 - ♦ Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC1, ANC3, ANC4).
- LU4 At a minimum, the following characteristics shall be used to define a conservation design development:
- ♦ Residential lots or building sites are concentrated and grouped.
 - ♦ There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
 - ♦ The lot size is reduced from what is normally required.
 - ♦ Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC1, ANC3, ANC4, ANC5, ANC8).
- LU5 At such time that a home-based business takes on the characteristics of a primary commercial or industrial use, it shall be relocated, discontinued, or rezoned appropriately to reflect a commercial or industrial use (Source: Strategy LU9).

Policies: County Directive

- LU6 County zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).
- LU7 The county should carefully manage growth and development in order to avoid significant increases in the demand for community services or facilities (Source: Strategy UCF5).
- LU8 Waupaca County shall request and consider town input and recommendations prior to making a decision on a rezone, conditional use, land division (including plats and certified survey maps) or site plan approval.
- LU9 Where a proposed development is found to be inconsistent with comprehensive plan policies, an applicant shall be advised to petition the local unit of government for a revision to the comprehensive plan preferred land use map. Note: The applicant may also revise the design of the proposed development to attempt to achieve consistency with the plan.
- LU10 Where a proposed development is initially found to be inconsistent with comprehensive plan policies, but the town amends its map to accommodate the development, the county will not deny the application on the basis of inconsistency with the preferred land use plan.

Policies: Development Review Criteria

LU11 Proposed conditional uses shall meet the following criteria in order to gain county approval:

- ◆ Complies with the requirements of the applicable zoning district.
- ◆ Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification.
- ◆ Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts.
- ◆ Does not diminish property values in the surrounding neighborhood.
- ◆ Provides assurance of continuing maintenance (Source: Strategy LU9).

LU12 Home-based businesses shall maintain the following characteristics:

- ◆ They are conducted in a zoning district where such use is allowed.
- ◆ They maintain compliance with the specific requirements of the zoning ordinance.
- ◆ They are a secondary use of a primarily residential property.
- ◆ They have little to no outward appearance or negative impact on the surrounding neighborhood (Source: Strategy LU9).

LU13 The design of new commercial and industrial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial strips (Source: Strategy LU10).

LU14 Commercial and industrial development should be directed to areas where existing public facilities and services are adequate to support growth, are planned for expansion, or will be provided concurrent with development (Source: Strategy LU10).

Recommendations

- ◆ Work with towns to improve county zoning and land division ordinance provisions toward improved preservation of agriculture, natural resources, cultural resources, and rural character. Explore options for cooperative implementation of locally tailored site planning and development density management policies. Explore options for cooperative implementation of development impacts assessment. Explore options for cooperative implementation of Area Development Planning policies (Source: Strategy ANC1, ANC2, ANC3, ANC4, ANC5, ANC8, LU2, LU9).
- ◆ Work with towns to improve county zoning and land division ordinance provisions toward improved management of land use and development and toward overall comprehensive plan implementation. Expand the menu of zoning districts for increased flexibility in the implementation of town plans. Work with towns to update the zoning map to provide improved consistency with the preferred land use map.

- ♦ Improve the administration of land division review in order to track all land divisions (plats, CSMs, and quit claim deeds) necessary to enforce density and other land management policies.

9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so Waupaca County’s comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created that will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Note that the *Responsible Parties* column denotes both a lead entity or agency and, in italics, key partners. Recommended actions have been identified in the following areas:

- ◆ Plan Adoption and Update Actions
- ◆ Intergovernmental Cooperation Actions
- ◆ Ordinance Development and Update Actions
- ◆ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Estimated Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Task	Responsible Parties (Leader, <i>Partners</i>)	Estimated Timing
1. Pass a motion recommending adoption of the comprehensive plan by the County Planning and Zoning Committee. <i>Element: Implementation</i>	Core Planning Committee	Spring 2007
2. Pass a resolution recommending adoption of the comprehensive plan by the County Board. <i>Element: Implementation</i>	Planning and Zoning Committee	Spring 2007
3. Adopt the comprehensive plan by ordinance. <i>Element: Implementation</i>	County Board	Spring 2007
4. Review the comprehensive plan for performance against plan policies and recommendations. <i>Element: Implementation</i>	Planning and Zoning Committee <i>Other applicable Departments</i>	Annually

5. Retain planning services to launch plan implementation efforts. ** <i>Element: Implementation</i>	County Board <i>Core Planning Committee, Zoning Department</i>	Upon planning project completion
6. Create a county planning department. ** <i>Element: Implementation</i>	County Board <i>Finance and Personnel Departments</i>	By 2010
7. Conduct a comprehensive plan update. <i>Element: Implementation</i>	County Planner/ Consultant* <i>All original project partners</i>	Every five years
8. Routinely amend plan. <i>Element: Implementation</i>	County Planner/ Consultant* <i>Towns, Planning and Zoning Committee, County Board, Applicable Departments</i>	No more than four times per year

** Note that following plan adoption, implementation of the *Waupaca County Year 2030 Comprehensive Plan* recommends continued involvement with professional planning services. This may be accomplished either through item 5 (above), item 6, or through some combination of these. The action plan lays out one possible approach.

Intergovernmental Cooperation Actions

Task	Responsible Parties (Leader, Partners)	Timing
1. Review intergovernmental agreements. <i>Element: Intergovernmental Cooperation</i>	County Planner/ Consultant* <i>Other applicable Departments</i>	Annually
2. Convene a meeting of the Core Planning Committee. <i>Element: Intergovernmental Cooperation</i>	County Planner/ Consultant* <i>Zoning Department, UW-Extension, Local Governments</i>	At least annually

Ordinance Development and Update Actions

Task	Responsible Parties (Leader, Partners)	Timing
1. Update the county land division ordinance to assist with the implementation of county and local comprehensive plans. <i>Elements: Transportation; Utilities & Community Facilities; Land Use</i>	Zoning Department <i>County Planner or Consultant, Towns</i>	Winter/Spring of 2008

2. Improve the review and administration of land divisions. <i>Element: Land Use</i>	Register of Deeds/ Zoning Department <i>County Planner or Consultant</i>	Winter/Spring of 2008
3. Update the county zoning ordinance to implement <u>critical plan recommendations</u> such as density and lot size management, cluster/conservation design, and the creation of new/revised zoning districts. <i>Elements: Transportation; Utilities & Community Facilities; Agricultural, Natural & Cultural Resources; Economic Development; Land Use</i>	Zoning Department <i>County Planner or Consultant, Towns</i>	2008 through 2009
4. Create right-to-farm ordinance provisions. <i>Element: Agricultural, Natural & Cultural Resources</i>	Zoning Department <i>UW-Extension, Towns</i>	2008 through 2009
5. Implement the Livestock Facility Siting Law performance standards and zoning provisions. <i>Element: Agricultural, Natural & Cultural Resources</i>	County Planner/ Consultant* <i>Zoning and Land and Water Conservation Departments, UW-Extension, Local Governments</i>	2008 through 2009
6. Update the county zoning and land division ordinances to implement <u>enhanced plan recommendations</u> such as, the assessment of potential development impacts, site planning, and area development planning. <i>Element: Agricultural, Natural & Cultural Resources; Land Use</i>	Zoning Department <i>County Planner or Consultant, Towns</i>	Within three to five years
7. Implement architectural and site design review. <i>Element: Economic Development</i>	Zoning Department <i>County Planner, Local Governments</i>	Within three to five years

Strategic Planning Actions

Task	Responsible Parties (Leader, Partners)	Timing
1. Create model town road construction specifications. <i>Element: Transportation</i>	Highway Department <i>Zoning Department, County Planner or Consultant, Towns</i>	Within two years
2. Create a model town road access ordinance. <i>Element: Transportation</i>	Highway Department <i>Zoning Department, County Planner or Consultant, Towns</i>	Within two years
3. Develop a coordinated approach for posting seasonal weight limits. <i>Element: Transportation</i>	Highway Department <i>Towns, UW-Extension</i>	Within three to five years

4. Create a purchase or transfer of development rights program. <i>Element: Agricultural, Natural & Cultural Resources</i>	Local Governments <i>Zoning, Parks, and Land and Water Conservation Departments, UW-Extension, Local Governments, Other State and Local Partners</i>	Within three to five years
5. Review zoning ordinances and maps for housing impacts. <i>Element: Housing</i>	County Planner/Consultant* <i>Zoning Department, Planning and Zoning Committee</i>	Annually
6. Update the county Capital Improvement Plan <i>Element: Utilities & Community Facilities</i>	Finance Department <i>All other applicable Departments</i>	Bi-annually
7. Maintain an inventory of active livestock farms. <i>Element: Agricultural, Natural & Cultural Resources</i>	Land and Water Conservation Department <i>Zoning Department, Local Governments</i>	Ongoing
8. Maintain the inventory of historic and archeological sites. <i>Element: Agricultural, Natural & Cultural Resources</i>	County Planner/Consultant* <i>Local Governments, Wisconsin Historical Society</i>	Ongoing
9. Evaluate economic development grants and programs. <i>Element: Economic Development</i>	Waupaca County Economic Development Corporation	Ongoing
10. Pursue funding for transportation projects. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
11. Update county highway construction specifications. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
12. Train communities in the use of PASER and development of local road improvement plans. <i>Element: Transportation</i>	Highway Department <i>Local Governments</i>	As needed
13. Update the County Comprehensive Outdoor Recreation Plan <i>Element: Utilities & Community Facilities</i>	Parks Department	Every five years

* Professional planning services will be beneficial in completing these tasks. Depending on which approach is taken, these tasks may either be led by a county staff planner or by a planning consultant (which may include East Central Wisconsin Regional Planning Commission as an option).

9.2 Recommended Changes to Land Use Programs and Regulations

The following provides a compilation of recommended changes to county ordinances that are key to managing land use and development. These recommendations apply most directly to towns, as the jurisdiction of county ordinances generally applies to the unincorporated areas of the county. Cities and villages also have a stake in these recommendations, as they are indirectly impacted by county ordinances. This is most evident along community boundaries, along highway corridors, and at community entrance points, but is also evident as a product of how rural land management as a whole can affect the economy, natural resources, and transportation systems. For an explanation of the current status of Waupaca County's existing land use ordinances, please refer to Section 9.3 of the *Inventory and Trends Report*. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*.

Zoning

Zoning is, and will continue to be, a key tool for managing land use and development in Waupaca County. On a fundamental level, Waupaca County will work with towns to improve the county zoning ordinance toward the goal of overall comprehensive plan implementation. More specifically, this includes the objectives of improved management of land use and development and better preservation of productive agricultural lands, forest lands, natural resources, cultural resources, and rural character. In order to accomplish this, Waupaca County will expand the menu of zoning districts for increased flexibility in the implementation of town plans and work with towns to update their zoning maps to provide improved consistency with their preferred land use maps.

Preferred Land Uses and Densities

Waupaca County's preferred land use classifications are not zoning districts, but have been intentionally constructed to provide a useful framework from which to develop specific zoning districts and regulations. This was identified as a primary county need at the outset of the planning process. The following recommendations for zoning changes are derived directly from the preferred land use classifications. There was some variation in how towns defined densities and lot sizes within the preferred land use classifications, so the following recommendations are simply based on the town recommendations that were used most frequently.

Agriculture Enterprise (AE): The county's existing agriculture zoning districts identify allowed land uses similar to what is recommended in AE, but no existing zoning provisions match the recommendations for development density management. Density based zoning provisions need to be established to implement the AE classification. In these districts, new farms and farm expansions, either of which result in operations with 500 or more animal units, will be conditional uses. Zoning districts that incorporate the following maximum development densities and minimum lot sizes will address the majority of town plans with respect to the use of AE:

- ◆ One unit per 40 acre density
- ◆ One unit per 20 acre density
- ◆ One acre minimum lot size

- ◆ Smaller lots allowed with cluster or conservation land division design

Agriculture Retention (AR): The county’s existing agriculture zoning districts identify allowed land uses similar to what is recommended in AR, but no existing zoning provisions match the recommendations for development density management. Density based zoning provisions need to be established to implement the AR classification. In these districts, new farms and farm expansions, either of which result in operations with 500 or more animal units, will be conditional uses. Zoning districts that incorporate the following maximum development densities and minimum lot sizes will address the majority of town plans with respect to the use of AR:

- ◆ One unit per 10 acre density
- ◆ Two acre minimum lot size
- ◆ Smaller lots allowed with cluster or conservation land division design

Agriculture and Woodland Transition (AWT): The county’s existing General Agriculture (A-G) zoning district identifies allowed land uses similar to what is recommended in AWT, but no existing zoning provisions match the recommendations for development density management. Density based zoning provisions need to be established to implement the AWT classification. In these districts, new farms and farm expansions, either of which result in operations with 500 or more animal units, will be a conditional use. Zoning districts that incorporate the following maximum development densities and minimum lot sizes will address the majority of town plans with respect to the use of AWT:

- ◆ One unit per five acre density with a two acre minimum lot size
- ◆ One unit per two acre density with a two acre minimum lot size
- ◆ A five acre minimum lot size with no maximum density provision
- ◆ Smaller lots allowed with cluster or conservation land division design

Agriculture/Urban Interface (AUI): No existing county zoning districts manage the location of large livestock farms. A new zoning district will be necessary in order to implement the recommendations of the AUI preferred land use classification and the Livestock Siting Ad Hoc Committee. In order to preserve Farmland Preservation Program benefits for AUI areas, this district must be a primary zoning district – as opposed to an overlay. A variety of density and lot size options will be required, as communities have also planned for AE, AR, or AWT and the related provisions for areas identified as AUI. These variations may be applied as overlay districts, for example. In this zone, new farms and farm expansions, either of which result in operations with 500 or more animal units, will be prohibited. Options for existing farms, like grandfathering and allowances for expansion, need further investigation as to the potential for legal challenge.

Private Recreation and Forestry Enterprise (PVRF): The county’s existing Forest (O-F) zoning district identifies allowed land uses similar to what is recommended in PVRF, but no existing zoning provisions match the recommendations for development density management. Density based zoning provisions need to be established to implement the PVRF classification. Zoning districts that incorporate the following maximum development densities will address the majority of town plans with respect to the use of PVRF:

- ◆ One unit per 40 acre density with a 20 acre minimum lot size
- ◆ One unit per 20 acre density with a one acre minimum lot size

- ◆ One unit per 10 acre density with a one acre minimum lot size
- ◆ Smaller lots allowed with cluster or conservation land division design

Rural Residential (RR): The county's existing residential zoning districts identify allowed land uses similar to what is recommended in RR, but the existing minimum lot sizes are much smaller than what is recommended by most towns without the use of conservation or cluster land division design. Density based zoning provisions need to be established to implement the RR classification. Zoning districts that incorporate the following maximum development densities and minimum lot sizes will address the majority of town plans with respect to the use of RR:

- ◆ One unit per two acre density with a two acre minimum lot size
- ◆ One unit per acre density with a one acre minimum lot size
- ◆ Smaller lots allowed with cluster or conservation land division design

Rural Commercial/Industrial (RCI): The county's existing commercial zones (C-G, C-C, and C-S) and the General Manufacturing (M-G) zone generally include the preferred uses discussed by the RCI classification. However, these existing zoning districts should be modified to incorporate opportunities for site plan and architectural design review. There are many potential uses under these districts that are designated as permitted, meaning that opportunities for town input and qualitative review of the site plan are very limited. More of the potential uses should be listed as conditional uses or permitted with site plan review.

Rural Crossroads-Mixed Use (RCM): The Residential Multi-Family Planned Development (RM-P) overlay zone is the only existing district that is somewhat geared toward mixed use. But the RM-P zone is mapped in very few locations as compared to the extensive areas that have been planned for RCM. The RM-P district should be modified, or a new district created, that provides more flexibility and truly allows for mixed use development. This district should incorporate site plan and architectural design review and identify most potential uses as conditional or permitted with site plan review.

Maximum Lot Size Standards

Maximum lot size standards have been coupled with town recommendations for maximum density and minimum lot size in many preferred land use classifications. The approach to maximum lot size is very diverse among the town plans, but there may be good potential for coordinating the use of this tool through the county zoning ordinance. The establishment of a reasonable number of maximum lot size overlay zoning districts may be an efficient way to implement this tool. This would give towns a great deal of control over whether and where the standards would be applied and allows for a variety of combinations with underlying zoning districts.

Development Impacts Assessment

Many town plans include policies and recommendations for improving the zoning process to require substantial development proposals to assess potential community impacts. For this reason, the county plan also includes such policies and recommendations. There is some variation between communities in terms of what types of impacts they are interested in and to what degree they want to require such assessment. But there is enough consistency across the county that there appears to be good potential for coordinating this through the county

zoning ordinance. Implementation of impacts assessment zoning might also require the submittal of multiple site development alternatives in some cases. It is also important that the depth of analysis required by the county is appropriate for the intensity of the proposed development. These requirements should be reasonable and adjustable to a variety of common land uses.

Under these provisions substantial development projects such as major land divisions and conditional uses would be required to assess potential impacts to:

- ◆ Transportation systems including potential road damage and traffic generation
- ◆ The cost of providing community facilities and services
- ◆ Natural and cultural resources
- ◆ Economic health and markets including job creation, job retention, worker income, etc.

Other Zoning Improvements

- ◆ Utility Towers: Communities have addressed communication, wind energy, and other utility towers with plan policies and recommendations. The related provisions of the county zoning ordinance should be reviewed and improved if necessary based on the local plans.
- ◆ Housing Issues: The county zoning ordinance should be reviewed for its impacts on opportunities to create a variety of housing types in the county. Many towns have also adopted policies and recommendations relative to mobile homes, manufactured homes, and manufactured home parks. The related provisions of the county zoning ordinance should be reviewed and improved if necessary based on the local plans.
- ◆ Site Planning: Site planning will have connections to zoning, but will primarily be a land division tool. Additional detail on the recommended use of site planning is provided in *Land Division Regulations* below.
- ◆ Area Development Planning (ADP): ADP will have connections to zoning, but will primarily be a land division tool. Additional detail on the recommended use of ADP is provided in *Land Division Regulations* below.

Technical Recommendations

- ◆ Update the district potential land uses using a modern classification system.
- ◆ Clarify the review process for dwellings in the A-G district. Define the type of review (e.g., conditional use review, site plan review, etc.) as well as the purpose and criteria.
- ◆ Clarify the requirements for submittal of a detailed site plan and expand the use of site plan review. Under the current ordinance, detailed site plan review is only required for planned unit developments, campgrounds/camping resorts, mineral extraction, and telecommunication towers.

- ♦ Review all district allowed land uses and evaluate their classifications. The current classification system includes “permitted” and “conditional” as the only options. Another option that should be considered is “permitted with site plan review.” That is, uses that are permitted, but that also afford for the qualitative review of the site plan, building architecture, landscaping plan, signage and lighting plan, and so on. This is an intermediate step between permitted and conditional. Public input is an option in site plan review and the process can either be administered by zoning staff or by the Planning and Zoning Committee. The decision in this case is not focused on the “yes” or “no” of a proposed development (as with a conditional use), but rather is focused on the “how.”

Land Division Regulations

Land division regulation is, and will continue to be, a key tool for managing land use and development in Waupaca County. On a fundamental level, Waupaca County will work with towns to improve the county subdivision ordinance toward the goal of overall comprehensive plan implementation. More specifically, this includes the objectives of improved management of land use and development and better preservation of productive agricultural lands, productive forest lands, natural resources, cultural resources, and rural character. In order to accomplish this, Waupaca County will conduct a thorough review and revise the existing county subdivision ordinance. As a result, the county subdivision ordinance may be expanded to include a wider variety of tools to assist with the implementation of the county and local comprehensive plans.

Some basic updates to the county subdivision ordinance should be executed as top priorities. Some simple changes can be made as interim measures while more extensive zoning and subdivision ordinance updates are being developed. As a first step, the jurisdiction of the county subdivision ordinance should be expanded. It currently applies only when a land division results in the creation of parcels that are five acres or less in size. This threshold should be raised to 40 acres in order to invoke county and town review of more land divisions. As another extremely important step, Waupaca County will need to work cooperatively among departments to improve the administration of land division review in order to track all land divisions (plats, CSMs, and quit claim deeds). More consistent tracking of land divisions is necessary to enforce density management and other related policies. If these changes cannot be quickly and effectively made, then use of a moratorium may become advisable.

Top Priority Land Division Regulation Revisions

If these changes cannot be quickly and effectively made, then use of a moratorium may become advisable.

The following additional land division tools will be taken into consideration based on the county and local comprehensive plans.

Site Planning

Waupaca County will explore options for cooperative implementation of locally tailored site planning policies. The site planning tool was addressed in many of the local plans, but a wide variety of approaches were taken. If substantial consensus can be reached between the county and interested towns, then there may be good potential to implement site planning

through county ordinances. One possible solution is to establish the site planning process and general requirements through county ordinances, and then to require town approval of site plans. Towns can then apply their individual site planning policies and feed their decision back to the county for final permit approval and filing of the approved site plan.

Site planning is ideally addressed at the time of a land division but can also be addressed through zoning. The county subdivision ordinance can be modified to require the establishment of limits of disturbance as part of the CSM and plat review process. Where development is taking place on existing parcels (i.e., the subdivision ordinance will not apply), there may be opportunities in the zoning ordinance to invoke site planning requirements. This can be accomplished for land uses that are classified as conditional uses or permitted with site plan review. Whether individual town site planning policies can be codified at the county level depends on whether a reasonable consolidation of the variety of approaches can be achieved. It is likely these standards will need to either be codified at the town level or simply maintained as part of their comprehensive plans.

Area Development Planning

Waupaca County will explore options for cooperative implementation of Area Development Planning (ADP) policies and recommendations. ADP was not addressed in the town plans as frequently as some of the other tools, like site planning, for example, but the approach was fairly consistent. ADP is an important tool as it works hand in hand with site planning, cooperative planning for extraterritorial areas, creative subdivision design, and some of the recommended changes to the zoning ordinance. The county subdivision ordinance should be modified to require the submittal of an ADP as part of the review of major subdivisions. The county zoning ordinance should be modified to require the submittal of an ADP as part of the review of commercial or industrial uses. This can be accomplished through conditional uses or through uses permitted with site plan review. ADPs should be required to assess the potential for connecting planned subdivision roads, parking areas, or other internal circulation features with future development on surrounding properties.

Cluster and Conservation Land Division Design

Waupaca County will explore options for cooperative implementation of cluster and conservation land division design policies and recommendations. Conservation and cluster land division design are very important tools addressed by the county plan and nearly all of the town plans. This tool is seen as an important option for allowing rural development to continue into the future while also preserving productive lands, rural character, and the natural environment. Among the town plans that address this tool, a wide variety of recommended approaches have been adopted. There are many subtle differences between towns in terms of preferred lot sizes and densities, the use of density bonuses, and priorities for site design and preservation, for example. Fortunately there are some common threads that tie these diverse approaches together.

One possible solution is to establish the general parameters through county ordinances, and to then require town approval of the actual subdivision design. To some extent, this mechanism is already in place. The existing county subdivision ordinance allows for the use of cluster subdivision design and requires town approval in some cases. The county subdivision ordinance needs to be modified to require town approval of all subdivisions (not

just those that require the construction of new town roads). The county zoning ordinance needs to be modified to provide options for flexibility in certain district standards when cluster or conservation design has been effectively used. Opportunities for reduction in minimum lot size and increase in density are needed. Other flexibility options might also be necessary, such as reduced road width as an example. Flexibility options should be tied to qualifications of land suitability, adequate sanitation, and protection of ground and surface water quality.

Towns can then apply their individual cluster and conservation design policies and feed their decision back to the county for final plat approval. Towns can codify their unique approaches to conservation and cluster design through local land division ordinances. This may be a viable approach as town authority to regulate land divisions is clearly established in the statutes. All of the towns will have village powers and a standing plan commission as a requirement of the comprehensive plan adoption process, so there should be no procedural barriers to adoption of local land division ordinances for towns that wish to take this step. The drawback to this approach is that it may be challenging to developers of cluster or conservation land divisions to understand the differences in approach from one town to the next.

Other Land Division Regulations Improvements

- ◆ Development Agreements: The county land division ordinance should be modified to support local requirements for the execution of a development agreement whenever public roads or other infrastructure is included in a development. A model development agreement can be created for adaptation by interested towns.
- ◆ Housing Issues: The county subdivision ordinance should be reviewed for its impacts on opportunities to create a variety of housing types in the county. Many towns have also adopted policies and recommendations relative to mobile homes, manufactured homes, and manufactured home parks. The related provisions of the county subdivision ordinance should be reviewed and improved if necessary based on the local plans.
- ◆ Development Impacts Assessment: Development impacts assessment will have connections to land division regulation, but will primarily be a zoning tool. Additional detail on the recommended use of development impacts assessment is provided in *Zoning* above.
- ◆ Development Density Management: Development density management will have connections to land division regulation, but will primarily be a zoning tool as set forth by zoning district standards. Additional detail on the recommended use of development density management is provided in *Zoning* above.

Technical Recommendations

- ◆ Eliminate the loopholes for private road access. New parcels should be required to have access to a public road. This helps to ensure adequate emergency vehicle access and helps to reduce costly requests for private drives to be improved to town road standards.
-

Site Plan and Design Review

Waupaca County will explore options for cooperative implementation of locally tailored architectural and site design review policies that protect and enhance the visual quality of the county. The county and local plan policies lay out some general areas of concern:

- ◆ Attractive signage and building architecture
- ◆ Shared highway access points
- ◆ Screened parking and loading areas
- ◆ Screened mechanicals
- ◆ Landscaping
- ◆ Lighting that does not spill over to adjacent properties
- ◆ Efficient traffic and pedestrian flow

Additional work is needed, as these general areas of concern need to be further refined into more specific design standards and guidelines. These standards and guidelines are needed to establish the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. By definition, architectural and site design standards and guidelines will need to be locally tailored.

Towns will likely need to work very directly with Waupaca County or with a neighboring city or village to implement design review standards. The primary challenge in a town setting is that the accepted statutory authority for adopting such standards is through the zoning tool. The procedural requirements for establishing zoning authority can be unwieldy for towns involved in county zoning, so this approach is not recommended. As a result, the best place to establish a process and standards for town level design review is in the county zoning ordinance. If substantial consensus can be reached on the desired process and standards, and after adequate public participation has taken place, the county zoning ordinance should be modified to implement site plan and architectural design review.

Official Map Regulations

Counties have limited statutory authority for official mapping, and this plan does not recommend the development of an official map at the county level. As an alternative, this plan advocates for the use of Area Development Planning to help ensure road network connectivity, the adequate provision of utilities and public facilities, and the orderly layout of developed areas. Refer to *Land Division Regulations* above for more detail on the recommended approach to Area Development Planning.

Sign Regulations

No specific recommendations have been developed at the county level with respect to sign regulations. The appearance and design of signs will be integral components of site plan and architectural design review.

Technical Recommendations

- ♦ Modify the county zoning ordinance to require land use or conditional use permits for signs.
- ♦ Consider adopting more meaningful sign provisions such as dimensional standards (e.g., maximum height, maximum sign face area, etc.). Currently dimensional standards only apply to signs in the shoreland zone.

Erosion Control and Stormwater Management

No specific recommendations have been developed at the county level with respect to erosion control and stormwater management. These are covered extensively by existing county ordinances. The county plan includes policies (UCF15, ANC10) that support the continued use of erosion control and stormwater management regulations. The local comprehensive plans have identified more extensive recommendations in these areas, so modifications to local ordinances will be the primary vehicles for further improvement of erosion control and stormwater management in Waupaca County. Please refer to the local comprehensive plan *Implementation* elements for more detail.

Historic Preservation

Historic preservation is an important component of the Waupaca County and local comprehensive plans. However, no specific recommendations for historic preservation ordinances have been developed at the county level. It is anticipated that towns, cities, and villages will continue to adopt and administer historic preservation ordinances, as this is the appropriate place for such regulations. The county plan does advocate for supporting such efforts, and specifically recommends working with communities and the Wisconsin Historical Society to maintain the map and database of historic and archeological sites.

Building, Housing, and Mechanical Codes

No specific recommendations have been developed at the county level with respect to building, housing, and mechanical codes. These are administered locally in Waupaca County, so please refer to the local comprehensive plan *Implementation* elements for more detail.

Sanitary Codes

No specific recommendations have been developed at the county level with respect to sanitary codes. The county's existing sanitary ordinance has been actively maintained and updated in response to changes in private onsite wastewater treatment technology and changes in related state administrative rules (Ch. Comm 83). As cluster and conservation design become more prevalent in the future, sanitary codes should be evaluated and updated as needed to accommodate the safe and healthful use of options like group sanitary systems and small scale community wastewater treatment systems.

Driveway and Access Controls

As supported by the county and local comprehensive plans, driveway ordinances have been identified as an important plan implementation tool. Waupaca County will update and maintain the county highway access control (driveway) ordinance to implement access control and emergency vehicle access standards. This ordinance applies to driveways that access county highways. The existing ordinance should be evaluated for its effectiveness in accomplishing these purposes, and specific revisions should be identified and implemented.

The regulation of access to town roads is a point of confusion at present, and this needs to be clarified. The existing county driveway ordinance includes standards that can be applied to town roads, but the county does not issue permits or otherwise administer these standards. This has given some towns the sense that nothing needs to be done at the local level with regard to access control on town roads. This also leaves towns vulnerable on issues of enforcement. A better approach is for towns to adopt a local driveway ordinance that establishes jurisdiction over town roads. Towns should require permits for driveways that access town roads, and a local ordinance will provide better backing in an enforcement situation. In order to assist towns with implementing access control and emergency vehicle access standards and to promote consistency between towns, Waupaca County will create a model town road access control (driveway) ordinance for adaptation by interested towns.

Technical Recommendations

- ◆ Specify whether the driveway width requirements apply to the clearance width or driveway surface width. Standards should exist for both.

- ◆ Establish a minimum vertical clearance height (suggestion: 17 feet).

Livestock Facility Siting and the Right to Farm

The Waupaca County plan and many local comprehensive plans advocate for improved protection of the right to farm. Two key tools for accomplishing this are livestock facility siting rules and a right to farm policy and ordinance. Waupaca County will develop a county-wide right to farm policy and ordinance. It will create options for towns that wish to require right to farm language to be shown on recorded land divisions. Consistent language has been adopted in terms of a right to farm policy by many Waupaca County towns. This language is reflected in policy ANC3. There is very little variation between towns, so this implementation tool lends itself to effective support and administration at the county level.

Waupaca County will work with local units of the government and the agricultural industry to implement the zoning provisions and performance standards of Wisconsin Act 235 and ACTP 51 (the Livestock Facility Siting Law). The groundwork for implementation of this recommendation has been laid by the recommendations of the Livestock Siting Ad Hoc Committee (refer to Section 5.2 of the *Agricultural, Natural, and Cultural Resources* element) and the Agriculture/Urban Interface preferred land use classification (refer to Section 8.2 of the *Land Use* element). In support of implementing livestock facility siting, Waupaca County will also work with towns to create and maintain an up to date inventory of active farms (including number of animal units per farm), feedlots, and manure storage facilities. There are many details

to work out in the use of this tool, so substantial work lies ahead. Continued public participation will be essential.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available. Non-regulatory implementation tools include more detailed planning efforts (such as park planning or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the *Inventory and Trends Report*.

The *Waupaca County Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ◆ Assess the availability of developable land for residential development (*Housing* element)
- ◆ Pursue funding for needed transportation facilities (*Transportation* element)
- ◆ Continue to bi-annually update a detailed capital improvement plan (*Transportation; Utilities and Community Facilities* elements)
- ◆ Facilitate acquisition of park lands (*Utilities and Community Facilities* element)
- ◆ Maintain an up-to-date county Comprehensive Outdoor Recreation Plan (*Utilities and Community Facilities* element)
- ◆ Create a county-wide purchase or transfer of development rights program (*Agricultural, Natural, and Cultural Resources* element)
- ◆ Maintain the map and database of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element)
- ◆ Continue to work with the Waupaca County Economic Development Corporation (*Economic Development* element)
- ◆ Evaluate economic development related grants, programs, and tax incentives (*Economic Development* element)
- ◆ Review intergovernmental agreements (*Intergovernmental Cooperation* element)
- ◆ Maintain the Core Planning Committee (*Intergovernmental Cooperation* element)
- ◆ Conduct a comprehensive plan update (*Implementation* element)

9.4 Functional and Strategic County Plan Updates

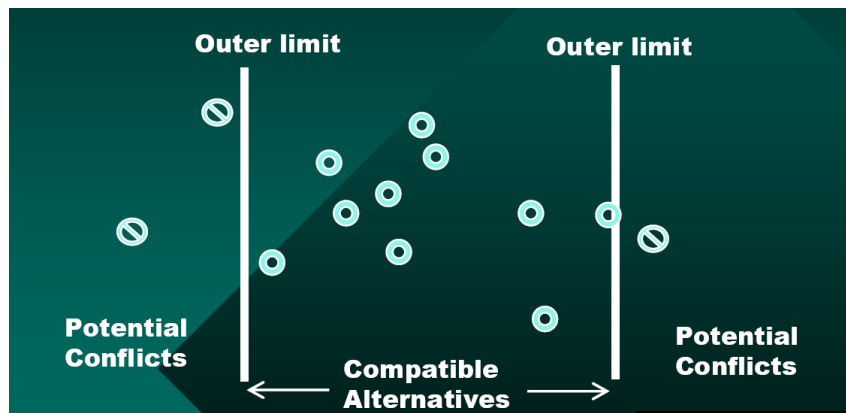
One of the functions of comprehensive planning is to integrate other functional and strategic plans with a cohesive vision. Several existing county plans will need to be updated in the future as a matter of statutory requirement or as a matter of county practice or policy. When these plans are updated, consistency with the county comprehensive plan should be a central concern and an ideal to be achieved. The following are existing county plans that will likely need to be updated over the course of the planning period. Those with a specific timetable for update have been included in the comprehensive plan recommendations and *Action Plan*. For others, a specific timetable will be determined in the future.

- ◆ Waupaca County Five Year Financial Management Plan (Capital Improvement Plan)
- ◆ Waupaca County Comprehensive Outdoor Recreation Plan
- ◆ Waupaca County Land and Water Resource Management Plan
- ◆ Waupaca County Farmland Preservation Plan

9.5 Coordinated County-Town Review: Sideboard Approach

In reviewing approaches for the integration of local plans for preferred land use with the Waupaca County plan for preferred land use, the preferred alternative was named the “Sideboard Approach.” In the Sideboard Approach, the county plan content is developed with both county and local responsibilities in mind. Provisions in areas of overlapping authority are general enough to provide flexibility, but specific enough to provide direction for county decision makers. The county provisions establish sideboards, or outer limits within which any number of alternative local plans may be compatible. Figure 9-1 graphically depicts the Sideboard Approach.

**Figure 9-1
The Sideboard Approach**



The Sideboard Approach is not a “top down approach” to county level planning. Waupaca County does not support the idea that a county level plan is independent of the local plans. Such an approach would be inconsistent with the commitment that Waupaca County made to provide a locally driven planning process. The Sideboard Approach to the county plan will include many interrelationships with the local plans and will avoid conflicting provisions in areas of overlapping authority. On the other hand, the Sideboard Approach is not a “patchwork quilt approach,” meaning that the county plan will not accept without question every land use decision or recommendation made at the local level. Waupaca County sees the wisdom of creating checks and balances and the need for critical thinking when making complex decisions.

Basis for the Sideboard Approach

Waupaca County has land use decision making responsibility in the following primary areas.

- ◆ County zoning
- ◆ Emergency management

- ◆ County highways
- ◆ County economic development
- ◆ County parks and property
- ◆ Land and water conservation
- ◆ Land information
- ◆ Solid waste management

Land use decisions made in one community can have impacts that ripple through surrounding communities. Examples of these land use connections between communities can be found in several key components of the Waupaca County landscape and economy: agriculture, tourism, manufacturing, transportation and urban services as show in Figure 9-2.

Figure 9-2 Interrelationships of Land Use Decisions

What is at stake?

- ◆ Impacts to the **agricultural** industry
 - ▶ Rural land management and regulation can help or hinder agriculture
 - ▶ Agricultural lands (primarily in towns) are primary target for conversion to other land uses
 - ▶ Agriculture support businesses and institutions (primarily in cities and villages) need a critical mass of local agricultural production

What is at stake?

- ◆ Impacts to the **tourism** industry
 - ▶ Rural land management and regulation can help or hinder tourism
 - ▶ Attractive community entrances to cities and villages extend into towns
 - ▶ Quality outdoor recreational opportunities are impacted by the location and density of rural land development
 - ▶ Tourism based businesses are primarily located in cities and villages

What is at stake?

- ◆ Impacts to the **manufacturing** industry
 - ▶ Rural land management and regulation can help or hinder manufacturing
 - ▶ Industrial park land is often annexed by a city or village from the reserve of undeveloped land in neighboring towns
 - ▶ Quality of life
 - ◆ Leads to business and worker attraction and retention
 - ◆ A function of rural character (towns) and quality community facilities and services (cities and villages)

What is at stake?

- ◆ Impacts to **transportation** systems
 - ▶ Rural land management and regulation can help or hinder transportation systems
 - ▶ All forms of land use require access, generate traffic, and impact mobility
 - ▶ Unintended consequences of lack of “edge-matching” cross community boundaries
 - ◆ Less than ideal truck routes
 - ◆ Less than ideal highway bypasses
 - ◆ Extensive frontage road systems
 - ◆ Lack of local road connectivity

What is at stake?

- ◆ Impacts to **urban services**
 - ▶ Rural land management and regulation can help or hinder urban services
 - ◆ Rural development on the urban fringe fosters or restricts the extension of municipal utilities
 - ◆ Density of development
 - ◆ Timing of development
 - ▶ Premature medium to high density development cuts off a city or village and limits options for town services
 - ◆ Cost of service extension prohibitive (refer to Figure 7-1)

Under the Sideboard Approach, it is anticipated that most planning decisions and recommendations made at the local level will be compatible with the Waupaca County plan. But it is also important that provision be made for the occasions where there may be a conflict or disagreement. This is important, because Waupaca County must take responsibility for a great deal of land use decision making that will be directly impacted by the content of local comprehensive plans. The Sideboard Approach is intended to give Waupaca County some limited autonomy where county responsibilities and interests might be in conflict with, or interpreted differently than, local responsibilities and interests.

Proposed Solution

Implementation of the Sideboard Approach will have three major components.

1. County level policies to guide county level decision making.
2. A process for coordinated local and county review of proposed developments.
3. A common decision format and documentation system to aid in clear communication between towns and the county.

The proposed solution relies on the following assumption and policies.

- ◆ Policy LU1: The county preferred land use map shall be the equivalent of the most current locally adopted preferred land use map of each municipality in Waupaca County.

In other words, the local preferred land use map is the county preferred land use map for that area.

- ◆ Policy LU8: Waupaca County shall request and consider town input and recommendations prior to making a decision on a rezone, conditional use, land division (including plats and certified survey maps), or site plan approval.
- ◆ Assumption: In the process of coordinated review of a proposed development, the county will evaluate consistency with its own plan and trust the communities to evaluate consistency with their own plans.

County Level Policies

The first component of the Sideboard Approach is a set of county level preferred land use policies that are general enough to be flexible, but specific enough to provide guidance to county decision makers. Because the county preferred land use map will be the equivalent of the preferred land use map adopted by a local unit of government, policy language must be used to determine the outer limits of the Sideboard Approach. As such, these policies will be focused on cardinal issues of county-wide concern. For example, the following types of policies have been adopted to apply to the Agriculture Enterprise preferred land use classification.

- ◆ In areas identified by a town with the AE preferred land use classification, new non-farm residential development shall be placed on the landscape in a fashion that prevents conflicts between agricultural and residential land uses.

Preventing conflict between agricultural and residential land uses is of county-wide concern, and there are several ways to prevent such conflicts with development design.

- ◆ In areas identified by a town with the AE preferred land use classification, new non-farm development shall be placed on the landscape in a fashion that minimizes the loss of prime agricultural soils as defined by the Natural Resource Conservation Service.

Preserving prime agricultural soils is of high concern, but is not being treated uniformly by every community in their planning efforts. As such, this policy gives latitude to the discussion with the word “minimize.”

- ◆ New residential subdivisions with five lots or more shall not be allowed in areas planned for agricultural expansion as identified by the AE preferred land use classification, unless site planning or conservation design can be effectively used to minimize negative impacts to agriculture.

The intent of these policies is not to take decision making out of the hands of towns, but to ensure that a potentially harmful development is duly scrutinized... It is a safeguard for the public interest.

Sprawling residential development is not consistent with the concept of Agriculture Enterprise, but this policy gives latitude to the towns by mentioning site planning and conservation design as acceptable alternatives to mitigate the potential conflicts.

The intent of these policies is not to take decision making out of the hands of towns, but to ensure that a potentially harmful development is duly scrutinized. Many of these policies will be the same between a town and the county. So in effect, both units of government will be applying the same criteria. It is a safeguard for the public interest. Two sets of eyes, rather than one, will review for consistency with adopted public policy. Refer to the *Land Use* element for the full set of related county level policies.

Coordinated Process

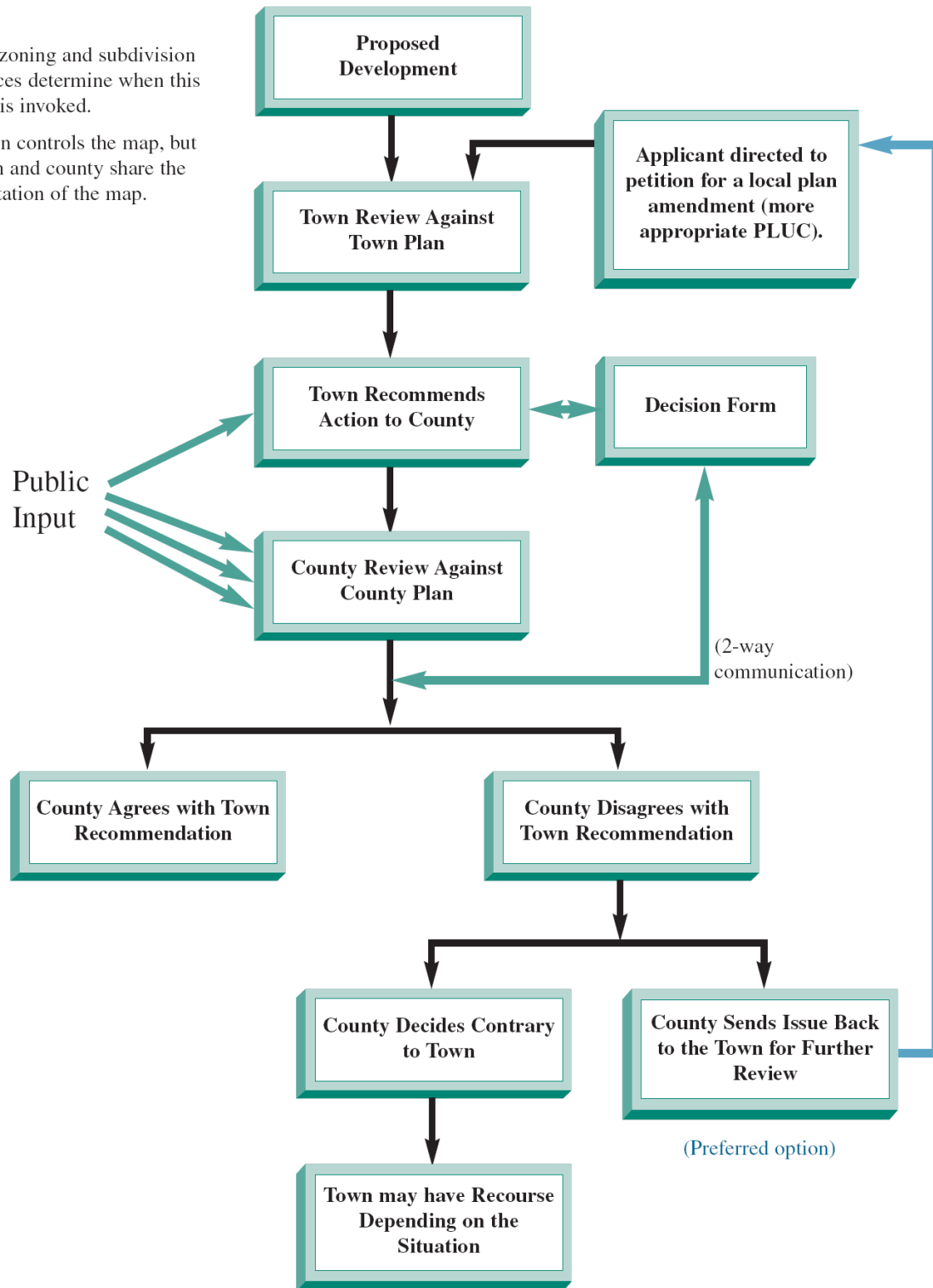
The second component of the Sideboard Approach is a coordinated process for the shared review of proposed developments. Because the county preferred land use map will be the equivalent of the preferred land use map adopted by the local unit of government, this coordinated process will be focused on the interpretation of the applicable local map. Figure 9-3 is a flowchart of the proposed process.

**Figure 9-3
County/Local Coordinated Decision Making Process**

Notes:

County zoning and subdivision ordinances determine when this process is invoked.

The town controls the map, but the town and county share the interpretation of the map.



It is important to note that the county zoning and subdivision ordinances determine when this process is invoked. Opportunities for town involvement in county level land use decision making occur when proposed land uses or land developments require a discretionary decision on the part of Waupaca County. Such decisions include rezones, conditional uses, and land divisions, and could be expanded to include site plan review.

As a town reviews a proposed land use and forwards its decision or recommendation to the county, the point of potential dilemma is when the county disagrees with the town. For example, a town may make a decision that is consistent with its own comprehensive plan. The county may review the same proposal under the policies of the county plan and reach a different conclusion that is consistent with the county plan. Note that both the town and the county followed their plan. Although this should be rare, the Sideboard Approach allows for this to happen.

It is recommended that when this dilemma occurs, the county's response should be to refer the decision back to the town with direction given to the applicant to modify the proposed development, and/or petition the town to amend its preferred land use map. If the town still wishes to accommodate the land use or development, a more appropriate preferred land use classification should be applied to the map or the development design should be modified. If the map and development are changed accordingly, and the proposed land use or development is approved a second time by the town, then the county should likewise approve the development.

This approach has several advantages. It keeps the towns in control of their preferred land use maps. It gives the county the ability to exercise limited independent thinking to evaluate whether a proposed development should be approved or disapproved – or whether it needs to be changed before it can be approved. And it may allow public input to come to full fruition before a final decision is made on a development. When a town first reviews a proposed development, the public may not yet have good awareness of what is proposed. When the proposal reaches the county level, public awareness is often heightened, and this additional information (public input) can be taken into consideration. To send such an issue back to a town for further consideration is not necessarily going to lead to political conflict. The town may very well appreciate the opportunity to reevaluate a decision with the added benefit of more significant public input.

The primary disadvantage of this approach is seen from the perspective of a developer or applicant. It may lengthen the review and approval process for developers that propose controversial projects.

Decision Format and Documentation

The final component of the Sideboard Approach is the key that makes it all possible. Clear communication between towns and the county is paramount if a shared development review process is to work correctly. The following is an example decision form that can be used for this purpose. Town decisions should be documented in this manner and copied to the county. County decisions should be documented in this same manner and copied to the applicable towns. This tool gets both units of government using their plans and speaking the same language.

Findings

- ◆ The proposed land use is: _____
- ◆ Number of units (residential, commercial, etc.) in the proposed development: _____
- ◆ The existing land use is: _____
- ◆ The planned land use is: _____
- ◆ The current zoning district is: _____
- ◆ The surrounding existing land uses are: _____
- ◆ The surrounding planned land uses are: _____

Planning Conclusions

- ◆ The proposed development (is / is not) in compliance with applicable ordinances. Specify any areas of non-compliance:

- ◆ The proposed development (is / is not) consistent with the purpose and intent of the applicable preferred land use classification because:

- ◆ The proposed development (is / is not) consistent with the policies related to the applicable preferred land use classification because:

- ◆ The proposed development (is / is not) consistent with other applicable comprehensive plan policies because: _____
("Development Review Criteria" policies especially important here)

Recommendation or Decision

On the basis of the findings, planning conclusions, and the record in this matter, the Plan Commission/Governing Body recommends that the proposed development be:

___ **Approved** with the following conditions.

___ **Continued** for further consideration. The following additional information is requested.

___ **Denied** for the following reasons.

Specify conditions of approval, additional information requested, or reasons for denial:

This approach has several advantages. Even if it is the county's position that it will generally follow a town's recommendation, the communication still needs to be clear. The reason for this is because the town and the county are not the only ones involved. The public is also involved, so just agreeing with the town will not eliminate the potential for conflict. And after 2010, the comprehensive planning law makes it even more important that communities clearly document their reasoning when making decisions that should be "consistent" with the comprehensive plan. If a citizen, applicant, developer, etc. challenges a decision of a town or county, they will have a much harder time winning against the unit of government if the reasoning for a decision is clearly documented and connected to comprehensive plan policies.

9.6 Comprehensive Plan Amendments and Updates

Adoption and Amendments

Waupaca County should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The county should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the county's comprehensive plan must comply with the following steps:

- ♦ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the County Board and for the County Board to respond to such comments.
- ♦ **Planning and Zoning Committee Recommendation.** The Planning and Zoning Committee recommends its proposed comprehensive plan or amendment to the County Board by adopting a resolution by a majority vote of the entire Planning and Zoning Committee. The vote shall be recorded in the minutes of the Planning and Zoning Committee. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ♦ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Planning and Zoning Committee for recommendation to the County Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the county, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the county; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the county is located; (f) the public library that

serves the area in which the county is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the County Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.

- ♦ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The county is responsible for maintaining the list of persons who have requested to receive notice and may charge a fee to recover the cost of providing the notice.
- ♦ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the County Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

In addition to the statutory requirements for plan amendments, Waupaca County has also adopted a policy to govern this process. Policy I5 states that the county shall revise or amend its comprehensive plan no more than four times per year. Whether an amendment is generated by the county or by a town under the Sideboard Approach, this policy is to apply. It is intended that the county map of preferred land use will be updated through this mechanism in order to maintain consistency with policy LU1. This means that until the county executes a quarterly update, there may be temporary differences between town maps and the county map of preferred land use.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five-year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.7 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by Waupaca County in light of overall implementation strategies. The following table lists the implementation strategies that were available for consideration.

Housing

1. Create a range of housing options
2. Create opportunities for quality affordable housing
3. Change the treatment of mobile and manufactured homes

Transportation

1. Create efficiencies in the cost of building and maintaining roads (control taxes)
2. Preserve the mobility of collector and/or arterial roads
3. Create safe emergency vehicle access to developed properties
4. Create improved intersection safety
5. Create more detailed plans for transportation improvements
6. Create road connectivity
7. Create a range of viable transportation choices

Utilities and Community Facilities

1. Create efficiencies in the cost of providing services and facilities (control taxes)
2. Create more detailed plans for facility and service improvements
3. Create intergovernmental efficiencies for providing services and facilities
4. Create improved community facilities and services
5. Preserve the existing level and quality of community facilities and services
6. Preserve the quality of outdoor recreational pursuits
7. Create additional public recreation facilities
8. Create opportunities to maximize the use of existing infrastructure

Agricultural, Natural, and Cultural Resources

1. Preserve agricultural lands
2. Preserve the right to farm
3. Preserve active farms
4. Preserve natural resources and/or green space
5. Preserve rural character
6. Create targeted areas for farming expansion
7. Create targeted areas for forestry expansion
8. Preserve historic places and features

Economic Development

1. Change community conditions for attracting business and job growth
2. Change community conditions for retaining existing businesses and jobs
3. Create additional tax base by requiring quality development and construction
4. Create more specific plans for economic development

Intergovernmental Cooperation

1. Create intergovernmental efficiencies for providing services and facilities
2. Create a cooperative approach for planning and regulating development along community boundaries
3. Preserve intergovernmental communication

Land Use

1. Preserve the existing landscape by limiting growth
 2. Preserve valued features of the landscape through site planning
 3. Preserve development rights
 4. Create development guidelines using selected criteria from *What If* suitability mapping
 5. Create an overall pattern of growth that is dispersed
 6. Create an overall pattern of growth that is clustered
 7. Create an overall pattern of growth that is concentrated
 8. Preserve the influence of market forces to drive the type and location of development
 9. Create a system of development review that prevents land use conflicts
 10. Create a system of development review that manages the location and design of non-residential development
-

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy UCF3 is associated with strategy Agricultural, Natural, and Cultural Resources 4 (Preserve natural resources and/or green space).

UCF3 All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems. (Source: Strategy ANC4)

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

Waupaca County adopted policies and recommendations from nearly every one of the available strategies. The selected implementation strategies reflect the county's highest priorities for implementation, and areas where the county is willing to take direct implementation responsibility. The strategies that were not selected by the county may still be of importance, but were identified as primarily local responsibilities or areas where direct action by the county was not deemed appropriate.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Waupaca County Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are value statements, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the county should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Additional plans regarding specific features within the county may also be developed over time. The process used to develop any further detailed plans should be consistent with this *Waupaca County Year 2030 Comprehensive Plan*.

9.8 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure county progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan - policies and recommendations - which are found in each plan element.

To measure the effectiveness of an adopted policy, the county must determine if the policy has met the intended purpose. For example, Waupaca County has established a *Transportation* element policy that states, "A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources." To determine whether the policy is achieving the county's intention, a "measure" must be established. In the case of this policy, the measure is simply whether the five-year road improvement plan is being maintained and annually updated and if potential funding sources are being identified. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Planning and Zoning Committee and results reported to the County Board and the public.

9.9 Implementation Goals and Objectives

Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the county. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

***Goal 1* Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect Waupaca County.**

Objectives

- 1.a. Update and/or revise the comprehensive plan on a regular schedule (at least every ten years) to ensure that the plan remains a useful guide for land use decision making.
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the Waupaca County comprehensive plan or municipal plans, where applicable.

- 1.c. Develop and update as needed an “Action Plan” as a mechanism to assist the Planning and Zoning Committee and County Board to bring implementation tools into compliance with the comprehensive plan.

Goal 2 Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain an implementation tool development review process whereby all interested parties are afforded an opportunity to influence the outcome.
- 2.c. Maintain a land use (agricultural, industrial, commercial, and residential) development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.10 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the county is concerned about. Policies and recommendations become primary tools the county can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.7 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The county’s policies are stated in the form of position statements (County Position), directives to the county (County Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the county should be prepared to complete. The completion of these actions and projects is consistent with the county's policies, and therefore will help the county fulfill the comprehensive plan goals and objectives.

Policies: County Directive

- II The county shall maintain the comprehensive plan as an effective tool for the guidance of county governance and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).

- I2 County policies, ordinances, and decisions relative to zoning, land divisions and subdivisions, shoreland and shoreland-wetland zoning, and official mapping shall be made in conformance with the comprehensive plan (Source: Statutory Requirement).
- I3 Other county policies, ordinances, and decisions not cited in policy I2 should be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).
- I4 Areas of the plan that are likely to be disputed or litigated in the future should be reviewed by Corporation Counsel to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).
- I5 The county shall revise or amend its comprehensive plan no more than four (4) times per year.

Recommendations

- ◆ Maintain funding for continued provision of professional planning services toward the implementation of county and local comprehensive plans. Create a county planning department and appropriate staff, including a planning director position, or retain a consultant for these services. Consider local cost-sharing, user-fees, grants, and other methods as potential funding sources.
- ◆ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action. (Source: Basic Recommendations)
- ◆ Review the comprehensive plan annually (in conjunction with the county budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes. (Source: Basic Recommendations)
- ◆ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).