

# 9. Implementation

## 9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Sand Lake's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local 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 which 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. Recommended actions have been identified in the following four 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 *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**

#### Priority (Short Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element).  
Responsible Party: Plan Commission  
Timing: November 2009 – February, 2010
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).  
Responsible Party: Town Board  
Timing: February – March, 2010

#### Periodic Actions

1. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element).  
Responsible Party: Plan Commission  
Timing: Annually

2. Task: Conduct a comprehensive plan update (*Implementation* element).  
Responsible Party: Plan Commission, Town Board  
Timing: Every five years  
Consideration: The 2010 census data will be available in 2011. The updated housing and population counts and projections can be applied and planning documents modified based on the new data.

## **Intergovernmental Cooperation Actions**

### Priority (Short Term) Actions

1. Task: Meet with other units of local government to assess/discuss plan review issues, implementation coordination, and consistency requirements (*Intergovernmental Cooperation* element).  
Responsible Party: Town Board  
Timing: 2010/2011 (within one to two years)

### Medium Term Actions

1. Task: Distribute an intergovernmental cooperation update (*Intergovernmental Cooperation* element).  
Responsible Party: Town Board  
Timing: 2012 to 2015 (within three to five years)
2. Task: Review and evaluate existing intergovernmental agreements and services (*Intergovernmental Cooperation* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2012 to 2015 (within three to five years)

### Long Term Actions

1. Task: Work with Burnett County to create a Purchase of Development Rights PDR Program or Donated Easement Program (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2014 (five years or more)

### Periodic Actions

1. Task: Utilize intergovernmental options to provide needed service and facility improvements.  
Responsible Party: Town Board  
Timing: Ongoing

## Ordinance Development and Update Actions

### Short Term Actions

1. Task: Work with Burnett County to modify the zoning ordinance and map toward implementation of the town's comprehensive plan (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).  
Responsible Party: Plan Commission and Town Board  
Timing: Anticipated late 2010 - 2012
2. Task: Work with Burnett County to modify the county land division ordinance toward implementation of the town's comprehensive plan (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element).  
Responsible Party: Plan Commission and Town Board  
Timing: Anticipated late 2010 - 2012
3. Task: Adopt a driveway ordinance (*Transportation* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2011 (within two years)

### Medium Term Actions

1. Task: Develop a site plan and architectural design review standards. The standards could be guidelines or an ordinance. Related provisions may be developed at the county level which may apply, therefore it is recommended the town work with Burnett County within the construct of the county zoning and land division ordinance updates prior to pursuing this strategy (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2012 to 2014 (within three to five years)

### Long Term Actions

1. Task: Develop an official map (*Transportation* element). The need may not be applicable town-wide; consider designating road corridors for higher density development areas, lakeshore areas, or areas of long term planned development  
Responsible Party: Plan Commission and Town Board  
Timing: 2013-2014
2. Task: Consider development of a historic preservation ordinance (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission and Town Board  
Timing: 2015 (five years or more)

### Periodic Actions

1. Task: Update the town road construction specifications (*Transportation* element).  
Responsible Party: Town Board  
Timing: Periodic as needed

## **Strategic Planning Actions**

### Periodic Actions

1. Task: Review land use and density policies for residential development to ensure longer term plan recommendations are coordinated with shorter term market conditions (*Housing* element).  
Responsible Party: Plan Commission  
Timing: Annually
2. Task: Review ordinances and fees for their impacts on town administration and development applicants (*Housing* element).  
Responsible Party: Plan Commission  
Timing: Annually
3. Task: Update the five-year road improvement plan (*Transportation* element).  
Responsible Party: Town Board  
Timing: Annually
4. Task: Pursue funding for transportation improvements (*Transportation* element).  
Responsible Party: Town Board  
Timing: Annually
5. Task: Assess staffing, training, and equipment needs (*Utilities and Community Facilities* element).  
Responsible Party: Town Board  
Timing: Annually
6. Task: Assess building and public facility capacity (*Utilities and Community Facilities* element).  
Responsible Party: Town Board  
Timing: Every five years
7. Task: Maintain an inventory of active farms, feedlots, and manure storage facilities (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission  
Timing: As needed

8. Task: Maintain an inventory of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).

Responsible Party: Plan Commission

Timing: As needed

## 9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Sand Lake and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*. For further detail on the status of each type of implementation ordinance in Burnett County, please refer to Section 9.3 of the *Inventory and Trends Report*.

### Code of Ordinances

#### Current Status

The Town of Sand Lake has not adopted its ordinances as a code of ordinances. The town administers the following ordinances

- ◆ Plan Commission Ordinance
- ◆ Driveway/Road Access

#### Recommended Changes

Follow the statutory procedure for creating a code of ordinances. All existing and future ordinances should be adopted as part of the town's municipal code. The code is easier to manage and more efficient, especially during times of political and administrative succession or transition.

### Zoning

#### Current Status

The Burnett County Zoning Ordinance establishes the county's basic land use, lot size, and building location and height requirements. The Burnett County Zoning Ordinance applies to unincorporated areas of the county in towns that have adopted the ordinance. To date, all towns except the Towns of Blaine, La Follette, Sand Lake, and Wood River have adopted the Burnett County Zoning Ordinance. The Town of Sand Lake's zoning information is displayed on Map 9-1 and Table 9-1.

#### Recommended Changes

Zoning ordinances will be one of the key tools that the Town of Sand Lake will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Burnett County to modify county zoning ordinances for achievement of the town's vision for the future. A more effective zoning ordinance will be utilized to:

- ◆ Promote housing options
- ◆ Preserve agricultural lands and the right to farm

- ◆ Preserve natural resources and cultural resources including rural character
- ◆ Implement the town’s site planning policies
- ◆ Better achieve the town’s desired development pattern
- ◆ Better manage potentially conflicting land uses.

Table 9-1  
Zoning, Town of Sand Lake

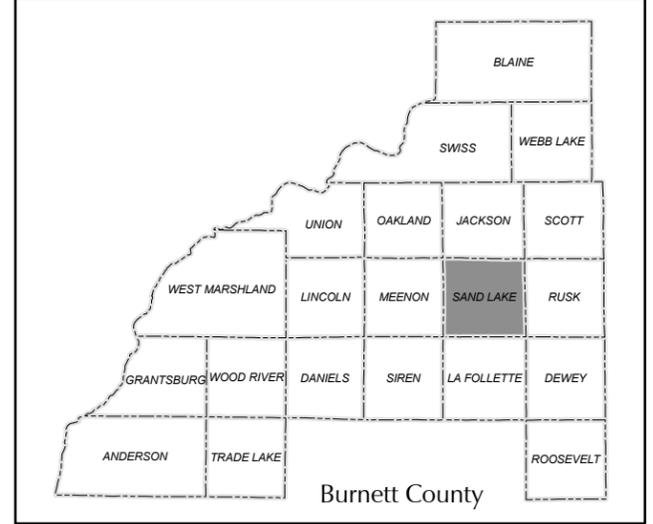
<b>Zoning Classification</b>	<b>Acreage</b>	<b>Percent of Total</b>
A (Exclusive Agriculture District)	0.0	0.0%
A1 (Agriculture--Transition District)	0.0	0.0%
A2 (Agriculture--Residential District)	224.8	3.2%
A4 (AG\Forestry]\Residential District)	0.0	0.0%
AP (Airport District)	0.0	0.0%
C1 (Commercial District)	0.0	0.0%
F1 (Forestry District)	3.5	0.0%
I1 (Industrial District)	0.0	0.0%
PUD (Planned Unit Development)	0.0	0.0%
RR1 (Residential Recreational District #1)	0.1	0.0%
RR2 (Residential Recreational District #2)	0.0	0.0%
RR3 (Residential Recreational District #3)	0.1	0.0%
W1 (Resource Conservation District)	6,848.7	96.8%
Shoreland Zoning*	9,548.2	
<b>TOTAL ZONED LAND**</b>	<b>7,077.3</b>	<b>100.0%</b>
<b>TOTAL TOWN LAND</b>	<b>23,146.6</b>	

\* Shoreland zoning is not counted in the total as it overlays the underlying zoning.

\*\*Does not include unzoned land, tribal land, surface water, or roads.

Source: Burnett County

# MAP 9 - 1 EXISTING LAND USE REGULATIONS TOWN OF SAND LAKE Burnett County, Wisconsin

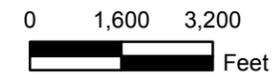


**Legend**

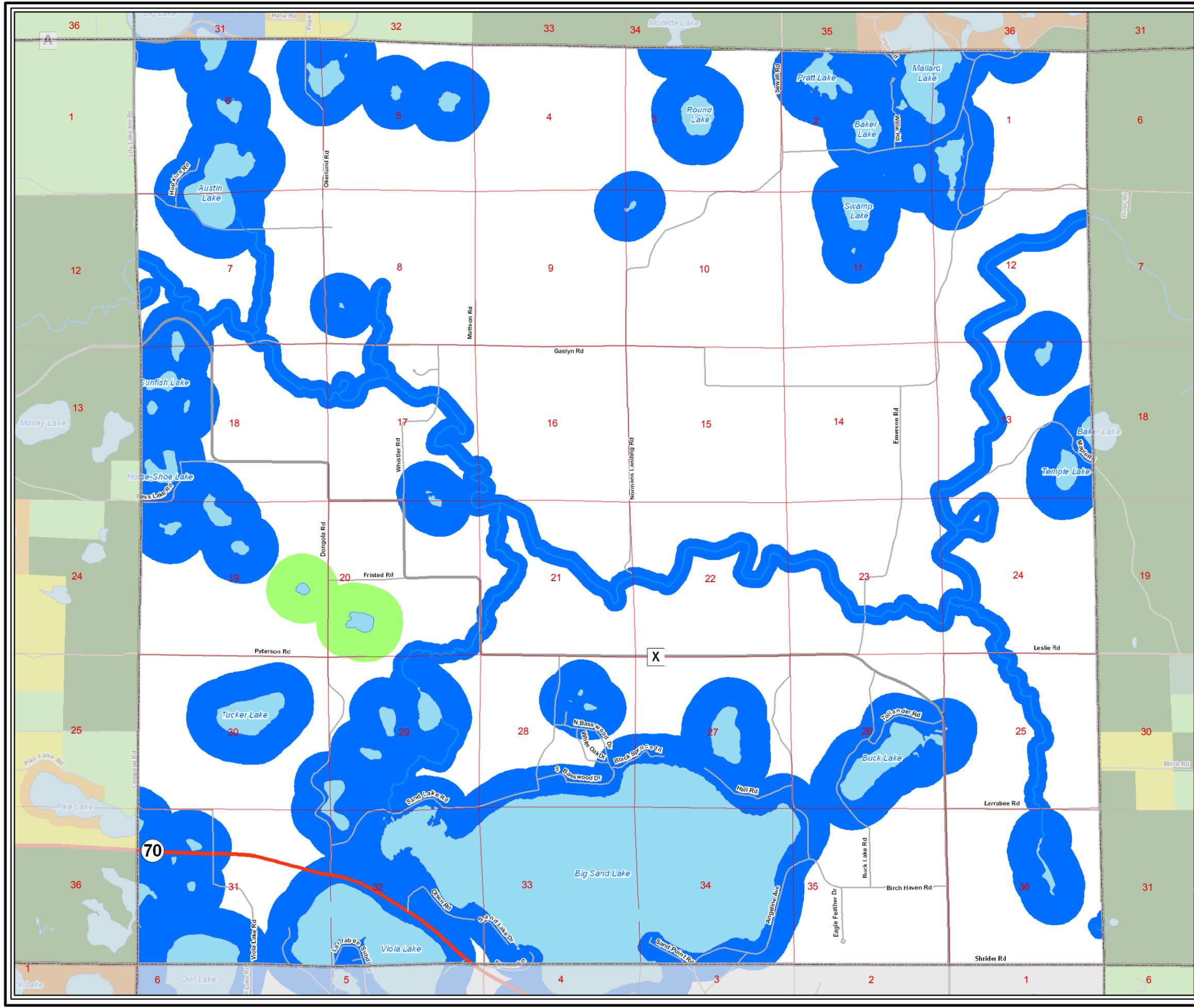
<b>Base Layers</b>	<b>Zoning Districts</b>
State Highway	A (Exclusive Agriculture District)
County Highway	A-1 (Agriculture - Transition District)
Town Road	A-2 (Agriculture - Residential District)
Rivers	A-4 (AG\Forestry\Residential District)
Lakes	AP (Airport District)
Wetlands	C-1 (Commercial District)
PLSS Sections	F-1 (Forestry District)
Village Boundary	I-1 (Industrial District)
Town Boundary	PUD (Planned Unit Development)
County Boundary	RR1 (Residential Recreational District #1)
Extra Territorial Plat Review Jurisdiction	RR2 (Residential Recreation District #2)
	RR3 (Residential Recreation District #3)
	W1 (Resource Conservation District)
	No Zoning

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Wisconsin DOT and Burnett Co Land Information Office



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December 10, 2009 Drawn by: DAT Checked by: JDW



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On a fundamental level, the town will need to work with Burnett County to amend or create new zoning districts and to revise the town zoning map. This will help implement the town's preferred land uses and densities as established under the Future Land Use Management Areas. Coordination will be necessary between the towns in Burnett County as efficiency and cost management will be primary considerations at the county level.

Figure 9-2  
County Zoning Coordination Evaluation Criteria

*Zoning Draft Development:  
Coordination and Evaluation Criteria  
Critical to County/Town Mutual Benefits*

<p><b><u>Effectiveness</u></b> Effectiveness in implementing local and County Comprehensive Plans</p>	<p><b><u>Simplicity</u></b> Ease of understanding by the general public</p>
<p><b><u>Ease of Ongoing Administration and Cost Efficiency</u></b> Time and effort required to administer and use the density management system on a day to day basis</p>	<p><b><u>Flexibility</u></b> Amount of options available to individual towns to implement preferred land use management density and lot size provisions (within County Framework)</p>
<p><b><u>Ease of Initial Implementation and Cost Efficiency</u></b> Time, effort, and cost to initially implement the density management system</p>	<p><b><u>Potential for Success</u></b> Potential for success in achieving local and county goals – developing win-win solutions</p>

Burnett County and all towns under county zoning or considering adopting zoning administered through Burnett County will need to consider the evaluation criteria as represented in Figure 9-2. Each town in Burnett County has their own ideas on how to manage land use, but there is similarity in the goals in which the comprehensive plans were developed. The County and Town Comprehensive Plans were developed based on an overall county-wide framework to establish consistency across the county, yet provide enough local flexibility for towns to manage their respective community per their individual plan. Towns were encouraged to develop specific strategies and policies to best fit local needs during the planning process. The intent of coordination a County Zoning Ordinance update is to help implement both county and local plans by providing a framework of consistent regulations that will implement many of the local strategies and policies. Assuming the process will be coordinated similar to the county planning process, the Zoning Ordinance revisions will also provide many options for the Towns to customize the zoning districts to meet local needs while recognizing the constraints of administrative costs.

In regard to modifying or updating the zoning maps to help implement the comprehensive plan, the Future Land Use Map should not simply become the zoning map. The comprehensive plan and associated Future Land Use Map are not intended to be so detailed that they try to predict what the future land uses might be (no one has a crystal ball). The Future Land Use Map is intended to be more general to reflect the goals and capture the long term intent of creating or preserving community character. The Future Land Use Map should be kept more general and have written policy guidance for how to address rezonings, land division, development applications, etc. In many instances the plan goals, objectives, policies and recommendations will be more important than the future land use map as they collectively manage community decisions.

In addition to the revision of the basic zoning districts and map, the town hopes to employ several tools to help review and coordinate development including the following:

- ◆ Development review standards and processes
- ◆ Conditional use review criteria
- ◆ Site planning regulations (further detailed under *Land Division Regulations* below)

Proposed modifications to the County Zoning Ordinance should also include provisions for impacts assessment. Land divisions, conditional uses, and other substantial development projects should be required to include an assessment of potential transportation, natural resource, and cost of community service impacts. The level of impacts assessment required should be reasonable and proportional to the intensity of the proposed development. In addition to requesting developers and permit applicants to provide an assessment of these potential impacts, the town should request that multiple site development alternatives are provided as part of the development review process.

## **Land Division Regulations**

### Current Status

The Burnett County Subdivision Ordinance applies to the town and requires county approval of land divisions that result in the creation of one or more parcels of five acres or less in size. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

### Recommended Changes

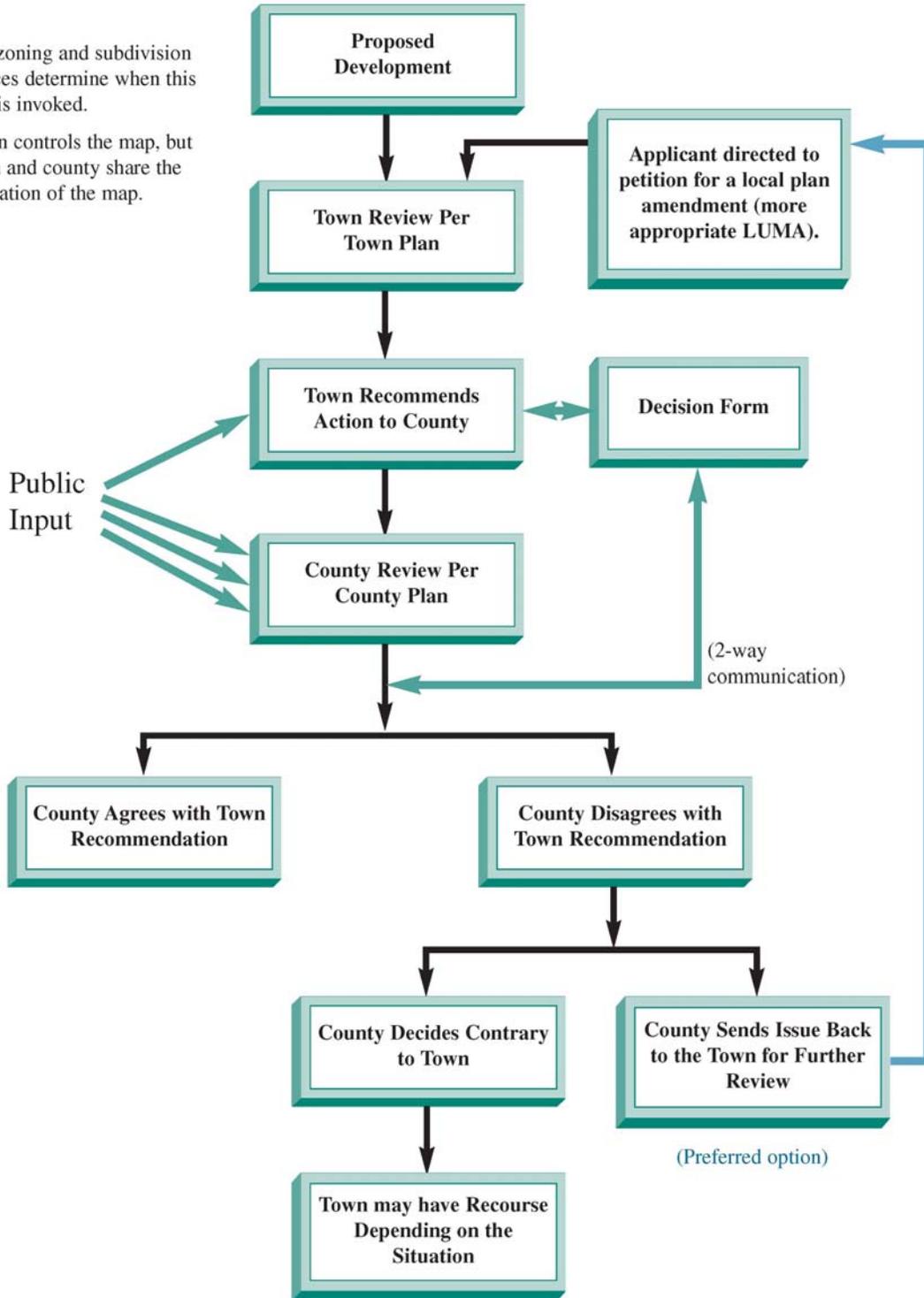
Land division ordinances will be another key tool that the Town of Sand Lake will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Burnett County to modify the County Subdivision Ordinance for achievement of the town's vision for the future. Similar to the Zoning Ordinance, the town and county must cooperate and coordinate the proposed modifications in accordance with Figure 9-2 to seek the win-win solutions that benefit both parties without negative impact to administration. However, should this approach fall short in implementing the town's plan, the town would consider adopting a local ordinance.

Figure 9-3  
 Burnett County Comprehensive Planning 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.



In order to better manage new town roads or other public infrastructure dedications associated with new development, the town should improve subdivision ordinance provisions for the execution of development agreements. A standard development agreement should be assembled that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.

In accordance with Figure 9-3, clear communication between the town and the county is paramount if a shared development review process is to work correctly. It is important to note that the county zoning and subdivision ordinances determine when this process is invoked as the ordinances are administered by Burnett County.

Opportunities for town involvement occur when proposed land uses or land developments require a decision on the part of Burnett 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, town decisions should be documented and copied to the county. County decisions should be documented in this same manner and copied to the applicable towns. This process tool gets both units of government using their plans and speaking the same language.

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 more difficult challenge winning against the unit of government if the reasoning for a decision is clearly documented and connected to comprehensive plan policies.

## **Site Plan and Design Review**

### Current Status

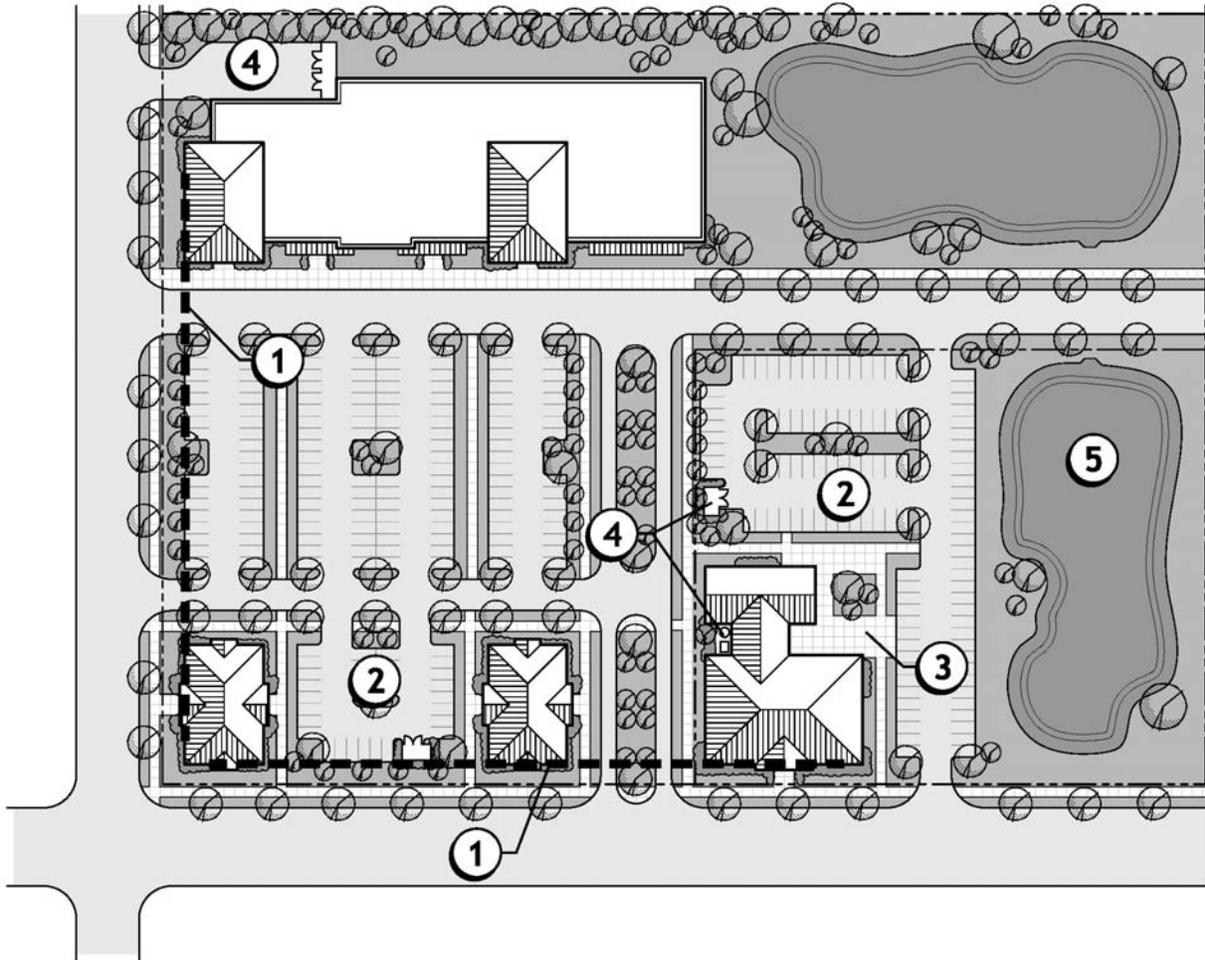
Site plan and design review standards are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances. Site design refers to the overall layout of the site and the relationship of major features such as buildings, streets, parking and supporting elements.

### Recommended Changes

The town does intend to review development applications in conjunction with the Plan Commission. Site planning is not intended to be invasive to the applicant, but is intended to allow the town to manage growth in conjunction with property owners to accomplish town goals. Similar to the zoning and land division ordinance discussions, it is anticipated Burnett County will incorporate basic site design requirements and standards as part of the county code, especially for proposed commercial, industrial, institutional, and multi-family residential developments. This will likely be a cooperative effort with Burnett County, the

surrounding towns, and possibly with incorporated communities as well. Site plan and design review requirements may address the desired characteristics of building layout and architecture, park areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. The example denoted in Figure 9-4 represents a sample of potential considerations associated with site review.

Figure 9-4  
Typical Site Design Example



**1 Building Location and Setbacks**

Buildings should be located to strengthen the definition of street edges and public areas. Building setbacks should also be consistent with those of buildings located on adjacent properties.

**2 Parking Lot Configurations and Location**

Parking lots should be designed to accommodate convenient vehicular navigation. Generally, two-way drive aisles should be 24 feet wide and non-handicapped accessible

spaces should be 9 wide by 18 feet deep. Dead-end aisles should be avoided where possible, but shall include a vehicle turn-around when used.

Parking lots should also be arranged to provide convenient access to buildings and primarily located to the sides or rear and between buildings.

### **3 Public Space**

The integration of public areas including court yards, plazas and gardens into the site is encouraged. These spaces should be defined by surrounding buildings, street edges, landscaping and natural areas.

### **4 Service/Mechanical/Refuse Location**

Service and storage areas, building mechanicals, and refuse/recycling containers should be located so that they are hidden from public view to the greatest extent possible.

### **5 Storm Water Configuration**

Storm water retention and detention areas should be designed to enhance the landscape through the use of natural forms and grading as opposed to rigid geometric shapes.

#### **Additional Standards:**

- ♦ **Building Elevation Priority** – Building elevations visible from public streets, public spaces, and residential areas shall receive the highest priority for architectural treatment and design treatment.
- ♦ **Fences** – Decorative fences made of wood, masonry, stone and ornamental metal are preferred over chain link fences. Chain link fences should be used only when there is a demonstrated security need.
- ♦ **Lighting** – Site lighting shall be provided for safety and security and directed away from adjacent properties.

Figure 9-4 represents a sample of what the town/county might assess if a development is proposed. It may not be typical or even necessary that all of the site plan criteria be included on a submitted site plan. Figure 9-4 was included to allow a reference in the need of an advanced development review. In addition, the town/county should seek public input on the establishment of these desired characteristics. The policies of the *Economic Development* element provide some initial guidance on potential design review standards.

Site planning can not only be used to provide for aesthetically pleasing development and protection of valued features of the landscape, but also to ensure that future road extensions will not be blocked by the construction of buildings or other structures. Area development plans will be required of major land divisions and commercial or industrial development proposals. These plans will lay out potential road extensions on adjacent lands. To ensure potential future road connectivity between development sites, the town's policies regarding the use of cul-de-sacs should be included in a revised land division ordinance. Temporary cul-de-sacs

should be limited, but when allowed, should be constructed to the outside property line of the development site.

## **Official Map Regulations**

### Current Status

An official map is not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

### Recommended Changes

Area development planning and site planning will be used to encourage coordinated planning between development sites, but the need for an official map may also develop over the planning period. The town should monitor the need to develop an official map that designates planned, future rights-of-way for roads and utilities in areas of expected growth.

## **Sign Regulations**

### Current Status

Sign regulations are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

### Recommended Changes

No specific recommendations regarding sign regulations have been identified, however, sign placement and design could be addressed by a site plan and design review ordinance, if adopted.

## **Erosion Control and Stormwater Management**

### Current Status

Erosion control and stormwater management ordinances are not currently administered by the town. Erosion control and stormwater management are addressed by the Burnett County Zoning, Subdivision, Shoreland Zoning, and Non-Metallic Mining Reclamation Ordinances, which are in effect in the Town of Sand Lake. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

### Recommended Changes

Development proposals will be required to address stormwater management, construction site erosion control, and potential increased risk of flooding in accordance with existing state and county standards.

## **Historic Preservation**

### Current Status

Historic preservation ordinances are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Burnett County ordinances.

### Recommended Changes

The town supports efforts to map and develop a database of historic and archeological sites and to conduct a community survey of historical and archeological resources.

## **Building, Housing, and Mechanical Codes**

### Current Status

Building, housing, and mechanical codes are not currently administered by the town. Refer to Section 9.3 of the Inventory and Trends Report for details on related, Waupaca County ordinances.

### Recommended Changes

No specific recommendations have been brought forward in regard to creating building, housing, and mechanical codes.

## **Sanitary Codes**

### Current Status

The Burnett County Sanitary Ordinance applies to the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Burnett County ordinances.

### Recommended Changes

- ◆ No specific changes to sanitary codes are recommended at this time, but the town should continue to work with Burnett County for the regulation of POWTS.

## **Driveway and Access Controls**

### Current Status

Driveway and access controls are currently administered by the town.

## **Road Construction Specifications**

### Current Status

Road construction specifications are currently administered by the town. .

## 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 to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood 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 *Town of Sand Lake Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ◆ Assess the availability of land for residential development (*Housing* element).
- ◆ Review ordinances and fees for their impacts on housing (*Housing* element).
- ◆ Pursue funding for needed transportation facilities (*Transportation* element).
- ◆ Utilize intergovernmental efficiencies to provide services and facilities (*Utilities and Community Facilities* element).
- ◆ Assess service and capacity needs including town buildings, staffing, and equipment (*Utilities and Community Facilities* element).
- ◆ Maintain the map and database of historic and archeological sites (*Agricultural, Natural, and Cultural Resources* element).
- ◆ Work with the County on the purchase of development rights and/or a donated easement program (*Agricultural, Natural, and Cultural Resources* element).
- ◆ Support and participate in educational and training programs with local industry, schools, and government (*Economic Development* element).
- ◆ Meet with other units of government (*Intergovernmental Cooperation* element).
- ◆ Review and update the comprehensive plan (*Implementation* element).

#### 9.4 Comprehensive Plan Amendments and Updates

##### **Adoption and Amendments**

The Town of Sand Lake 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 community 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 town 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 town'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 Town Board and for the Town Board to respond to such comments.

- ◆ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. 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 Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every Village, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town 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 town 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 Town 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.

## 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.

## 9.5 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 the Town of Sand Lake in the light of overall implementation strategies. The following implementation strategies were available for consideration.

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**Housing**

1. Create a range of housing options
2. Create opportunities for siting of 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 bicycle and pedestrian options

**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
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**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 an overall pattern of growth that is dispersed
5. Create an overall pattern of growth that is clustered
6. Create an overall pattern of growth that is concentrated
7. Preserve the influence of market forces to drive the type and location of development
8. Create a system of development review that prevents land use conflicts
9. 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 goals, objectives, policies and recommendations in multiple elements.

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.

The Town of Sand Lake selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town's highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility. Each planning element has very detailed goals and objectives that set the course of action, followed and supported by detailed and specific policies and recommendations that enable the goal fulfillment. The goals, objectives, policies and recommendations represent the selected strategies the town felt were important enough to focus on over the planning period.

### **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 *Town of Sand Lake 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 statements of community values, 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 town 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. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Sand Lake Year 2030 Comprehensive Plan*.

## **9.6 Measurement of Plan Progress**

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community 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 community must determine if the policy has met the intended purpose. For example, the Town of Sand Lake has established a Transportation element policy that states, “Dead-end roads and cul-de-sacs shall be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways.” To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan’s adoption, and how many of those were necessitated by the site conditions. 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 Plan Commission and results reported to the governing body and the public.

## 9.7 Implementation Goals and Objectives

Community 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 community. 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 integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the Town of Sand Lake.***

***Objectives:***

- A. Update and/or revise as needed the comprehensive plan on a regular schedule (at least every 5 years) to ensure that the plan remains a useful guide.
- B. Require that administration, enforcement, and implementation of land use regulations are consistent with the town comprehensive plan, where applicable.
- C. Develop and update as needed an “Action Plan” as a mechanism to assist the Town 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:***

- A. Provide continuing education to the public that will lead to a more complete understanding of planning and land use issues facing the town.
- B. Maintain an implementation tool development review process whereby all interested parties are afforded an opportunity to influence the outcome.

- C. Consider a land use (agricultural, industrial, commercial, and residential) development review process whereby all interested parties are afforded an opportunity to influence the outcome.

## 9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town 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 9.5 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.

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

### **Policies and Recommendations**

- I 1. The Town shall maintain the comprehensive plan as an effective tool for the guidance of Town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements.
- I 2. The Town shall appoint a Plan Commission to assist the Town Board with land use policy and decisions.
- I 3. Town 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.
- I 4. The Town shall maintain a review process whereby all interested parties are afforded an opportunity to influence the outcome.
- I 5. The Implementation plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.
- I 6. The Town shall review the comprehensive plan annually 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.

- I 7. The Town shall revise or amend its comprehensive plan no more than two (2) times per year.
- I 8. The Town Planning Commission has the responsibility to review and make a recommendation on any proposed amendments to the zoning ordinance, official map, shoreland zoning ordinance and subdivision ordinance, etc. affecting the Town.
- I 9. The Town shall assign an official to monitor State of Wisconsin Comprehensive Planning statutes to ensure that statute changes, additions or deletions are appropriately accounted for with respect to the community comprehensive plan.