

## CHAPTER 5: IMPLEMENTATION

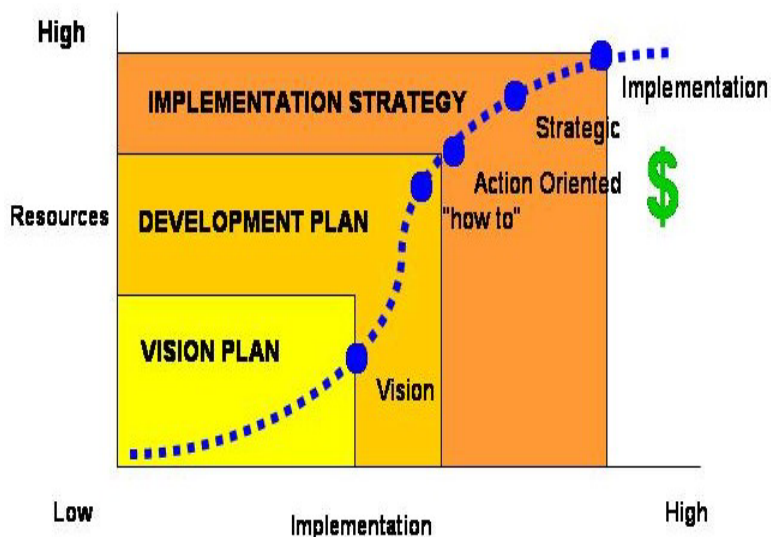
### Introduction

Any discussion of Comprehensive Plan implementation walks a fine line between the general and the specific. Implementation actions must be defined, and therefore specific; however, the Comprehensive Plan is by nature a general, conceptual policy document, and indeed must be general in order to retain its flexibility in the face of new, emerging conditions. Figure 5.1 Planning Development Process illustrates the difficulties in identifying implementation actions within a Comprehensive Plan.

As stated in earlier chapters, the timeframe of the Plan is to the Year 2020. Highly specific action items tend to have shorter timeframes than more general ones. In order to integrate action items into the Comprehensive Plan, the discussion must remain somewhat general. It is not the objective of the Plan to exhaustively list every possible action item that should be used to implement the plan’s vision. However, the Plan does need to provide directions for implementation, even if it is not carried to great detail.

The purpose of this chapter is to identify the next steps that the County and participant communities should undertake to implement the Plan Update. The discussion is broken down into several sections, as follows:

**Figure 6.1: Planning Development Process**



- **Follow-up studies and action programs** identify studies, ordinances, and other activities that need to be undertaken to implement the Comprehensive Plan.
- The **Intergovernmental Coordination and Community Involvement Program** outlines programs to maintain open lines of communication with outside agencies and members of the community.
- The **Strategic Planning Program** integrates the Comprehensive Plan with the ongoing operations and budget and capital improvements of the County and its municipalities. The Strategic Planning Program also includes provisions to ensure a regular review of the Comprehensive Plan and its implementation efforts.

- **Other Policy Recommendations** are more detailed and specific actions and directives that need more consideration and adjustments to existing activities. Some of these policy recommendations can be implemented immediately, while others need to be subjected to further examination by public officials and residents.

### **Follow-up Studies and Action Programs**

#### *Create a Planning Commission Work Plan*

The Comprehensive Plan covers a broad variety of issues and subject matter. In order to implement the Plan, the Planning Commission should, on an annual basis, prioritize the activities for that year and develop a strategy for moving those items forward.

#### *Zoning and Subdivision Control Ordinances*

The Comprehensive Plan is a statement of policy; it is not a regulatory document. The most common regulatory means for implementing the Plan include zoning and subdivision ordinances. Zoning is the most direct method for regulating land use. In addition to restricting uses, zoning ordinances also dictate the bulk of development (typically through height requirements, floor-area ratios, etc...) and its site placement (typically through the use of building lot setbacks). The subdivision ordinance relies on the right of municipalities to regulate the legal (ownership) subdivision of land, and places the burden of implementing public infrastructure directly on the developer.

The current zoning ordinance was adopted in 1995. While periodic updates have been made to the ordinance

responsive to land use and development issues that have arisen since its inception, these updates did not generally consider all aspects of the ordinance. The adoption of this Comprehensive Plan outdates the ordinance; therefore, it is recommended that both the zoning and the subdivision ordinances be rewritten.

Significant land use changes made in this Comprehensive Plan, along with the County's focus on the overall character of development and the County's image, will require these changes in the County's ordinances in order to be implemented. Without changes in both the County's zoning and subdivision ordinances, (incentives for subdivisions over single-lot, strip type residential development in the Rural Land category, etc.) some of the future land use changes made in this Comprehensive Plan could actually be counter-productive to the goals of the Comprehensive Plan. These incentives and regulations might include items such as density incentives for open space and environmental preservation, spacing standards for roadway access which apply to both single lot residential as well as subdivisions, strict standards for roadway access and storm water control for all residential development regardless of size, and density incentives for recreational amenities. The adoption of these changes as part of updating the zoning and subdivision ordinances will help assure that the intent of the County's Comprehensive Plan are realized in the future development of the County.

Some of the specific recommended changes include:

- 1) Use overlay zoning to provide additional regulations for certain land areas and uses which warrant specific recognition and management individual commercial areas that have unique surroundings.

- (See Overly Zone Policy Recommendation in the Land Use Plan Chapter) Example overlay zoning districts include:
- Specific corridors and gateways to visually enhance these areas
  - Mineral Resource Lands
  - Environmentally Sensitive Areas
  - Frequently Flooded Areas
  - Critical Aquifer Recharge Areas
  - Wetlands
  - Fish and Wildlife Habitat Conservation Areas
  - Open Space Conservation
- 2) Provide goals and policies to guide the development of sub-area plans. Sub-area plans are intended to address the needs of village activity centers, specific geographic areas or the management of resources when these needs cannot be adequately addressed by the designations and provisions of this Plan. (See Sub-Area Plan Policy Recommendation in the Land Use Plan Chapter) Example sub-area plans include:
- Highway and Interchange Management Plan
  - DNR Trust Lands Management Plan
  - Open Space and Conservation Plan
  - Personal Wireless Communication Service Facilities Sub-area Plan
- 3) Revise signage regulations to be compatible with Comprehensive Plan policies.
- 4) Incorporate landscaping, open space conservation, natural features conservation requirements into development plan review.
- 5) Increase zoning densities around cities and towns to encourage development in those areas.
- 6) Require Planned Unit Developments (PUDs) to reserve at least 30% of their land for non-residential uses such as neighborhood commercial, institutional, recreation, or a combination of all of the above.
- 7) Incorporate into the zoning code screening and buffer yard requirements for non-compatible uses. Language should include which uses should be screened, height and depth of screen, and a list of permitted plant or building materials.
- 8) In residential zoning districts, especially in rural areas, the zoning code should incorporate incentives for clustering. Consider increasing density as much as 50% for clustering development and retaining 50% of the property as common open space.
- 9) Require subdivisions of more than 3 lots (two new lots plus the parent lot) to provide access from a local or collector street, not a county arterial (mile road).
- 10) Develop an access management plan to specify the minimum feet between residential driveways on major thoroughfares.

- 11) Require residential subdivisions in conservation areas to use clustering to retain at least 30 percent of the natural features.
- 12) Through appropriate zoning classifications, confine large-scale commercial development to designated commercial growth areas.
- 13) Provisions should be placed within the zoning code requiring the protection of existing significant wooded areas.
- 14) Limit the incompatibility of large-scale residential development and agriculture by requiring residential development in agricultural areas to submit to an additional review process.
- 15) Rezone rural areas with more than one agricultural zone, reserve prime farmland for agricultural purposes and prohibit residential development in such areas without a rezoning.
- 16) For scenic corridors, enact overlay zones that require development to be behind the driver's viewsheds.
- 17) Enact an ordinance requiring new development to preserve significant natural resources.
- 18) Incorporate performance standards into the zoning code to limit pollution by industries.
- 19) Establish preservation programs to protect farmland and open space.
- 20) Minimize conflicts between residential and agricultural land uses.
- 21) Develop effective County programs to assist the agricultural industry with marketing and economic development issues.
- 22) Direct commercial development to existing communities and commercial corridors.
- 23) Provide affordable housing for existing low and moderate income residents and for the diverse labor force needed for continuing economic growth.
- 24) Ensure adequate housing supply for elderly, disabled, and special populations.
- 25) Make efficient use of land resources for long term economic growth.
- 26) Encourage economic growth, provide job opportunities for County residents and ensure the County's fiscal health.
- 27) Encourage development of existing mixed-use districts and provide opportunity for creation of mixed-use developments.
- 28) Ensure the adequacy of water and sewer services.
- 29) Reduce dependence on the automobile for inter-county travel.
- 30) Develop and encourage non-motorized travel including walking and bicycling opportunities.