

CHAPTER 9 – IMPLEMENTATION

INTRODUCTION

Due to this being the Town's first comprehensive plan, it is important that the Town understand the connection between planning and land use controls (e.g., zoning and subdivision ordinances). Planning by itself accomplishes little, only when the recommendations made in the plan are implemented through action—such as amending a map, adopting a new policy, or revising an ordinance, does real change come about.

This chapter also provides information on the Comprehensive Plan amendment/update process and its overall use by the Town of Russell. More detailed information on various statutory powers that the Town may utilize to implement this 20-year Comprehensive Plan is included in this chapter.

Role of the Plan

Wisconsin Statute 66.1001 (3) stipulates that the land controls governing the Town should be consistent with the community's adopted comprehensive plan. The Town of Russell's Plan Commission's primary responsibility is to implement this Comprehensive Plan and to ensure that all supporting Town ordinances are consistent with the Plan. When reviewing any petition or when amending any land controls within the Town, the Plan shall be reviewed, and a recommendation will be derived from its vision statement goals, objectives, policies, programs, and potential future land use maps. If a decision is one that needs to be made in which it is inconsistent with the Comprehensive Plan, then before the decision can take effect, the Comprehensive Plan must be amended to include this change in policy.

ROLE OF LOCAL OFFICIALS

Role of the Elected Officials

The Town's elected officials should strive to become familiar with the contents of this comprehensive plan. It should be their primary guide, although not their only guide. Town Board members must make their decisions from the standpoint of overall community impact—tempered by site specific factors. In this task, board members must balance the recommendations made in this plan with the objectives of developers and residents, technical advice, and the recommendations of advisory boards, along with their own judgment on the matter at hand.

This Comprehensive Plan will provide much of the background and factual information the Board needs in making its decisions. Information from landowners and the Plan Commission will provide much of the site specific information for the Board. Thus, while the initial responsibility of implementing and updating a comprehensive plan falls on the Plan Commission, the Town Board must see that community support and resources are maintained to ensure the Russell Comprehensive Plan stays current and viable.

Plan Commission

The Russell Plan Commission should promote good planning practices within the Town in addition to keeping the public and the Town Board well-informed on planning issues. Plan Commissioners need to become very familiar with this Plan's maps and text, as well as its stated

vision, goals, objectives, policies, and programs. A biennial review of these components is recommended to keep them current, along with a review after every census. The Plan Commission will likely need to make appropriate amendments to the Plan from time to time in order to adapt to changing circumstances. The Commission should also ensure that existing and future ordinances (or other village land controls) are consistent with the Comprehensive Plan. Finally, the Commission will need to be sure that the Comprehensive Plan is updated at least once every 10 years (Section 66.1001 (2)(i), *Wisc. Stats.*).

Board of Appeals

Unlike a plan commission, a board of appeals is a quasi-judicial body. It has the power to: 1) interpret the wording of a land use control ordinance, 2) review an administrative decision where it is contended the administrative official made an error in applying a land use control to a particular property, and 3) issue area-related variances from the standards of an ordinance when it finds that strict enforcement would cause a hardship or be unnecessarily burdensome. Like the recommendations of the Town Plan Commission and the decisions of the Town Board, the decisions of the Russell Zoning Board of Appeals need to be consistent with the Town's adopted Comprehensive Plan.

Other Committees/Commissions

Although the Town of Russell does not have any other committees or commissions, they may decide to create one, if it becomes necessary.

LAND USE PLANNING CONTROLS RECOMMENDATIONS

Zoning

The Town of Russell has an established Zoning Ordinance. Several of the future land use recommendations may ultimately need re-zoning in order to take place. This Comprehensive Plan recognizes the preferred land use has a horizon year of 15 to 20 years in the future, while zoning authority is immediate upon adoption and posting. Therefore, instances of current use and planned use may conflict, yet it would not be prudent to immediately make a current use non-conforming to meet the preferred land use. Much of the timing of re-zoning will depend heavily on market forces, the current political climate, and the accuracy of this plan's assumptions.

The comprehensive plan's preferred land uses need to be compared to the zoning map to determine compatibility and realignment within various districts. The Town Plan Commission and Town Board will need to judge when re-zoning will occur, for it is not the intent that the zoning ordinance become a direct reflection of the plan in all instances. The comprehensive plan looks out to the future while the ordinance deals with present day.

The Town Plan Commission should consider adopting/updating specific lighting, signage, and landscaping design standards in order to protect the character of the Town, regarding commercial and industrial uses.

Additional ordinances may be developed by the Town in order to meet the "vision" listed in Chapter 1 of this plan.

Historic Preservation Ordinance

Historic preservation ordinances can assist communities in protecting their culture and history. The ordinances provide identification, protection, enhancement, maintenance and use of buildings, structures, objects, sites and districts within a community that reflect special elements of a community’s historical, architectural, archaeological, cultural, and aesthetic heritage. The ordinances can also set standards for alterations, design, restoration, demolition, or new construction, ensuring that the features/neighborhoods maintain their historical significance. In addition, historic preservation can increase the economic benefits to a community and its residents, protect/increase property values, and enhance the overall visual character of a community.

Other Controls

There are a number of standards that impact land use planning in the Town of Russell. They include the Sheboygan County Erosion Control and Stormwater Management Ordinance, the Sheboygan County Subdivision Ordinance, antennas and towers, accessory structures, lighting or sign ordinances, and building/housing codes.

While this plan includes a number of specific implementation activities directly related to some of these standards, it is also understood that informal reviews of these standards, as they compare to the plan’s vision, goals, and policies, should be ongoing as the Town conducts its business.

ROLE OF INTERGOVERNMENTAL COOPERATION

Boundary Agreements

Boundary agreements are formal efforts to identify precisely which extraterritorial area may be attached to a village or city. They may also spell out terms for revenue sharing of current and future property taxes in specified areas, among other things. As an implementation tool, their ultimate purpose is to promote the goal of harmonious relations between adjacent communities. Although the Town of Russell has a working relationship with the Village of Elkhart Lake, a boundary agreement may one day be considered, if substantial growth occurs.

Official Maps

Under §62.23(6), the Town Board (under own powers) “...may by ordinance or resolution adopt an official map showing the streets, highways, parkways, parks, and playgrounds laid out, adopted and established by law.” “The board may amend the map to establish the exterior lines of planned new streets, highways, parkways, parks or playgrounds, or to widen, narrow, extend or close existing streets, highways, parkways, railroad rights-of-way, public transit facilities, waterways, parks or playgrounds.” Once an area is identified on an official map, no building permit may be issued for that site unless the map is amended.

The official map serves several important functions:

1. It helps assure that when the Town acquires lands for streets, etc., it will be at a lower vacant land price;
2. It establishes future streets that subdividers must adhere to unless the map is amended; and,
3. It makes potential buyers of land aware that land has been designated for public use.

IMPACT OF ECONOMIC DEVELOPMENT

Government Economic Development Initiatives

Economic development programs and initiatives are often a primary means of implementing goals in a comprehensive plan. In addition to activities undertaken by the Elkhart Lake Area Chamber of Commerce and Sheboygan County Chamber of Commerce, there are a number of programs listed at the end of “Chapter 4 – Economic Development” designed to implement the goals of Russell.

The implementation of most economic development initiatives will be planned in advance by local officials; therefore, there should be ample opportunity to make sure the impacts of these initiatives will be in harmony with the Comprehensive Plan. It is important that such a comparison takes place. Much of the time the impacts are positive and welcomed, but there may also be downsides. In some communities, economic development initiatives are quite successful at attracting businesses and spurring growth; however, when the development period tapers off, residents find their community has become something far different than what they had always envisioned.

If it is anticipated that an economic development program or initiative being considered for the Town may significantly change the character of the Town, and therefore run counter to the vision and goals of the Plan, the economic development program should either be adjusted, or the Comprehensive Plan should be revisited and amended to allow for the change in character.

Non-Government Economic Development Activities

Sometimes economic development takes place unexpectedly. A small business might greatly expand seemingly overnight, a highway interchange might be constructed, or similar economic catalyst may occur. It is difficult to stop the momentum generated by such activities, and indeed it is often best to encourage such activities. Nevertheless, it is once again possible that this type of economic development can change community character. Further, since it is unplanned by the local government, this kind of economic development frequently outstrips the community’s existing infrastructure and begins a sometimes never-ending cycle of “catching up,” as the community tries to provide adequate services.

If it becomes increasingly apparent that a privately initiated economic development “boom” is underway, the Town must analyze whether the character of the community will be significantly altered, and then decide how to respond in a proactive rather than reactive way. It is likely that at least some of the elements in the Comprehensive Plan will have to be revisited and amended.

ROLE OF PUBLIC INVESTMENT

Capital Improvement Programs (CIP)

A CIP is a tool used to ensure a community regularly budgets for and schedules the construction and maintenance of infrastructure. This is typically a major tool in implementing the recommendations made throughout a comprehensive plan – especially the “Transportation” and “Utilities and Community Facilities” chapters. The Russell Comprehensive Plan is not dependent on a CIP to implement its recommendations, but it may play a role in certain areas.

Impact Fees and Land Dedication

Defined as cash contributions, contributions of land or interests in land, or any other items of value imposed on a developer by a municipality, impact fees and land dedications are an appropriate mechanism for financing improvements directly related to new development. The Town of Russell does not impose development impact fees or land dedications at this time.

Impact fees and land dedications may be used to finance the capital costs of constructing roads and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency facilities, and libraries. The law expressly prohibits the use of impact fees to finance facilities owned by a school district.

Special Assessments

Special assessments are a tool that local governments have commonly used in Wisconsin for financing public facilities since the late nineteenth century. Special assessments are important because unlike impact fees, special assessments can be applied to existing development and can be used to fund existing deficiencies. Although this Comprehensive Plan does not specifically recommend their use, the Town of Russell may decide to use special assessments in the future, if appropriate.

Special assessments are not considered exactions, because they are not imposed on developers as a condition of development. Under Wisconsin law, “any city, town, or village may, by resolution of its governing body, levy and collect special assessments upon property in a limited and determinable area for special benefits conferred upon such property by any municipal work or improvement and may provide for the payment of all or any part of the cost of the work or improvement out of the proceeds of such special assessments.”

Because of the need to show special benefit to property caused by the improvement, special assessments are traditionally used to fund improvements abutting the land that is ultimately assessed for such capital expenditures as sewer and water mains, sidewalks, street paving, curbs and gutters. The construction of “off site” improvements are generally seen as benefiting the entire community rather than a specific area and therefore must be financed by other means.

Development Review Cost-Recovery

Many communities can begin to achieve some of their goals and carry out associated policies by requiring developers to reimburse the community for expenses related to ensuring a quality development is constructed. For example, while a community may strongly support the preservation of critical habitat areas, it may not have the means to follow through. However, by requiring a developer to pay for an independent study identifying these areas prior to breaking ground, the community is able to take the first steps toward realizing a goal and implementing a policy without having to allocate funding or personnel. The Town of Russell has not utilized this tool in the past, and with the limited projected development probably will not be utilizing this tool in the near future.

ROLE OF LAKE COUNTRY PLANNING REGION

The Town of Russell, in planning cooperatively with the Village of Elkhart Lake, Village of Glenbeulah, Town of Greenbush, Town of Rhine, and Sheboygan County, realize that in order for the Lake Country Planning region to meet their goals, all the communities will need to work together. These communities have been meeting monthly since 2003 and have been putting in a great deal of work in planning for the area’s future.

“We envision the Lake Country region of Sheboygan County, which includes the Villages of Elkhart Lake and Glenbeulah, and the Towns of Rhine, Russell, and Greenbush, as a region that embraces the rural characteristics of the area including the historic charm and agricultural and natural resources. Residents consider the natural environment comprised of glacial terrain and lakes to be a great asset and encourage careful planning to ensure it is used wisely. The region will resemble a balanced mix of farmland, open space, tourism opportunities, and will remain a safe, quite, and unique place to live.”

Along with the vision statement, the communities developed joint goals for each element of the plan. Russell will not only strive to meet its own goals, but will strive to meet the goals developed for the Lake Country region through the public participation process of this Comprehensive Plan. Below in Figure 9.1 is a list of the goals developed by the communities as a whole. The Lake Country Planning Committee will strive to plan and operate cooperatively. The Town will help the Lake Country region work towards these goals, by meeting their own goals and objectives.

Figure 9.1: Lake Country Goals
AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS
GOAL 1: Protect natural resources, woodlands, wetlands and open/green spaces, maintaining a safe water supply, rural country atmosphere and environmental quality of the area.
GOAL 2: Encourage the preservation of the historical, cultural, and archaeological resources that are symbolic of the region.
HOUSING GOALS
GOAL 1: Maintain the rural country atmosphere while protecting home values, agricultural, environmental and open space resources, and the aesthetic qualities of the region.
GOAL 2: Support a variety of quality housing opportunities for all segments of the region’s population in such a way that minimizes adverse impacts on natural and agricultural resources and will preserve the region’s rural character.
ECONOMIC DEVELOPMENT GOALS
GOAL 1: Support development in the region by seeking balanced economic growth in business and industry, while providing jobs for residents, increasing personal income, and protecting and enhancing the region’s rural assets.
GOAL 2: Retain the natural and rural character of the region, while providing sufficient land area for development needs to meet projections for the future.
TRANSPORTATION GOALS
GOAL 1: Establish a safe and efficient transportation network in the region for motor vehicles, pedestrians, and bicycles that is compatible with local plans.

UTILITIES AND COMMUNITY FACILITIES GOALS
GOAL 1: Preserve clean water, and plan for cost-effective treatment of waste as growth occurs in the region.
GOAL 2: Encourage a parks system that takes into account the assets of the region including local, county, and state-owned opportunities that is safe and provides a variety of opportunities for residents and visitors.
INTERGOVERNMENTAL COOPERATION GOALS
GOAL 1: Promote cooperation between communities in the Lake Country region and other units of government and governmental agencies that make decisions impacting the Lake Country communities.
LAND USE GOALS
GOAL 1: The land use strategy and principals of the region should manage future development to protection the rural characteristics of the area, promote environmental protection, promote preservation of agricultural lands, meet the needs of social and economic forces, and provide for adequate services and infrastructure.
GOAL 2: Promote policies within the region that ensures growth and development occurs in a planned and coordinated manner that will maintain or improve the quality of life in the region.
IMPLEMENTATION GOALS
GOAL 1: Encourage regional cooperation of plan implementation and establish a process for boundary conflicts in the region, while maintaining control over local community decisions.

COMPREHENSIVE PLAN INTERNAL CONSISTENCY

The Comprehensive Plan was developed as a unified whole under a single vision statement with supportive goals, objectives, policies, and programs. Sheboygan County Planning Department and the Lake Country community representatives, including representatives from the Town of Russell, participated in group sessions to identify key issues within each of the nine elements of the plan and created community survey questions regarding these issues. Using the survey results, along with factual information regarding natural features, past population and housing data, and infrastructure information, the Lake Country Planning Committee and the Sheboygan County Planning Department used the identified visions, goals, and strategies expressed within this plan to determine the potential future land use maps as well as the implementation actions the Town will undertake throughout the 20-year planning period.

In several instances, a single goal applies to more than one element of the plan and is restated in multiple chapters. Therefore, when preparing any amendments to this Comprehensive Plan or its individual elements, the town plan commission should undertake an overall review of all nine elements, along with their identified goals, objectives, policies, and programs, in order to ensure consistency within and between elements before any amendment that might affect more than one element is approved.

IMPLEMENTATION SCHEDULE

The goals established in this schedule will be implemented over a twenty year planning period beginning in 2007 and running thought the year 2027. They represent priorities for land use management for the Town of Russell.

The following implementation schedule has been developed to implement the Comprehensive Plan goals, objectives, and policies. The plan outlines the responsible entity(ies) for each activity, cooperating agencies, and a timeline for implementation. The implementation schedule should be evaluated and revised as needed on an annual basis.

Figure 9.2: Implementation Schedule

Goals and Objectives: Natural Resources			
1) To protect natural resources, woodlands, wetlands, and open/green space.			
2) Maintain a safe water supply, a rural country atmosphere, and the environmental quality of the area.			
3) The Town of Russell will encourage cooperation with other communities to protect its natural resources and other communities' natural resources for environmental health and recreation.			
Activity:	Lead Entity	Cooperators	Time Period
1- Identify critical natural resource, woodland, and wetland areas to protect during future development.	Town Board	Plan Commission; WDNR	Ongoing
1- Uphold the current shoreland, wetland, and floodplain ordinances. Review periodically to make sure they are up-to-date.	Plan Commission	Town Board; WDNR	2010, 2012, etc.
1- Use conservancy zoning districts to protect the woodlands important to the Town of Russell.	Plan Commission	Town Board	Ongoing
1- Partner with Land Preservation Organizations that work with private property owners to protect natural resources and preserve open spaces-such as land trusts and conservancy organizations.	Town Board	Plan Commission; Conservancy Organizations	Ongoing
1- Continue to work with Sheboygan County in submitting appropriate materials for the County's five-year updates to its <i>Outdoor Recreation and Open Space Plan</i> .	Plan Commission	Town Board	2007, 2012 etc.
2- Identify the recharge areas for wells to know the areas that need to be protected.	Plan Commission	Town Board; WDNR	Ongoing.
2- Enforce protective zoning ordinances to ensure a safe water supply, such as by the recharge areas.	Plan Commission	Town Board	Ongoing
2- Identify the potential contaminant sources within the recharge areas for wells in order to identify the threats to the water.	Plan Commission	Town Board; WDNR; County LWCD	2007, 2009, 2011, etc
2- Provide periodic testing for residents who may be concerned with contaminants in their water supply.	Plan Commission	Town Board; WDNR; County LWCD	Bi- Annually
2- Coordinate with surrounding areas to ensure their ordinances are protecting the quality and quantity of groundwater.	Plan Commission	Town Board; Adjacent Communities; WDNR; County LWCD	Ongoing
2- Continue to work with Sheboygan County ensuring that all septic systems are in good working order and giving citations to residents that are not complying.	Plan Commission	Town Board; Sheboygan County Planning Dept.	Ongoing

2- Work with the County to help ensure understanding of and compliance with the <i>Sheboygan County Runoff/Erosion Control Ordinance</i> .	Town Board	Town Clerk; County LWCD	Ongoing
2- Develop ordinances restricting placement of onsite systems to overcome the limitations on development that were removed with the passage of COMM83's revisions.	Plan Commission	Town Board; Sheboygan County Planning Dept.	Ongoing
3- The Town will encourage cooperation with other communities and other government entities in protecting the Broughton County Marsh Park, the area lakes, rivers, and streams.	Plan Commission	Town Board; WDNR	Ongoing
3- The Town will work with local communities to help promote local natural and cultural resources within its jurisdiction and within neighboring communities.	Plan Commission	Town Board; Lake Country Communities.	Ongoing
Goals and Objectives: Agricultural Resources			
1) To preserve farmland and farm resources, maintaining farming economy and quality of life values.			
2) Continue to support the state's "Right to Farm" law.			
Activity:	Lead Entity	Cooperators	Time Period
1- Identify the Town's prime farmland for preservation.	Plan Commission	Town Board; County LWCD	Ongoing
1- Continue to use the Agricultural zoning districts to preserve the productive farmlands in the Town while allowing limited growth on less productive soils.	Plan Commission	Town Board; Sheboygan County Planning Dept. County LWCD	Ongoing
1- Consider adopting zoning language regarding small agricultural businesses.	Plan Commission	Town Board; Small Agricultural Business	Ongoing
1- The Town will explore/investigate the adoption of the state's large-scale farming operation siting laws and its own regulations for large-scale farming operations.	Plan Commission	Town Board; Large-Scale Farms; Small-Scale Farms	Ongoing
1- Work with the County and state agencies to promote innovative ways which ensure the protection of farmlands-such as Purchase of Development Rights (PDR).	Plan Commission	Town Board; State Dept. of Ag.; County LWCD	Ongoing
2- Consider informing farmers that in order to be protected by the "Right to Farm" law they must use best management practices such as nutrient management plans, soil erosion plans, or other state or federal conservation or nonpoint laws, which in turn lower the number of possible nuisance complaints in regards to agricultural lands.	Plan Commission	Town Board; State Dept. of Ag.; County LWCD; WDNR	Ongoing

Goals and Objectives: Housing			
1) To provide adequate housing for residents, while maintaining the rural country atmosphere.			
2) The Town of Russell prefers single-family, owner occupied housing.			
4) The Town of Russell will limit any subdivisions, but if need arises the Town will explore alternative (conservation) subdivision designs or layouts.			
Activity:	Lead Entity	Cooperators	Time Period
1- Maintain a slow housing growth rate, by limiting the number of permits issued for new development.	Plan Commission	Town Board	Ongoing
1-Encourage carefully sited, single-family housing development.	Plan Commission	Town Board	Ongoing
1- The Town will establish building codes and ordinances that support a rural country atmosphere.	Plan Commission	Town Board	Ongoing
2- The Town land use map and zoning ordinance will favor single-family housing, housing for seniors, and affordable housing.	Plan Commission	Town Board	Ongoing
4- The Town will schedule an educational session with an outside expert(s) to learn more about conservation subdivisions and their appropriateness for the Town, if the need arises.	Plan Commission	Town Board; UW-Extension	Annually
4- The Town will not discourage sustainable development practices such as natural landscaping, permeable surfaces, green roofs, and "green" building materials.	Plan Commission	Town Board	Ongoing
Goals and Objectives: Economic Development			
1) Stimulate a healthy economy for residents, while focusing on community values and the rural country environment.			
2) Protect the agricultural base to keep the farming economy strong.			
3) Encourage economic development that consists of neighbor friendly, small home-based businesses.			
4) Identify areas for industrial development, though it will not be encouraged within the Town.			
Activity:	Lead Entity	Cooperators	Time Period
1- The Town will strongly consider steering large commercial and industrial development to nearby communities better suited to such development.	Plan Commission	Town Board; Developers	Ongoing
1-Utilize the least productive farmlands for more appropriate uses.	Plan Commission	Town Board; Developers	Ongoing
1- Consider development techniques (e.g. conservation subdivision) that preserve the agricultural lands and open spaces in the Town.	Plan Commission	Town Board; Developers	Ongoing
1- Continually review and update the Town's Zoning Ordinance, specifically as it relates to agricultural practices. Regulatory language should assure a strong future for agriculture in the Town, but should not cause a hardship on neighboring uses, the environment, or to the general public.	Plan Commission	Town Board	Ongoing

1-Continue to work with future developers and local residents to approve established compatible hours of operation, signage, lighting, parking, and landscaping requirements to meet the Town's desire for well-planned growth and rural character preservation.	Plan Commission	Town Board; Developers	Ongoing
2- Protect farmlands for agricultural operations to keep the farming economy strong.	Plan Commission	Town Board; Farmers; Developers	Ongoing
2- Identify productive agricultural lands by utilizing the <i>Soil Survey of Sheboygan County</i> .	Plan Commission	Town Board	2007, 2012, etc.
2- The farmer's "Right to do Business" is best protected by local zoning power.	Plan Commission	Town Board; Farmers	Ongoing
2- Work with the County and state in identifying the possible use of Purchase of Development Rights (PDR) and Transfer of Development Rights (TDR) within the County, to assist farmers and to help preserve farming within the Town.	Plan Commission	Town Board; State Dept. of Ag.; County LWCD	Ongoing
3- The Town Board will issue permits based upon such factors as the types of traffic generated, noise, odor, lighting, and visibility of business related materials and equipment.	Plan Commission	Town Board; Farmers; Business Owners	Ongoing
3- The Town will encourage home-based businesses undergoing substantial expansion to relocate to a more suitable location such as close to a nearby village.	Plan Commission	Town Board	Ongoing
4- Establish areas zoned for small business (other than home-based business) development.	Plan Commission	Town Board	Ongoing
4- Monitor any commercial or industrial development that occur adjacent to the Town to ensure that the growth is compatible with the Town's rural nature and in order to lessen potential conflicts.	Plan Commission	Town Board	Ongoing
Goals and Objectives: Transportation			
1) The Town of Russell will be actively involved in transportation projects/activities that impact the Town.			
2) The Town of Russell will maintain safe and adequate roads for residents and travelers within the County and the Town that meet the needs of the residents.			
3) The Town of Russell will plan for a transportation system that is harmonious with its surroundings.			
Activity:	Lead Entity	Cooperators	Time Period
1-The Town will continue to communicate periodically with state and county transportation officials regarding maintenance of existing roadways with the Town.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	Ongoing
1-The Town will communicate with state transportation officials regarding notification of planned roadway upgrades within adjacent towns.	Plan Commission	Town Board; WDOT	Ongoing

1- The Town will share its comprehensive plan with appropriate transportation agencies and surrounding communities.	Plan Commission	Town Board; Villages of Elkhart Lake, Glenbeulah, St. Cloud & the Towns of Greenbush and Rhine	Ongoing
2- Enforce regular maintenance and inventory road conditions to ensure quality and safety.	Town Board	Plan Commission	Ongoing
2- Conduct an annual assessment of town road pavement conditions, road drainage, and ditch maintenance, adequacy of existing driveways and culverts relative to safe access to and from adjoining parcels of land, and to determine the adequacy of sight triangles at all road intersections.	Plan Commission	Town Board; Sheboygan County Highway Dept.	Annually
2- Encourage public input and collaboration when addressing transportation-related projects.	Plan Commission	Town Board; Citizens; WDOT; Sheboygan County Highway Dept.	Ongoing
2-Work with the Sheboygan County Highway Department and the WDOT to develop a long-range maintenance and improvement program for town roads.	Plan Commission	Town Board; Sheboygan County Highway Dept.	Ongoing
2- When appropriate, the Town will explore using funding sources identified under the Transportation Funding Programs listed in Chapter 5.	Town Board	WDOT; Federal Transportation Dollars	Ongoing
2- Provisions for bicycling and walking should be made in a long-range transportation plan. These provisions may include walking or cycling facilities in rural residential areas through a combination of methods, which may include paved shoulders or paths where appropriate.	Plan Commission	Town Board; Citizens; Sheboygan County Highway Dept.; Sheboygan County Planning Dept.	Ongoing
2- Town right-of-ways will be maintained as needed to control brush encroachment and improve traffic safety in accordance with existing road maintenance policy.	Plan Commission	Town Board; WDOT; Sheboygan County Highway Dept.	Ongoing
2- Identify and accommodate for any changing transportation needs of residents, including senior citizens and those with special needs, pedestrians, bicyclists and public transportation needs.	Plan Commission	Town Board; Citizens; Sheboygan County Highway Dept.	Ongoing
2- Develop and use an official map that will preserve future travel corridors for pedestrian, bicycle, and roadway use. The official map can help reserve land for important community infrastructure.	Plan Commission	Town Board	2015
3- Coordinate land use and transportation facilities.	Plan Commission	Town Board	Ongoing
3- The total amount of land for transportation facilities should be minimized as much as possible.	Plan Commission	Town Board	Ongoing

3- The destruction of, or negative impacts to, historic building and historic, scenic, scientific, archaeological, and cultural sites as caused by the construction or reconstruction of transportation facilities should be minimized.	Plan Commission	Town Board	Ongoing
3- The location of transportation facilities in or through environmental corridors should be avoided, if possible.	Plan Commission	Town Board	Ongoing
<u>Goals and Objectives: Utilities and Community Facilities</u>			
1) To continue to provide cost-effective, adequate public services and facilities sufficient for the needs of residents.			
2) Maintain and improve facilities and services to promote efficiency for present and planned development.			
3) To advocate for and support area school systems.			
<u>Activity:</u>	<u>Lead Entity</u>	<u>Cooperators</u>	<u>Time Period</u>
1- Coordinate and consolidate with surrounding governmental units to share facilities and services where possible to conserve resources.	Town Board	Lake Country Communities; Plan Commission	Ongoing
1-Ensure an adequate supply of quality water will be available to meet the Town's residential and commercial needs.	Town Board	Plan Commission	Ongoing
1- Encourage efficient and environmentally friendly utility service.	Town Board	Utility Providers	Ongoing
2- Enhance the telecommunication activities within the Town.	Plan Commission	Telecommunication Providers	Ongoing
2- Identify areas for updates and service improvements for cell phone and internet accessibility.	Plan Commission	Internet Providers; Phone Companies	Ongoing
2- Work with cellular phone companies and internet providers, such as Time Warner Cable, Verizon, or SBC to increase accessibility of these services.	Town Board	Plan Commission; Internet Providers; Phone Companies	Ongoing
2- Identify energy solutions that are more environmentally and cost-efficient.	Town Board	Plan Commission	Ongoing
2- Continue to investigate the introduction of a wind turbine.	Plan Commission	Town Board	Ongoing
2- Conduct a study to see if any upgrades should be made to the community facilities, such as the Town Hall.	Plan Commission	Town Board	2008-2009
2- Ensure the level of fire, police, and emergency services meet the needs of the present and planned community.	Town Board	Local Fire and Police Protection	Ongoing
2- Continue to coordinate with the county sheriff services to ensure coverage of emergency services.	Town Board	Sheboygan County Sheriff's Department	Ongoing
3- Identify strategies to attract families while accommodating for a decreasing school-aged population.	Town Board	Elkhart Lake-Glenbeulah, New Holstein, and Kiel School Districts	Ongoing

3- Make prospective residents aware of the great aspects of the area schools.	Town Board	Elkhart Lake-Glenbeulah, New Holstein, and Kiel School Districts	Ongoing
3- Regularly review school transportation systems to better serve area families.	Town Board	Elkhart Lake-Glenbeulah, New Holstein, and Kiel School Districts and the appropriate Bus Companies (Johnson, Kiel Transportation Inc, and Daun School Bus Services)	Ongoing
<u>Goals and Objectives: Intergovernmental Cooperation</u>			
1) To foster a positive working relationship with the surrounding units of government to reduce costs and better serve the area residents.			
2) The Town of Russell will explore a procedure for plan amendments.			
<u>Activity:</u>	<u>Lead Entity</u>	<u>Cooperators</u>	<u>Time Period</u>
1- Cooperate with surrounding communities to strengthen and grow emergency services (police, fire, ambulance).	Town Board	Plan Commission; Lake Country Communities	Ongoing
1- Cooperate with surrounding communities to provide more efficient waste management services, disposal, and recycling.	Town Board	Plan Commission; Lake Country Communities	Ongoing
1- Collaborate with surrounding communities on land use planning and zoning projects.	Plan Commission	Town Board; Lake Country Communities	Ongoing
1- Consolidate and collaborate services such as snow removal.	Town Board	Adjacent Communities	Ongoing
1- Continue to not only be aware of and act on opportunities for future shared initiatives, services, and/or facilities, but also notify other nearby communities of upcoming purchases or initiatives that might be suitable for cost sharing.	Town Board	Lake Country Communities	Ongoing
2- Continue regular communications with surrounding units of government as significant steps are taken during the implementation stage of this comprehensive plan.	Town Board	Lake Country Communities	Ongoing
2- To ensure continued consistency and compatibility between plans, ordinances, regulations, and policies, an official Comprehensive Plan Amendment Procedure will be adopted.	Plan Commission	Town Board; Lake Country Communities	Ongoing
<u>Goals and Objectives: Land Use</u>			
1) To play an active role in land use and regulation issues concerning planned and present development, to maintain balance between the right-to-sell and preservation of farmland and open spaces.			

Activity:	Lead Entity	Cooperators	Time Period
1- Establish regulations for presenting site plans for all new residential development to the Russell Town Board and Plan Commission	Plan Commission	Town Board	Ongoing
1- Identify areas for residential development based on land quality and location.	Plan Commission	Town Board	Ongoing

PLAN REVIEW TIMELINE

Approximately five years after the initial adoption of the Comprehensive Plan, the Town Plan Commission will review the vision, goals, objectives, policies, and programs to determine whether they are still applicable and if so whether progress has been made in accomplishing them. The Plan Commission and Town Board will consider adjustments as necessary. No more than ten years after the initial adoption of the Plan by the Town, the Town Plan Commission will update and amend the Plan as required by Wisconsin Statutes s. 66.1001(2)(i). Figure 9.3 shows a possible strategy the Town may use in reviewing the Comprehensive Plan. If the Town periodically updates information, it will make the task of updating the Plan every ten years less overwhelming.

Figure 9.3: Plan Review Timeline

Plan Components	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Goals, Objectives, Policies, & Vision Statement	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals	Review Element Goals
Natural, Cultural, and Agricultural Resources			Inventory & Evaluate		Inventory & Evaluate			Inventory & Evaluate		Inventory & Evaluate & Update Recommendations
Population & Housing					Evaluate against WDOA Estimates & Census Bureau Information					Update Trends
Economic Development			Evaluate				Evaluate			Update
Transportation				Evaluate		Inventory & Evaluate				Inventory, Evaluate, & Update Recommendations
Utilities & Community Facilities					Inventory & Evaluate					Inventory, Evaluate, & Update Recommendations
Intergovernmental Cooperation			Evaluate Shared Vision & Goals				Evaluate Shared Vision & Goals			Evaluate Shared Goals & Cooperation Opportunities
Land Use					Inventory & Evaluate					Inventory, Evaluate, & Update Recommendations

PROCESS FOR ADOPTING, AMENDING, OR UPDATING THE PLAN

As directed by 66.1001, Wisconsin Statutes, a plan commission may recommend by resolution the adoption or amendment of a comprehensive plan only by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission. The resolution shall refer to maps and other descriptive materials that related to one or more elements of a comprehensive plan. One copy of an adopted or amended comprehensive plan shall be sent to all of the following:

1. The clerk of every local government unit that is adjacent to the Town of Russell.
2. Sheboygan County Planning Department
3. Wisconsin Department of Administration
4. The Bay-Lake Regional Planning Commission
5. The local public library
6. The local school districts

No comprehensive plan that is recommended for adoption or amendment may take effect until the political subdivision enacts an ordinance that adopts the plan or amendment. The political subdivision may not enact an ordinance unless the comprehensive plan contains all of the elements specified in ch. 66.1001. An ordinance may be enacted only by a majority vote of the members-elect, as defined in 59.001 (2m), Wisconsin Statutes, of the governing body. An ordinance that is enacted, and the plan to which it relates, shall be filed with at least all of the entities specified in the list numbered 1-6 above.

No political subdivision may enact an ordinance unless the political subdivision holds at least one public hearing at which the proposed ordinance is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

The state statute requires that at least 30 days before the hearing is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s.295.12 (3) (d).
2. A person who has registered a marketable nonmetallic mineral deposit under s.295.20.
3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner to

leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing.

A political subdivision shall maintain a list of persons who submit a written request to receive notice of any proposed comprehensive plan ordinance that affects the allowable use of the property owned by the person. At least 30 days before the public hearing is held, a political subdivision shall provide written notice, including a copy of the proposed ordinance, to all such persons. The notice shall be by mail or in a reasonable form that is agreed to by the person and the political subdivision. The political subdivision may charge each person on the list who receives a notice a fee that does not exceed the approximate cost of providing the notice to the person.

Additional Plan Amendment Considerations

In addition to the requirement in ch. 66.1001 for amending a comprehensive plan at least once every ten years, it is possible that more limited amendments for specific issues may arise for consideration at any time. The Town of Russell, in planning cooperatively with the Villages of Elkhart Lake and Glenbeulah and the Towns of Greenbush and Rhine, realize that certain specific amendments to its Comprehensive Plan might have significant ramifications for these other governmental units; the reverse may also be true. Therefore, Russell has reached an understanding with these governmental units to: 1) communicate in advance all proposed Russell Comprehensive Plan amendments and 2) invite the participation of these governmental units in the decision-making process for amendments that are significantly relevant to the other units of government.