

Chapter 9 - Implementation

State of Wisconsin Statute, *Comprehensive Planning*, 66.1001 (2) (i), states the Implementation Element of a community's comprehensive plan is intended to be: *"A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years."*

Plan Implementation

Identification of policy tools, and timelines, is vital to ensure full, timely, and efficient implementation of any planning document. Tools are the means by which a plan's policies can be implemented and/or achieved, so as to ultimately achieve its goals and objectives. Timelines delineate a specified time period in which a policy should be implemented and/or achieved, whereas indicators gauge progress towards policy implementation and/or achievement, and subsequent goal and objective achievement.

This *Plan's* policy tools, and timelines, were developed utilizing the professional expertise of Town elected officials, as well as input gathered from various stakeholders, including Town residents and other interested parties, per the Citizen Participation Plan. These tools, and timelines, were so identified as they provide the surest means to fully implement and/or achieve this *Plan's* policies in the most timely and efficient manner, ultimately assuring achievement of this *Plan's* goals and objectives.

Plan Policy Tools

This section identifies this *Plan's* policy tools, including various governmental agencies, plans, programs, and regulations, and non-profit organizations. *Plan* policy tools are grouped into three categories, as follows:

1. County/Municipal Government Agencies/Departments, Plans, and Programs
2. Federal/State Government Agencies/Departments, Plans, and Programs, and Non-Profit Organizations
3. Federal/State and County/Municipal Government Regulations

All policy tools are codified with a designation (e.g. 1.2(E)), indicating the tool's categorization (1-3), its number within the category (1- various), and its status as an existing (E) or potential (P) tool. Existing (E) indicates a tool existing at the time of initial *Plan* adoption, whereas potential (P) indicates a tool that has yet to be developed, but if developed, would serve to implement and/or achieve this *Plan's* policies.

1. County/Municipal Government Agencies/Departments, Programs, and Plans

1.(E) Rock County Planning and Development Agency

This Agency provides technical assistance and oversight on various planning and development activities in the County. The Agency is comprised of five service departments, including:

- a. *Strategic and Comprehensive Planning*: This department formulates, or assists in the formulation, of plans, programs, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. Projects developed by this department include the *Rock County Agricultural Preservation Plan 2005 Update*, *Rock County Parks, Outdoor Recreation, and Open Space Plan - 2003-2008*, and Comprehensive Plans for various County municipalities.
- b. *Development Review, Land Divisions, and Enforcement*: This department administers and enforces plans, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County's *Zoning Ordinance* and *Land Division Regulations* are both administered and enforced by this Department.
- c. *Economic Development Program*: This department provides consultative services to County municipalities, promoting activities and programs that position and prepare municipalities for economic development opportunities.
- d. *Rock County Housing and Community Development Program*: This department administers the County's housing programs and loan portfolio to ensure the provision of quality and affordable housing for County residents, including aiding those individuals and/or families in the County with low to moderate income in the purchase or maintenance/rehabilitation of housing.
- e. *Administrative, Engineering, and Geospatial Support Services*: This department provides various products and services vital to planning and development activities in the County, including transportation planning and Geographic Information System (GIS) mapping.

1.(E) Rock County Agricultural Preservation Plan: 2005 Update

This Plan, updated by the Agency in 2005, aims to ensure protection, and continued utilization, of productive agricultural lands in the County. A County Agricultural Preservation Plan, certified by the State, is a requirement of the State of Wisconsin's Farmland Preservation Program, offering tax credits to agricultural landowners enrolled in the Program.

1.(E) Rock County Parks, Outdoor Recreation, and Open Space Plan: 2003-2008 (POROS)

This Plan, completed by the Agency in 2003, outlines various policies to ensure the effective and efficient management and protection of the County Park system, and the County's environmentally sensitive open space lands, in addition to ensuring the availability of diverse outdoor recreational opportunities within the County. A component of POROS is the Rock County Bicycle and Pedestrian Plan, designed to connect centers of activity and communities in a direct and safe manner. This plan identifies existing and proposed off-road bicycle/pedestrian routes, lanes, and trails, and associated infrastructure. This plan proposes

three bicycle routes, one bicycle lane, and one off-road bicycle/pedestrian trail in the Town. It is currently being updated and should be completed in 2009.

1.(E) Public Works

The Public Work Department is divided into three divisions: The Highway division, Park Division and the Airport division. The Highway Division's responsibilities are to maintain the county highways and town highways where contracted. Also, they maintain the state and federal highways within the County; and to maintain the equipment and purchase new equipment. The parks division maintains the 15 parks and two trails, parking lots, buildings and recreational equipment. The airport division provides safe runway, taxiway, ramp, clear zone and safety area 24 hours a day, 365 days a year.

1.(E) Health Department

The Rock County Health Department creates and maintains conditions that keep the citizens of Rock County healthy. The department works to improve physical, behavioral, environmental, social and economic conditions. The public health nurses provide services to individuals and families. Environmental health is also an objective of the department by controlling those factors in the community's physical environment that may have negative impact on the health of the county as a whole.

1. (E) Land Conservation Department

The Land Conservation Department strives to promote sustainable land use management for long-term conservation of land, water, and other natural resources of Rock County. These resources support our county's agricultural, industrial and recreational needs. The Department provides educational, technical, and conservation planning assistance to help landowners, and communities.

1.(E) Emergency Management

Rock County Emergency Management coordinates major emergency disasters and recovery efforts in support of the county and local government through planning and training programs. Through these educational efforts it will improve public safety and minimize the loss of property and lives.

1.(E) Sheriff's Department

The Rock County Sheriff's Office is responsible to enforce the law, preserve the peace, reduce the fear of crime and provide for a safe environment for the citizens of Rock County. The Office accomplishes this by patrolling the county's roads, responding to emergencies, conducting criminal investigations and serving arrest warrants and issuing civil service papers.

1.(E) Metropolitan Planning Organization (SLATS)

A metropolitan planning organization consists of local elected officials planning for transportation issues of a regional nature. The federal government requires that an MPO be designated for each urbanized area with a population greater than 50,000. An MPO has both a Policy Board, comprising elected officials represent different jurisdictions within the MPO region, and a Technical Advisory Committee (TAC), consisting of planning and engineering staff from jurisdictions within each urbanized area, to advise the Policy Board on technical and administrative issues. Funding for MPO transportation planning is provided through a

combination of federal, state and local funds. One MPO, the State Line Area Transportation Study, encompasses the Town.

State Line Area Transportation Study (SLATS): This MPO covers the Cities of Beloit, Wisconsin, and South Beloit, Illinois, the Village of Rockton, Illinois, the Towns of Beloit and Turtle, Wisconsin, and Rockton Township, Illinois. SLATS plans include:

- *South Central Wisconsin Commuter Study:* This developing program aims to improve transit options from the City of Janesville/Beloit area to the Chicago, Illinois metropolitan area and Dane County, Wisconsin. The final draft of the *Initial Transportation Inventory Report* was completed in April 2007, and inventories rail/bus service and highways in the region, as well as other regional transit initiatives. Additionally, a stakeholder survey has been completed and a market analysis has revealed that travel flows to and from South Central Wisconsin were highest to and from the Madison, Wisconsin and Rockford, Illinois. The study will continue the market analysis and develop a *Purpose and Needs Report*. This report will set a framework for the study's goals and objectives and determine feasible and desirable transportation alternatives.

1.(P) Land Evaluation and Site Assessment (LESA) Program

A Land Evaluation and Site Assessment (LESA) Program can be utilized to categorize agricultural lands. This Program utilizes a comprehensive, objective methodology to develop a LESA Score for agricultural lands, evaluating suitability for continued agricultural use. A LESA Score consists of two components, land evaluation (soil characteristics) and site assessment (various other socio-economic and environmental characteristics). LESA Scores are grouped into various categories to guide land-use decisions, including rezone and sub-division.

1.(P) Purchase of Development Rights (PDR) Program

This program protects land with conservation easements, a legally binding document that transfers (through sale or donation) a land parcel's development rights from the landowner to another entity, often a land conservation organization or governmental agency. The landowner is bound to the terms of the easement and the organization/agency is required to monitor land uses to ensure easement terms are being met.

1.(P) Transfer of Development Rights (TDR) Program

This program, similar to a PDR program, separates a parcel of land from its development rights. TDR programs sell a parcel of land's development rights on the open market, in the process transferring them from designated "sending areas" to designated "receiving areas." Land developers buy development rights, utilizing them to build at higher densities in "receiving" areas.

1.(P) Impact Fee Programs

These programs levy fees against new development to pay for capital improvements required by the development, including parks, stormwater management, shoreline restoration, or water quality improvements.

2. Federal/State Government Agencies/Departments, Plans, and Programs, and Non-Governmental Organizations

2.(E) United States Housing and Urban Development Agency (HUD)

This agency is responsible for national policy and programs that address the Nation's housing needs, improve and develop the Nation's communities, and enforcement of fair housing laws. HUD programs include:

- Mortgage and loan insurance through the Federal Housing Administration
- Community Development Block Grants (CDBG) to help communities with economic development, job opportunities, and housing rehabilitation
- HOME Investment Partnership Act block grants to develop and support affordable housing for low-income residents
- Rental assistance in the form of Section 8 certificates or vouchers for low-income households
- Public or subsidized housing for low-income individuals and families
- Homeless assistance provided through local communities and faith-based/nonprofit organizations
- Fair housing public education and enforcement

2.(E) United States Environmental Protection Agency (EPA)

This agency implements federal regulatory laws, through enforcement and by setting national standards that states enforce through their own regulations, to protect human health and the environment. Almost half of this agency's budget goes towards grants to state environmental programs, various non-profits organizations, and other entities. Additionally, this agency works with various partners, including state and local governments to conserve water and energy, minimize greenhouse gases, re-use solid waste.

2.(E) United States Fish and Wildlife (USFW)

The U. S. Fish and Wildlife Service is the premier government agency dedicated to the conservation, protection, and enhancement of fish, wildlife and plants, and their habitats. It is the only agency in the federal government whose primary responsibility is management of these important natural resources. The agency is also responsible for the implementing and enforcing some of the Nation's most important environmental laws, such as the Endangered Species Act, Migratory Bird Treaty Act and Marine Mammal Protection.

2.(E) State of Wisconsin Department of Natural Resources (WDNR)

This Department is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the State and, where applicable, the laws of the federal government that protect and enhance the State's natural resources, and is responsible for coordinating the many disciplines and programs necessary to provide a clean environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors. WDNR plans and programs relevant to the Town include, but are not limited to, the following:

- a. *Wisconsin State Trails Network Plan*: This State of Wisconsin Department of Natural Resources (WDNR) plan, completed in 2001, provides a long-term, big-picture vision for establishing a comprehensive state trail network. This plan identifies existing and proposed trails and connections that would serve as the main corridors for a statewide

system. This plan focuses on abandoned rail corridors, utility corridors, critical road connections and natural feature corridors such as the Ice Age National and State Scenic Trail. This plan proposes one off-road bicycle/pedestrian trails in the Town:

- *Segment 34 - Rock River, Watertown to Beloit:* The 60-mile corridor intersects the Glacial Drumlin trail east of Lake Mills and has potential for an interstate trail connection in Beloit.

- b. *Brownfield Program:* Brownfields are abandoned, idle or underused commercial or industrial properties, where the expansion or redevelopment is hindered by real or perceived contamination. Brownfields vary in size, location, age, and past use. They can be anything from a five hundred acre automobile assembly plant to a small, abandoned corner gas station.

Because these properties present public health, economic, environmental and social challenges to the rural and urban communities in which they are located, federal, state and local governments have an interest in cleaning up and returning brownfields to productive use. In Wisconsin, there are an estimated 10,000 brownfields of which 1,500 are believed to be tax delinquent.

- c. *Land and Water Conservation Fund:* Congress established the Land and Water Conservation Fund (LWCF) program in 1965 to create parks and open spaces, protect wilderness, wetlands, and refuges, preserve wildlife habitat, and enhance recreational opportunities. This includes parks, playgrounds, wilderness, wetlands, bicycle paths and hiking trails. In Wisconsin, the program has funded over 1,800 state and local government land acquisition and development projects with over \$70 million received. The LWCF Act was enacted to "assist in preserving, developing and assuring accessibility to all citizens of the United States of America of present and future generations." The program is funded through off shore oil and gas drilling lease proceeds.
- d. *Natural Heritage Inventory:* The Wisconsin Natural Heritage Inventory (NHI) program is part of an international network of NHI programs. All NHI programs use a standard methodology for collecting, characterizing, and managing data, making it possible to combine data at various scales to address local, state, regional and national issues. Its focus is on locating and documenting occurrences of rare species and natural communities including state and federal endangered and threatened species.

The Wisconsin NHI Program conducts inventory around the state and works with people in business, industry, government and private conservation organizations to apply the results.

- e. *Forest Tax Law/Managed Forests Program:* The Managed Forest Law (MFL) was enacted in 1985 and replaced Woodland Tax Law. This program is both flexible and offers many benefits while helping to preserve woodlands.

Enrollment is open to all private landowners of 10 or more acres of contiguous woodlands. Enrollment in this program will protect against over cutting, will lower property tax and encourages woodland expansion.

- f. *Natural Areas:* State Natural Areas (SNAs) protect outstanding examples of Wisconsin's native landscape of natural communities, significant geological formations and archeological sites. Wisconsin has 590 State Natural Areas encompassing 323,000 acres. More than 90% of the plants and 75% of the animals on Wisconsin's list of

endangered and threatened species are protected on SNAs. The SNA Program owes much of its success to agreements with partners like The Nature Conservancy, USDA Forest Service, local Wisconsin land trusts, and county governments.

2.(E) State of Wisconsin Department of Transportation (WisDOT)

This Department is responsible for planning, building, and maintaining Wisconsin's network of state highways and Interstate highway system. The Department also shares the costs of building and operating county and local transportation systems. WisDOT plans, promotes and financially supports statewide air, rail and water transportation, as well as bicycle and pedestrian facilities. WisDOT plans and programs relevant to the Town include:

- a. *Translink 21: A Multi-Modal Transportation Plan for Wisconsin's 21st Century*: This WDOT plan, completed in 1994, provides a vision, goals and recommendations for State transportation planning, including roads, rail, air, water, transit, bicycle, and pedestrian, through 2020. This plan creates policies to evaluate transportation programs and projects. This plan calls for the creation of a State grant program to aid local government transportation plan development, the provision of state funds to small communities to assist in providing transportation services to elderly and disabled persons, and development of a methodology to assess local/regional road needs.
- b. *Connections 2030 Plan*: This WDOT plan, currently being developed as a successor to the *Translink 21* plan, is a multi-modal policy plan addressing long-range transportation issues, including highways, local roads, and air, water, rail, bicycle/pedestrian, and transit options. This plan's policy recommendations pertain to specific transportation corridors throughout the state, three of which incorporate portions of the Town. The corridors are:
 - Alpine Valley Corridor - Janesville/Beloit to Milwaukee
 - Blackhawk Corridor - Madison to Chicago via Beloit
 - Rock River Corridor - Janesville/Beloit to Oshkosh
 - Southern Tier Corridor - Janesville/Beloit to Kenosha/Racine
 - Cheese Country - Dubuque to Rock County
- c. *Wisconsin State Highway Plan 2020*: This WDOT plan, completed in 1999, focuses on the 11,800 miles of state-managed highways and 4,600 bridges in Wisconsin. This plan develops policies and strategies to improve the state highway system over the next 20 years, examining issues such as congestion, pavement and bridge preservation, traffic movement, and safety concerns. This plan identifies Interstate 90/39, as a "Corridors 2020 Backbone route," classifying it as a connector of major population and economic centers, providing economic links to national and international markets.
- d. *Wisconsin Rail Issues and Opportunities Report*: This WDOT plan, completed in 2004, identifies rail transportation issues. This plan is intended to direct the rail element of the *Connections 2030 Plan*. Rail network, intercity passenger rail, safety, and legislative issues are all plan components. This plan also identifies commuter rail, locomotive horns at roadway/railway crossings, and reducing mercury emissions as emerging issues.
- e. *Wisconsin State Airport System Plan 2020*: This WDOT plan, completed in 2000, inventories state airport facilities, including upgrade recommendations, along with funding information and environmental impacts.

- f. *Wisconsin Bicycle Transportation Plan 2020*: This WDOT plan, completed in 1998, aims to “establish bicycling as a viable, convenient, and safe transportation choice throughout Wisconsin.” This plan establishes a framework for improving bicycling conditions, clarifies WDOT’s role in bicycle transportation planning, and promotes recommendations and policies for better integration of bicycling into the existing transportation system. A map showing existing County bicycling conditions is a plan component.
- g. *Wisconsin Pedestrian Policy Plan 2020*: This WDOT plan, completed in 2002, provides a vision and policies outlining state and local measures to increase walking as a viable transportation mode, and to promote pedestrian safety. Facility options for elderly, young, and disabled pedestrians are discussed, as is the need for education efforts among law enforcement, motorists and pedestrians in promoting pedestrian use and infrastructure development.

2.(E) State of Wisconsin Rustic Roads Program

This Program, created by the State Legislature in 1973, aids citizens and local units of government in preserving Wisconsin’s scenic, lightly traveled country roads. These roads allow for vehicular, bicycle, and pedestrian travel in a leisurely manner. Rustic roads have a scenic, aesthetic appeal, can be linked with off-road bicycling/pedestrian trails in creating a regional trail network, and can attract economic development from interested homebuyers, tourists, and recreational users.

2.(E) State of Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP)

This Department is responsible for protecting water and soil, and animal and plant health, promoting Wisconsin agriculture at home and abroad. DATCP plans and programs relevant to the Town include:

2.(E) Farmland Preservation Program

This program, created and administered by DATCP rewards eligible farmers in the state to receive tax credits from their state income tax if several conditions are met. The farmer must be a state resident, have at a minimum of 35 acres of land zoned A1, have a land conservation plan approved by the Land Conservation Department and must show a minimum of \$6,000 worth of income off the farm in one year or \$18,000 income in three years.

2.(E) State of Wisconsin Housing and Economic Development Authority (WHEDA)

This Authority links Wisconsin residents and communities to affordable housing and economic development opportunities, by providing construction, rehabilitation, and permanent mortgage loans to eligible sponsors of housing projects for low and moderate-income households.

2.(E) State of Wisconsin Historical Society

This organization, located in the City of Madison offers programs and houses various materials vital in the telling and interpretation of the Town’s history. The Society continually gathers data on sites and buildings of historical significance. The Society’s Architectural Heritage Inventory (AHI) identifies buildings and structures of important architectural or vernacular style, while the Archeological Sites Inventory (ASI) identifies important landforms, burial sites, campgrounds, and various other significant manmade and natural features. The State of Wisconsin Historical Markers Program, administered by the Society’s Historical Preservation

Division, consists of more than 470 official state markers carrying approved historical inscriptions commemorating sites, individuals, buildings, or events of local, state, or national significance. Private individuals and local governments are eligible to submit an application for a location to be considered for a marker. If approved, the purchaser is responsible for marker cost and maintenance.

2.(E) Rock County Historical Society

This organization, located in the City of Janesville, offers programs and houses numerous materials vital in the telling and interpretation of the Town and Rock County history.

2.(E) Land Trusts and Conservation Organizations

These non-profit organizations work to protect vegetation, wildlife, and land and water resources. Land trusts may own land or hold conservation easements. The National Heritage Land Trust and The Prairie Enthusiasts, both operating out of Dane County, have a presence in the County. Additionally, Gathering Waters Conservancy, located in Madison, is a clearing-house for Wisconsin land trusts, providing resources and training.

2.(E) 4-H

This youth organization is administered by the Cooperative Extension System of the United States Department of Agriculture. The local 4-H clubs provide opportunities for young people to gain leadership, citizenship, and life skills through experiential learning programs throughout the Town.

3. State, County, and Municipal Government Regulations

3.(E) County Zoning (Chapter 32 - Municipal Code of the County of Rock)

The County's *Shoreland (SO) Overlay Zoning Ordinance* regulates the use or alteration of shorelands in the County. This Ordinance regulates all lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage, and all lands within 300 feet of the ordinary high-water mark of any navigable river or stream.

The County manages floodplains in County through application of the *Floodplain Zoning Ordinance (Chapter 32 - Municipal Code of the County of Rock)*. This ordinance is intended to minimize property damage and economic loss by regulating development in floodplains.

3.(E) County Land Division (Chapter 15 - Municipal Code of the County of Rock)

The County's *Land Division Regulations (12-14-2000)* are applicable to any land division creating a parcel of land less than 15 acres. Per the County's *Regulations*, land divisions require a preliminary application and an approved certified survey map, subdivision or condominium plat. The County's Planning and Development Committee approves or denies land divisions, with Agency staff providing recommendations for approval or denial.

3.(E) County Non-Metallic Mining Reclamation (Chapter 31 - Municipal Code of the County of Rock)

The County regulates all active non-metallic mine sites, through application of this ordinance. This ordinance requires compliance with standards relating to re-grading, re-vegetating, and post-mining land use conversion.

3.(E) County Storm Water Management (Chapter 28 - Municipal Code of the County of Rock)

The County manages storm water through application of this ordinance. This ordinance establishes long-term requirements entailing best management practices to reduce post-construction storm water and associated pollutants. The County requires a storm water management permit for any activity disturbing more than one acre of land.

3.(E) Town Zoning (Town of Turtle Code of Ordinances)

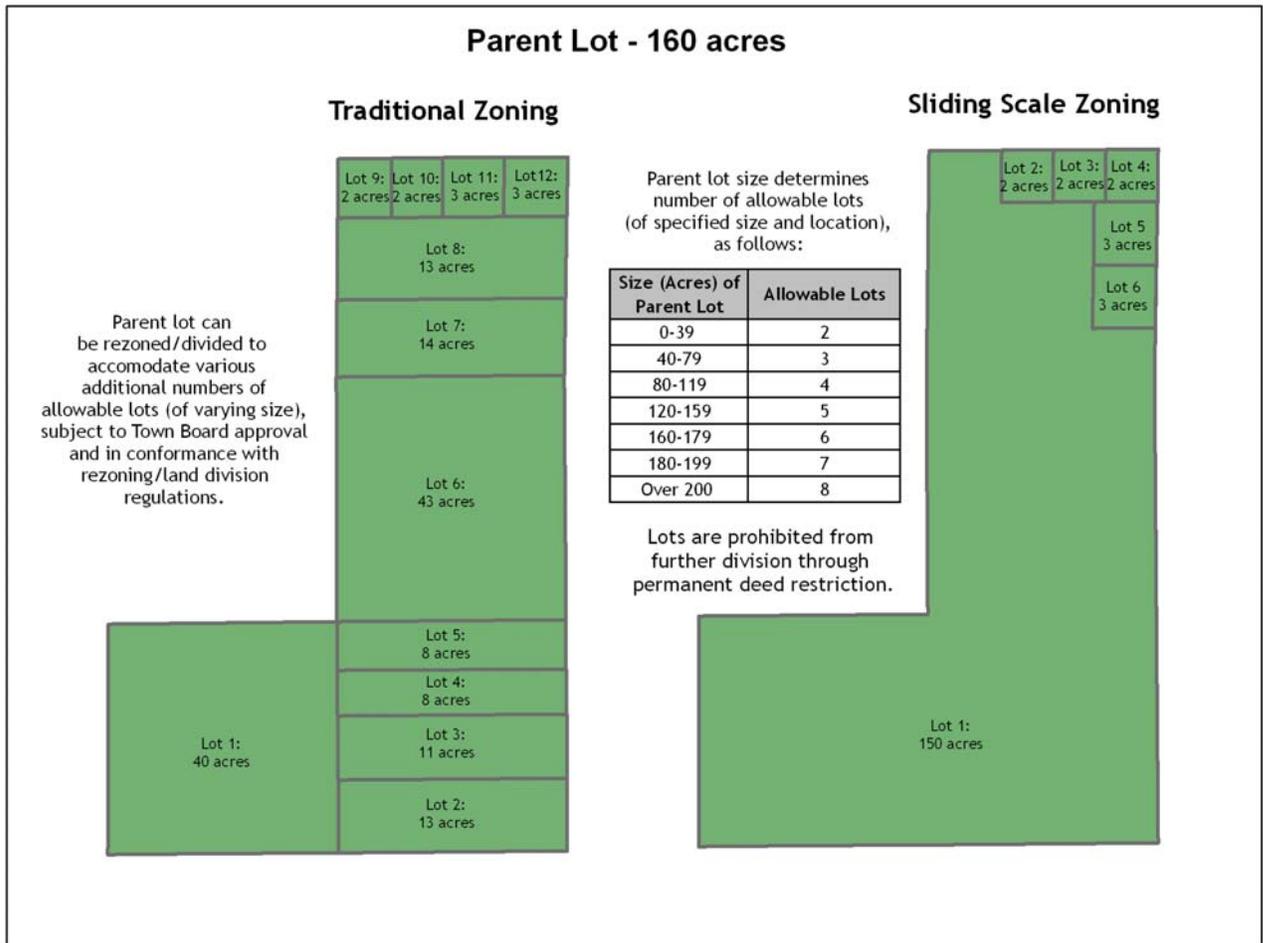
The Town's *Zoning Ordinance* identifies zoning districts, stipulating allowable uses on lands in the Town, including agricultural, residential, commercial, light industrial, special, and environmentally sensitive/open space area preservation.

The Town's *Agricultural (A-1)* zoning district, consisting of the largest minimum lot size and lowest housing unit density of all the Town's zoning districts, is thus the district most conducive to large-scale, productive agricultural activities. Conversely, the *Urban Residential (R1)* district is designated strictly for residential uses, at minimum dwelling unit lot size of 8,900 sq. ft.

3.(P) Town Zoning - Agricultural/Residential Sliding Scale (A-4)

Sliding scale zoning can be applied to large agricultural lots to allow for housing development and protection of valuable agricultural lands. Sliding scale zoning ordinances limit the number of times an agricultural parent lot (a lot existing at the time of zoning adoption) can be divided (split), based on the size of the lot. Sliding scale zoning ordinances stipulate that the larger the agricultural parent lot, the more splits it is entitled. A local example of this zoning is in the Town of La Prairie zoning ordinance, where a 50-acre agricultural lot may be allowed a split, with a lot being allowed between 1.5 and 5 acres. The remaining 45 to 48.5 acres must be deed restricted to A1 Zoning District uses. A second new residential parcel may be created from a 100-acre lot but 95 to 98.5 acres must be deed restricted and so on. Sliding scale zoning ordinances may stipulate that the newly created lots are in a specified location and configuration. *Figure 9-1* provides a conceptual overview of sliding scale zoning, in comparison to traditional zoning.

Figure 9-1:
Sliding Scale Zoning



3.(P) Town Subdivision Design Standards

Traditional neighborhood, conservation, and fused grid design are three residential development patterns offering an alternative to the low-intensity, land-extensive development. Traditional neighborhood design utilizes the grid road pattern and incorporates compatible development, ultimately producing higher-density, compact, mixed-use development. Traditional neighborhood design increases road connectivity and pedestrian transportation options, but does not conduce efficient traffic flow. Conservation design, often utilized in rural areas or the urban fringes, clusters residential development with smaller lot sizes and curvilinear and cul-de-sac road patterns, thereby developing less land. The conservation design pattern protects open-space lands, but limits pedestrian transportation options, road connectivity, and efficient traffic flow. The fused grid model combines the mixed-use and open-space land protection ideals of traditional neighborhood and conservation design, as well as their road patterns. The fused grid model is conducive to pedestrian transportation options, road connectivity, and efficient traffic flow, while

concurrently protecting open-space lands. *Figure 9-2.* displays one example of fused grid design.

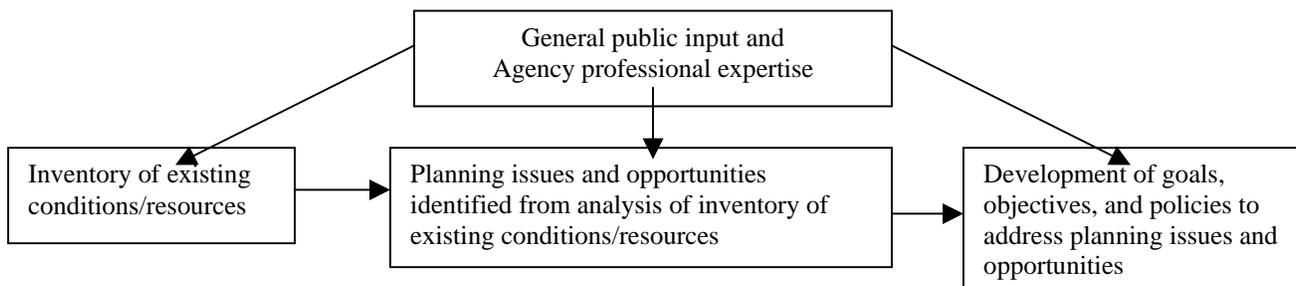
**Figure 9-2:
Fused Grid Design**



Plan Goal, Objective, and Policy Development and Integration

Goals, objectives, and policies provide a comprehensive plan with its ultimate worth, ensuring achievement of the plan's vision statement. Goals address major, essential issues and opportunities, and are ideas and values in the public interest that provide an end in which to direct the planning process. Objectives are more specific, providing detailed direction towards achievement of goals. Policies consist of rules or courses of action used to ensure plan implementation and accomplishment of goals and objectives. *Figure 9-3* displays the process utilized to develop this Plan's goals, objectives, and policies. This process utilized input gathered from Town residents, elected officials, other interested parties, per the Citizen Participation Plan, in addition to the professional expertise of Rock County Planning and Development Agency.

**Figure 9-3:
Goal, Objective, and Policy Development**



The goals, objectives, and policies stated in this Plan are consistent with goals, objectives, and policies stated in various other planning documents and regulatory measures at the Federal, State, County and Town level. This *Plan's* policy timelines vary, dependent on each individual policy. All policies in this *Plan* contain one of two timelines:

Ongoing, 2010-2035

Implementation to be completed throughout the life of this *Plan*, through collective actions and interactions with residents, taxpayers, neighboring jurisdictions and elected officials, on a daily basis

2010 -2015

Implementation to be completed by December 31, 2014

As this *Plan* will be updated every five years, beginning in 2014, a five-year timeline (*2010-2015*) has been developed for those policies that do not have an *Ongoing, 2010-2035* timeline. The Town will prioritize implementation of those policies with a *2010-2015* timeline through formulation of a Town workplan, ensuring incremental and consistent implementation of these policies throughout the five-year period. The Town has set a benchmark of implementation of 15% of those policies with a *2010-2015* timeline each year, resulting in 75% completion by December 31, 2014.

Again, it is important to note that all policy timelines presented herein are intended to serve as a guide, providing only an indication of the possible future date of policy implementation. These timelines cannot account for the myriad of future factors, including but not limited to, additional workload, resource limitations, new and unforeseen planning issues, opportunities, trends, and concepts, and political and public sentiment, that will affect implementation of this *Plan's* policies.

The following tables show the policies included in chapters two to eight, and whether they are ongoing, or slated for completion by 2015.

HOUSING	
The Town will plan for a sufficient supply of developable land for housing in areas consistent with town wishes at a logical, controlled pace consistent with recent development trends, and of densities and types consistent with the Town's predominantly rural setting.	Ongoing
The Town of Turtle should coordinate with Rock County in seeking Community Development Block Grant (CDBG) funds to provide, maintain, and rehabilitate housing for all income and age levels.	Ongoing
The residential component of the Land Use Plan shall clearly indicate the allowable zoning categories, residential uses, densities, intensities, and ancillary uses allowed in the town. These uses shall be adhered to unless there is a compelling overall community reason to change the Land Use Plan.	Ongoing
Future residential developments and neighborhoods should locate within a road system that keeps non-local traffic from passing through local streets in residential developments.	Ongoing
When possible, easements for walking and biking trails should be secured to link new housing and open space or park developments.	Ongoing
AGRICULTURAL RESOURCES	
Land uses in the Exclusive Agricultural Areas should be limited to those permitted under S. 91.75 Wis. Stats.	Ongoing
Rezoning granted by the Town should adhere to the Town of Turtle Land Use Plan Map, contained in Chapter 6 of this Plan, in order to preserve planned agricultural areas.	Ongoing
Develop regulations to allow and promote clustered residential development, so as to not impose on agricultural land.	2010 - 2015

When conditional uses are granted by the Town, to allow farm-family residences in the A-1 district, conditions shall be placed on the permit as necessary to require the home construction to take place on the soils least suitable for agricultural uses, and to cause the least interference with farming operations.	Ongoing
Support further investigation and consideration into the feasibility of utilizing PDR (Purchase of Development Rights) and TDR (Transfer of Development Rights) programs as a means to protect prime agricultural land.	Ongoing
Support the establishment of seed companies, or other comparable agricultural industries, within the Town of Turtle, in appropriate locations.	Ongoing
NATURAL RESOURCES	
Create and adopt a Tree Preservation Ordinance for the Town of Turtle, to provide for the safeguarding of woodland resources.	2010 - 2015
Amend the Town of Turtle Zoning Ordinance to regulate nurseries as a conditional use permit, in order to protect soil quality.	2010 - 2015
Disallow building and construction within any designated floodplain areas in the Town of Turtle.	Ongoing
Prevent activities that directly or indirectly pollute or threaten the quality of surface water in the Town of Turtle.	Ongoing
Prevent activities that directly or indirectly pollute or threaten the quality of wetlands in the Town of Turtle.	Ongoing
Prevent activities that directly or indirectly disturb or threaten any and all species identified as Threatened or Endangered.	Ongoing
Expand and improve the recreational trail network in the Town of Turtle, to connect park and recreation areas, particularly the Town Hall property and Sweet Allyn Park.	2010 - 2015
CULTURAL RESOURCES	
Prevent activities that directly or indirectly alter, disturb, or destroy significant historical sites and buildings within the Town of Turtle.	Ongoing
Continue installing historical markers and other signage identifying important historical people, places and events throughout the Town of Turtle.	Ongoing
Complete improvements to attract tourism and interest in the Railroad 5-Arch Bridge and surrounding area.	2010 - 2015
TRANSPORTATION	
State and federal funding programs shall be applied for and utilized whenever possible, to help finance highway and bridge, transit, rail, enhancements and other transportation improvements in the Town of Turtle.	Ongoing
A uniform crash data analysis system shall be established and implemented, that involves emergency and/or police and sheriff personnel using GPS (Global Positioning System) units to record the exact location of accident occurrences so data can be geocoded using a GIS (Geographic Information System).	Ongoing
Rezoning and land divisions in the Town shall be approved in appropriate locations adjacent to municipalities and existing developed areas, in efficient development patterns (such as Traditional Neighborhood Design) so as to best utilize existing transportation networks without contributing to sprawl or traffic congestion, while ensuring that new road networks do not interfere with environmentally significant areas.	Ongoing
The feasibility and opportunity to regulate roadside plantings in Rock County, both for beautification and during construction, shall be explored, to promote the use of native plant materials.	Ongoing
The need for a land use plan for the Beloit Airport shall be examined, and a plan shall be conducted if feasible, to ensure safe clearances and convenience for a growing number of airport users.	2010 - 2015
Snowmobile routes shall continue to be properly designated and maintained.	Ongoing
The feasibility of the installation of canoe and/or kayak launch(es) in the Town of Turtle shall be explored, particularly at the Town-owned access easement on Creek Rd., and if appropriate, shall be supported.	2010 - 2015
New bicycle facilities shall be current AASHTO standards as set forth in their "Guide for the Development of Bicycle Facilities", as required when state or federal funds are utilized.	Ongoing

Signage for bicycle facilities shall utilize guidelines set forth in the Manual for Uniform Traffic Control Devices.	Ongoing
The Town shall require that large group bicycle rides, for charity and likewise, obtain a permit from the Town before utilizing Town roads for their routes.	2010 - 2015
The use of Neighborhood Electric Vehicles (NEVs) in the Town shall be regulated as appropriate to ensure safety of all citizens, while recognizing the benefit of low-emission, low-fuel consumption vehicles.	2010 - 2015
Bicycle and pedestrian routes shall be incorporated into new development areas, with encouraged use of wide sidewalks to accommodate both bicycle and pedestrian traffic.	Ongoing
Shoulder improvements shall be made to County roads during resurfacing projects, to accommodate bicycles along mapped bicycle routes, where appropriate.	Ongoing
Advertising and outreach shall be utilized to generate increased awareness of the transit services offered by the Rock County Council on Aging.	Ongoing
The Wisconsin Information System for Local Roads database shall continue to be updated and utilized by the Town.	Ongoing
UTILITIES AND COMMUNITY FACILITIES	
Develop and undertake a process to annually review Town utilities and community facilities, and their associated services, which are provided directly by the Town, including the Town Hall and Town Police Department, and the Town Fire Department to ensure they are adequate to meet the needs of Town residents.	2010-2015
Develop and undertake a process to annually review Town utilities and community facilities, and their associated services, that are provided directly by other municipalities, including Rock County (Sheriff's Department, Parks, Tele-Communications Center, storm water management), City of Beloit (Water Utility, Ambulance Service) and private entities (energy and trash/recycling) to ensure they are adequate to meet the needs of Town residents.	2010 - 2015
Explore shortcomings of the current cable/internet provider, and consider entering into negotiations/agreement with a major cable/internet provider to ensure timely, efficient, equitable, and affordable service in Town.	Ongoing
Support development of the State Trails Network Plan, the Rock County Outdoor Recreation and Open Space Plan: 2003-2008 and other bicycle/pedestrian trails through cooperation with the WDNR, County, trails friends groups, and other applicable entities	Ongoing
Conduct a comprehensive study, including environmental impact, revenue potential, regulatory/permitting options, and public opinion, among other issues, to determine the feasibility of allowing wind farms in the Town.	2010 - 2015
LAND USE	
Utilize the Town's Future Land Use Map in review and evaluation of all conditional use, rezone and development proposals, with approval dependent on consistency with the Future Land Use Map.	Ongoing
Develop a standardized process to review and evaluate all conditional use, rezone and development proposals in the Town, including but not limited to Land Evaluation Site Assessment (LESA) scoring, septic suitability mapping, and the evaluation of development hazards.	2010 - 2015
Develop a process to ensure protection of the Town's vital natural resources, including but not limited to requiring identification of these resources in all rezone and development proposals.	2010 - 2015
Explore the possibility of requiring a "Cost of Development" analysis to be conducted, and paid for by the developer, for each proposed residential development in the Town.	2010 - 2015
Participate and/or support the formulation of a Growth Management Coalition, to guide the pattern and pace of regional growth, composed of Town representative(s), as well as those from other county municipalities.	Ongoing
Abolish the Rural Agricultural Transition (RAT) and Urban Agricultural Transition (UAT) zoning districts from the Town's Zoning Ordinance.	2010 - 2015
Explore the creation of a Town Center zoning district for the Shopiere area, to promote a mixture of retail and residential land uses, and create a unique, attractive destination for visitors and residents.	Ongoing
Develop strategies and plans to locate commercial uses near interstate interchanges in the Town, to provide sales and services for residents and for the traveling public.	Ongoing

ECONOMIC DEVELOPMENT	
Pursue the creation of a Town Center zoning district that would incorporate design standards for the Shopiere area, to attract and promote a quaint, specialty-shopping destination with new and needed retailers to serve Town residents and attract regional visitors.	2010 - 2015
Explore ways to attract or provide incentives to small independent retailers looking to locate in the Town.	Ongoing
Explore local policies to attract and support agricultural-related businesses and industries in the Town.	Ongoing
Continue working with other governmental agencies and non-profit organizations to promote economic development in the Town.	Ongoing
Explore opportunities for Nature Tourism in the Town and pursue appropriate development of feasible opportunities and the necessary marketing to attract visitors.	2010 - 2015
INTERGOVERNMENTAL COOPERATION	
Continue open communication with neighboring communities.	Ongoing
Work with the City of Beloit to extend Cooperative Boundary Agreement.	2010 - 2015
Explore opportunities and benefits of potential contracting, service consolidation, and/or provision sharing among Turtle and other jurisdictions.	Ongoing
Participate in a Growth Management Coalition led by Rock County.	Ongoing
Participate in and promote regional transportation, land use and economic development efforts.	Ongoing

Plan Updates and Revisions

The Town of Turtle Comprehensive Plan is intended to be a “living document”. Over time, social and economic conditions tend to change. The comprehensive plan should be updated periodically to reflect any changes that occur. These updates ensure that the statistical data is current (census data in this plan is based on the 2000 census, already almost 8 years old) and that the plan’s goals, objectives and policies maintain their integrity throughout the planning period. Under the current law, it is required that an update be undertaken at a minimum of every ten years. However, it is recommended that the plan be reviewed and updated every five years. This will ensure that any changes occurring in the Town are reflected.