

Chapter 11 - Implementation

Per State of Wisconsin Statute 66.1001 - Comprehensive Planning (2) (i), the Implementation Element of a community's comprehensive plan is 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."

This Chapter provides information on *Plan* implementation. 11.1. provides a rationale for planning for implementation, whereas 11.2. inventories *Plan* implementation mechanisms and procedures.

11.1. Implementation Planning

A plan must be implemented for it to have an effect. Simply stated, an unimplemented plan is an unused plan. In addition to various other factors, plan implementation often falters due to the plan's failure to clearly delineate a framework for implementation. Plan development often becomes the end of the planning process, rather than achievement of the plan goals and objectives through policy implementation. Planning for policy implementation is a key to ensure achievement of a plan's goals and objectives.

Identification of policy tools and timelines, and the process for plan adoption, updates, and amendments, offers a path towards developing an implementation framework, ultimately ensuring full, timely, and efficient plan implementation. Policy tools, in the form of government agencies/departments, plans, and programs, government regulations, and government-non government partnerships, are the means by which a plan's policies can be implemented. Timelines delineate a specified time period in which a policy should be implemented, providing for an objective evaluation of *Plan* implementation. Plan adoption provides a legal basis for plan implementation, whereas plan updates and amendments ensure the plan will continue to evolve and adapt to unforeseen issues and opportunities, new trends and concepts, and public and political sentiment.

11.2. Implementation Inventory

An implementation inventory identifies the mechanisms and procedures that provide a framework and path towards full, timely, and efficient implementation of a plan. The following inventories information vital to ensure this *Plan's* implementation, utilizing the following categories:

- Policy Tools
- Policy Timelines and Indicators
- *Plan* Adoption, Updates, and Amendments

Policy Tools*

Policy tools are grouped into five categories, as follows:

1. Existing Government Agencies/Departments, Programs, and Plans
2. Potential Government Agencies/Departments, Programs, and Plans
3. Existing Government Regulations
4. Potential Government Regulations
5. Government and Non-Government Partnerships

All policy tools are codified indicating the tool's category (as stated above), jurisdiction level (Town, County, Regional, State, or Federal), the applicable Agency/Department, Program, or Plan, and, if relevant, the Agency/Department Division. As an example, the existing Parks Division of the County's Public Works Department would be codified as 1.2.D.b.

1. Existing Government Agencies/Departments, Programs, and Plans

1.1 *Municipal - Town, Village, City*

- 1.1.A. *Comprehensive Plans:* Like this *Plan*, all Town, Cities, and Villages in the County have their own comprehensive plans that inventory and make recommendations on issues including transportation, housing, utilities and community facilities, economic development and intergovernmental cooperation. Each local plan details policies for future growth.

* This policy tool inventory is not intended to be exhaustive or reflective of every tool that could potentially be utilized to implement this *Plan's* policies. Rather, this inventory reflects those tools identified most relevant and prevalent in ensuring implementation of this *Plan's* policies.

1.2. County

- 1.2.A. *Rock County Planning, Economic, and Community 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 Divisions, including:
- a. *Strategic and Comprehensive Planning Division:* This division formulates or assists in the formulation of plans, programs, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County's *Agricultural Preservation Plan - 2005 Update* and comprehensive plans for various County municipalities were developed by this Division.
 - b. *Development Review, Land Divisions, and Enforcement Division:* This division administers and enforces plans, policies, and ordinances to ensure orderly and sustainable development for County residents and municipalities. The County's Zoning Ordinance (Chapter 32 - Municipal Code of the County of Rock) and Land Division Regulations (Chapter 15 - Municipal Code of the County of Rock) are both administered and enforced by this division.
 - c. *Economic Development Division:* This division provides consultative services to County municipalities, promoting activities and programs that position and prepare the municipalities for economic development opportunities. *The Rock County Economic Development Plan - 2020*, to be completed by this division in 2011, will provide a comprehensive framework in which to guide the County's economic development, and this division's work plan, to the year 2020.
 - d. *Housing and Community Development Division:* This division administers the County's housing programs and loan portfolio (Federal Community Development Block Grants) 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 Division:* This division provides various products and services vital to planning and development activities in the County, including transportation and municipal water quality service area development planning, Geographic Information System (GIS) mapping and data development, and administrative support.

- 1.2.B. *Rock County Land Conservation Department:* This department works to conserve the County's soil and wildlife habitat, ensure a quality water supply, and provide invasive species abatement and hazardous chemical collection. This Department achieves these ends by administering and enforcing the County's Construction Site Erosion Control (Chapter 27 - Municipal Code of the County of Rock), Storm Water Management (Chapter 28 - Municipal Code of the County of Rock), Non-Metallic Mining Reclamation (Chapter 31 - Municipal Code of the County of Rock), and Animal Waste Management (Chapter 30 - Municipal Code of the County of Rock) Ordinances, and various Federal and State regulations, and by providing technical assistance, education, and outreach.
- 1.2.C. *Rock County Public Works Department:* This department oversees the management of various services and infrastructure vital to County residents. This department is comprised of three service divisions, including:
- a. *Highways Division:* This division maintains all Federal, State, and County highways, in addition to Town roads in which the Division is contracted, by performing routine (snow-plowing, grass cutting, etc.) and major (road repair and expansion, etc.) maintenance. This division annually lists current and future County road and bridge projects.
 - b. *Parks Division:* This division manages all County park properties, ensuring adequate and diverse outdoor recreational opportunities for County residents and visitors. This division manages these properties according to the County's *Parks, Outdoor Recreation, and Open Space (POROS) Plan - 2009-2014*.
 - c. *Airport Division:* This division manages the Southern Wisconsin Regional Airport. This Division ensures the air transport needs of the area's existing and potential businesses are met, a service vital in ensuring immediate and future economic development in the County.
- 1.2.D. *Rock County, Wisconsin Parks, Outdoor Recreation, and Open Space Plan (POROS): 2009-2014 (Chapter 12-Rock County Comprehensive Plan 2035):* This plan, updated in 2009, outlines policies to ensure the effective and efficient management of the County's park properties and specified ESOSA. It also aims to ensure diverse outdoor recreational opportunities. *The Rock County Bicycle and Pedestrian Plan*, a component of the plan, identifies existing and proposed off-road bicycle/pedestrian routes, lanes, and trails, and associated infrastructure in the County, providing existing and potential connections between communities and other social centers in a direct and safe manner.

- a. *Environmentally Significant Open Space Areas (ESOSA)*: Rock County has analyzed and defined fourteen ESOSAs in the *POROS Plan*. ESOSAs are natural features that can be protected through conservation easements. Some must be monitored according to State or federal mandate, while others have been recognized by Rock County as requiring protection or identification. These areas, when protected from development, serve to aid against the depletion of wildlife habitat, clean air and water, and open space. It is likely that ESOSAs will be updated and added to the Land Division Regulations during the term of this *Plan*.
 - b. *Conservation Easements*: Conservation easements can be compulsory or voluntary. Compulsory conservation easements occur when a governmental unit designates, through approved policy and/or through code, land or environmental conditions that are not acceptable for building. The government entity may prevent these areas of concern from being built upon by placing a permanent conservation easement (deed restriction) on the portion of the land where those conditions exist. In Rock County some ESOSA features are protected through compulsory conservation easements.
- 1.2.E. *Rock County Agricultural Preservation Plan: 2005 Update (Chapter 13-Rock County Comprehensive Plan 2035)*: This plan, updated in 2005, aims to ensure preservation and continued utilization of productive agricultural lands in the County. A County Agricultural Preservation Plan, certified by the State of Wisconsin, is a requirement of the State's Farmland Preservation Program, offering tax credits to County agricultural landowners enrolled in the Program.
- 1.2.F. *Rock County Natural Hazard Mitigation Planning Manual and Plan (Chapter 14-Rock County Comprehensive Plan 2035)*: This plan, completed in 2004, outlines policies designed to protect the County's residents, critical facilities, infrastructure, private property, and environment in the event of a natural disaster, including but not limited to, floods, high winds, extreme winter weather events and agricultural drought.
- 1.2.G. *Rock County Lands Records Modernization Plan: 1998-2003 (Chapter 15-Rock County Comprehensive Plan 2035)*: This plan, completed in 2003, is designed to guide the process of land records modernization in the County, including development and maintenance of a fully functional GIS. This plan is scheduled to be updated in 2009.
- 1.2.H. *Southern Wisconsin Regional Airport Land Use Plan & Zoning Ordinance (Chapter 16-Rock County Comprehensive Plan 2035)*: This plan, completed in

2009, is designed to assist local zoning administrators in the implementation and enforcement of the Airport Overlay Zoning District Ordinance, and is to be utilized in conjunction with the *Master Plan for the Southern Wisconsin Regional Airport*, located in the City of Janesville.

- 1.2.I. *Rock County Land and Water Resources Management Plan (LWRMP)*: This plan, updated in 2009, serves as a long-term strategic conservation plan for the County. The LWRMP, in coordination with this *Plan* discusses issues related to land use, physiography, soils, surface water (including wetlands) and groundwater, within the framework of watershed management. The LWRMP also includes discussion of other natural resource concerns, including threatened and endangered species, forests and woodlands, invasive species, identification of priority farms for agricultural preservation efforts, and State and local regulations used to implement the Plan.
- 1.2.J. *208 Water Quality Plans*: The principal purpose of the 208 Water Quality Plans is to develop a long-range sanitary sewer service boundary for areas with large concentrations of population. In Rock County, the Cities of Janesville and Beloit and the Town of Beloit would fall into this classification. The urban sanitary sewer service area boundary identifies the geographic land area within which sanitary sewer service could be made available in a cost-effective and environmentally acceptable manner.

1.3. *Regional*

- 1.3.A. *Janesville Area Metropolitan Planning Organization (JAMPO)*: This organization (JAMPO), comprising the Cities of Janesville and Milton, and portions of the Towns of Harmony, LaPrairie, Janesville, Rock, and Milton, is tasked with regional transportation planning within these areas. JAMPO plans include:
- a. *2005-2035 - Janesville Area Long Range Transportation Plan*: This plan, adopted in 2006, identifies JAMPO's "existing transportation conditions and those areas where improvements are needed to adequately provide a cost-effective and efficient transportation system over the next 30 years."
 - b. *2007-2012 - Transportation Improvement Program - Janesville Planning Area*: This plan, completed in 2006 and updated annually, is a staged six-year program of transportation improvement projects within JAMPO areas.

1.3.B. *State Line Area Transportation Study (SLATS)*: This organization, comprising 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, is tasked with regional transportation planning within these areas. SLATS plans include:

- a. *South Central Wisconsin Commuter Study*: This study, currently in development, aims to improve transit options from the Cities of Janesville/Beloit area to the Chicago, Illinois metropolitan area and Dane County, Wisconsin. Various elements of the study have been completed or are currently underway, including a market analysis examining traffic flows to and from South Central Wisconsin. This study will continue the market analysis, developing a *Purpose and Needs Report*, setting a framework for the study's goals and objectives.

1.4. State

1.4.A. *Wisconsin Department of Natural Resources (WDNR)*: This department is dedicated to the preservation, protection, effective management, and maintenance of the State of Wisconsin's natural resources. WDNR plans and programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Managed Forest Law (MFL) Program*: This program is designed to encourage sustainable forestry on private lands by providing property tax incentives to forest landowners. Lands entered in this program are required to have a written management plan, prepared by a certified plan writer or WDNR forester.
- b. *Brownfield Remediation and Redevelopment Program*: This program, and the State of Wisconsin's Department of Commerce Blight Elimination and Redevelopment Program, both have a wide range of financial and liability tools available to assist local governments or private entities in the redevelopment of brownfields, often consisting of a mixture of higher-density residential, commercial, and public uses.
- c. *Wisconsin State Trails Network Plan*: This 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, focusing on abandoned rail corridors, utility corridors, critical road connections, and natural feature corridors such as the Ice Age National and State Scenic Trail.

- d. *Land and Water Conservation Fund, Federal Recreation Trails, and Stewardship Local Assistance Grant Program*: These programs, administered jointly by the National Parks Service and WDNR, offer up to 50% match grants to State and local governments to acquire land for State and local recreation areas, trails, urban green space, river and stream corridors, flowages and lakeshores, and to develop and improve visitor amenities at State and local parks and recreation areas.
 - e. *State Natural Areas (SNA) Program*: This program protects outstanding examples of the State's native landscape of natural communities, and significant geological formations and archeological sites. Areas are included in the program by several methods, including land acquisition, donations, conservation easements, and cooperative agreements. Areas owned by other government agencies, educational institutions, and private conservation organizations are brought into the program by formal agreements between the WDNR and the landowner.
 - f. *Natural Heritage Inventory (NHI) Program*: This program conducts field surveys for rare species and natural communities throughout the State that provide, or potentially provide, critical landscape functions, including movement corridors, undisturbed habitat, and ecosystem support. This Program initially inventories sites to determine their ecological significance. Some sites determined to be ecologically significant are designated as State Natural Areas while others are purchased by private land trusts or conserved through State and local government planning efforts.
- 1.4.B. *Wisconsin Department of Transportation (WisDOT)*: This department promotes and financially supports automobile, air, rail, and water transportation, as well as bicycle and pedestrian facilities, in the State of Wisconsin including planning, building, and maintaining the State's highways and Interstate highway system, and sharing the costs of building and operating County and local government transportation systems. WisDOT plans and programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Translink 21: A Multi-Modal Transportation Plan for Wisconsin's 21st Century*: This plan, completed in 1994, provides policies for State transportation planning, including automobile, rail, air, water, transit, bicycle, and pedestrian, through 2020. 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 government transportation needs.

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- b. *Connections 2030 Plan*: This 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 public transit options. This plan's policies pertain to specific transportation corridors throughout the State, five of which incorporate portions of the County, including:
- 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 plan, completed in 1999, focuses on State-managed highways and bridges, developing policies for improvement over the next 20 years. 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. *Rustic Roads Program*: This program, created by the State of Wisconsin Legislature in 1973, aids citizens and local governments in preserving the State'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, and can be linked with off-road bicycling/pedestrian trails to create a regional trail network to stimulate economic development from homebuyers, tourists, and recreational users.
- e. *Wisconsin Rail Issues and Opportunities Report*: This plan, completed in 2004, inventories State rail infrastructure and identifies rail transportation issues and opportunities. This plan is intended to direct the rail element of the *Connections 2030 Plan*.
- f. *Wisconsin State Airport System Plan 2020*: This plan, completed in 2000, inventories State airport facilities and identifies air transportation issues and opportunities.
- g. *Wisconsin Bicycle Transportation Plan 2020*: This plan, completed in 1998, aims to "establish bicycling as a viable, convenient, and safe transportation choice throughout Wisconsin." A map identifying existing County bicycling conditions is a component of this plan.
- h. *Wisconsin Pedestrian Policy Plan 2020*: This plan, completed in 2002, outlines State and local government measures to increase walking as a
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viable transportation mode, including promoting pedestrian safety.

- i. *Wisconsin Information System for Local Roads (WISLR)*: This Internet-accessible System aids local governments and WisDOT in managing local road data, ultimately improving decision making and meeting State statute requirements. This system combines local road data with interactive mapping functionality, allowing users to produce maps and tables specifying the location of road-related data so as to identify trends in road use and volume.
- j. *Local Government Programs*: WisDOT provides a myriad of programs designed to aid local governments in maintaining and developing their transportation systems. The programs are grouped into five categories, and include Highways and Bridges, Public Transportation, Specialized Transit, Transportation Coordination, and Other Aid. Additionally, the Local Roads and Streets Council, an advisory body of local officials, is tasked with addressing the continuing impact of federal and State policy changes on local government transportation.

1.4.C. *Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP)*: This department is responsible for protecting water and soil, and animal and plant health, ensuring the viability of the State of Wisconsin's agriculture industry both domestically and internationally. DATCP programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Farmland Preservation Program*: The Wisconsin Farmland Preservation Act of 1977 created the Farmland Preservation Program. The program consists of three components: land use planning, soil and water conservation, and tax credit. Wisconsin residents who own at least 35 acres of farmland, meet farming income requirements, and have a County certified Land Conservation Plan (plus meet other criteria) are eligible to participate in the program. The amount of tax credit varies, depending on the household income and the amount of real estate taxes on the farmland. The Farmland Preservation Program is expected to be changed and updated significantly to be more effective as an agricultural preservation tool during the planning period
- b. *Grant/Loan/Technical Assistance Programs*: DATCP provides a myriad of programs designed to aid local governments and individuals in preserving agricultural lands and bolstering the State's agricultural industry.

1.4.D. *Wisconsin Housing and Economic Development Authority (WHEDA)*: This authority links State of 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. WHEDA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: WHEDA provides a myriad of programs designed to aid local governments and individuals in maintaining existing and developing new housing.

1.4.E. *Wisconsin Department of Commerce*: This department promotes safe and healthy communities by ensuring the State of Wisconsin is a viable place in which to live and do business. This department strives to retain and create quality jobs in the State by providing development assistance in areas such as marketing, business and community finance, exporting, small business advocacy, and manufacturing assessments. Department programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: This department provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.

1.4.F. *Wisconsin Department of Workforce Development*: This department is charged with building and strengthening the State of Wisconsin's workforce by providing job services including training and assistance to employers, employees, and the unemployed. Department programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: This department provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding work force.

1.5. *Federal*

1.5.A. *United States Housing and Urban Development Agency (HUD)*: This agency is responsible for policy and programs that address the Nation's housing needs, thereby improving and developing the Nation's communities. HUD programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: HUD provides a myriad of programs, including Community Development Block Grants (CDBG), designed to aid local governments in maintaining existing and developing new housing.

1.5.B. *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, and re-use solid waste. EPA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: EPA provides a myriad of programs designed to aid local governments in maintaining and improving environmental health.

1.5.C. *United States Fish and Wildlife Service (USFWS)*: This service conserves, protects, and enhances the Nation's fish and wildlife resources, by enforcing Federal wildlife laws, conserving and restoring wildlife habitat such as wetlands and fisheries, providing educational and outreach opportunities, and distributing aid to State fish and wildlife agencies. USFWS programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USFWS provides a myriad of programs designed to aid local governments in maintaining and improving fish and wildlife resources.

1.5.D. *United States Department of Agriculture (USDA)*: This department manages the Nation's agricultural resources by expanding markets, both domestically and internationally, for agricultural products, providing financing to expand rural housing, utilities, infrastructure, and job opportunities, reducing foodborne hazards, improving health through food assistance and nutrition education, and managing agricultural lands cooperatively with other levels of government and the private sector. USDA programs relevant to this *Plan* include, but are not limited to, the following:

- a. *Grant/Loan/Technical Assistance Programs*: USDA provides a myriad of programs designed to aid local governments in maintaining and improving agricultural resources.
- b. *Natural Resource Conservation Service Programs (NRCS)*: NRCS's programs help people reduce soil erosion, enhance water supplies, improve water quality, increase wildlife habitat, and reduce damages caused by floods and other natural disasters. Public benefits include enhanced natural resources that help sustain agricultural productivity and environmental quality that supports continued economic development, recreation, and scenic beauty.

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- c. *Farm and Ranch Land Protection Program (FRPP)*: The FRPP provides matching funds to help purchase development rights to keep productive farm and rangeland in agricultural uses. Working through existing programs, USDA partners with State, tribal or local governments and non-governmental organizations to acquire conservation easements or other interests in land from landowners for the purpose of preservation.
- 1.5.E. *United States Department of Labor (DOL)*: This department fosters and promotes the welfare of the Nation's job seekers, wage earners, and retirees by improving working conditions, advancing opportunities for profitable employment, protecting retirement and health care benefits, helping employers find workers, strengthening free collective bargaining, and tracking changes in employment, prices, and other national economic measurements. This department administers a variety of federal labor laws including those that guarantee workers' rights to safe and healthful working conditions, a minimum hourly wage and overtime pay, freedom from discrimination, unemployment insurance, and other income support. DOL programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Grant/Loan/Technical Assistance Programs*: DOL provides a myriad of programs designed to aid local governments in supporting, maintaining, and expanding the work force.
- 1.5.F. *United States Economic Development Administration (EDA)*: This administration works to promote innovation and competitiveness in the Nation's economic development, preparing it for growth and success in the worldwide economy. This administration works to generate jobs, retain existing jobs, and stimulate industrial and commercial growth in economically distressed areas experiencing high unemployment, low income, or other severe economic distress. This administration works in partnership with state and local governments, regional economic development districts, and public and private nonprofit organizations, empowering them to develop and implement economic development and revitalization strategies. EDA programs relevant to this *Plan* include, but are not limited to, the following:
- a. *Grant/Loan/Technical Assistance Programs*: EDA provides a myriad of programs designed to aid local governments in encouraging and promoting economic development.
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2. Potential Government Agencies/Departments, Programs, and Plans

2.1 County

- 2.1.A. *Consulting Services Program:* This program provides planning and development resources and expertise to County municipalities that lack them, ensuring municipal planning and development activities benefit both municipal residents and the region as a whole. Services offered by the Program would include, but would not be limited to:
- Comprehensive Plan updates
 - Comprehensive, strategic, and site-planning
 - Educational workshops
 - Ordinance development and revision
 - GIS mapping and database development
 - Boundary line agreement mediation and development
 - New program administration
 - Community and economic development
- 2.1.B. *Agency Annual Reports:* These reports, offering an inventory and analysis of a government agency/department at a regular interval, are vital in assuring that the agency/department stay vibrant, efficient, and productive. These reports inventory accomplishments, aiding in goal-setting, identify staff/resource needs, and develop work plans and budgets for future years.
- 2.1.C. *Land Use Inventory Program:* This program provides accurate, accessible historical and current land use data, vitally important to a local government in providing a context for and guiding current and future day-to-day decision-making and policy development, ultimately ensuring consistent, efficient, and high-quality service to its customers. Specifically, this program provides clear, consistent, and easily reproducible land use data gathering, input, storage, and maintenance policies and guidelines to achieve the aforementioned ends.
- 2.1.D. *Land Evaluation and Site Assessment (LESA) Program:* This program categorizes land parcels, guiding land use decisions, by evaluating suitability for specific uses, including agriculture, development, or recreational. This program utilizes a comprehensive, objective methodology to develop a LESA Score for all land parcels, evaluating suitability for the aforementioned uses. A land parcel's LESA Score can then be utilized in land use decisions pertaining to that parcel.

- 2.1.E. *Purchase of Agricultural Conservation Easements (PACE)/Purchase of Development Rights (PDR) Programs:* PACE is aimed at maintaining the economic viability of keeping land in agriculture, even in the face of development pressure. PACE programs facilitate the purchase of the right to develop farmland property (i.e. purchase the value of putting a conservation easement on the property) that meets pre-established criteria for agricultural preservation. Through various efforts, including partnerships with other governmental and non-profit agencies, a landowner can voluntarily put a conservation easement on his or her land that permanently prohibits the right to develop the land in the future. The deed to the property reflects the inability to develop no matter who owns the land or how many times it is sold. This system lowers the value of the land for taxing purposes and also provides cash-in-hand to the landowner that can be used for re-investment into the farming operation.
- a. *Voluntary Conservation Easement:* These land use agreements are typically used as part of a Transfer of Development Rights (TDR) or PACE/PDR transaction. They are the same legal agreements as compulsory conservation easements, but are established when the right to develop a property is purchased from a private landowner by a qualified land trust, conservation organization or government agency for the purpose of limiting land to specific uses and thus protecting it from development. The development right value of a voluntary conservation easement is often purchased, but is frequently donated by conservation-minded landowners. Grantors can receive tax benefits as a result of donating easements that may apply to parts of or entire parcels of property.
- 2.1.F. *Transfer of Development Rights (TDR) Program:* This program, similar to PDR, separates a parcel of land from its development rights. Transferring development rights is based on the same principles as a PACE, but also provides a mechanism for cooperating units of government to designate sending areas (areas where preservation of farmland is desired) and receiving areas (areas where new development is desired). Those seeking to develop in a receiving area must first buy development rights from landowners in a sending area. Once a development right is purchased and transferred, the landowner in the sending area permanently gives up the ability to develop all or a portion of the property.
- 2.1.G. *Boundary Line Agreements:* These agreements, formulated between neighboring municipalities, delineate boundaries into which the municipalities can grow and develop for a specified time period, usually 20 years. These agreements reduce land use conflicts while encouraging intergovernmental

cooperation and appropriate, orderly, and responsible growth and development.

- 2.1.H. *Infill and Brownfield Development Program:* This program offers an alternative to annexation, allowing for City/Village growth and preservation of Town land. Infill development utilizes vacant land or restores/rehabilitates existing infrastructure in areas with existing public services. Infill development, consisting of housing and/or a variety of other compatible uses, often attracts significant public and private sector investment, and often has the effect of reducing governmental service costs. Brownfield redevelopment can also be utilized to stimulate infill development. Brownfields, often located in Cities and Villages, are abandoned, idle, or underused commercial or industrial properties whose expansion or redevelopment is hindered by contamination. Various Federal and State programs offer funds to local governments to assist in the redevelopment of brownfields, often resulting in a mixture of higher-density residential, commercial, and public uses.
- 2.1.I. *Green Building Program:* This program promotes and encourages green building practices, formalized in Leadership in Energy and Environmental Design (LEED) principles. LEED principles guide new building construction (including housing, commercial, industrial, and institutional) and maintenance/rehabilitation in a manner that conserves energy usage and increases energy efficiency. These principles are increasingly utilized in new building construction and maintenance/rehabilitation due to the environmental and socio-economic costs of traditional building energy usage.
- 2.1.J. *Regional Planning Body:* These entities provide basic information and planning services necessary to address planning issues that transcend the boundaries, technical expertise, and fiscal capabilities of local governmental units, including public works systems (highways, transit, sewerage, water supply, and park/open space facilities) and environmental issues (flooding, air and water pollution, natural resource conservation, and land use).
- 2.1.K. *Impact Fee Programs:* This program imposes a fee on new development, utilized to aid in paying for the cost of public services, including parks, schools, roads, sewer, water treatment, utilities, libraries, and public safety buildings, as required by the new development.
- 2.1.L. *Tax Incremental Financing (TIF) Programs:* This program utilizes future gains in tax revenue to pay for current development that will create those gains, within a designated geographic area (district).

3. Existing Government Regulations

3.1. *Municipal - Town, Village, and City*

- 3.1.A. *Zoning Ordinances*: These ordinances identify zoning districts, stipulating allowable uses on lands in municipalities, including agricultural, residential, business/commercial, industrial, special and unique, and environmentally sensitive/open space area preservation.
- 3.1.B. *Subdivision Ordinances*: These ordinances are applicable to land divisions creating new parcels of land and often require a preliminary application and an approved certified survey map, subdivision or condominium plat.
- 3.1.C. *Extraterritorial Jurisdiction*: Each city and village in the State of Wisconsin has the right to review and approve land uses in areas adjacent to their borders. This is called extraterritorial jurisdiction. Cities with a population of 10,000 or more have the right to control land use within three miles of their borders. Cities and villages with less than 10,000 in population have the right to control land use within one and one half miles of their borders. Eleven Cities and Villages, within Rock County or in adjoining counties, retain this jurisdiction over land uses in Rock County Towns.

3.2. *County*

- 3.2.A. *Rock County Zoning Ordinance (Chapter 32 - Municipal Code of the County of Rock)*: This ordinance regulates land use in specific areas of the County including its shorelands, lowlands/wetlands, and County-owned property, including the Southern Wisconsin Regional Airport. The County's Shoreland Overlay Zoning District (SO) regulates the use or alteration of shorelands, those lands within 1,000 feet of the ordinary high-water mark of any navigable lake, pond, or flowage, or within 300 feet of the ordinary high-water mark of any navigable river or stream.
- 3.2.B. *Rock County Land Division Ordinance (Chapter 15 - Municipal Code of the County of Rock)*: This ordinance regulates any land division creating a parcel of land less than 15 acres in the County, requiring a preliminary application and an approved certified survey map, subdivision or condominium plat.
- 3.2.C. *Rock County Storm Water Management Ordinance (Chapter 28 - Municipal Code of the County of Rock)*: This ordinance manages stormwater in the County's unincorporated areas by establishing long-term requirements to reduce post-construction storm water and associated pollutants. This ordinance requires a permit for any activity disturbing more than one acre of land.

- 3.2.D. *Rock County Non-Metallic Mining Reclamation Ordinance (Chapter 31 - Municipal Code of the County of Rock)*: This ordinance regulates all active non-metallic mine sites in the County, requiring compliance with standards relating to re-grading, re-vegetating, and post-mining land use conversion.
- 3.2.E. *Rock County Construction Site Erosion Control Ordinance (Chapter 27 - Municipal Code of the County of Rock)*: This ordinance manages erosion on construction sites in the County's unincorporated areas by establishing requirements entailing best management practices to minimize the runoff of sediment and other pollutants, resulting from land disturbing activities, to waterways or adjacent properties.

3.3. *State*

- 3.3.A. *State of Wisconsin Department of Natural Resources (WDNR) Administrative Code Chapter NR 216 - Stormwater Discharge Permits*: This rule regulates stormwater in the State of Wisconsin by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.
- 3.3.B. *State of Wisconsin Statute Chapter 295 and State of Wisconsin Administrative Code NR 135*: This statute establishes the framework for Statewide regulation of non-metallic mining reclamation, with any site beginning operations after August 2001 required to have an approved reclamation plan and permit. This statute delegates regulation of non-metallic mining reclamation to Counties (The County regulates non-metallic mining reclamation within its borders through administration/enforcement of the aforementioned Non-Metallic Mining Reclamation Ordinance (Chapter 31 - Municipal Code of the County of Rock)).

3.4. *Federal*

- 3.4.A. *Environmental Protection Agency (EPA) Stormwater Phase II - Final Rule*: This rule regulates stormwater by requiring permits/management plans on large land-disturbing projects, or those taking place in environmentally sensitive areas.

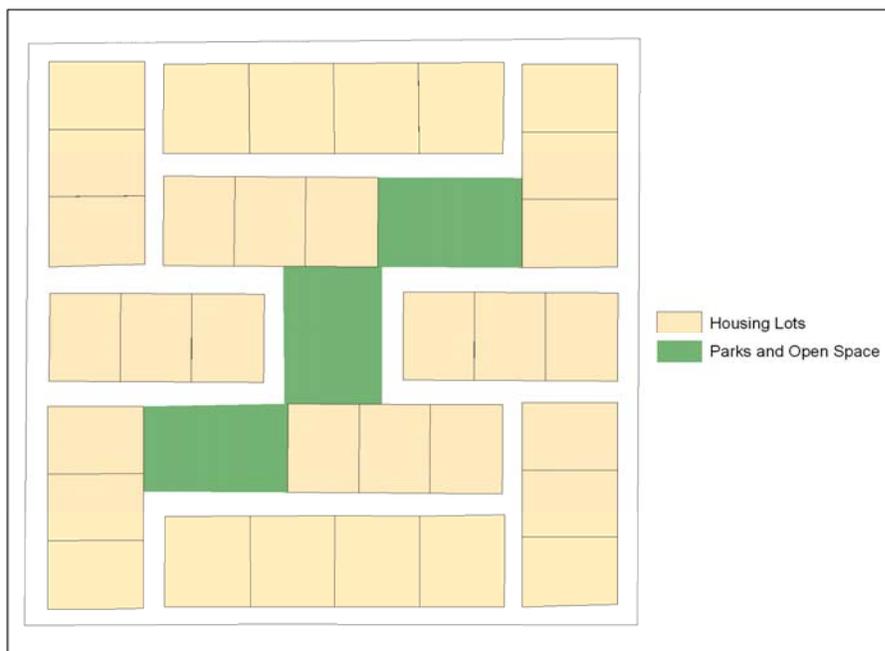
4. Potential Government Regulations

4.1. *Town*

- 4.1.A. *Subdivision - Design Standards*: Subdivision design standards, including traditional neighborhood, conservation, and fused grid, can be utilized to

offer an alternative to low-intensity, land-extensive residential 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. Conservation design, often utilized in rural areas or the urban fringes, clusters residential development, often on smaller lots and with curvilinear street patterns that are intended for building around existing natural resources and providing common open space. This type of design often has the added benefit of requiring less land for development. 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 11.1 displays one example of fused grid design.

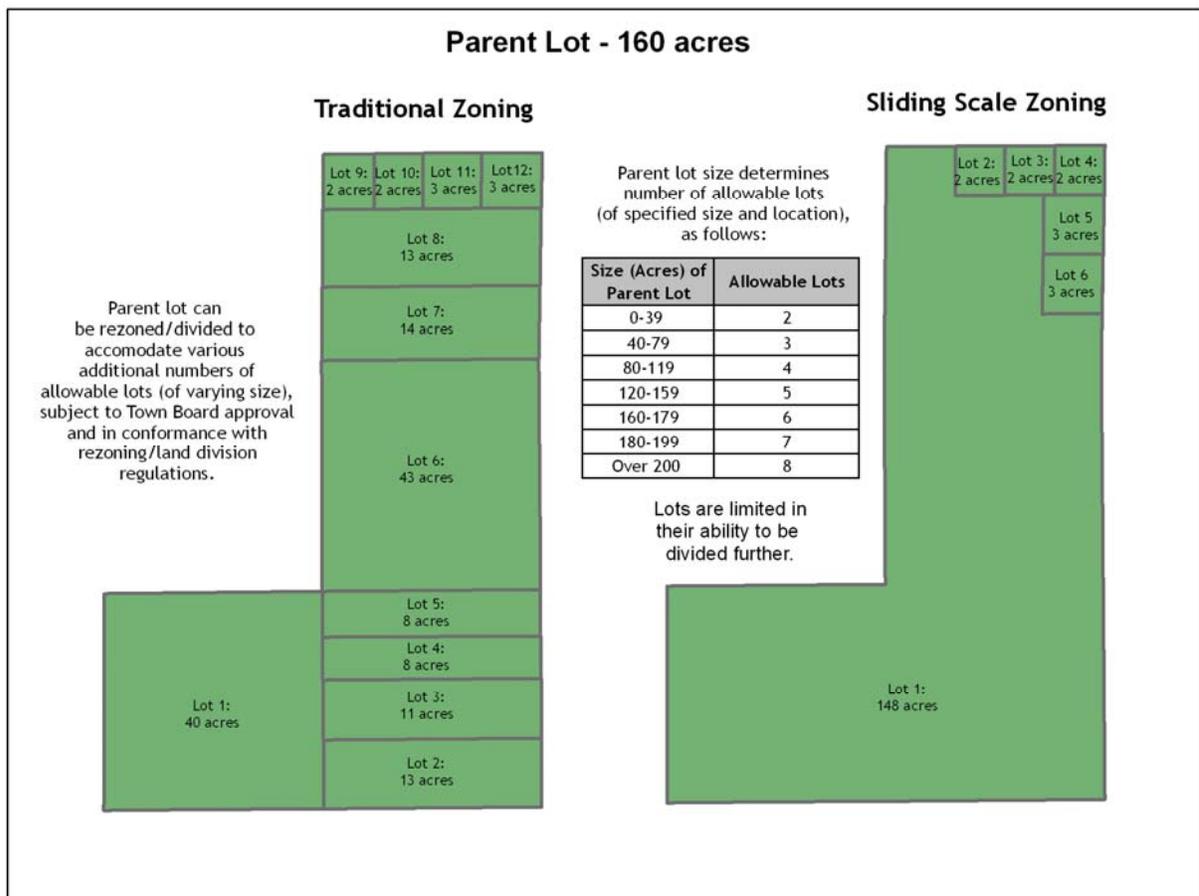
Figure 11.1:
Subdivision Design: Fused Grid



- 4.1.1.B. *Zoning District - Sliding Scale:* These zoning districts can be applied to large agricultural lots to allow for housing development and protection of valuable agricultural lands. These districts limit the number of times an agricultural parent lot (a lot existing at the time of zoning district adoption) can be divided (split), based on the size of the lot. These districts stipulate the larger the agricultural parent lot the more splits it is entitled. As an example,

a 40-acre agricultural lot may be allowed two splits, with an additional split being allowed for each additional 40-acres. As such, an 80-acre lot would be allowed three splits, a 120-acre lot four splits, and so on. These zoning districts also stipulate the newly created lots (splits) are to be of a certain size (often 1 to 5 acres) and in a specified location and configuration. The remainder of the parent agricultural lot, and the newly created lots, are then restricted from further land division. Figure 11.2 provides a conceptual overview of sliding scale zoning in comparison to traditional zoning.

Figure 11.2:
Sliding Scale Zoning



- 4.1.1.C. *Zoning - Incentive, Performance, and Overlay:* Incentive, performance, and overlay zoning can be utilized to achieve various land use goals. Incentive zoning provides incentives to developers (higher densities, larger units, etc.) in exchange for community-wide amenities such as open space. Performance zoning regulates land use impacts rather than land use types, setting general outlines for the desired impact of land parcels and permitting various land

uses as long as the general outlines are achieved. An overlay zoning district is one that is superimposed over another, broader zoning district.

- 4.1.D. *Eco-Municipality Resolution*: These resolutions state a local government unit's commitment to long-term socio-economic and ecological health and sustainability. The State of Wisconsin is a leader in the Eco-Municipality movement, with approximately 20 State communities having adopted eco-municipality resolutions. These resolutions often focus on implementing sustainability measures in the day-to-day operations of the local government, ranging from energy consumption to building construction practices.
- 4.1.E. *Town Environmentally Significant Open Space Areas (TESAs)*: Towns may choose to adopt working into their zoning or subdivision ordinances that outline standards for environmental protection and criteria for development in areas with environmental concerns.

5. Government and Non-Government Partnerships

5.1. *County*

- 5.1.A. *Rock County Historical Society*: This non-profit organization offers programs and houses various materials vital in the telling and interpretation of the County's history.
- 5.1.B. *Chamber of Commerce*: These non-profit organizations are business fellowships designed to foster new business growth, support the business community, and promote and preserve local resources, to enhance an area's quality of life. These Organizations encourage and foster collaboration by supporting member networking and relationship building to promote business growth, providing information on issues vital to the area to existing residents and newcomers, promoting tourism, new business and cultural opportunities. The following County municipalities, the Cities of Janesville, Beloit, Milton, Edgerton, and Evansville, and the combined Villages of Orfordville and Footville, each have Chamber of Commerce serving the municipality and surrounding areas.
- 5.1.C. *4-H*: This non-profit youth organization is administered by the Cooperative Extension System of the United States Department of Agriculture, providing opportunities for young people to gain leadership, citizenship, and life skills through experiential learning programs located throughout the County.
- 5.1.D. *Rock County Economic Development Alliance*: This alliance consists of local economic development professionals working to promote development efforts throughout the County. The alliance works to address and finance various

industry, marketing, research, and workforce initiatives.

- 5.1.E. *Rock County Economic Development Division:* This division, a component of the County's Planning, Economic, and Community Development Agency, offers various services, including business development, community/organization capacity building, demographic analysis, marketing, program/policy advocacy, and workforce development, in addition to providing consultative services to facilitate business expansion and/or relocation, and other entrepreneurial activity, throughout the County.
- 5.1.F. *Growth Management Coalition:* There is a growing need to collaborate on planning and growth issues. By forming a growth management coalition of county and local planners, officials and other interested parties from local communities, there is an opportunity for open discussion, debate and consensus on important planning and growth decisions. In an effort to guide development, provide clear priorities for the location of growth, and find ways to best preserve agricultural and natural resources, a coalition between local jurisdictions provides a forum where all parties and considerations for growth can be heard and understood, thereby aiding in reaching consensus on the best way to manage growth in the interests of all stakeholders.

5.2. State

- 5.2.A. *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 land protection agreements, or 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 State of Wisconsin land trusts, providing resources and training.
- 5.2.B. *Wisconsin Historical Society:* This non-profit organization offers programs and houses various materials vital in the telling and interpretation of the County'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 man-made 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.

5.3. Federal

- 5.3.A *American Farmland Trust (AFT)*: AFT is committed to protecting the nation's best farm and ranch land and improving the economic viability of agriculture. This organization works with federal, state and local leaders and communities to develop legislation, implement policies and develop and execute programs that keep farmers on their land to protect our environment.

Policy Timelines

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 customers 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 Agency will prioritize implementation of those policies with a 2010-2015 timeline through formulation of an Agency workplan, ensuring incremental and consistent implementation of these policies throughout the five-year period. The Agency has set a benchmark of implementation of 80% of those policies with a 2010-2015 timeline by December 31, 2014.

It is important to note that all policy timelines presented in this *Plan* (Section III) 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.

Plan Adoption, Updates and Amendments

Plan adoption, in accordance with State of Wisconsin Statute 66.1001 - Comprehensive Planning (4) is the initial step towards *Plan* implementation. The adoption process includes enacting an ordinance of *Plan* adoption, supported by the majority vote of the County Board and requiring at least one public hearing at which the proposed ordinance is discussed.

Plan updates and amendments, also subject to State of Wisconsin Statute 66.1001 (4), ensure this *Plan* will continue to evolve and adapt to unforeseen planning issues and opportunities, new

trends and concepts, and public and political sentiment. The statute requires the *Plan* to be updated once in every 10-year period after adoption. The County, in accordance with updating procedure utilized for other County plans, will update this *Plan* once in every 5-year period after *Plan* adoption (2009). As such, *Plan* updates will be completed in the latter half of the years 2014, 2019, 2024, and 2029. The *Plan* amendment process includes enacting an ordinance of *Plan* amendment, supported by the majority vote of the County Board and requiring at least one public hearing at which the proposed ordinance is discussed.