

## 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.”*

This Chapter provides information on *Plan* implementation. Section 9.1 introduces the concept of *Plan* implementation, including policy tools, timelines, and indicators, whereas Section 9.2 provides an inventory of this *Plan's* policy tools. Section 9.3 lists the goals, objectives and policies of Chapters 2-8 and the implementation progress of the policies.

### 9.1 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 Agency staff, as well as input gathered from various stakeholders, including Town residents, elected officials, 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.

### 9.2 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

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### 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: 2009-2014 (POROS)

This Plan, adopted in February, 2009, 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.

### **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 Organizations (JAMPO)**

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. Two MPO's are located in the County, including:

- a. *Janesville Area Metropolitan Planning Organization (JAMPO)*: This MPO covers the Cities of Janesville and Milton, and the Towns of Milton, Rock, LaPrairie, Janesville, and Harmony. JAMPO plans include:

- *2005-2035 – Janesville Area Long Range Transportation Plan:* This Plan, adopted in 2006, identifies the MPO’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.” Multi-modal improvement and infrastructure investment is the cornerstone of this plan.
- b. *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**

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### **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 21<sup>st</sup> 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. This program, instituted in 1978, has been very popular not only in Johnstown Township but also statewide.

### **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**

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### **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 Johnstown Code of Ordinances)**

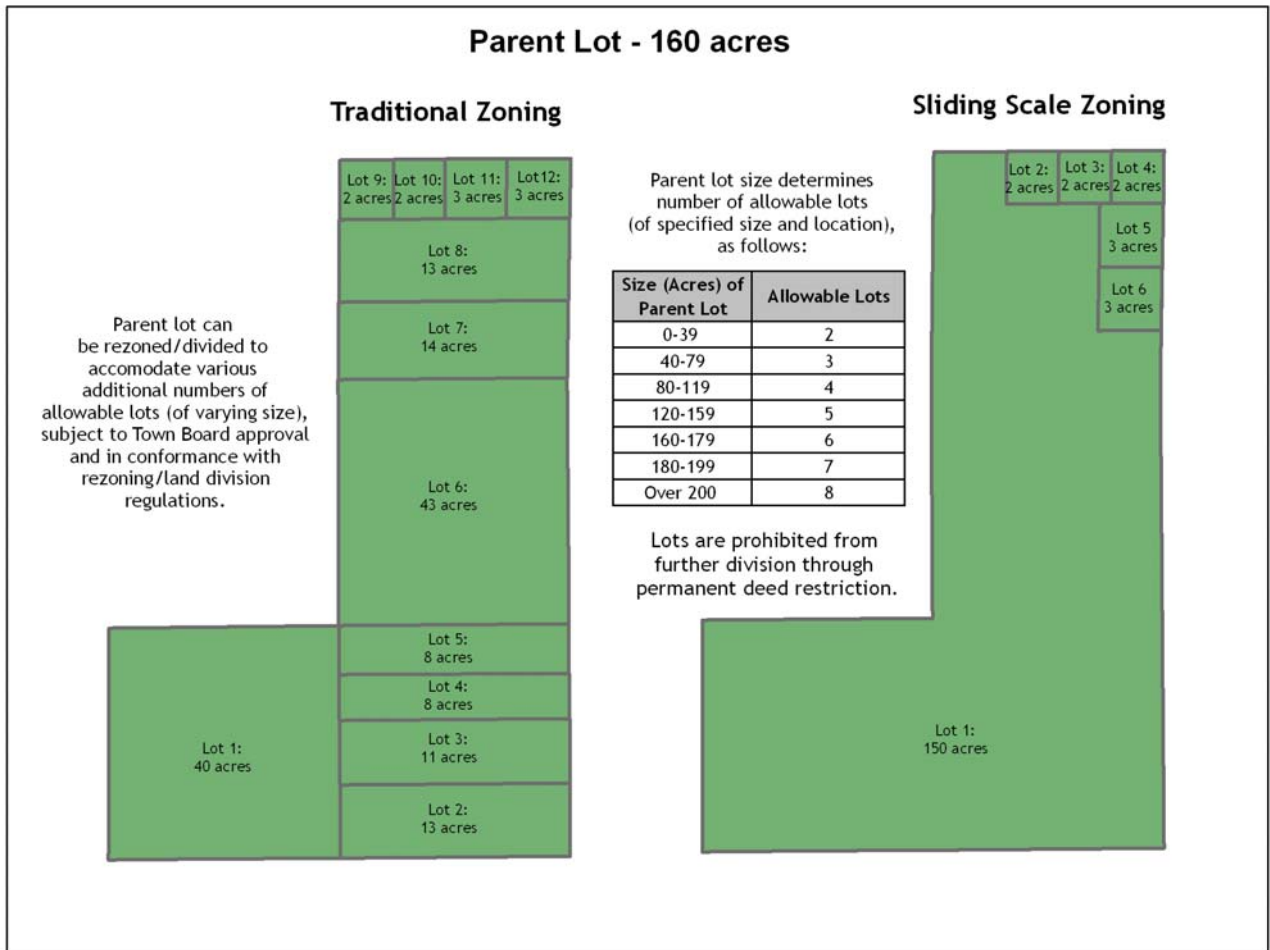
The Town's *Zoning Ordinance* identifies zoning districts, stipulating allowable uses on lands in the Town, including agricultural, residential, business/commercial, light industrial, special and unique, and environmentally sensitive/open space area preservation.

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 *Rural Residential (R-R)* districts are designated strictly for residential uses, at dwelling unit densities of 1 unit/1 acre. The Town's shorelands and lowlands/wetlands, both environmentally sensitive areas, are included in the County's *Shoreland (SO) Overlay* zoning district.

### **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 1* provides a conceptual overview of sliding scale zoning, in comparison to traditional zoning.

**Figure 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 2.* displays one example of fused grid design.

**Figure 2:  
Fused Grid Design**

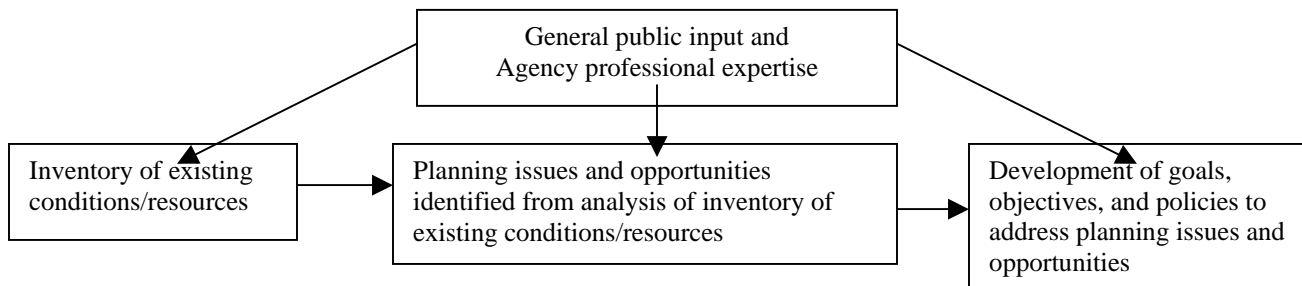


### 9.3 - Plan Goal, Objective, and Policy Development and Integration

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 3* displays the process utilized to develop this Plan's goals, objectives, and policies. This process utilized input gathered from County residents, elected officials, other interested parties, per the Citizen Participation Plan, in addition to the professional expertise of Agency staff.

**Figure 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.

The following compilation of goals, objectives, and policies are stated only for Elements 2-8 of this Plan, as they represent the “working elements”. Behind each policy in **bold** is the future status. This indicates the time period in which the policy may come into effect. Goals and objectives were not formulated for *Chapter 1 - Issues and Opportunities*, as this Chapter serves only to provide a conceptual planning framework nor for *Chapter 9 - Implementation* which serves only to identify concepts and tools to ensure implementation and achievement of this plan.

**CHAPTER 2 - HOUSING**

**Goal 1: To provide for planned and orderly development and redevelopment of residential areas in such a way that adverse environmental impacts are minimized, public services are efficiently provided and all means of transportation are accommodated.**

*Objectives:*

1. Direct new housing development (or subdivisions) to areas with substantial amounts of existing residential development.
2. Consider strategies for new residential development to minimize fragmentation of farmland and reduce the potential for farm vs. non-farm conflict.
3. Stabilize the physical condition of older neighborhoods by creating and enforcing property maintenance codes, developing funding programs, and applying for grants that are geared toward housing rehabilitation and maintenance, and buffering residential areas from incompatible land uses.
4. Identify the most suitable areas for new dwelling units on the Future Land Use Plan and guide new residential development into those areas.
5. Promote the development and implementation of residential design and building maintenance standards to ensure quality and energy-efficient housing.

**Goal 2: To develop residential areas that provide a variety of quality housing opportunities for all segments of the Town of Johnstown’s population; including senior citizens, low-income, and disabled residents.**

*Objectives:*

1. Promote cooperation among agencies, both public and private, that provide affordable housing;
2. Ensure that specialized residential facilities (e.g. elderly housing, CBRFs) are adequately served with transit service, pedestrian facilities, bicycle facilities, recreational facilities, and convenient, nearby shopping, service and entertainment areas;
3. Ensure that local zoning regulations provide for a variety of housing options.

*Policies:*

- 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 Johnstown should coordinate with the Rock County Planning Department in seeking Community Development Block Grant (CDBG) funds to provide, maintain, and rehabilitate housing for all income and age levels; **ONGOING**
- The town should promote principles of conservation neighborhood design in laying out new development, where permitted by the adopted Town Plan and Zoning Ordinance; **ONGOING**
- The Town of Johnstown shall encourage housing opportunities be provided through infill development; **ONGOING**
- The Town of Johnstown will strive to maintain the rural character of the town by enforcing the Town Plan and Ordinances as adopted; **ONGOING**

**CHAPTER 3 - AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

**Goal 1: Preserve, protect and responsibly manage all agricultural resources identified in this and other plans that pertain to the Town of Johnstown.**

*Objectives:*

1. Develop Town of Johnstown policies and mechanisms for more effective preservation and management of agricultural land;
2. Communicate and plan with neighboring communities to the greatest extent possible to ensure the protection of the Town's agricultural resources through cooperative efforts.

**Goal 2: Maintain agriculture as an important economic activity and open space resource in the Town.**

*Objectives:*

1. Encourage and promote innovative farming practices;
2. Research and determine the usefulness and potential implementation of Purchase of Development Rights and Transfer of Development Rights programs in the Town

**Goal 3: Preserve and protect the Town of Johnstown's natural resources.**

*Objectives:*

1. Perform responsible analysis and encourage appropriate management and preservation of surface waters, shoreland areas, floodplains, groundwater, wetlands, hydric soils, kettles and depressions, hilltops and view sheds, steep slopes, threatened and endangered species, natural areas, fish and wildlife habitat, woodlands, and valued trees within the Town of Johnstown.
2. Uphold the standards for Environmentally Significant Open Space Areas (ESOSAs) set forth in the Rock County Parks, Outdoor Recreation and Open Space Plan (Oct. 2003)

*Policies:*

- Promote conservation and preservation of farmland through consistent, well thought-out development practices. **Ongoing**
- Consider creating and developing a policy that will establish clear, concise rules about how, when and where development (especially residential) will occur. **1-2 Years**
- Consider meeting with neighboring Towns to promote and decide upon the viability of a regional preservation programs. **1-2 Years**
- Research and provide information to farmers regarding assistance programs, conservation practices, niche farming, organic farming, alternatives to development, etc. **Ongoing**
- Consider creating land division policy with clear criteria for residential development that requires maximum protection of agricultural and natural resources, density and open space requirements. **1-5 Years**
- Consider conducting research to determine possible costs and propose alternatives for Purchase of Development Rights and Transfer of Development Rights programs at the Town or multi-Town level. **1-5 Years**
- Establish clear policies and laws that will aide in the preservation of agricultural, natural and cultural resources. **Ongoing**
- Analyze and consider the impacts of development on all agricultural and natural resources present at the development site and in other off-site areas that might be affected by that development. **Ongoing**
- Consider the requirement to review of all land divisions regardless of size. **1-2 Years**
- Consider adopting and implementing ordinances addressing outdoor lighting, noise (except that associated with farming) and wireless telecommunication towers. **1-5 Years**
- Consider adopting and implementing an ordinance or guidelines for protecting viewsheds. **1-5 Years**
- Educate on and recognize all natural features present in the Town and commit to criteria for protection. **Ongoing**
- Prevent activities that directly or indirectly alter, disturb, or degrade Environmentally Significant Open space Areas (ESOSAs) within the Town of Johnstown by referencing and supporting the Rock County Parks, Outdoor Recreation, and Open Space Plan. **Ongoing**
- Require developers to incorporate and preserve ESOSAs within the designs and scope of their projects. **Ongoing**
- Review, analyze, and identify environmental issues affecting the design and safety of new development before development occurs. **Ongoing**
- Prevent activities that directly or indirectly pollute, threaten, or degrade the quality of Groundwater in the Town of Johnstown by referencing the Rock County Stormwater Management Ordinance and the Rock County Construction Site Erosion Control Ordinance. **Ongoing**
- Prevent activities that directly or indirectly pollute or threaten the quality of Wetlands in the Town of Johnstown by referencing Wisconsin Department of Natural Resources Shoreland and Wetland Law NR 115 and the Rock County Shoreland Zoning Ordinance. **Ongoing**
- Prevent development on hydric soils as they are mapped in the POROS Plan. **Ongoing**
- Prevent development activities that directly or indirectly affect kettles and depressions, their ability to act as natural recharge areas and the unique habitat they provide. **Ongoing**
- Preserve hilltops and vistas by not allowing development that detracts from their visual quality within the Town of Johnstown. **Ongoing**

- Consider identifying and developing policy that protects forests, woodlands and valued trees in the Town of Johnstown. **1-5 Years**
- Investigate and present options for creating and funding a Purchase of Development Rights program at the Town or Multi-Town level that is intended to make it viable for farmers to keep their land in agriculture and to preserve important or outstanding natural features. **Ongoing**
- Work cooperatively with the Ice Age Park and Trail Foundation to determine possible locations for the Ice Age Trail within the Town, if applicable. **Ongoing**

**Goal 4: Preserve and maintain cemeteries, architectural, historical, archeological or aesthetically interesting sites within the Town of Johnstown.**

*Objectives:*

1. Support, encourage and educate about efforts to identify, designate, document, maintain and preserve architectural and historical sites and buildings within the Town of Johnstown.
2. Provide methods and opportunities that will contribute to the knowledge and appreciation of cemeteries and architectural, historical, and archeological sites within the Town.
3. Encourage, support and assist in the identification of potential Rustic Roads within the Town of Johnstown.

*Policies:*

- Consider preventing activities that directly or indirectly alter, disturb, or destroy significant Historical Sites and Buildings within the Town of Johnstown by instituting Historic Preservation Districts at the Town level. **1-5 Years**
- Analyze and consider the effects of development on all architectural, archeological and historic resources present at the development site and in other off-site areas that might be affected by that development. **Ongoing**
- Identify existing and potential archeological sites within the Town. **Ongoing**
- Identify structures of architectural significance or interest. **Ongoing**
- Prevent activities that directly or indirectly alter, disturb, degrade, or destroy any Cemeteries, Burial, or Archeological sites within the Town of Johnstown by referencing and enforcing the State of Wisconsin Burial Site Laws. **Ongoing**
- Create language and/or resolutions at the Town level to utilize service groups such as church youth groups, boys and girls clubs, Boy Scouts of America, Girl Scouts of America, 4-H, FFA, or any other service/youth group to participate in the maintenance and / or restoration of cemeteries and burial sites within the Town. **Ongoing**

**Goal 5: Promote existing Cultural Resources (music and theater venues, cultural and minority organizations and events, etc.) identified in this , and other plans and inventories within the Town of Johnstown, Rock County and the surrounding area.**

*Objectives:*

1. Identify, attract, and support Cultural Resources for the citizens of the Town of Johnstown and Rock County.
2. Promote and encourage the efficient use of existing and potential resources and facilities to aid in the attraction and presentation of cultural events and activities.



3. Promote and educate on the potential for new cultural opportunities within the Town of Johnstown, Rock County and the surrounding area.

*Policy:*

- Consider enacting housing policy that encourages cultural diversity. **1-5 Years**
- Consider providing educational materials on available cultural resources and events. **1-5 Years**
- Identify other ways to encourage cultural diversity within the Town. **Ongoing**

**CHAPTER 4 - TRANSPORTATION**

**Goal 1: To provide a safe, efficient and equitable transportation system that meets the needs of diverse users while minimizing impacts on farming, landowners and the environment.**

*Objectives:*

1. Continue to monitor the safety of all roads in the community.
2. Promote and improve awareness and utilization of existing transit services, especially those that serve the elderly and disabled..
3. Inform potential new residents of the existence and necessity of agricultural traffic within and around the town.
4. Coordinate transportation and land use planning to minimize sprawl and traffic congestion.
5. Monitor speeding along all roads in the Town, especially on County Roads A and MM.
6. Promote right-of-way plantings and beautification that incorporates native plantings and maintains the scenic value and rural character.
7. Ensure that each new buildable lot has a safe driveway access point and meets sight distance standards.

**Goal 2: To support the development of a regional transportation network.**

*Objectives:*

1. Require and maintain an interconnected road network.
2. Cooperate with county and state entities to provide a safe interconnected road network.

**Goal 3: To offer alternate transportation mode options to help minimize Single Occupancy Vehicle (SOV) trips and provide recreation opportunities within the Town of Johnstown and the region.**

*Objectives:*

1. Ensure that the Town of Johnstown is and remains a safe and enjoyable location for recreational transportation, such as snowmobiling, bicycling and walking.
2. Expand, create and/or maintain local and regional facilities and services for biking, walking, and other non-auto modes of transportation.
3. Utilize State and federal funding programs whenever possible, to help finance highway and bridge, transit, rail ,enhancements and other transportation improvements, especially those that reduce Single Occupancy

Vehicle trips and air pollution, and benefit economic development in the region.

4. Support the findings of the South Central Wisconsin Commuter Study, to provide transportation alternatives to commuters in the Southern Wisconsin/ Northern Illinois region.
5. Aim to acquire more Rustic Road designations on appropriate roadways in the Town of Johnstown

**Goal 4: Support agriculturally economic sound transportation-related improvements in the Town of Johnstown.**

*Objectives:*

1. Use, update and accurately maintain the Wisconsin Information System for Local Roads (WISLR) to manage and inventory road attributes, administration, condition and maintenance requirements.
2. Continue to involve Town of Johnstown representatives in transportation-related committees and planning efforts throughout Rock County and the region.
3. Preserve, maintain and support existing transportation corridors that connect Rock County's companies to regional markets.
4. Support and encourage the use of the Southern Wisconsin Regional Airport.

*Policies:*

- Rezoning and land divisions in the Town shall be approved in appropriate locations based upon the Town of Johnstown Development Plan, so as to best utilize existing transportation networks without contributing to sprawl or traffic congestion. **Ongoing**
- The Town of Johnstown shall support better education and notification for bicycle rules and regulations and enhancing their visibility while using town roads. **Ongoing**
- The Town of Johnstown shall consider future roadway additions and enhancements in the context of future long-term land use planning. **Ongoing**
- The Town shall support regional efforts to develop high-speed rail service through Rock County. **Ongoing**
- Snowmobile routes shall continue to be properly designated and maintained. **Ongoing**
- Bike and pedestrian trails and routes in the Town shall be connected to nearby trails and routes in adjacent towns. **Ongoing**
- The Town shall provide information to generate increased awareness of the transit services offered by the Rock County Council on aging. **Ongoing**
- State and federal funding programs shall be applied for and utilized whenever possible, to help finance highway and bridge maintenance, transit, rail, enhancements and other transportation improvements, especially those that reduce Single Occupancy Vehicle trips and air pollution, and benefit economic development in the region. **Ongoing**
- Participate in multi-jurisdictional transportation system improvements and maintenance projects in and around the Town. **Ongoing**
- The Town of Johnstown shall consider requesting Rock County Public Works to study any intersections that may warrant such a study for improved traffic control/warning. **1-5 years**

## CHAPTER 5 - UTILITIES AND COMMUNITY FACILITIES

**Goal 1: To support and provide, where applicable, the efficient delivery of community services, facilities, and utilities in a manner consistent with the Town of Johnstown's expectations for a prosperous rural atmosphere.**

*Objectives:*

1. Coordinate the planning of utilities and community facilities with land use, transportation, and natural resource planning.
2. Protect the town's public health and natural environment through proper siting of on-site wastewater disposal systems and storm water management.
3. Promote the use of existing public facilities, and logical future expansion of those facilities, to serve well-planned, compact development as depicted in the Town Development Plan.
4. Maintain sensitivity to natural features and conditions in the design and location of utility extension.
5. Coordinate with Rock County on public works projects and recreational facilities.
6. Continue to work with adjoining communities on cooperative planning of utilities and community facilities that impact both municipalities.

**Goal 2. Ensure that high quality services and community facilities are available to Town residents at adequate levels and in suitable locations in a timely, efficient, equitable, and affordable manner.**

*Objectives:*

1. Recognize the importance and necessity of emerging utility and community facilities technologies. Incorporate these technologies into the Town's utilities and community facilities system, and develop regulatory measures to ensure benefit to the Town.
2. Promote the need for affordable high-speed internet for potential rural users within the Town.

*Policies:*

- The Town of Johnstown will consider the objectives and policies of this comprehensive plan, as well as the public welfare, health, and safety, to determine whether new or expanded services and community facilities are necessary in the future. **Ongoing**
- The town should direct orderly, phased development to areas with existing public infrastructure, whenever possible. **Ongoing**
- The town should direct rural development away from areas with limited suitability for on-site waste disposal systems. **Ongoing**
- The town will continue to work with the Rock County Health Department to ensure proper approval process and placement of new on-site wastewater disposal systems, and appropriate maintenance and replacement of existing systems as a means to protect groundwater quality. **Ongoing**
- The Town of Johnstown will continue to provide or procure basic services for all town residents, including trash and recycling pickup, police, fire and rescue service, public road maintenance, and snow plowing. **Ongoing**
- All new development proposals will be assessed for their ability to be served efficiently by existing public facilities. **Ongoing**
- All Certified Survey Maps (CSM), subdivision plats, and other proposed land disturbing activities affecting more than 4,000 square feet (1,000 square

- feet in areas of 12 percent or greater slope) will be required by the town, to include erosion control plans meeting Rock County requirements. **Ongoing**
- All CSM's, subdivision plats, and other proposed land disturbing activities resulting in over one acre of disturbance shall be accompanied by a storm water management plan in accord with Chapter 28 of Rock County's Code of Ordinances. **Ongoing**

## CHAPTER 6 - LAND USE

**Goal 1: Ensure various and diverse land uses, including agriculture, residential, and agri-businesses, are encouraged, supported, and regulated, in appropriate locations, and in a responsible manner that preserves the Town's rural character and balances the rights of property owners with the Town's collective well-being.**

*Objectives:*

1. Coordinate adjacent land uses so that they are compatible with regard to noise, odor and appearance.
2. Future land use developments should be located in areas that already contain like uses to maintain compatibility.
3. Future residential, agri-businesses land uses should be located on non-prime agricultural land.
4. Preserve the Town's Agricultural Preservation Areas for continued agricultural uses and direct responsible residential, and agri-businesses development to appropriate Development Areas.
5. Continue to foster a productive working relationship with the County and adjoining Towns to work towards implementation of various plans, policies and programs that impact land use in the Town.
6. Closely monitor the development in the Johnstown Moraine area of the Town.

*Policies:*

- Utilize the Town's Future Land Use Map in review and evaluation of all conditional use, rezone and development proposals, with approval of proposals dependent on consistency with the Land Use Map. **Ongoing**
- Consider working in conjunction with Rock County in determining the feasibility of implementing a Purchase of Development Rights (PDR) program in the Town. **1-5 years**
- During the rezoning and land division process, ensure the Town's natural resources are designated and protected. **Ongoing**
- Utilize the existing areas depicted on the Town's Future Land Use Map to satisfy future residential, and agri-business development needs. **Ongoing**
- The Town of Johnstown shall continue to cooperate with adjoining local units of government in the coordination of land use policy. **Ongoing**

## CHAPTER 7 - ECONOMIC DEVELOPMENT

**Goal 1: To support and promote agricultural activities that position and prepare the Town of Johnstown for opportunities that both enhances, sustains and preserves its agricultural assets.**

**Goal 2: Protect agricultural economically productive areas, including farmland and woodlands.**

*Objectives:*

1. Encourage production agriculture and agriculture-related businesses as a major economic development force in the community.
2. Encourage programs and marketing initiatives that support local agricultural products.

*Policies:*

- The Town shall advocate for the continued preservation of agricultural areas through the strict enforcement of the Town Zoning Ordinance and Development Plan. **Ongoing**
- The town shall encourage local policies that would attract agricultural related businesses and industries to further enhance the town's agricultural economic potential. **Ongoing**
- The Town shall continue to utilize the services and staff of the Rock County Planning and Economic Development Agency in reviewing and analyzing potential future agricultural economic development proposals. **Ongoing**

**CHAPTER 8 – INTERGOVERNMENTAL COOPERATION**

**Goal 1: Continue open communication with adjoining communities, school districts, Rock County and state agencies.**

*Objectives:*

1. Build and maintain consensus among adjoining governmental entities, to achieve cooperation and a unified area vision.

**Goal 2: Continue to seek new ways to coordinate and share community facilities and services with neighboring communities and Rock County.**

*Objectives:*

1. Promote and encourage mutually beneficial methods to increase efficiencies, for cost savings and to provide services to taxpayers more proficiently.

*Policies:*

- Town of Johnstown should work with adjacent jurisdictions to utilize comprehensive plans so that long-range decisions are well thought out and consistent. **Ongoing**
- The Town should participate in an annual “summit” with adjoining municipalities to discuss the comprehensive plan and any long-range developments that may affect the Town of Johnstown. **Ongoing**
- The Town should consider continuing to develop a website that would allow them to post appropriate documents such as meeting agenda's, minutes and important announcements. **1-5 years**
- Continue to work with Rock County to assure that the county understands the town's plan and works together, as a partner with the town of planning and zoning issues. **Ongoing**
- Emphasize agricultural economic development with adjoining municipalities as a regional benefit. **Ongoing**
- Continue to work with county, state and federal agencies in providing sound transportation planning for the town including consideration of multi-modal forms of transportation. **Ongoing**
- In order to reduce conflict, periodic meetings should be held between officials of adjacent communities to discuss common issues, potential

problems, and to acquire an understanding of the position of the other municipality. Meeting agendas and minutes from municipal meetings should be shared with adjoining communities. **Ongoing**

- Participate in County-level transportation, land use and agricultural economic development efforts. **Ongoing**
- A joint meeting should be held with adjoining municipalities to discuss efforts to avoid duplication of services and the potential for consolidation government services. **Ongoing**
- Promote and encourage mutually beneficial methods to increase efficiencies, for cost savings and to provide services to taxpayers more proficiently. **Ongoing**
- Stay informed on activities of the School Districts to ensure the Town has the opportunity to be involved in decisions that affect town residents, such as building improvements, tax issues and transportation. **Ongoing**

### **Integration and Consistency**

The comprehensive planning law states that the implementation element describe how each of the elements of the Plan shall be integrated and made consistent with other elements of the plan. As envisioned and created, the elements and subsequent policies of this plan fit together and do not conflict with each other and are consistent between the different chapters.

### **9.4 - Plan Updates and Revisions**

The Town of Johnstown 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.